



DENNY HOSKINS, CPA

SECRETARY OF STATE  
STATE OF MISSOURI

November 13, 2025

Richard von Glahn  
9 Wilshire Terrace  
Webster Groves, MO 63119

RE: Approval of Ballot Language – Relating to a proposed referendum petition for House Bill 1 (2026-R004)

Dear Mr. von Glahn:

Please be advised that the Secretary of State, pursuant to Section 116.180, RSMo, has certified the official ballot title for the referendum petition you submitted on September 29, 2025. The ballot language is as follows:

Do the people of the state of Missouri approve the act of the General Assembly entitled “House Bill No. 1 (2025 Second Extraordinary Session),” which repeals Missouri’s existing gerrymandered congressional plan that protects incumbent politicians, and replaces it with new congressional boundaries that keep more cities and counties intact, are more compact, and better reflects statewide voting patterns?

State and local governmental entities estimate no costs or savings.

The approval of this ballot title follows review by the Attorney General of the summary statement submitted by this office and the fiscal note and fiscal note summary prepared by the State Auditor. Copies of the documents demonstrating this review are enclosed for your records.

A copy of the ballot-title certification required by section 116.180, RSMo, is enclosed. Consistent with the Supreme Court’s decision in *No Bans on Choice v. Ashcroft*, state law does not require the certified ballot title to be affixed to the petition page in order for signatures to be valid, and proponents are not required to wait for ballot-title certification before circulating petitions.

This letter concerns the certification of the official ballot title only. Under Missouri law, the Secretary of State retains an independent and ongoing duty to review any submitted referendum petition for constitutional and statutory compliance. Section 116.120, RSMo, requires the Secretary to examine the petition to determine whether it complies with the Missouri Constitution and with chapter 116, and to determine whether the petition contains a sufficient number of valid signatures collected in accordance with law. That review includes, among other things, verifying signatures, excluding signatures gathered by unregistered circulators, and determining sufficiency through either random sampling or full verification as required by statute. The certification of the ballot title does not preclude later findings that the petition is insufficient or otherwise fails to meet the requirements for placement on the ballot.

Should you have questions regarding this matter, please feel free to contact our office.

Sincerely,

Director of Elections

Enclosures

**EXHIBIT**

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James C. Kirkpatrick State Information Center  
Elections Division • PO Box 1767 • Jefferson City, Missouri 65102 • (573) 751-2301

Administrative Rules • Business Services • Elections • Publications • Securities • State Archives • State Library • Wolfner Library



# STATE OF MISSOURI

## Office of Secretary of State

### CERTIFICATION OF OFFICIAL BALLOT TITLE

I, Denny Hoskins, Secretary of State, in compliance with Section 116.180, RSMo, do hereby certify the following language as the official ballot title for the referendum petition for House Bill 1, submitted by Richard von Glahn on September 29, 2025. The official ballot title shall read as follows:

Do the people of the state of Missouri approve the act of the General Assembly entitled "House Bill No. 1 (2025 Second Extraordinary Session)," which repeals Missouri's existing gerrymandered congressional plan that protects incumbent politicians, and replaces it with new congressional boundaries that keep more cities and counties intact, are more compact, and better reflects statewide voting patterns?

State and local governmental entities estimate no costs or savings.

IN TESTIMONY WHEREOF, I hereunto set my hand and affix the seal of my office in the City of Jefferson, State of Missouri, on this 13<sup>th</sup> day of November, 2025.

*Denny Hoskins*

*Secretary of State*







ATTORNEY GENERAL OF MISSOURI

CATHERINE L. HANAWAY

November 10, 2025

OPINION LETTER NO. 329-2025

The Honorable Denny Hoskins, CPA  
Missouri Secretary of State  
James C. Kirkpatrick State Information Center  
600 West Main Street  
Jefferson City, MO 65101

Dear Secretary Hoskins:

This opinion letter responds to your request dated October 31, 2025, for our review under § 116.334, RSMo, of a proposed summary statement prepared for the petition submitted by Richard von Glahn (2026-R004) regarding a referendum for House Bill 1. The proposed summary statement is as follows:

Do the people of the state of Missouri approve the act of the General Assembly entitled "House Bill No. 1 (2025 Second Extraordinary Session)," which repeals Missouri's existing gerrymandered congressional plan that protects incumbent politicians, and replaces it with new congressional boundaries that keep more cities and counties intact, are more compact, and better reflects statewide voting patterns?

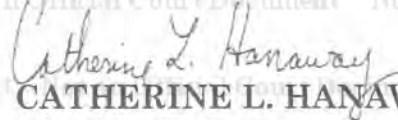
Pursuant to § 116.334, RSMo, we approve the legal content and form of the proposed statement. Because our review of the statement is mandated by statute, no action that we take with respect to such review should be construed as an endorsement of the petition, nor as the expression of any view regarding

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The Honorable Denny Hoskins  
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the objectives of its proponents.

Very truly yours,

  
**CATHERINE L. HANAWAY**  
Attorney General



**SCOTT FITZPATRICK**  
MISSOURI STATE AUDITOR

October 29, 2025

Honorable Denny Hoskins, CPA  
Secretary of State  
James C. Kirkpatrick State Information Center  
600 W Main, Room 337  
Jefferson City, MO 65101

Dear Secretary Hoskins:

Enclosed please find a copy of fiscal note for 26-R004 and the approval of the fiscal note summary by the Attorney General's office pursuant to §116.175, RSMo.

On October 29, 2025, we received approval as to legal content and form of the fiscal note summary. This transmittal completes the fiscal note and fiscal note summary process for this proposed ballot measure. If you have any questions or comments, please contact me at (573) 751-4213.

Sincerely,

Jon Halwes, CPA, CGAP  
Senior Advisor

Enclosures

## SAO Fiscal Note

**From:** Bagby, Karen <Karen.Bagby@ago.mo.gov>  
**Sent:** Wednesday, October 29, 2025 9:13 AM  
**To:** SAO Fiscal Note; Freedlund, Samuel  
**Subject:** RE: Fiscal Note and Summary for 26-R004  
**Attachments:** 328-2025.pdf

Please see attached response to the above referenced request.

Please let me know if I can be of further assistance.

**Karen Bagby** | Executive Secretary

Missouri Attorney General's Office

P.O. Box 899

207 West High Street

Jefferson City, MO 65101

(573) 751-1800

[Karen.Bagby@ago.mo.gov](mailto:Karen.Bagby@ago.mo.gov)

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**From:** SAO Fiscal Note <FiscalNote@auditor.mo.gov>

**Sent:** Friday, October 17, 2025 9:29 AM

**To:** Monroe, Kathryn <Kathryn.Monroe@ago.mo.gov>; Bagby, Karen <Karen.Bagby@ago.mo.gov>

**Cc:** SAO Fiscal Note <FiscalNote@auditor.mo.gov>

**Subject:** Fiscal Note and Summary for 26-R004

Good Morning -

Attached are the cover letter, fiscal note and fiscal note summary for 26-R004.

Thank you,

Sheri Hoffman

This email message, including the attachments, is from the Missouri Attorney General's Office. It is for the sole use of the intended recipient(s) and may contain confidential and privileged information, including that covered by § 32.057, RSMo. Any unauthorized review, use, disclosure or distribution is prohibited. If you are not the intended recipient, please contact the sender by reply email and destroy all copies of the original message. Thank you.



ATTORNEY GENERAL OF MISSOURI

CATHERINE L. HANAWAY

October 29, 2025

OPINION LETTER NO. 328-2025

The Honorable Scott Fitzpatrick  
Missouri State Auditor  
Truman State Office Building, Room 880  
Jefferson City, MO 65101

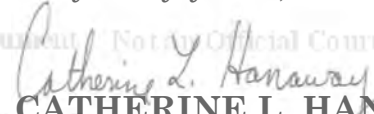
Dear Auditor Fitzpatrick:

This office received your letter of October 17, 2025, submitting a fiscal note and fiscal note summary prepared under § 116.175, RSMo, for a referendum petition submitted by Richard von Glahn (2026-R004). The fiscal note summary that you submitted is as follows:

State and local governmental entities estimate no costs or savings

Under § 116.175.4, RSMo, we approve the legal content and form of the fiscal note summary. Because our review of the fiscal note summary is mandated by statute, no action that we take with respect to such review should be construed as an endorsement of the initiative petition or as the expression of any view regarding the objectives of its proponents. Furthermore, our review under § 116.175.4 does not examine the fairness or sufficiency of the estimated fiscal impact.

Very truly yours,

  
CATHERINE L. HANAWAY  
Attorney General

OP-2025-349





**SCOTT FITZPATRICK**  
MISSOURI STATE AUDITOR

October 17, 2025

The Honorable Catherine Hanaway  
Attorney General  
Supreme Court Building  
Jefferson City, MO 65101

Dear Attorney General Hanaway:

Our office received House Bill No. 1 on September 29, 2025. Pursuant to §116.175, RSMo, we are forwarding the following fiscal note summary for your review and approval as to legal content and form:

State and local governmental entities estimate no costs or savings.

A copy of the fiscal note for the referendum is also attached. Thank you for your immediate attention to this matter. Your office should return the approved fiscal note summary to our office within 10 days, pursuant to §116.175.4, RSMo. If you have any questions or comments, please contact me at (573) 751-4213.

Sincerely,

Jon Halwes, CPA, CGAP  
Senior Advisor

Enclosures



# MISSOURI STATE AUDITOR'S OFFICE

## FISCAL NOTE (26-R004)

### Subject

Referendum petition from Richard von Glahn regarding House Bill No. 1, 2025. (Received September 29, 2025)

### Date

October 17, 2025

### Description

Voters will approve or reject this statutory change.

The referendum is to be voted on in November 2026.

### Public comments and other input

The State Auditor's office requested input from the **Attorney General's Office**, the **Department of Agriculture**, the **Department of Commerce and Insurance**, the **Department of Conservation**, the **Department of Corrections**, the **Department of Economic Development**, the **Department of Elementary and Secondary Education**, the **Department of Health and Senior Services**, the **Department of Higher Education and Workforce Development**, the **Department of Labor and Industrial Relations**, the **Department of Mental Health**, the **Department of National Guard**, the **Department of Natural Resources**, the **Department of Public Safety**, the **Department of Revenue**, the **Department of Social Services**, the **Department of Transportation**, the **Governor's Office**, the **Missouri House of Representatives**, the **Missouri Senate**, the **Office of Administration**, the **Office of State Courts Administrator**, the **Office of the State Public Defender**, the **Secretary of State's Office**, the **State Treasurer's Office**, **Adair County**, **Andrew County**, **Atchison County**, **Audrain County**, **Barry County**, **Barton County**, **Bates County**, **Benton County**, **Bollinger County**, **Boone County**, **Buchanan County**, **Butler County**, **Caldwell County**, **Callaway County**, **Camden County**, **Cape Girardeau County**, **Carroll County**, **Carter County**, **Cass County**, **Cedar County**, **Chariton County**, **Christian County**, **Clark County**, **Clay County**, **Clinton County**, **Cole County**, **Cooper County**, **Crawford County**, **Dade County**, **Dallas County**, **Daviess County**, **DeKalb County**, **Dent County**, **Douglas County**, **Dunklin County**, **Franklin County**, **Gasconade County**, **Gentry County**, **Greene County**, **Grundy County**, **Harrison County**, **Henry County**, **Hickory County**, **Holt County**, **Howard County**, **Howell County**, **Iron County**, **Jackson County**, **Jasper County**, **Jefferson County**, **Johnson County**, **Knox County**, **Laclede County**, **Lafayette County**, **Lawrence County**, **Lewis County**, **Lincoln County**, **Linn County**, **Livingston County**, **Macon County**, **Madison County**, **Maries County**, **Marion County**, **McDonald County**, **Mercer County**, **Miller County**, **Mississippi County**, **Moniteau County**, **Monroe County**, **Montgomery County**, **Morgan County**, **New Madrid County**, **Newton County**, **Nodaway County**, **Oregon County**, **Osage County**, **Ozark County**, **Pemiscot County**, **Perry County**, **Pettis County**, **Phelps County**, **Pike County**, **Platte County**, **Polk County**, **Pulaski County**, **Putnam County**, **Ralls County**, **Randolph County**, **Ray County**, **Reynolds County**, **Ripley County**, **Saline County**, **Schuyler County**, **Scotland County**, **Scott County**, **Shannon County**, **Shelby County**, **St. Charles County**, **St. Clair County**, **St. Francois County**, **St. Louis County**, **Ste. Genevieve County**, **Stoddard County**, **Stone County**, **Sullivan County**, **Taney County**, **Texas County**, **Vernon County**, **Warren County**, **Washington County**, **Wayne County**, **Webster County**, **Worth County**, **Wright County**, the **City of Cape Girardeau**, the **City of Columbia**, the **City of Jefferson City**, the **City of Joplin**, the **City of Kansas City**, the **City of Kirksville**, the **City of Mexico**, the **City of Raymore**, the **City of Springfield**, the **City of St. Joseph**, the **City of St. Louis**, the **City of Union**, the **City of Wentzville**, the **City of West Plains**, **Cape Girardeau 63 School District**, **Hannibal School District #60**, **Jennings School District**, **Malta Bend R-V School District**, **Mehlville School District**, **Wellsville-Middletown R-1 School District**, **Metropolitan Community College**, **St. Louis Community College**, **State Technical College of Missouri**, and **University of Missouri**.

## Assumptions

Officials from the **Attorney General's Office** indicated no fiscal impact.

Officials from the **Department of Agriculture** indicated no fiscal impact.

Officials from the **Department of Commerce and Insurance** indicated no fiscal impact.

Officials from the **Department of Conservation** indicated no fiscal impact.

Officials from the **Department of Corrections** indicated no fiscal impact.

Officials from the **Department of Economic Development** indicated no fiscal impact.

Officials from the **Department of Elementary and Secondary Education** indicated no fiscal impact.

Officials from the **Department of Health and Senior Services** indicated no fiscal impact.

Officials from the **Department of Higher Education and Workforce Development** indicated no fiscal impact.

Officials from the **Department of Labor and Industrial Relations** indicated no fiscal impact.

Officials from the **Department of Mental Health** indicated no fiscal impact.

Officials from the **Department of National Guard** indicated no fiscal impact.

Officials from the **Department of Natural Resources** indicated no fiscal impact.

Officials from the **Department of Public Safety** indicated no fiscal impact.

Officials from the **Department of Revenue** indicated no fiscal impact.

Officials from the **Department of Social Services** indicated no fiscal impact.

Officials from the **Department of Transportation** indicated no fiscal impact.

Officials from the **Governor's Office** indicated no fiscal impact.

Officials from the **Missouri House of Representatives** indicated no fiscal impact.

Officials from the **Missouri Senate** indicated no fiscal impact.

Officials from the **Office of Administration** indicated no fiscal impact.

Officials from the **Office of State Courts Administrator** indicated no fiscal impact.

Officials from the **Office of the State Public Defender** indicated no fiscal impact.

Officials from the **Secretary of State's Office** indicated:

Officials from the Secretary of State's Office indicated their office is required to pay for publishing in local newspapers the full text of each statewide ballot measure as directed by Article XII, Section 2(b) of the Missouri Constitution and Sections 116.230–116.290, RSMo. The office is provided with core funding to handle a certain amount of normal activity resulting from each year's legislative session.

Funding for this item is adjusted each year depending upon the election cycle, with \$1.3 million historically appropriated in odd-numbered fiscal years and \$100,000 appropriated in even-numbered fiscal years. Through FY 2013, the appropriation had historically been estimated because the final cost depends upon the number of ballot measures approved by the General Assembly and the initiative petitions certified for the ballot. In FY 2015, the General Assembly changed the appropriation so that it was no longer estimated.

The actual expenditures vary widely depending on the number and length of ballot measures. For example, in 2016, publishing six measures cost \$2,341,601.11; in 2018, publishing eight measures cost \$5,826,604.87; in 2020, three measures cost \$1,276,613.66; in 2022, four measures cost \$3,014,063.75; and in 2024, eight measures cost \$2,472,362.53. Total expenditures since 2004 exceed \$14.9 million for 60 ballot measures. Importantly, that \$14.9 million has largely been spent since 2016, covering only 29 measures at an average cost of approximately \$515,000 per measure.

Cost differences from year to year are driven not only by the number of measures but also by the length of ballot text. In 2018, for instance, costs were more than double those of 2024 despite both years having eight measures. The difference is explained by one unusually lengthy petition: a marijuana measure with approximately 50 pages of ballot text (letter size), which equated to roughly 40 legal-sized pages—far longer than a typical petition.

The office contracts placement of these notices through the Missouri Press Service, which ensures distribution across eligible newspapers statewide. In 2024, for example, 160 newspapers carried the full ballot language.

Because these publishing requirements are mandatory, the Secretary of State's Office must have full appropriation authority to meet the publishing obligations regardless of the number of measures in a given cycle. In addition to statutory ballot measures, the office must also accommodate referendum petitions, which increase the volume of ballot language requiring publication. With recent trends showing longer ballot language and multiple initiative or referendum petitions filed in the same cycle, costs are expected to rise substantially.

To reflect rising paper, printing, and distribution costs, increased advertising placement rates, longer ballot language, and the likelihood of referendum-driven measures, the Secretary of State's Office requests and budgets \$10,000,000 to ensure sufficient funding is available to meet its constitutional obligations to publish ballot language.

Officials from the **State Treasurer's Office** indicated no fiscal impact.

Officials from **Clay County** indicated no fiscal impact.

Officials from **Greene County** indicated no fiscal impact.

Officials from **Macon County** indicated no fiscal impact.

Officials from **Madison County** indicated no fiscal impact.

Officials from **Schuyler County** indicated no fiscal impact.

Officials from the **City of Kansas City** indicated no fiscal impact.

Officials from the **City of Wentzville** indicated no fiscal impact.

Officials from **Metropolitan Community College** indicated no fiscal impact.

Officials from **St. Louis Community College** indicated no fiscal impact.

Officials from **University of Missouri** indicated no fiscal impact.

The State Auditor's office did not receive a response from **Adair County, Andrew County, Atchison County, Audrain County, Barry County, Barton County, Bates County, Benton County, Bollinger County, Boone County, Buchanan County, Butler County, Caldwell County, Callaway County, Camden County, Cape Girardeau County, Carroll County, Carter County, Cass County, Cedar County, Chariton County, Christian County, Clark County, Clinton County, Cole County, Cooper County, Crawford County, Dade County, Dallas County, Daviess County, DeKalb County, Dent County, Douglas County, Dunklin County, Franklin County, Gasconade County, Gentry County, Grundy County, Harrison County, Henry County, Hickory County, Holt County, Howard County, Howell County, Iron County, Jackson County, Jasper County, Jefferson County, Johnson County, Knox County, Laclede County, Lafayette County, Lawrence County, Lewis County, Lincoln County, Linn County, Livingston County, Maries County, Marion County, McDonald County, Mercer County, Miller County, Mississippi County, Moniteau County, Monroe County, Montgomery County, Morgan County, New Madrid County, Newton County, Nodaway County, Oregon County, Osage County, Ozark County, Pemiscot County, Perry County, Pettis County, Phelps County, Pike County, Platte County, Polk County, Pulaski County, Putnam County, Ralls County, Randolph County, Ray County, Reynolds County, Ripley County, Saline County, Scotland County, Scott County, Shannon County, Shelby County, St. Charles County, St. Clair County, St. Francois County, St. Louis County, Ste. Genevieve County, Stoddard County, Stone County, Sullivan County, Taney County, Texas County, Vernon County, Warren County, Washington County, Wayne County, Webster County, Worth County, Wright County, the City of Cape Girardeau, the City of Columbia, the City of Jefferson City, the City of Joplin, the City of Kirksville, the City of Mexico, the City of Raymore, the City of Springfield, the City of St. Joseph, the City of St. Louis, the City of Union, the City of West Plains, Cape Girardeau 63 School District, Hannibal School District #60, Jennings School District, Malta Bend R-V School District, Mehlville School District, Wellsville-Middletown R-1 School District, and State Technical College of Missouri.**

### Fiscal Note Summary

State and local governmental entities estimate no costs or savings.