

SECOND REGULAR SESSION  
HOUSE COMMITTEE SUBSTITUTE FOR  
**HOUSE BILL NOS. 2628 & 2603**  
**102ND GENERAL ASSEMBLY**

5403H.03C

DANA RADEMAN MILLER, Chief Clerk

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**AN ACT**

To repeal sections 407.1095, 407.1098, 407.1101, and 407.1104, RSMo, and to enact in lieu thereof six new sections relating to electronic communications, with penalty provisions.

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*Be it enacted by the General Assembly of the state of Missouri, as follows:*

Section A. Sections 407.1095, 407.1098, 407.1101, and 407.1104, RSMo, are  
2 repealed and six new sections enacted in lieu thereof, to be known as sections 115.645,  
3 407.1095, 407.1098, 407.1101, 407.1104, and 407.1115, to read as follows:

**115.645. 1. For the purposes of this section, the following terms shall mean:**

2 **(1) "Deceptive and fraudulent deepfake", synthetic media that depicts a**  
3 **candidate or political party with the intent to injure the reputation of the candidate or**  
4 **party or otherwise deceive a voter that:**

5 **(a) Appears to a reasonable person to depict a real individual saying or doing**  
6 **something that did not actually occur; or**

7 **(b) Provides a reasonable person a fundamentally different understanding or**  
8 **impression of the appearance, action, or speech of a candidate or party than such person**  
9 **would have from an unaltered, original version of the image, audio recording, or video**  
10 **recording;**

11 **(2) "Synthetic media", an image, audio recording, or video recording of an**  
12 **individual's appearance, speech, or conduct that has been created or intentionally**  
13 **manipulated with the use of generative adversarial network techniques or other digital**  
14 **technology in a manner to create a realistic but false image, audio, or video.**

15 **2. Except as provided in subsection 3 of this section, a person, corporation,**  
16 **committee, or other entity shall not, within ninety days of an election at which a**

EXPLANATION — Matter enclosed in bold-faced brackets [thus] in the above bill is not enacted and is intended to be omitted from the law. Matter in **bold-face** type in the above bill is proposed language.

17 candidate for elective office will appear on the ballot, distribute a synthetic media  
18 message that the person, corporation, committee, or other entity knows or should have  
19 known is a deceptive and fraudulent deepfake of a candidate or party on the state or  
20 local ballot.

21       3. (1) The provisions of subsection 2 of this section shall not apply if the audio or  
22 visual media includes a disclosure stating: "This \_\_\_\_\_ has been manipulated or  
23 generated by artificial intelligence."

24       (2) The blank shall be filled in with whichever of the following terms most  
25 accurately describes the media: image, video, or audio.

26       (3) For visual media, the text of the disclosure shall appear in a size no smaller  
27 than the largest font size of other text appearing in the visual media. If the visual media  
28 does not include any other text, the disclosure shall appear in a size that is easily  
29 readable by the average viewer. For visual media in video format, the disclosure shall  
30 appear for the duration of the video.

31       (4) If the media consists of audio only, the disclosure shall be read in a clearly  
32 spoken manner and in a pitch that can be easily heard by the average listener at the  
33 beginning of the audio, at the end of the audio, and, if the audio is greater than two  
34 minutes in length, interspersed within the audio at intervals not to exceed two minutes  
35 in length.

36       4. A candidate whose appearance, action, or speech is depicted through the use  
37 of a deceptive and fraudulent deepfake in violation of subsection 2 of this section may  
38 seek injunctive or other equitable relief prohibiting the publication of such deceptive  
39 and fraudulent deepfake.

40       5. A person who violates the provisions of subsection 2 of this section may be  
41 subject to the following penalties:

42       (1) A class B misdemeanor;

43       (2) A class A misdemeanor if the person commits the violation with the intent to  
44 cause violence or bodily harm; or

45       (3) A class E felony if the person commits the violation within five years of one or  
46 more prior convictions under this section.

47       6. This section shall not apply to a radio or television broadcasting station,  
48 including a cable or satellite television operator, programmer, or producer, that  
49 broadcasts a deceptive and fraudulent deepfake prohibited by this section as part of a  
50 bona fide newscast, news interview, news documentary, or on-the-spot coverage of bona  
51 fide news events, if the broadcast clearly acknowledges through content or a disclosure,  
52 in a manner that can be easily heard or read by the average listener or viewer, that there  
53 are questions about the authenticity of the materially deceptive audio or visual media.

54           7. This section shall not apply to a radio or television broadcasting station,  
55 including a cable or satellite television operator, programmer, or producer, or website  
56 developer or owner, when it is paid to broadcast a deceptive and fraudulent deepfake.  
57 The responsibility and liability shall rest solely with the advertiser or entity that paid to  
58 broadcast the deceptive and fraudulent deepfake and not with the radio or television  
59 broadcasting station or website developer or owner disseminating the deceptive or  
60 fraudulent deepfake.

61           8. This section shall not apply to an internet website or a regularly published  
62 newspaper, magazine, or other periodical of general circulation, including an internet or  
63 electronic publication, that routinely carries news and commentary of general interest  
64 and that publishes a deceptive and fraudulent deepfake prohibited by this section if the  
65 publication clearly states that the audio or visual media does not accurately represent  
66 the speech or conduct of the candidate.

67           9. This section does not apply to materially deceptive audio or visual media that  
68 constitutes satire or parody.

          407.1095. As used in sections 407.1095 to 407.1110, the following words and phrases  
2 mean:

3           (1) "Business subscriber", a person or entity that, for business use, has  
4 subscribed to telephone service, wireless service, or other similar service;

5           (2) "Call spoofing", the practice by a calling party or any caller identification  
6 service of knowingly transmitting misleading or inaccurate caller identification  
7 information with the intent to defraud, cause harm, harass, or wrongfully obtain  
8 anything of value;

9           (3) "Caller identification service", a type of telephone service which permits  
10 telephone subscribers to see the telephone number of incoming telephone calls;

11           ~~(2)~~ (4) "Residential subscriber", a person who, for ~~[primarily]~~ personal and familial  
12 use, has subscribed to residential telephone service, wireless service or similar service, or the  
13 other persons living or residing with such person;

14           ~~(3)~~ (5) "Seller", the same as defined in section 407.1070;

15           (6) "Telemarketer", the same as defined in section 407.1070;

16           (7) "Telephone solicitation", any voice, facsimile, short messaging service (SMS), or  
17 multimedia messaging service (MMS), for the purpose of encouraging the purchase or rental  
18 of, or investment in, property, goods or services, but does not include communications:

19           (a) To any **business subscriber** or residential subscriber with that subscriber's prior  
20 express invitation or permission;

21 (b) By or on behalf of any person or entity with whom a **business subscriber or**  
22 residential subscriber has had a business contact within the past one hundred eighty days or a  
23 current business or personal relationship;

24 (c) By or on behalf of an entity organized pursuant to Chapter 501 (c)(3) of the United  
25 States Internal Revenue Code, while such entity is engaged in fund-raising to support the  
26 charitable purpose for which the entity was established provided that a bona fide member of  
27 such exempt organization makes the voice communication;

28 (d) By or on behalf of any entity over which a federal agency has regulatory authority  
29 to the extent that:

30 a. Subject to such authority, the entity is required to maintain a license, permit or  
31 certificate to sell or provide the merchandise being offered through telemarketing; and

32 b. The entity is required by law or rule to develop and maintain a no-call list;

33 (e) By a natural person responding to a referral, or working from his or her primary  
34 residence, or a person licensed by the state of Missouri to carry out a trade, occupation or  
35 profession who is setting or attempting to set an appointment for actions relating to that  
36 licensed trade, occupation or profession within the state or counties contiguous to the state.

407.1098. No person or entity shall make or cause to be made any telephone  
2 solicitation, **including via call spoofing**, to any **business subscriber or** residential subscriber  
3 in this state who has given notice to the attorney general, in accordance with rules  
4 promulgated pursuant to section 407.1101 of such subscriber's objection to receiving  
5 telephone solicitations.

407.1101. 1. The attorney general shall establish and provide for the operation of a  
2 database to compile a list of telephone numbers of **business subscribers and** residential  
3 subscribers who object to receiving telephone solicitations. [~~Such list is not intended to~~  
4 ~~include any telephone number primarily used for business or commercial purposes.~~]

5 2. The attorney general shall promulgate rules and regulations governing the  
6 establishment of a state no-call database as he or she deems necessary and appropriate to fully  
7 implement the provisions of sections 407.1095 to 407.1110. The rules and regulations shall  
8 include those which:

9 (1) Specify the methods by which each **business subscriber or** residential subscriber  
10 may give notice to the attorney general or its contractor of his or her objection to receiving  
11 such solicitations or revocation of such notice. There shall be no cost to the subscriber for  
12 joining the database;

13 (2) Specify the length of time for which a notice of objection shall be effective and  
14 the effect of a change of telephone number on such notice;

15 (3) Specify the methods by which such objections and revocations shall be collected  
16 and added to the database;

17 (4) **Specify that once a person gives notice of objection, the person shall not have**  
18 **to renew his or her objection;**

19 (5) Specify the methods by which any person or entity desiring to make telephone  
20 solicitations will obtain access to the database as required to avoid calling the telephone  
21 numbers of **business subscribers or** residential subscribers included in the database,  
22 including the cost assessed to that person or entity for access to the database; **and**

23 ~~[(5)]~~ (6) Specify such other matters relating to the database that the attorney general  
24 deems desirable.

25 3. If the Federal Communications Commission establishes a single national database  
26 of telephone numbers of subscribers who object to receiving telephone solicitations pursuant  
27 to 47 U.S.C. Section 227(c)(3), the attorney general shall include that part of such single  
28 national database that relates to Missouri in the database established pursuant to this section.

29 4. Information contained in the database established pursuant to this section shall be  
30 used only for the purpose of compliance with section 407.1098 and this section or in a  
31 proceeding or action pursuant to section 407.1107. Such information shall not be considered  
32 a public record pursuant to chapter 610.

33 5. In April, July, October and January of each year, the attorney general shall be  
34 encouraged to obtain subscription listings of **business subscribers and** residential  
35 subscribers in this state who have arranged to be included on any national do-not-call list  
36 and add those telephone numbers to the state do-not-call list.

37 6. The attorney general may utilize moneys appropriated from general revenue and  
38 moneys appropriated from the merchandising practices revolving fund established in section  
39 407.140 for the purposes of establishing and operating the state no-call database.

40 7. Any rule or portion of a rule, as that term is defined in section 536.010, that is  
41 created under the authority delegated in sections 407.1095 to 407.1110 shall become effective  
42 only if it complies with and is subject to all of the provisions of chapter 536 and, if applicable,  
43 section 536.028. This section and chapter 536 are nonseverable and if any of the powers  
44 vested with the general assembly pursuant to chapter 536 to review, to delay the effective date  
45 or to disapprove and annul a rule are subsequently held unconstitutional, then the grant of  
46 rulemaking authority and any rule proposed or adopted after August 28, 2000, shall be invalid  
47 and void.

407.1104. 1. Any person or entity who makes a telephone solicitation to any  
2 **business subscriber or** residential subscriber in this state shall, at the beginning of such  
3 solicitation, state clearly the identity of the person or entity initiating the solicitation.

4 2. No person or entity who makes a telephone solicitation to a **business subscriber**  
5 **or** residential subscriber in this state shall knowingly use any method, **including call**

6 **spoofing**, to block or otherwise circumvent any subscriber's use of a caller identification  
7 service.

2 **407.1115. 1. This section shall be known and may be cited as the "Caller ID  
Anti-Spoofing Act".**

3 **2. As used in this section, the following terms mean:**

4 **(1) "Call", any telephone call, facsimile, or text message made using a public  
5 switched telephone network, wireless cellular telephone service, or voice-over-internet  
6 protocol (VoIP) service that has the capability of accessing users on the public switched  
7 telephone network or a successor network;**

8 **(2) "Caller", a person or entity who places a call, facsimile, or text message,  
9 whether by phone or computer;**

10 **(3) "Caller identification information", information provided by a caller  
11 identification service regarding the telephone number or other origination information  
12 of a call or facsimile transmission made using a telecommunications service or an  
13 interconnected VoIP service or of a text message sent using a text-messaging service;**

14 **(4) "Caller identification service", any service or device designed to provide the  
15 user of the service or device with the telephone number or other origination information  
16 of a call or facsimile transmission made using a telecommunications service or an  
17 interconnected VoIP service or of a text message sent using a text messaging service.  
18 "Caller identification service" includes automatic number identification services.**

19 **3. A caller commits the offense of caller identification spoofing if the caller:**

20 **(1) Enters or causes to be entered false information into a caller identification  
21 service with the malicious intent to deceive, defraud, or mislead the recipient of a call; or**

22 **(2) Places a call knowing that false information was entered into the caller  
23 identification service with the intent to deceive, defraud, or mislead the recipient of the  
24 call.**

25 **4. The first offense of caller identification spoofing shall be a class C  
26 misdemeanor. The second and any subsequent offense shall be a class A misdemeanor.**

27 **5. This section shall not apply to:**

28 **(1) The blocking of caller identification information;**

29 **(2) Any law enforcement agency of the federal, state, county, or municipal  
30 government;**

31 **(3) Any intelligence or security agency of the federal government; or**

32 **(4) A communications service provider, including a telecommunications,  
33 broadband, or voice-over-internet service provider that:**

34 **(a) Acts in the communications service provider's capacity as an intermediary  
35 for the transmission of telephone service between the caller and the recipient;**

36           **(b) Provides or configures a service or service feature as requested by the**  
37 **customer;**

38           **(c) Acts in a manner that is authorized or required by applicable law; or**

39           **(d) Engages in other conduct that is necessary to provide service.**

40           **6. The recipient of any call in which the caller uses false caller identification**  
41 **information shall have standing to recover actual and punitive damages against the**  
42 **caller. Punitive damages shall be in an amount determined by the court but not to**  
43 **exceed five thousand dollars per call. Call recipients may bring action under this section**  
44 **as members of a class. The attorney general may initiate legal proceedings or intervene**  
45 **in legal proceedings on behalf of call recipients and, if the caller is found guilty, shall**  
46 **recover all costs of the investigation and prosecution of the action.**

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