Election 2014 Preview

With Election Day three weeks away, state ballots now appear to be set, with 146 proposals set to go before the voters. While much attention will be focused on the battle for control of the U.S. Senate, voters across the country will also be voting on numerous proposed laws and constitutional amendments, some of which could have substantial impact of the lives of citizens in the states.

Overall Trends

The total number of 146 propositions is down 17% from the 176 propositions in November 2012, well below the recent high point of 235 propositions in 1998, and the lowest total in an even-numbered year in the 21st century.

In a typical year, the most visible and controversial propositions are initiatives and referendums, issues that are placed on the ballot by citizen petition. For 2014, the number of initiatives is 35, down by 30% from the 50 initiatives in 2012, and the lowest total in an even-numbered year since 1974, when only 19 initiatives reached the ballot. The 35 initiatives is well below the peak number of 93 in 1996 during the last big initiative wave. Overall, initiative activity seems to have dropped substantially from the high levels in the last decades of the 20th century. For more information on initiative trends, see IRI Report on Initiative Use (1904-2012).

This report lists all propositions qualified for the ballot as of October 15. For additional information on ballot measures, particularly recent updates of individual state ballots, see ballotpedia.org and updates of this report on ballotwatch.org.

Multistate Issues

Every year, some issues appear on the ballot of multiple states. This may happen as a result of a coordinated campaign by an interest group, or more often, as individual states respond to a common event, such as a court ruling, or learn from each other. Multistate issues can take on life and spread across the country if they meet with voter approval initially and reveal unexpected popular support for an issue. For this reason, multistate issues are worth watching as possible leading indicators of national trends.

Minimum Wage

Voters will decide whether to increase the minimum wage in five states: Alaska, Arkansas, Illinois, Nebraska, and South Dakota. With the exception of Illinois’ advisory measure placed on the ballot by the legislature, the propositions were qualified by petition campaigns. Minimum wage propositions have been consistent winners at the ballot box — all 10 of the propositions since 2000 have been approved, and with an average approval rate of 65%. This year’s measures do not appear to be part of a coordinated national campaign, but some Democratic leaders hope the measures will spur turnout of Democratic-leaning voters.

Marijuana

One of the biggest initiative stories in 2012 was the legalization of marijuana for recreational use in Colorado and Washington. In an effort to build on this breakthrough, legalization proponents have placed two more legalization initiatives on the ballot in 2014, one in Alaska and one in Oregon. Wash-
ISSUES TO WATCH

In Washington D.C. is also voting on a marijuana legalization initiative. Opinion polling on Alaska’s Ballot Measure 2 shows a close race, with the initiative losing in the most recent survey. Polling on Oregon’s Measure 91 has shown a sizeable majority in support.

In Florida, initiative Amendment 2 proposes to allow medical use of marijuana. Twenty-three states now allow medical use of marijuana, following the pioneering law of California in 1996. One other marijuana-related proposition is appearing on the ballot in the state of Washington, an advisory measure asking if voters approve of a recent law that removes a tax break for marijuana production.

Gambling

Gambling has been a popular subject of ballot propositions for decades. Because of the potentially large amount of money at stake, gambling propositions often attract heavy campaign spending. This year, seven states have gambling measures on the ballot. A headline initiative is Massachusetts’ Question 3 that would prohibit casino gambling and wagering on greyhound races, putting a stop to a state’s plan, adopted in 2011, to allow three resort casinos. According to early opinion surveys, a majority of voters favor retaining the 2011 casino law. Campaign spending has been muted so far, but some observers expect that to change as out of state casino operators move to oppose the measure.

In California, voters will decide Proposition 48, a referendum to approve or reject a compact with the North Folk Rancheria of Mono Indians that permits the tribe to operate an off-reservation casino. The referendum to cancel the compact was sponsored in part by tribes that operate competing casinos. Opposition to the proposition is being funded by Station Casinos of Las Vegas that is partnering with the tribe in developing the casino.

In the pro-gambling direction, Colorado’s Amendment 68 would allow pari-mutuel wagering at horse tracks; Rhode Island’s Question 1 would allow casino games at the Newport Grand slots hall; and South Dakota’s Constitutional Amendment Q would allow roulette, keno, and craps in Deadwood City in addition to currently allowed card games and slots. Similarly, but on a much smaller scale, the Kansas, South Carolina, and Tennessee ballots will contain proposals that allow charitable organizations to use low-stakes games of chance in fundraising events.

Taxes

Tax issues are the most common subject of ballot propositions historically. This year there are 15 tax-related measures on the ballot. Most of them would have a narrow impact, such as granting a property tax exemption for spouses of veterans who die in the line of duty. Two measures with potentially broader impact is a Georgia amendment that would prohibit any future increase in income tax rates and a Tennessee amendment that bans state and local income or payroll taxes. On the pro-tax side, Nevada’s Ballot Question 3 would impose a 2% tax on business profits, with the revenue dedicated to schools.

Bond Issues

Many states require voter approval before state bonds can be issued. This November voters in seven states are being asked to approve a total of $18 billion in debt. The most expensive proposal is California’s Proposition 1 that would authorize $11.14 billion for water projects. This measure was placed on the ballot by the legislature; it was originally proposed two years ago but held off the ballot out concern that voters would hesitate to approve borrowing given the state’s budget problems. Oregon voters will decide whether to borrow $4.3 billion to fund college students. Another expensive proposition is New York’s Proposal 3 that would authorize $2 billion for capital projects in public schools. In May, Ohio voters approved borrowing $1.875 for local transportation and water projects. In June, California voters approved borrowing $600 million for low income housing for veterans.

Spillovers onto Senate Elections

Some political observers suspect that ballot propositions can be used to attract sympathetic voters to the polls, and thereby influence the outcome of other races on the ballot. One of the best known alleged examples of this occurred in Ohio in 2004, where the presence of an initiative banning same-sex marriage may have helped George W. Bush carry the state. Scholarly research on spillover effects is inconclusive, with some studies claiming to find a connection and others disputing those
findings. Research does show that ballot propositions attract more voters to the polls — some studies suggest that the effect is on the order of an additional 1% turnout per proposition — but high profile propositions tend to attract both supporters and opponents and it is not clear which group is more likely to be drawn to the polls or which way the net effect runs.

While spillover effects may or may not exist, there is considerable interest this year in the possibility that ballot proposition spillovers might influence the outcome of Senate races in closely contested states, and possibly tip control of the Senate at the national level. Alaska and Colorado appear to be the two main races to watch for spillovers:

**Alaska.** The state has a tight race between incumbent Democratic senator Mark Begich and Republican state attorney general Dan Sullivan. The ballot also contains some high profile initiatives that are expected to appeal to progressive voters. Ballot Measure 2 proposes to legalize marijuana. Ballot Measure 3 proposes to increase the state minimum wage from $7.75 to $9.75 per hour. Ballot Measure 4 requires legislative approval of a large-scale metallic sulfide mine in the Bristol Bay Fisheries Reserve.

**Colorado.** The state has a tight race between incumbent Democratic senator Mark Udall and Republican congressman Cory Gardner. Several high profile propositions are on the ballot. Conservative groups are promoting Amendment 67, an initiative that would define “personhood” in such a way as to ban abortion. Voters overwhelmingly rejected a similar measure in 2010, with 70% opposed. Progressive groups are promoting Proposition 105, an initiative that would require the labeling of genetically modified food. Similar measures were recently narrowly rejected in California and Washington. Both initiatives concern hot-button issues for segments of the electorate, but at opposite ends of the ideological spectrum.

**Iowa.** There are no propositions on the ballot.

**North Carolina.** The one proposition on the ballot is a constitutional amendment that would allow defendants in certain cases to waive their right to a jury trial. This measure is unlikely to attract much attention.

**Kansas.** The one proposition on the ballot is a constitutional amendment that would allow the legislature to legalize charitable raffles. This measure is unlikely to attract much attention.

**Michigan.** Voters will decide two hunting-related issues, one that allows an open hunting season for wolves; the other that allows certain animals to be added to the list of game species. Hunting issues usually do not attract a large amount of interest.
STATE-BY-STATE LIST

STATE-BY-STATE LIST OF BALLOT PROPOSITIONS ON NOVEMBER 4

The remainder of this report contains a complete list of state-level propositions for 2014. An “initiative” is a citizen-sponsored law placed on the ballot by petition. A “referendum” is a proposal to repeal an existing law placed on the ballot by petition. “Legislative” measures were placed on the ballot by the legislature. “<NA>” or similar indicates that an official ballot number is not available.

Alabama

All measures are constitutional amendments placed on the ballot by the legislature.
- Amendment 2. $50 million bond issue for national guard armory.
- Amendment 4. School spending. Requires 2/3 vote of local school board for large spending increases.
- Amendment 5. Declares right to hunt and fish.

Alaska

All three measures are initiative statutes.
- Ballot Measure 2. Legalizes marijuana.
- Ballot Measure 3. Minimum wage. Increases from $7.75 to $9.75 per hour.
- Ballot Measure 4. Mining. Requires legislative approval of mining in Bristol Bay Fisheries Reserve.

Arizona

Prop 122 is a constitutional amendment and Prop 303 is a statute, both placed on ballot by legislature. Prop 304 was placed on the ballot by a state commission.
- Prop 122. Federal relations. Declares that state may decline to administer federal programs.
- Prop 303. Medical treatment. Permits terminally ill patients and their doctors to use experimental treatments.
- Prop 304. Increases legislator salaries to $35,000 per year.

Arkansas

Issues 1-3 are legislative constitutional amendments. Issue 4 is an initiative constitutional amendment. Issue 5 is an initiative statute.
- Issue 1. Administrative rules. Requires legislative approval of state administrative rules.
- Issue 2. Petitions. Sets minimum valid signature threshold for petitions to be corrected.
- Issue 3. Lobbying. Limits lobbying, prohibits legislature from setting its own salary.
- Issue 4. Legalizes alcohol sales in all counties.
- Issue 5. Minimum wage. Increases from $6.25 to $8.50 per hour.

California

Prop 1 is legislative bond measure; Prop 2 is a legislative constitutional amendment; Props 45-48 are initiative statutes; and Prop 48 is a referendum. An advisory measure concerning campaign finance was placed on the ballot by the legislature, but removed by the state supreme court.
- Prop 1. $11.14 bond issue for water projects.
STATE-BY-STATE LIST (CONTINUED)

- Prop 45. Health insurance. Requires rate changes to be approved by insurance commissioner.
- Prop 46. Drug testing. Requires random testing of physicians.
- Prop 48. Casino. Asks voters to approve or repeal tribal compacts for off-reservation casino.

Colorado
All four measures are initiatives; Props 104 and 105 are statutes.
- Amendment 67. Abortion. Defines "person" to include unborn, making abortion murder.
- Amendment 68. Horse racing. Permits betting at certain horse race tracks.
- Prop 104. Education meetings. Requires negotiations between school officials and union members to be open to the public.
- Prop 105. GMO food. Requires labeling of foods with genetically modified material.

Connecticut
- Constitutional Amendment Question. Absentee voting. Legislative amendment that makes it easier to vote absentee.

Florida
Amendments 1 and 2 are initiatives. Amendment 3 was placed on the ballot by the legislature.
- Amendment 2. Legalizes medical marijuana.
- Amendment 3. Judge appointments. Governor may appoint judges to fill short term vacancies.

Georgia
All three measures were placed on the ballot by the legislature; the referendum question is a statute.
- Constitutional Amendment 1. Income tax. Prohibits increases in income tax rates.
- Constitutional Amendment 2. Reckless driving. Allows extra penalties and fines.
- Statewide Referendum Question A. Property taxes. Exemption for student housing at University of Georgia.

Hawaii
All five measures are legislative constitutional amendments.
- <HB 420>. Judicial appointment. Requires appointment commission to publicly disclose its list of nominees.
- <HB 748>. Bonds. Allows special purpose bonds for agriculture.
- <SB 886>. Judges. Increases mandatory retirement age from 70 to 80.

Idaho
- HJR 2. Agency rules. Legislative constitutional amendment that declares the legislature has the right to approve agency rules.
State-by-State List (continued)

Illinois
All measures were placed on the ballot by legislature. The first two are constitutional amendments.
- Crime victims. Grants additional rights.
- Right to vote. Prohibits denial of voting on the basis of membership of various categories, including income (anti-voter-ID).
- Statewide Advisory Question. Minimum wage. Asks if minimum wage should be increased to $10 per hour.
- Statewide Advisory Question. Health insurance. Asks if health insurance plans should be required to include birth control.
- Statewide Advisory Question. Millionaire surtax. Asks if state should impose a 3% income surtax on millionaires to fund education.

Kansas
Constitutional Amendment. Charitable gambling. Legislative proposal that authorizes charities to conduct raffles and other forms of gambling.

Louisiana
All 14 propositions are constitutional amendments placed on the ballot by the legislature.
- Amendment 1. Medical Assistance Trust Fund. Creates provider-funded trust fund to pay Medicaid reimbursements.
- Amendment 2. Hospital Stabilization Fund. Deposits hospital assessments into a fund to support hospitals.
- Amendment 6. Property taxes. Permits Orleans parish to increase property taxes.
- Amendment 7. Property taxes. Exemption for 100% disabled veterans.
- Amendment 10. Veteran property tax exemption. No longer requires annual certification to receive exemption.
- Amendment 11. Executive departments. Increases allowable number from 20 to 21.
- Amendment 12. Wildlife commission. Requires two members to be chosen from specified northern parishes.
- Amendment 13. New Orleans. Allows city to sell certain property at prices fixed by legislature.
- Amendment 14. Legislative sessions. Prohibits consideration of tax rebates in even-numbered years.

Maine
Question 1 is an initiative statute. The other measures are legislative statutes.
- Hunting. Restricts bear hunting.
- $8 million bond issue for animal and plant disease control laboratory.
- $4 million bond issue for loans to small businesses.
- $10 million bond issue for research center on diseases of aging.
STATE-BY-STATE LIST (CONTINUED)

- Question 5. $3 million bond issue for biological laboratory.
- Question 6. $10 million bond issue for water projects.
- Question 7. $7 million bond issue for marine businesses.

Maryland
Both measures are constitutional amendments placed on the ballot by legislature.
- Question 1. Transportation fund. Prohibits transfers from transportation fund to general fund.
- Question 2. County elections. Allows counties to exceed spending limits to pay for special elections.

Massachusetts
All four measures are initiative statutes.
- Question 2. Beverage deposit. Expands scope of law and required deposit amounts.
- Question 4. Sick leave. Requires employers to grant up to 40 hours of sick leave.

Michigan
The measures are referendums placed on the ballot by petition.
- Proposal 14-1. Hunting. Asks voters to approve or repeal law allowing wolf hunting.
- Proposal 14-2. Game species. Asks voters to approve or repeal law that allows certain animals to be hunted.

Mississippi
- Statewide Initiative Measure 1. Declares right to hunt and fish. Legislative measure, not an initiative despite the title.

Missouri
Amendment 3 is an initiative; the others are legislative proposals.
- Constitutional Amendment 2. Trial evidence. Allows evidence of prior crimes to be introduced as evidence in sex crime cases involving minor.
- Constitutional Amendment 10. State budget. Requires revenue forecasts to be based on existing laws; allows legislature to reconsider appropriations not expended by governor.

Montana
C-45 is a legislative constitutional amendment, and L-126 is a legislative statute. A legislative proposal (LR-127) to create a top-two primary system was enjoined by the state supreme court because its title exceeded the 100-word limit.
- C-45. State Auditor. Changes name to Commissioner of Securities and Insurance.
- LR-126. Late registration. Ends availability three days earlier.
Nebraska
The state’s Amendment 1 that would have legalized wagering on historic horse racing was removed from ballot in September by the state supreme court for violating the single-subject rule.
• Initiative Measure 425. Minimum wage. Increases from $7.25 to $9.00 per hour. Statute.

Nevada
Questions 1 and 2 are legislative constitutional amendments. Question 3 is an initiative statute.
• Ballot Question 1. Creates three-judge court of appeals.
• Ballot Question 2. Mineral taxes. Removes restriction on taxes on mining and minerals.
• Ballot Question 3. Profit tax. Imposes 2% tax on businesses with revenue dedicated for schools.

New Jersey
Both measures are legislative constitutional amendments.
• Public Question 1. Bail. Allows courts to deny bail under specified circumstances.
• Public Question 2. Environment. Increases portion of corporate business tax spent on environmental programs.

New Mexico
All measures were placed on the ballot by the legislature.
• Constitutional Amendment 1. School elections. Requires school elections to be held at different date than partisan elections.
• Constitutional Amendment 2. Student regent. Reserves one position on state board of regents for a student.
• Constitutional Amendment 4. Counties. Allows dense, populous counties to become “urban counties”.
• Constitutional Amendment 5. Land grant fund. Requires money to be managed according to Uniform Prudential Investor Act; removes other restrictions on form of investment.
• Bond Question A. $17 million bond issue for senior citizen facilities.
• Bond Question B. $11 million bond issue for libraries.
• Bond Question C. $141 million bond issue for higher education and tribal schools.

New York
All three measures are legislative constitutional amendments.
• Proposal 1. Establishes redistricting commission appointed by legislature.
• Proposal 2. Legislative bills. Allows electronic distribution rather than printing on paper.
• Proposal 3. $2 billion bond issue for schools.

North Carolina
• Constitutional Amendment. Allows defendants to waive right to trial by jury.
## State-by-State List (continued)

### North Dakota

Measures 1-4 were placed on the ballot by the legislature. Measures 5-8 are initiatives.
- **Constitutional Measure 1. Abortion.** Declares “inalienable right to life of every human being at any stage of development.”
- **Constitutional Measure 2. Prohibits mortgage taxes.**
- **Constitutional Measure 3. State board of education.** Replaces 8-member part-time board with 3-member full-time board.
- **Constitutional Measure 4. Spending initiatives.** Prohibits constitutional initiatives that appropriate funds.
- **Initiated Constitutional Measure 5. Environmental trust fund.** Dedicates 5% of oil extraction tax revenue to trust funds for parks, water projects, and habitat protection.
- **Initiated Statutory Measure 6. Parental custody.** Creates legal presumption that parents have equal custody rights.
- **Initiated Statutory Measure 7. Pharmacies.** Removes requirement that pharmacies be owned by licensed pharmacist.
- **Initiated Statutory Measure 8. Requires school year to begin after Labor Day.**

### Oklahoma

All three measures are legislative constitutional amendments.
- **State Question 769. Military officeholders.** Allows certain officeholders to hold military positions.
- **State Question 770. Homestead tax exemption.** Allows veterans to receive exemption if they buy a new home.
- **State Question 771. Tax exemption.** Grants 100% exemption for spouse of veteran who dies in line of duty.

### Oregon

Measures 86 and 87 are legislative constitutional amendments. Measure 88 is a referendum. Measure 89 is an initiative constitutional amendment. Measures 90-92 are initiative statutes.
- **Measure 86. $4.3 billion bond issue to assist college students.**
- **Measure 87. State judges.** Allows judges to belong to National Guard and work for universities.
- **Measure 88. Driver card.** Asks voters to approve or repeal new law that grants driver cards to illegal immigrants.
- **Measure 89. Civil rights.** Prohibits denial of rights based on sex.
- **Measure 90. Primary elections.** Adopts a top-two primary systems instead of party primaries.
- **Measure 91. Legalizes marijuana.**
- **Measure 92. GMO labeling.** Requires genetically engineered food to be labeled.

### Rhode Island

Questions 1 and 2 are legislative constitutional amendments. Questions 4-7 are legislative statutes. Question 3 is required by the state constitution every 10 years.
- **Question 1. Allows casino gambling at Newport Grand.**
- **Question 2. Gambling approval.** Requires local approve to change location of previously approved gambling facility.
- **Question 3. Calls a constitutional convention.** State constitution requires election on this question every 10 years.
State-by-State List (continued)

- Question 5. $35 million bond issue for arts and culture organizations.
- Question 6. $35 million bond issue for mass transit hubs.
- Question 7. $53 million bond issue for water projects and zoo.

South Carolina
Both measures are legislative constitutional amendments.
- Amendment 1. Charitable gambling. Allows charities to run raffles.
- Amendment 2. Adjutant General. Changes from elected to appointed position.

South Dakota
Constitutional Amendment Q was placed on the ballot by the legislature. The other two measures are initiative statutes.
- Constitutional Amendment Q. Gambling. Permits roulette, keno, and craps in Deadwood City.
- Initiated Measure 17. Health insurers. Requires health plans to include all willing providers in their provider lists.
- Initiated Measure 18. Minimum wage. Increases from $7.25 to $8.50 per hour, indexes.

Tennessee
All four measures are legislative constitutional amendments.
- Amendment 1. Abortion. Declares that state constitution does not provide right to abortion or require abortion to be publicly funded.
- Amendment 2. Judges. Governor appoints judges to fill vacancies, with retention elections.
- Amendment 3. Prohibits state and local income taxes.
- Amendment 4. Benefit lotteries. Allows certain nonprofits to conduct benefit lotteries.

Texas
- Constitutional Amendment. Transportation projects. Legislative constitutional amendment that directs half of oil and gas tax revenue from rainy day fund to transportation projects.

Utah
All three measures are legislative constitutional amendments.
- Amendment A. Tax commission. Eliminates requirement for bipartisan membership.
- Amendment B. Lieutenant governor. Requires temporary appointee to stand for election at next gubernatorial election.
- Amendment C. Legal counsels. Permits lt. governor, treasurer, auditor to appoint legal counsels.

Virginia
- Constitutional Amendment. Property taxes. Legislative proposal to grant exemption to spouses of soldiers killed in action.
Washington
I-591, I-594, and I-1351 are initiative statutes. The advisory votes are mandated by a state law that requires a nonbinding advisory vote when the legislature increases or extends a tax.

- **I-1351. School spending.** Directs legislature to increase school spending to increase staffing.
- **I-591. Gun purchases.** Prohibits government from requiring background checks.
- **I-594. Gun purchases.** Requires background checks for sales at gun shows and online.
- **Advisory Vote 8. Marijuana tax.** Asks if voters would like to maintain or repeal law that increases tax on marijuana.
- **Advisory Vote 9. Leasehold excise tax.** Asks if voters would like to maintain or repeal law that increases taxes on certain tribal properties.

West Virginia

- **Amendment 1. Property taxes.** Legislative constitutional amendment that exempts a Boy Scout camp from property taxes.

Wisconsin

- **Question 1. Gas tax.** Legislative constitutional amendment that requires gas tax revenue to be used for transportation projects.

Wyoming

- **Amendment A. University.** Legislative measure that permits nonresidents to serve as trustees.
RESULTS FROM PRE-NOVEMBER ELECTIONS

PROPOSITIONS DECIDED IN PRE-NOVEMBER ELECTIONS

Alabama (July 15)
- Amendment 1. Cotton producer tax. Legislative constitutional amendment that eliminates provision allowing nonparticipating producers to opt out of tax to promote cotton. APPROVED 67-33

Alaska (August 19)
- Ballot Measure 1. Oil and gas production tax increase. Petition referendum to sustain (approve) or repeal a tax increase on production. APPROVED 53-47

California (June 3)
Prop 41 was a legislative statute; Prop 42 was a legislative amendment.
- Prop 41. $600 bond issue for veteran housing. APPROVED 65-35
- Prop 42. Local government compliance costs. Eliminates requirement that state reimburse local governments for compliance with California Public Records Act. APPROVED 62-38

Michigan (August 5)

Missouri (August 5)
All five measures were placed on the ballot by the legislature.
- Constitutional Amendment 1. Guarantees right to farm and ranch. APPROVED 50.1-49.9
- Constitutional Amendment 5. Declares right to keep and bear arms. APPROVED 61-39
- Constitutional Amendment 7. Temporary 0.75% sales tax for roads. FAILED 41-59
- Constitutional Amendment 8. “Veterans Lottery Ticket” with revenue for veterans. FAILED 45-55
- Constitutional Amendment 9. Declares right to privacy for electronic communication. APPROVED 75-25

North Dakota (June 10)
- Constitutional Measure 1. Initiative submission deadline. Legislative amendment requiring initiative petitions to be filed farther in advance of elections. APPROVED 54-46

Ohio (May 6)
- Issue 1. $1.875 billion bond issue for road and water projects. Legislative amendment. APPROVED 65-35

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