

# 2025

# State Legislative Trends Report

States Set Blistering Pace to Start the Year



# 2025 State Legislative Trends Report

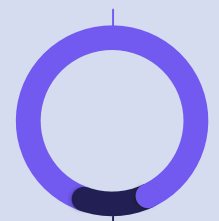
It's becoming a predictable trend: state legislatures have once again exceeded previous sessions and introduced more bills than ever before. So far in 2025, state lawmakers have introduced 130,120 bills (excluding carryover) and enacted 15,951 of them. For comparison, Congress introduced 6,638 during the same period and enacted 28 of them.

## 2025 at a Glance

The flurry of action in state legislatures marks a record-setting pace, which can leave government affairs professionals (and lawmakers) scrambling to keep up. Lawmakers in many states faced new political landscapes after the 2024 elections, and they wasted no time tackling an array of issues, from cutting government budgets to regulating emerging technologies. Below we review general trends in legislative volume and social media engagement, then dive into key issue areas driving state policy in 2025.

**130,120**

bills introduced

**15,951**

enacted

## Methodology

The data in this report covers legislative activity and dialogue from January 1 to June 30, 2025. The data was collected and analyzed using Quorum State, the premier legislative tracking and stakeholder engagement platform for public affairs teams.

The number of bills mentioned in the report excludes simple and concurrent resolutions. Where referenced, X (formerly Twitter) dialogue includes posts from both official legislative accounts and campaign accounts.

To learn more about Quorum State,  
visit [quorum.us/state](https://quorum.us/state).



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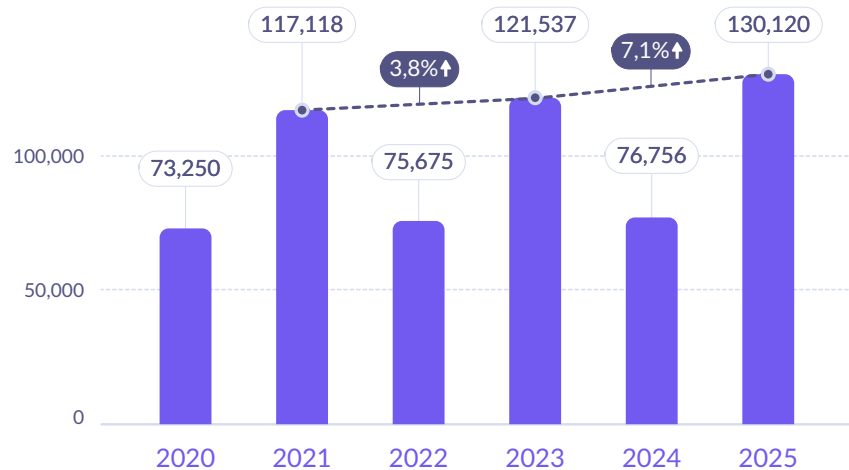
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EDUCATION, ARTIFICIAL INTELLIGENCE,  
STATE BUDGET, ABORTION RIGHTS,  
GUN POLICY, IMMIGRATION

MR. SPEAKER	
DARBY	
HOLLAND	
MEYER	
ALLEN	
DAVIS	
HOWARD	
MEZA	
ALLISON	
DEAN	
HULL	
DUTTON, J.	
JOHNSON, A.	
MORRISON	
SPILLER	
BELL, C.	
FLORES	
JOHNSON, JD.	
MUÑOZ	
STUCKY	
BELL, K.	

# State Bill Volume Increases, Again

Bill Introduced (Excluding Carryover) vs. Year (Jan 1 - June 30)



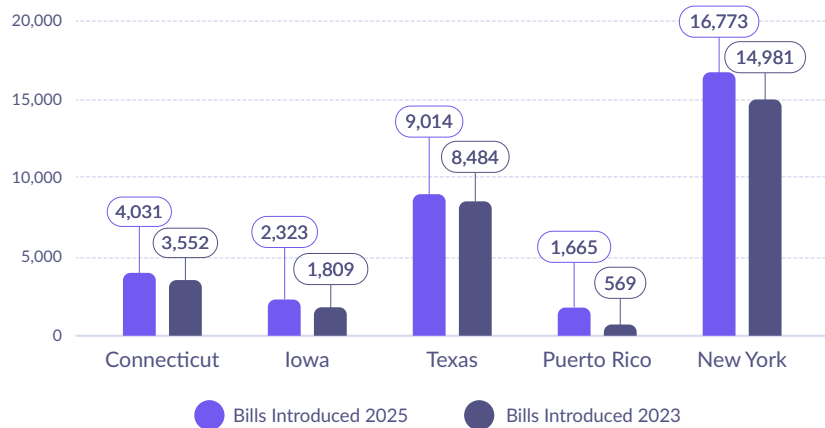
The first year of a legislative session tends to be busier than the second, so comparing 2025 to 2023 and 2021 gives us a clearer picture. Between 2021 and 2023, there was a 3.8% increase in bills introduced. Accelerating that trend, there was a **7.1% increase** between 2023 and 2025 — a dramatic increase that affected nearly every state (only 11 states saw fewer bills in 2025 compared to 2023)

This **7.1% increase** is the most significant we've seen in recent years and the impact is being felt by lawmakers and public affairs shops alike. In Quorum's 2025 State of Government Affairs Survey, 29% of all respondents said there is too much legislative and regulatory activity to track. That number increases to 35% when scoped down to state legislative and regulatory affairs teams.

# Some States See Major Swings in Legislative Activity

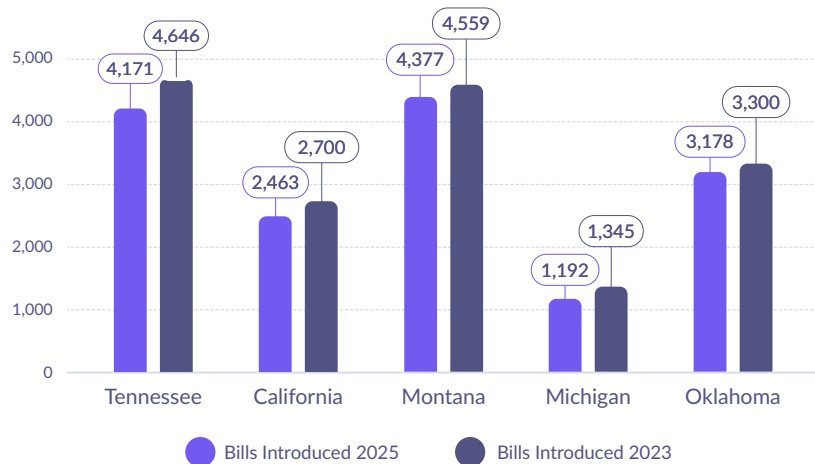
New York saw the biggest new increase in bills introduced between 2023 and 2025, with 16,773 bills in 2025 compared to 14,981 in 2023.

**Largest Net Increase in Bills Introduced**



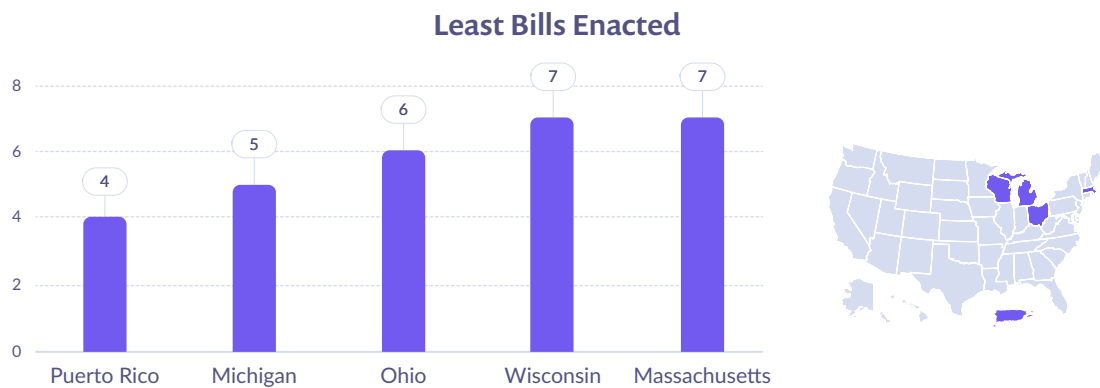
On the flip side, Tennessee saw the biggest decrease in bills introduced, going from 4,646 bills in 2023 to 4,171 in 2025.

**Largest Net Decrease in Bills Introduced**



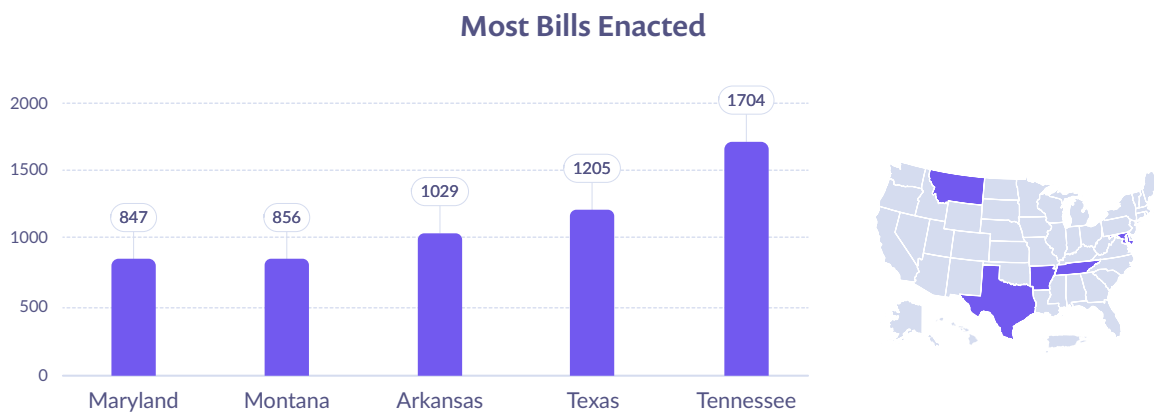
## Puerto Rico, Michigan, and Ohio Enact Fewest Bills

Despite Puerto Rico’s massive influx of new legislation, the unincorporated U.S. territory only passed four bills introduced in 2025. Michigan was close, with only five bills enacted in the first half of 2025. Ohio closes out the bottom three with six new bills enacted in 2025 — but to give them credit, Ohio enacted a total of 38 bills when factoring in carryover legislation.



## Tennessee, Texas, and Arkansas Enact Most Bills

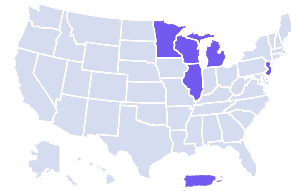
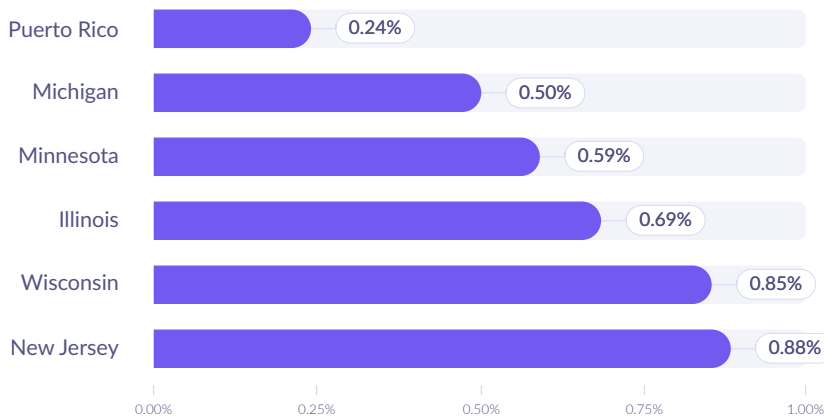
The southern states of Tennessee, Texas, and Arkansas took advantage of their Republican trifecta and triplex to enact the most legislation in the first half of 2025.



# Five States (and One Territory) Pass Fewer than 1% of Bills

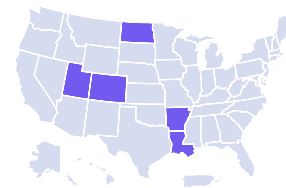
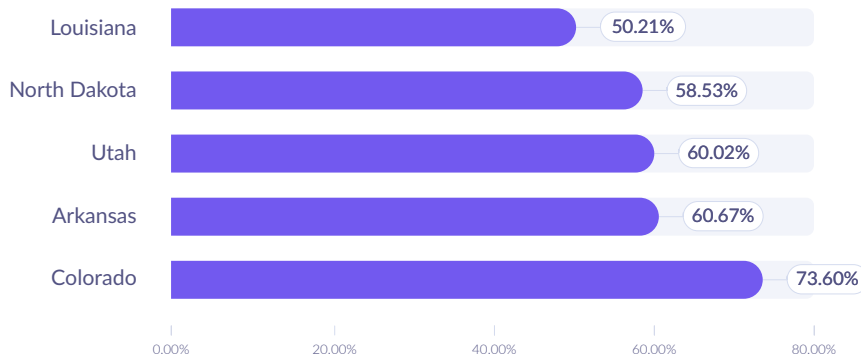
Several states passed less than 1% of the total number of bills introduced in 2025. For this section, we decided to include carryover legislation to fairly represent the productivity of the sessions.

**% Enacted 2025 (Include carryover) vs. State**



Colorado led the way in terms of the percentage of legislation passed, with 73.6%.

**% Enacted 2025 (Include carryover) vs. State**





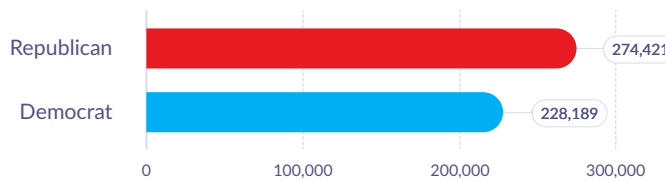
David Livingston  
249.7K posts

x.com/livingston4az

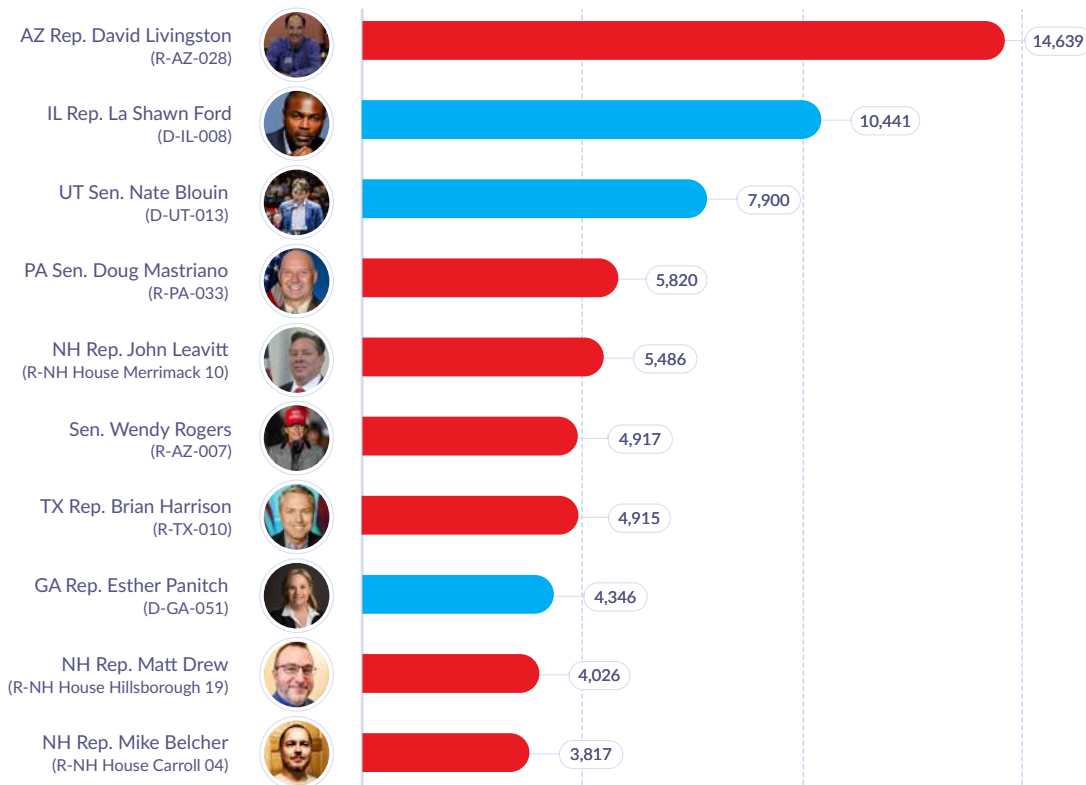
# Republicans Become More Vocal on Social Media

Last year, Democratic state lawmakers were more vocal on social media, despite being outnumbered. This year, Republicans took to social media at higher volumes, perhaps emboldened by victories in 2024 elections.

Social Media Posts by Party



Arizona Rep. David Livingston maintains his title as the most active social media poster. While Livingston’s posts cover a wide array of topics, his most frequent issues spanned outside his home state, including hundreds of posts about President Trump, DOGE, and the Israeli–Palestinian conflict.



# Key State Issues in 2025

State legislatures in 2025 have been laser-focused on issues that hit close to home — often stepping in on matters where federal policy is gridlocked or nonexistent. Below, we highlight seven prominent issue areas driving state legislative activity this year, ranging from cutting-edge technology to perennial social debates, reflecting the breadth of challenges states are addressing.

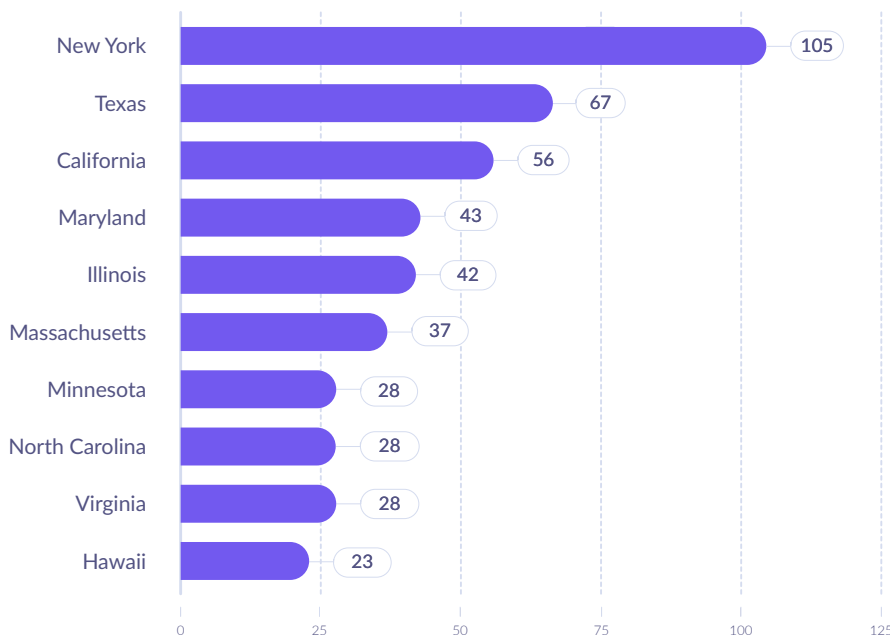
## Artificial Intelligence Legislation

Lawmakers across the spectrum recognize AI’s opportunities as well as concerns about accuracy, privacy, bias, security, and job impacts. In the absence of comprehensive federal AI rules, every state introduced bills that referenced artificial intelligence in 2025 (897 in total), and over half of states had enacted some form of AI law or resolution by mid-year as they race to fill the policy void.

These bills cover a wide range of tactics: creating AI task forces and ethics frameworks, regulating specific AI applications (like facial recognition, hiring algorithms, or AI use in schools), and even proposing AI “bills of rights” to govern use of automated systems.

Congress briefly considered a sweeping federal ban on state AI laws, but a bipartisan coalition of 40 state attorneys general and 17 governors fiercely opposed the ban. The proposed moratorium was stripped out of a federal bill in July, reaffirming states’ authority to continue AI governance. With that green light, state activity is only intensifying. This patchwork will likely grow, as states respond to both public enthusiasm for AI and fears of its misuse.

**Top 10 States for AI Legislation Introductions**



# State Budget Shortfalls and Funding Cuts

After several flush years fueled by federal COVID aid and booming revenues, many states entered 2025 confronting budget shortfalls and tough fiscal choices. This year marked an inflection point: state general fund spending actually declined for FY2025 (after growing every year from 2011–2024).

The era of surplus is largely over for now. Inflation in government costs, the tail end of federal aid, and revenue slowdowns (exacerbated in some states by recent tax cuts) have opened budget gaps in states that historically balanced with ease. These fiscal challenges span blue and red states alike. In total, two-thirds of states had to plug a shortfall or project flattening revenue for the new fiscal year.

As a result, 2025’s legislative sessions often revolved around spending cuts, targeted tax hikes, and use of rainy-day funds to close gaps. Unlike the last major downturn (the Great Recession), most states so far avoided across-the-board austerity, instead opting for targeted trims and strategic revenue boosts. Still, politically painful decisions were common: states moved to reduce funding for social programs, delay new initiatives, and in some cases raise “sin taxes” or other fees.

In total, 108 bills were introduced related to budget deficits (and 22 have been enacted so far).

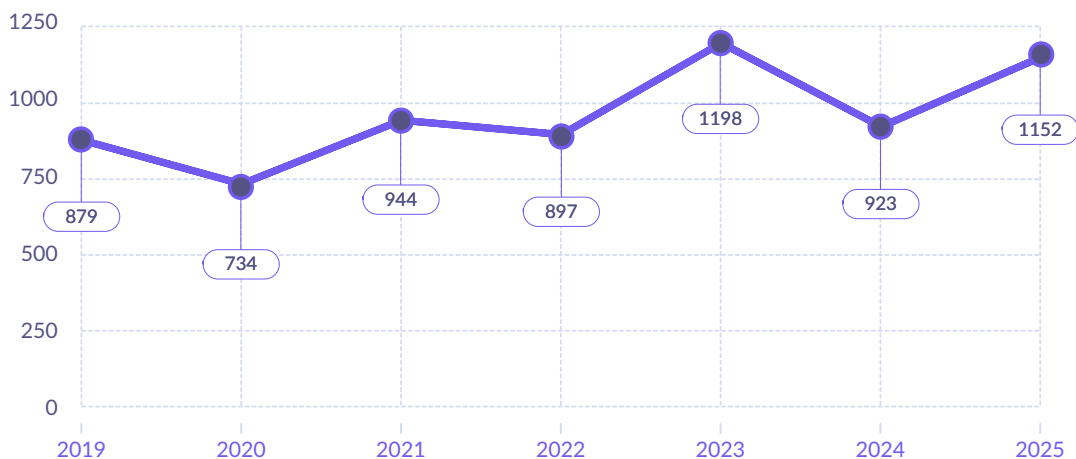
Quorum Copilot identified budget-related bills using this AI-generated search:

*“budget deficit” OR “fiscal shortfall” OR “government deficit” OR “structural deficit” OR “public sector deficit” OR “fiscal gap” OR “budget gap” OR “deficit reduction” OR “deficit spending”) AND NOT (“trade deficit” OR “current account deficit” OR “balance of payments”*

# Abortion Rights and Restrictions

Nearly three years after the overturn of Roe v. Wade, abortion policy remains one of the most fiercely contested domains in state legislatures. Lawmakers have introduced 1,152 bills mentioning abortion in 2025, mirroring the high level of activity seen in 2023 and 2024 and continuing an upward trend. Republican lawmakers are responsible for introducing 629, or 54.8%, of those bills in the first half of 2025.

**Bills Mentioning “Abortion” Over Time**



The Dobbs decision’s fallout continues to spur action on both sides: some conservative-led states are pushing new restrictions, while progressive states work to protect or expand abortion access.

## Gun Policy and Firearms Legislation

Gun legislation in the states remains a story of divergent trends, even as tragic mass shootings keep the issue in the headlines. The pace of state gun bill introductions ticked back up in 2025 after a relative dip during the 2024 election year. In the first half of 2025, legislatures considered 2,576 gun-related bills, which is in line with 2023. Blue states continued to ratchet up gun safety measures, capitalizing on public demand for action after high-profile shootings. Red states largely advanced bills to expand gun rights, from permitless carry (Florida) to arming school staff (Tennessee).

## LGBTQ+ Rights and Gender-Related Legislation

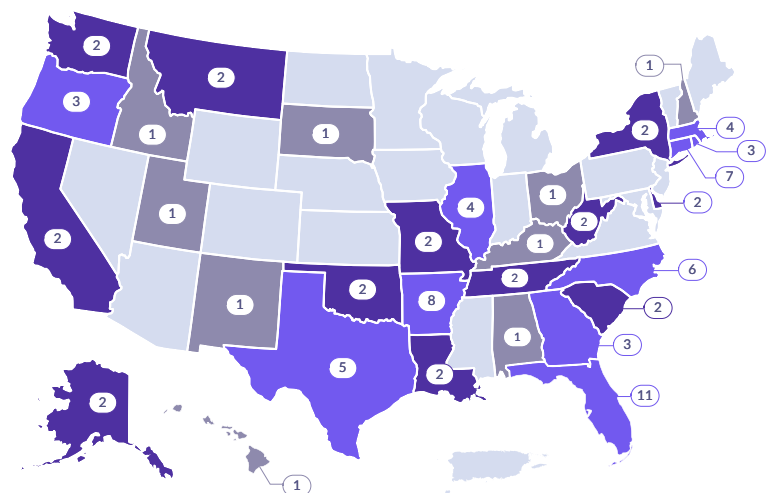
State legislatures in 2025 have been another major battleground for LGBTQ+ rights, particularly focusing on transgender youth. The ACLU tracked 500+ anti-LGBTQ bills in 2023, and by mid-2025 that number had grown to 598 across dozens of states — the highest on record. As of July, 27 states had enacted bans on gender-affirming care for minors, with a few beginning to explore restrictions for young adults up to age 26. Republican-led states largely drove these efforts, while Democratic-led states like Colorado, Minnesota, and New Mexico expanded “safe haven” protections to shield trans individuals and providers from out-of-state legal threats.

Beyond healthcare, legislation also addressed drag performances, ID gender marker changes, and preemption of local LGBTQ protections. Public debate around these measures has been highly polarized, sparking protests and legal challenges. Notably, the U.S. Supreme Court allowed Tennessee’s ban on gender-affirming care to take effect pending appeal, signaling greater judicial openness to such restrictions. Overall, LGBTQ+ policy debates, especially those surrounding transgender rights, remain among the most prominent and contentious issues in state legislatures, rivaled only by abortion in scale and intensity.

## Education Policy and Parental Rights

Education remained a major flashpoint in 2025 as state legislatures grappled with school choice, curriculum content, and parental control. The year marked a milestone in the school choice movement: Texas, after years of political resistance, passed a landmark private school voucher program offering \$10,000 Education Savings Accounts per student, launching in 2026. This capped a broader national trend toward universal school choice, building on recent laws

States That Introduced “School Choice” Bills in 2025



in Arizona, Florida, Iowa, and others. Meanwhile, Ohio and Nebraska expanded tax-credit and scholarship-based alternatives. Supporters see these programs as empowering families and fostering educational competition, while critics warn of weakened public schools and limited oversight of private institutions.

## Immigration

In just six months, states enacted 104 immigration-related laws — already eclipsing 2024’s full-year total and marking the fastest pace Quorum has recorded. Roughly four-fifths of new enforcement measures came from Republican trifectas, which doubled the number of statutes that compel or incentivize local police to aid ICE. Democratic majorities, by contrast, passed the vast majority of “safe-zone,” privacy, and service-expansion laws, illustrating that party control, not border proximity, now sets the direction of state immigration policy.

Two examples show how far that divide now stretches. Florida’s SB 4-C (March 2025) criminalizes simply entering the state without status, making Florida the first to treat undocumented presence as a stand-alone felony. Meanwhile, Colorado’s HB 1222 (May 2025) bars immigration arrests in schools, libraries, clinics, and courthouses unless agents present a warrant, reinforcing the state’s broader limits on data-sharing with ICE. These diametrically opposed laws — adopted within weeks of each other — capture the new reality: where someone ends up in the United States increasingly determines whether contact with local government leads to jail and deportation or to protected access to education, health care, and legal aid.

## Conclusion

The pace of policymaking in state legislatures continues to accelerate, with lawmakers introducing more bills and engaging in more polarized debates than ever before. From sweeping action on artificial intelligence and immigration to heated culture-war clashes over education and LGBTQ+ rights, the first half of 2025 has shown that states are not just responding to federal inaction, they’re driving the national agenda. This surge in activity presents both opportunity and risk for public affairs teams trying to track, interpret, and act on evolving state-level trends.

As the volume and velocity of legislation rise, staying informed is no longer enough, teams must stay ahead. That’s where Quorum comes in. With Quorum’s patented AI assistant, Copilot, public affairs professionals can surface key insights faster, flag emerging policy patterns, and respond strategically in real time. In a legislative environment defined by urgency and complexity, Quorum helps you lead the conversation, not just follow it.



To learn more about Quorum State, visit [quorum.us/state](https://quorum.us/state).



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