

SENATE COMMITTEE SUBSTITUTE  
FOR  
HOUSE COMMITTEE SUBSTITUTE  
FOR  
HOUSE BILLS NOS. 2628 & 2603  
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Section A. Sections 407.1095, 407.1098, 407.1101, and 407.1104, RSMo, are repealed and six new sections enacted in lieu thereof, to be known as sections 115.645, 407.1095, 407.1098, 407.1101, 407.1104, and 407.1115, to read as follows: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:

(1) "Creator", any person that utilizes or deploys artificial intelligence or other digital technology to generate synthetic media, but does not include a provider or a developer of any technology used in the creation of synthetic media;

(2) "Deceptive and fraudulent deepfake", synthetic media that provides false information to voters about where, when, or how they can lawfully vote or depicts a candidate or political party with the intent to injure the reputation of the candidate or party and otherwise deceive a voter that:

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

(b) Provides a reasonable person a fundamentally different understanding or impression of the appearance,

action, or speech of a candidate or party than such person would have from an unaltered, original version of the image, audio recording, or video recording;

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

2. Except as provided in subsection 3 of this section, a creator shall not, within eighteen weeks of an election, distribute a synthetic media message that the creator knows or should have known is a deceptive and fraudulent deepfake.

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

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

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

(4) If the media consists of audio only, and no visual disclosure is feasible, the disclosure shall be read in a clearly spoken manner and in a pitch that can be easily heard by the average listener at the beginning of the audio, at the end of the audio, and, if the audio is greater than

two minutes in length, interspersed within the audio at intervals not to exceed two minutes in length.

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

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

(1) A class B misdemeanor;

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

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

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

7. This section shall not apply to a radio or television broadcasting station, including a cable or satellite television operator, programmer, or producer, or website developer or owner, when it is paid to broadcast a deceptive and fraudulent deepfake. The responsibility and

liability shall rest solely with the advertiser or entity that paid to broadcast the deceptive and fraudulent deepfake and not with the radio or television broadcasting station or website developer or owner disseminating the deceptive or fraudulent deepfake.

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

9. This section shall not apply to an interactive computer service, as defined in 47 U.S.C. Section 230, for content provided by another party.

10. This section shall not apply to materially deceptive audio or visual media that constitutes satire or parody.

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

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

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

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

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

[(3)] (5) "Seller", the same as defined in section 407.1070;

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

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

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

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

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

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

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

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

(e) By a natural person responding to a referral, or working from his or her primary residence, or a person licensed by the state of Missouri to carry out a trade, occupation or profession who is setting or attempting to set an appointment for actions relating to that 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 solicitation, including via call spoofing, to any business subscriber or residential subscriber in this state who has given notice to the attorney general, in accordance with rules promulgated pursuant to section 407.1101 of such subscriber's objection to receiving telephone solicitations.

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

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

(1) Specify the methods by which each business subscriber or residential subscriber may give notice to the attorney general or its contractor of his or her objection to receiving such solicitations or revocation of such

notice. There shall be no cost to the subscriber for joining the database;

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

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

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

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

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

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

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

5. In April, July, October and January of each year, the attorney general shall be encouraged to obtain

subscription listings of business subscribers and residential subscribers in this state who have arranged to be included on any national do-not-call list and add those telephone numbers to the state do-not-call list.

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

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

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

2. No person or entity who makes a telephone solicitation to a business subscriber or residential subscriber in this state shall knowingly use any method, including call spoofing, to block or otherwise circumvent any subscriber's use of a caller identification service.

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



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

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

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

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

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

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

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

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

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

5. This section shall not apply to:

(1) The blocking of caller identification information;

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

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

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

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

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

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

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

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