



Texas Legislative Study Group

An Official Caucus of the Texas House of Representatives

Proposition Analysis for the November 4, 2025, Texas Constitutional Amendment Election

Proposition 1

(SJR 59 – Author: Sen. Birdwell; Sponsor: Rep. Lambert)

“The constitutional amendment providing for the creation of the permanent technical institution infrastructure fund and the available workforce education fund to support the capital needs of educational programs offered by the Texas State Technical College System.”

LSG Caucus Recommendation: Favorable

Proposition 1 establishes two new dedicated funds: the Permanent Technical Institution Infrastructure Fund and the Available Workforce Education Fund. These funds will provide capital infrastructure funding for the Texas State Technical College (TSTC) System. This measure bolsters technical education and workforce training by creating a stable, dedicated funding stream for TSTC with inflation-adjusted caps.

Proposition 2

(SJR 18 – Author: Sen. Perry; Sponsor: Rep. Capriglione)

“The constitutional amendment prohibiting the imposition of a tax on the realized or unrealized capital gains of an individual, family, estate, or trust.”

LSG Caucus Recommendation: Unfavorable

Proposition 2 would ban a tax that Texas does not impose – capital gains tax. It prohibits the Legislature from taxing realized or unrealized capital gains of individuals, families, estates, or trusts. This measure would make it harder to adjust tax policy in the future and could limit the state’s ability to balance the budget and respond to economic volatility – especially since a capital gains or similar financial transaction tax could generate significant revenue from a narrow base, primarily the top 1% of taxpayers. Ultimately, Proposition 2 unnecessarily restricts Texas’s fiscal flexibility.

Proposition 3

(SJR 5 – Author: Sen. Huffman; Sponsor: Rep. Smithee)

“The constitutional amendment requiring the denial of bail under certain circumstances to persons accused of certain offenses punishable as a felony.”

LSG Caucus Recommendation: Will of the House

Proposition 3 requires judges to deny pretrial bail for certain serious offenses if there is “clear and convincing evidence” or a “preponderance of the evidence” that bail would not reasonably ensure the safety of the community, law enforcement, or the victim. Qualifying offenses include

murder, capital murder, aggravated assault involving serious bodily injury or a weapon, aggravated kidnapping, aggravated robbery, aggravated sexual assault, indecency with a child, and human trafficking. The measure also explicitly requires judges to consider flight risk, the safety of the community, law enforcement, and the alleged victim, as well as the defendant’s criminal history when setting bail — factors that most judges already consider.

Judges may still grant bail if they determine the evidence is insufficient to deny it, but they must provide a written statement detailing their findings of fact and justification for the decision.

The core concern with the measure lies with the standard of proof applied before trial. Critics worry that the “preponderance of the evidence” standard — roughly a 51% likelihood — may be too low a threshold to justify denying bail.

Judges already have discretion to deny bail in serious cases, and overly prescriptive rules could undermine their ability to weigh the facts and nuances of individual situations. While the goal is to protect people from potential harm, it’s important to remember that these are pretrial cases, and defendants are presumed innocent until proven guilty.

Proposition 4

(HJR 7 – Author: Rep. Harris; Sponsor: Sen. Perry)

“The constitutional amendment to dedicate a portion of the revenue derived from state sales and use taxes to the Texas water fund and to provide for the allocation and use of that revenue.”

LSG Caucus Recommendation: Favorable

Proposition 4 would establish dedicated annual funding for the Texas Water Fund to address the state’s water supply challenges. Each year, the comptroller would deposit up to \$1 billion of sales tax revenue into the Texas Water Fund if the state collects more than \$46.5 billion in sales tax in a given year.

In 2023, Texas voters approved the creation of the Texas Water Fund to bolster existing water financing programs. However, more investment is needed. Without action, approximately four out of five Texans would experience at least a 10% water shortage by 2070, and about a quarter of all municipal water users would have less than half of the water they need for daily life and work. Furthermore, water scarcity would result in severe economic losses due to drought-related damage to crop and food production.

Proposition 5

(HJR 99 – Author: Rep. Harris; Sponsor: Sen. Nichols)

“The constitutional amendment authorizing the legislature to exempt from ad valorem taxation tangible personal property consisting of animal feed held by the owner of the property for sale at retail.”

LSG Caucus Recommendation: Unfavorable

Proposition 5 would exempt animal feed inventory from local business personal property (BPP) taxes, further eroding local fiscal flexibility with no guarantee that savings will reach consumers. Livestock feed is already exempt from state sales tax and is generally untaxed throughout its production and consumption lifecycle, making this exemption an unnecessary carveout for agricultural retail stores, including large chains. By removing BPP value from local tax rolls, the measure would shift the tax burden onto residents to benefit agricultural businesses.

Proposition 6

(HJR 4 – Author: Rep. Meyer; Sponsor: Sen. Parker)

“The constitutional amendment prohibiting the legislature from enacting a law imposing an occupation tax on certain entities that enter into transactions conveying securities or imposing a tax on certain securities transactions.”

LSG Caucus Recommendation: Unfavorable

Proposition 6 would ban a tax that Texas does not impose — taxes on security transactions or occupation taxes on a registered security market. These taxes are generally referred to as financial transaction taxes, a tax levied on the buying and selling of financial assets such as stocks, bonds, or derivatives.

The stated goal of this measure is to support the newly established Texas Stock Exchange, which is still awaiting approval from the U.S. Securities and Exchange Commission. Yet the measure does not phase out the ban once the market becomes operational. The rationale for enacting a prospective ban on financial transaction taxes is also unclear, given that state leadership has not seriously discussed such taxes in Texas. Notably, a financial transaction tax (FTT) could generate significant revenue from a narrow base — primarily wealthier taxpayers who trade financial assets more frequently. Ultimately, Proposition 6 would unnecessarily restrict Texas’s fiscal flexibility.

Proposition 7

(HJR 133 – Author: Rep. Turner; Sponsor: Sen. Hughes)

“The constitutional amendment authorizing the legislature to provide for an exemption from ad valorem taxation of all or part of the market value of the residence homestead of the surviving spouse of a veteran who died as a result of a condition or disease that is presumed under federal law to have been service-connected.”

LSG Caucus Recommendation: Favorable

Proposition 7 enables Texas to extend a homestead exemption to surviving spouses of veterans who died from conditions newly recognized as service-connected under the PACT Act.

The 2022 federal PACT Act recognized service members affected by toxic exposures as 100% disabled. Yet some Texas veterans passed away before the Act’s passage, leaving their surviving

spouses without the property tax exemption now available to 100% disabled veterans or their surviving spouses.

HJR 133 addresses this gap by updating state law to align with the PACT Act, ensuring surviving spouses of these veterans finally receive the same property tax relief granted to other veterans and their families.

Proposition 8

(HJR 2 – Author: Rep. Geren; Sponsor: Sen. Perry)

“The constitutional amendment to prohibit the legislature from imposing death taxes applicable to a decedent's property or the transfer of an estate, inheritance, legacy, succession, or gift.”

LSG Caucus Recommendation: Unfavorable

Proposition 8 would ban a tax that Texas does not impose — estate and inheritance taxes, often referred to as “death taxes.” Inheritance taxes are paid by the beneficiary based on the value of the inherited assets. Estate taxes are deducted from the deceased’s estate before the assets are distributed to the beneficiary. Only the wealthiest taxpayers are affected by these taxes; the top 10% of earners in the U.S. contribute to 70% of the taxes collected for the federal estate tax, and the top 1% contribute another 20%. According to the Tax Foundation, 18 states impose either an estate tax, an inheritance tax, or both. Prop 8 would unnecessarily limit Texas’s fiscal flexibility when there has been no indication that lawmakers intend to implement such a tax.

Proposition 9

(HJR 1 – Author: Rep. Meyer; Sponsor: Sen. Bettencourt)

“The constitutional amendment to authorize the legislature to exempt from ad valorem taxation a portion of the market value of tangible personal property a person owns that is held or used for the production of income.”

LSG Caucus Recommendation: Unfavorable

Proposition 9 would raise the local Business Personal Property (BPP) tax exemption from \$2,500 to \$125,000 and extend eligibility to businesses of any size. While this higher exemption benefits businesses, it shifts the tax burden onto homeowners.

To compensate for the lost revenue, local taxing units would have to increase residential tax rates to fund mandated services, such as police, fire, and emergency services; however, the impact would vary by community. Areas with large retail inventories or small rural counties that rely heavily on a single business could face sharper tax increases than more residential areas. Ultimately, exempting more taxable property risks leaving local budgets short, with residents covering the difference.

Proposition 10

(SJR 84 – Author: Sen. Bettencourt; Sponsor: Rep. Hefner)

“The constitutional amendment to authorize the legislature to provide for a temporary exemption from ad valorem taxation of the appraised value of an improvement to a residence homestead that is completely destroyed by a fire.”

LSG Caucus Recommendation: Favorable

Proposition 10 would allow a temporary property tax exemption for homeowners rebuilding after a fire.

Any new improvements to a residence homestead that increase its market value are taken into account when calculating property taxes. However, there are no specific processes in place for when improvements are necessary as a result of a serious fire. If passed, Proposition 10 would allow a temporary property tax exemption on the appraised value of an improvement to a person’s residence homestead that was (1) completely destroyed by a fire, (2) was a habitable dwelling immediately before the fire, and (3) remains uninhabitable for 30 days after the fire.

Proposition 11

(SJR 85 – Author: Sen. Bettencourt; Sponsor: Rep. Meyer)

“The constitutional amendment authorizing the legislature to increase the amount of the exemption from ad valorem taxation by a school district of the market value of the residence homestead of a person who is elderly or disabled.”

LSG Caucus Recommendation: Favorable

Proposition 11 would increase the homestead exemption for Texas homeowners who are 65 years of age or older or disabled from \$10,000 to \$60,000, providing greater support for older and disabled residents on fixed incomes.

In Texas, homeowners who are 65 years of age or older or disabled receive a homestead exemption of \$10,000 from school district taxes, in addition to the \$100,000 exemption that every residential property owner receives. Proposition 11 would raise this exemption to \$60,000. The State would provide the funds to offset the revenue loss to school districts from the increased exemption.

Proposition 12

(SJR 27 – Author: Sen. Huffman; Sponsor: Rep. Leach)

“The constitutional amendment regarding the membership of the State Commission on Judicial Conduct, the membership of the tribunal to review the commission's recommendations, and the authority of the commission, the tribunal, and the Texas Supreme Court to more effectively sanction judges and justices for judicial misconduct.”

LSG Caucus Recommendation: Unfavorable

Proposition 12 would restructure the State Commission on Judicial Conduct (SCJC), shifting more power to the governor and altering how judges are disciplined for misconduct. This measure is in response to conservative efforts to address so-called “activist judges” perceived as blocking their agenda.

The SCJC is an independent agency responsible for investigating allegations of judicial misconduct and disability. It currently has 13 members: judges, justices, State Bar members, and citizens appointed by the Supreme Court, the State Bar’s Board of Directors, and the Governor. Proposition 12 would remove the two members appointed by the State Bar and instead give the Governor authority to appoint two additional citizen members. In total, the Governor would directly appoint seven commissioners and no longer face restrictions that bar appointees from holding salaried public office, potentially opening the door to politically connected or conflicted appointees.

The proposition would also bar judges from the same type of court, instead of the same region, from serving together, which may reduce geographic representation.

Lastly, Proposition 12 changes the judicial review tribunal, the panel of judges that hears serious cases of judicial misconduct. Instead of randomly selecting judges from across the state, the Chief Justice (who is appointed by the Governor) would directly appoint all seven members, concentrating power and potentially compromising impartiality. It also adds new disciplinary options, including suspensions without pay, and replaces the discretionary disqualification of removed judges with a mandatory lifetime ban from holding judicial office.

While some changes expand disciplinary tools, the larger effect is to erode judicial independence by centralizing appointment power under the Governor. This threatens the SCJC’s credibility, the separation of powers, and the impartiality of the courts.

Proposition 13

(SJR 2 – Author: Sen. Bettencourt; Sponsor: Rep. Meyer)

“The constitutional amendment to increase the amount of the exemption of residence homesteads from ad valorem taxation by a school district from \$100,000 to \$140,000.”

LSG Caucus Recommendation: Favorable

Proposition 13 would increase the homestead exemption from \$100,000 to \$140,000, providing additional tax relief to homeowners.

The State would provide the funds to offset the revenue loss to school districts from the increased exemption. The bill also adjusts the property tax freeze for Texans who are over 65 or disabled to ensure these groups also benefit from the increased exemption.

A homestead exemption increase is a relatively equitable method of property tax relief, distributing savings fairly amongst households and offering greater proportional tax relief to middle- and lower-income homeowners.

Proposition 14

(SJR 3 – Author: Sen. Huffman; Sponsor: Rep. Craddick)

“The constitutional amendment providing for the establishment of the Dementia Prevention and Research Institute of Texas, establishing the Dementia Prevention and Research Fund to provide money for research on and prevention and treatment of dementia, Alzheimer's disease, Parkinson's disease, and related disorders in this state, and transferring to that fund \$3 billion from state general revenue.”

LSG Caucus Recommendation: Favorable

Proposition 14 would establish the Dementia Prevention and Research Institute of Texas, along with a corresponding Fund, and allocate \$3 billion from state general revenue to support research on preventing and treating dementia, Alzheimer's disease, Parkinson's disease, and related disorders. Proposition 14 embodies a proactive strategy for tackling the increasing issues related to dementia by establishing a strong foundation to promote innovative research.

Proposition 15

(SJR 34 – Author: Sen. Hughes; Sponsor: Rep. Frank)

“The constitutional amendment affirming that parents are the primary decision makers for their children.”

LSG Caucus Recommendation: Favorable

Proposition 15 would add an amendment to the Texas Constitution to explicitly protect parental rights. Although a history of federal case rulings protects parents' rights to the care and custody of their children, there is no explicit statement to this effect in the Texas Constitution.

Proposition 15 ensures that parents are constitutionally protected to raise, care for, and make decisions on behalf of their children.

Proposition 16

(SJR 37– Author: Sen. Birdwell; Sponsor: Rep. Noble)

“The constitutional amendment clarifying that a voter must be a United States citizen.”

LSG Caucus Recommendation: Will of the House

It is already illegal for noncitizens to vote in state elections; Proposition 16 would enshrine this in the Texas Constitution. Furthermore, the Texas Constitution already states that only United States citizens are qualified voters. Therefore, Proposition 16 is a largely unnecessary addition to the state constitution with no real-world impact. At most, it promotes the misleading narrative

that noncitizen voting is a widespread problem in Texas, which is not supported by any evidence.

Proposition 17

(HJR 34 – Author: Rep. Guillen; Sponsor: Sen. Middleton)

“The constitutional amendment to authorize the legislature to provide for an exemption from ad valorem taxation of the amount of the market value of real property located in a county that borders the United Mexican States that arises from the installation or construction on the property of border security infrastructure and related improvements.”

LSG Caucus Recommendation: Favorable with Concerns

Proposition 17 establishes a property tax exemption to ensure that "border security infrastructure," such as walls, fences, roads, and surveillance systems installed by the government, will not affect property valuation for private landowners.

Landowners must have either a border security agreement or an easement with the government to qualify. This measure ensures that private landowners are not penalized with higher property taxes for government projects on their land. However, this tax break could incentivize landowners to enter into border security agreements or easements. Additionally, local governments in these border areas may experience a loss of revenue, which could lead to budget reductions that are ultimately passed on to residents.