

Multiple Agency Fiscal Note Summary

Bill Number: 1147 S HB	Title: Civic engage./state custody
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Estimated Cash Receipts

Agency Name	2025-27			2027-29			2029-31		
	GF-State	NGF-Outlook	Total	GF-State	NGF-Outlook	Total	GF-State	NGF-Outlook	Total
Department of Social and Health Services	Non-zero but indeterminate cost and/or savings. Please see discussion.								
Department of Children, Youth, and Families	Non-zero but indeterminate cost and/or savings. Please see discussion.								
Total \$	0	0	0	0	0	0	0	0	0

Agency Name	2025-27		2027-29		2029-31	
	GF- State	Total	GF- State	Total	GF- State	Total
Local Gov. Courts						
Loc School dist-SPI						
Local Gov. Other	No fiscal impact					
Local Gov. Total						

Estimated Operating Expenditures

Agency Name	2025-27				2027-29				2029-31			
	FTEs	GF-State	NGF-Outlook	Total	FTEs	GF-State	NGF-Outlook	Total	FTEs	GF-State	NGF-Outlook	Total
Office of the Secretary of State	.0	0	0	0	.0	0	0	0	.0	0	0	0
Department of Social and Health Services	Non-zero but indeterminate cost and/or savings. Please see discussion.											
Department of Children, Youth, and Families	Non-zero but indeterminate cost and/or savings. Please see discussion.											
Department of Corrections	92.0	26,433,000	26,433,000	26,433,000	122.8	34,034,000	34,034,000	34,034,000	122.8	34,034,000	34,034,000	34,034,000
Department of Corrections	In addition to the estimate above, there are additional indeterminate costs and/or savings. Please see individual fiscal note.											
Total \$	92.0	26,433,000	26,433,000	26,433,000	122.8	34,034,000	34,034,000	34,034,000	122.8	34,034,000	34,034,000	34,034,000

Agency Name	2025-27			2027-29			2029-31		
	FTEs	GF-State	Total	FTEs	GF-State	Total	FTEs	GF-State	Total
Local Gov. Courts									
Loc School dist-SPI									
Local Gov. Other	No fiscal impact								
Local Gov. Total									

Estimated Capital Budget Expenditures

Agency Name	2025-27			2027-29			2029-31		
	FTEs	Bonds	Total	FTEs	Bonds	Total	FTEs	Bonds	Total
Office of the Secretary of State	.0	0	0	.0	0	0	.0	0	0
Department of Social and Health Services	.0	0	0	.0	0	0	.0	0	0
Department of Children, Youth, and Families	.0	0	0	.0	0	0	.0	0	0
Department of Corrections	Non-zero but indeterminate cost and/or savings. Please see discussion.								
Total \$	0.0	0	0	0.0	0	0	0.0	0	0

Agency Name	2025-27			2027-29			2029-31		
	FTEs	GF-State	Total	FTEs	GF-State	Total	FTEs	GF-State	Total
Local Gov. Courts									
Loc School dist-SPI									
Local Gov. Other	No fiscal impact								
Local Gov. Total									

Estimated Capital Budget Breakout

Department of Corrections	Non-zero but indeterminate cost and/or savings. Please see discussion.
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Prepared by: Danya Clevenger, OFM	Phone: (360) 688-6413	Date Published: Final 3/23/2025
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Individual State Agency Fiscal Note

Bill Number: 1147 S HB	Title: Civic engage./state custody	Agency: 085-Office of the Secretary of State
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Part I: Estimates

No Fiscal Impact

Estimated Cash Receipts to:

NONE

Estimated Operating Expenditures from:

NONE

Estimated Capital Budget Impact:

NONE

The cash receipts and expenditure estimates on this page represent the most likely fiscal impact. Factors impacting the precision of these estimates, and alternate ranges (if appropriate), are explained in Part II.

Check applicable boxes and follow corresponding instructions:

- If fiscal impact is greater than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete entire fiscal note form Parts I-V.
- If fiscal impact is less than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete this page only (Part I).
- Capital budget impact, complete Part IV.
- Requires new rule making, complete Part V.

Legislative Contact: Connor Schiff	Phone: 360-786-7093	Date: 02/12/2025
Agency Preparation: Bonnie Luntzel	Phone: 360-704-5262	Date: 02/13/2025
Agency Approval: Tim Gallivan	Phone: (360) 763-2044	Date: 02/13/2025
OFM Review: Marie Davis	Phone: (360) 890-1163	Date: 02/15/2025

Part II: Narrative Explanation

II. A - Brief Description Of What The Measure Does That Has Fiscal Impact

Significant provisions of the bill and any related workload or policy assumptions that have revenue or expenditure impact on the responding agency by section number.

No change from the previous fiscal note. Differences in this bill version do not change the fiscal impact for OSOS.

The Office of the Secretary of State (OSOS) has reviewed this bill and determined it will not increase or decrease the current workloads, therefore, no fiscal impact to OSOS.

II. B - Cash receipts Impact

Cash receipts impact of the legislation on the responding agency with the cash receipts provisions identified by section number and when appropriate, the detail of the revenue sources. Description of the factual basis of the assumptions and the method by which the cash receipts impact is derived. Explanation of how workload assumptions translate into estimates. Distinguished between one time and ongoing functions.

II. C - Expenditures

Agency expenditures necessary to implement this legislation (or savings resulting from this legislation), with the provisions of the legislation that result in the expenditures (or savings) identified by section number. Description of the factual basis of the assumptions and the method by which the expenditure impact is derived. Explanation of how workload assumptions translate into cost estimates. Distinguished between one time and ongoing functions.

Part III: Expenditure Detail

III. A - Operating Budget Expenditures

NONE

III. B - Expenditures by Object Or Purpose

NONE

III. C - Operating FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part I and Part IIIA.*

NONE

III. D - Expenditures By Program (optional)

NONE

Part IV: Capital Budget Impact

IV. A - Capital Budget Expenditures

NONE

IV. B - Expenditures by Object Or Purpose

NONE

IV. C - Capital Budget Breakout

Acquisition and construction costs not reflected elsewhere on the fiscal note and description of potential financing methods.

NONE

IV. D - Capital FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part IVB.*

NONE

Part V: New Rule Making Required

Provisions of the bill that require the agency to adopt new administrative rules or repeal/revise existing rules.

Individual State Agency Fiscal Note

Bill Number: 1147 S HB	Title: Civic engage./state custody	Agency: 300-Department of Social and Health Services
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Part I: Estimates

No Fiscal Impact

Estimated Cash Receipts to:

Non-zero but indeterminate cost and/or savings. Please see discussion.

Estimated Operating Expenditures from:

Non-zero but indeterminate cost and/or savings. Please see discussion.

Estimated Capital Budget Impact:

NONE

The cash receipts and expenditure estimates on this page represent the most likely fiscal impact. Factors impacting the precision of these estimates, and alternate ranges (if appropriate), are explained in Part II.

Check applicable boxes and follow corresponding instructions:

- If fiscal impact is greater than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete entire fiscal note form Parts I-V.
- If fiscal impact is less than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete this page only (Part I).
- Capital budget impact, complete Part IV.
- Requires new rule making, complete Part V.

Legislative Contact: Connor Schiff	Phone: 360-786-7093	Date: 02/12/2025
Agency Preparation: Sara Corbin	Phone: 360-902-8194	Date: 02/18/2025
Agency Approval: Dan Winkley	Phone: 360-902-8236	Date: 02/18/2025
OFM Review: Arnel Blancas	Phone: (360) 000-0000	Date: 02/18/2025

Part II: Narrative Explanation

II. A - Brief Description Of What The Measure Does That Has Fiscal Impact

Significant provisions of the bill and any related workload or policy assumptions that have revenue or expenditure impact on the responding agency by section number.

SHB 1147 adds a new chapter to RCW 72 relating to supporting civic engagement for incarcerated and institutionalized individuals in state custody to promote inclusion and rehabilitation.

New Section 2. Provides the definition of civic engagement and political advocacy organizations.

New Section 3. Individuals living at Residential Habilitation Centers (RHC), and individuals receiving treatment in a facility listed in RCW 72.23.175 have a right to civic engagement; exercise the right to form, organize, meet, and communicate with political advocacy organizations or groups, community members, organizations, institutions, and elected officials and their staff. DSHS must grant access to classrooms and utility rooms or designated program areas in the institutions for group meetings; provide access to participate in teleconference and videoconference meetings with community groups, working groups, legislative bodies, organizations, institutions, panels, or forums.

New Section 4. Any violation of section 3. must first be addressed through the available administrative remedies.

New Section 5. Allows individuals or groups to submit a petition to the Office of Equity if they feel an agency is unduly infringing on their right to civic engagement. Requires the Department of Social and Health Services (DSHS) to promptly facilitate all actions necessary for an individual or group to petition the Office of Equity; and DSHS to report to the civic engagement coordinator whether a petition has been resolved 30 days after receiving a response on the original petition, and DSHS work with the Office of Equity to communicate with the individuals or groups.

New Section 7. Sections 1 through 6 and 8 of this act constitute a new chapter in Title 72 RCW.

New Section 8. This act takes effect January 1, 2026.

II. B - Cash receipts Impact

Cash receipts impact of the legislation on the responding agency with the cash receipts provisions identified by section number and when appropriate, the detail of the revenue sources. Description of the factual basis of the assumptions and the method by which the cash receipts impact is derived. Explanation of how workload assumptions translate into estimates. Distinguished between one time and ongoing functions.

For facilities that earn Federal funding, a portion of the costs incurred to implement this legislation will be funded with federal Title XIX.

II. C - Expenditures

Agency expenditures necessary to implement this legislation (or savings resulting from this legislation), with the provisions of the legislation that result in the expenditures (or savings) identified by section number. Description of the factual basis of the assumptions and the method by which the expenditure impact is derived. Explanation of how workload assumptions translate into cost estimates. Distinguished between one time and ongoing functions.

HB 1147 will have an indeterminate fiscal impact to the Department of Social and Health Services (DSHS), Behavioral Health Administration (BHA), and Special Commitment Center (SCC).

New Section 3. Includes individuals living at residential habilitation centers (RHC), and individuals receiving treatment under RCW 72.23.175 have a right to civic engagement. All state and local agencies shall ensure that individuals can fully exercise their rights of civic engagement, which includes and not limited to the following rights:

To form political organizations/groups in the state institutions to work with community members/organizations/elected officials/officials staff; communicate and meet with community members/organizations/institutions/holders of government office and their staff; access classrooms/utility rooms or designated program areas in the institutions for group meetings; fully participate in teleconference meetings with the community members, organizations, institutions, holders of government

office, and their staff; and be free from punishment or retaliation for participation and exercising their rights.

For the purposes of this fiscal note all patients and residents of eligible voting age and those of non-eligible voting age that may act as a stakeholder for a political organization/group are subject to this legislation.

RCW 72.23.175 1(a) State hospitals licensed under chapter 72.23 RCW; (b) The special commitment center and secure community transition facilities licensed under RCW 71.09.250 and 71.09.290; or (c) Residential treatment facilities that provide mental health services operated by DSHS.

BHA capacity to serve patients: Western State Hospital (WSH) 745 beds located in Lakewood, Eastern State Hospital (ESH) 375 beds in Medical Lake, Child Study & Treatment Center (CSTC) 65 beds in Lakewood, Olympic Heritage Behavioral Health (OHBH) 72 beds in Tukwila, Maple Lane Behavioral Health Treatment Center (BHTC) 76 beds in Centralia, and Steilacoom BHTC 30 beds in Lakewood. With additional BHA beds capacity expansion scheduled for the 2025-27 biennia.

SCC capacity to serve residents: Total Confinement (TC) 228 beds and Pierce County Secure Community Treatment Facility (SCRT) 24 beds on McNeil Island near Steilacoom, King County SCTF 12 beds in Seattle, and approximately 40 residents in a community contracted or non-contracted Less Restrictive Alternative (LRA) placement.

Total Clients Served FY 2024 by Facility

BHTCs	386
CSTC	119
ESH	722
OHBH	110
SCC	207
WSH	1,752
Total	3,296

Source: BHA By the Numbers Fiscal Year 2024

BHA and SCC facilities do currently facilitate voter registration and voting, and do not restrict calls or mail absent documented clinical direction by a treatment provider. The Developmental Disabilities Administration (DDA) already has a large focus on community engagement (a DDA service) for institutional clients, and civic engagement costs are a part of current workload. No fiscal impact to DDA, as passage of this legislation aligns with current operations.

Indeterminate Staffing Costs

New Section 3. Impacts of implementing this section would require additional staffing resources at BHA and SCC facilities for the following workload increases to ensure civic engagement for all patients/residents:

Staffing Resources per Facility:

1.0 Security Guard 2 (SC2) to ensure safety and security risks are mitigated for outside groups entering BHA and SCC facilities, escorting outside individual/group within the facility, and escorting patient/resident within the facility when meeting with civic engagement group and or when accessing facility meeting rooms with telecommunications resources.

1.0 Institutional Counselor 3 (IC3) to attend meetings with the patient/resident and political/community organizations, serve as a liaison and work with treatment teams to determine patient/resident availability for civic engagement meetings, coordinates and resolve scheduling conflicts related to civic engagement activities.

1.0 Administrative Assistant 2 (AA2) to schedule requests for facility meeting space and technological support, coordinate scheduling with outside individual/group for facility meetings, coordinating with IC3 and SC2 when needed to support the patient/resident civic engagement scheduling needs.

High - Estimated annual cost for these three staff scheduled during day and evening shifts, seven days a week, is 11.8 FTE and \$1,217,000 total funds.

Low - Estimated annual cost for these three staff scheduled during day shifts with shift relief, seven days a week, is 5.9 FTE and \$609,000 total funds.

For the purposes of this fiscal note, all civic engagement by residents/patients will be conducted within BHA and SCC facilities, and that no transportation or engagement outside the facilities will occur.

BHA policies would be needed and/or revised to ensure appropriate assessments of patients is completed to confirm safe and healthy participation in civic engagement events, and that such opportunities would only be available for patients with a court order for longer than a 90-day evaluation or competency restoration period.

Indeterminate Equipment Costs

All BHA and SCC facilities must provide technological support (phone, speaker phone or workstation with teleconference capabilities) to meet patient/resident needs for both in person and virtual civic engagements. Facilities may require dedicated resources to ensure patient/resident civic engagement, cost for illustrated purposes:

- Additional leased personal computer (PC) to provide teleconference and videoconference opportunities, annual cost per PC \$500.
- Microsoft Teams Rooms (MTR) devices, annual cost per listening device \$400.
- Conference or meeting booths estimated cost per booth \$25,000.

Information Technology staff time to maintain and support MTR and Conference POD may be required.

New Section 4. Indeterminate fiscal impact, if DSHS violates the law and any DSHS policies regarding civic engagement, judicial intervention is possible if DSHS does not address the violations at the administrative level.

New Section 5. Indeterminate fiscal impact due to the unknown frequency and volume of petitions for which BHA and SCC would need to assist individuals in completing for submittal to the Office of Equity, and workload impacts to report to the civic engagement coordinator within 30 days regarding resolved petitions.

Part III: Expenditure Detail

III. A - Operating Budget Expenditures

Non-zero but indeterminate cost and/or savings. Please see discussion.

III. B - Expenditures by Object Or Purpose

Non-zero but indeterminate cost and/or savings. Please see discussion.

III. C - Operating FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part I and Part IIIA.*

NONE

III. D - Expenditures By Program (optional)

NONE

Part IV: Capital Budget Impact

IV. A - Capital Budget Expenditures

NONE

IV. B - Expenditures by Object Or Purpose

NONE

IV. C - Capital Budget Breakout

Acquisition and construction costs not reflected elsewhere on the fiscal note and description of potential financing methods.

NONE

IV. D - Capital FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part IVB.*

NONE

None

Part V: New Rule Making Required

Provisions of the bill that require the agency to adopt new administrative rules or repeal/revise existing rules.

Individual State Agency Fiscal Note

Revised

Bill Number: 1147 S HB	Title: Civic engage./state custody	Agency: 307-Department of Children, Youth, and Families
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Part I: Estimates

No Fiscal Impact

Estimated Cash Receipts to:

Non-zero but indeterminate cost and/or savings. Please see discussion.

Estimated Operating Expenditures from:

Non-zero but indeterminate cost and/or savings. Please see discussion.

Estimated Capital Budget Impact:

NONE

The cash receipts and expenditure estimates on this page represent the most likely fiscal impact. Factors impacting the precision of these estimates, and alternate ranges (if appropriate), are explained in Part II.

Check applicable boxes and follow corresponding instructions:

- If fiscal impact is greater than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete entire fiscal note form Parts I-V.
- If fiscal impact is less than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete this page only (Part I).
- Capital budget impact, complete Part IV.
- Requires new rule making, complete Part V.

Legislative Contact: Connor Schiff	Phone: 360-786-7093	Date: 02/12/2025
Agency Preparation: Joe Cushman	Phone: 3607906422	Date: 02/27/2025
Agency Approval: Crystal Lester	Phone: 360-628-3960	Date: 02/27/2025
OFM Review: Danya Clevenger	Phone: (360) 688-6413	Date: 03/05/2025

Part II: Narrative Explanation

II. A - Brief Description Of What The Measure Does That Has Fiscal Impact

Significant provisions of the bill and any related workload or policy assumptions that have revenue or expenditure impact on the responding agency by section number.

This bill seeks to establish a right to civic engagement for individuals who are incarcerated or receiving treatment at certain state institutions and provides provisions for enforcement of the right.

Substitute version:

Section 4(2) is a new section stating that an individual's right to civic engagement shall not be substantially burdened even if the burden results from a rule of general applicability, unless justified by a compelling state interest achieved by the least restrictive means.

Section 4(3) is a new section stating that any violation of section 3 must first be addressed through the available administrative remedies. Any internal violation of the administrative policy written and administered by a reviewing agency in addressing a complaint shall constitute administrative exhaustion. Lack of exhaustion shall constitute an affirmative defense against enforcement of this act through judicial intervention.

Section 5(1) is a new section stating that if an individual or group seeking to exercise rights enumerated in section 3 believes that an agency is unduly infringing on the exercise of their rights, they individual or group may submit a petition to the Office of Equity (OOE). The right to petition the OOE is independent of the administrative process of section 4.

Section 5(2) establishes a civic engagement coordinator at the OOE to facilitate communication between individuals and groups exercising rights under section 3 and the agency in which the individual is incarcerated.

Section 5(3) is a new section stating that the applicable agency shall promptly facilitate all actions for an individual or group to petition the OOE and for the civic engagement coordinator to perform their responsibilities under this section.

Section 5(4) is a new section stating that the applicable agency shall report to the civic engagement coordinator whether a petition has been resolved 30 days after the civil engagement coordinator has responded to the petition. The agency shall work with the OOE to facilitate communication with individuals or groups.

Section 8 is a new section enacting this act January 1, 2026.

Original version:

Section 3 is a new section that states that the Department of Children, Youth, and Families (DCYF) and other state agencies shall ensure that incarcerated individuals are able to fully exercise their rights of civil engagement. They shall be allowed to form political organizations, communicate with members of community groups, register as voters, and engage with political candidates. DCYF shall ensure access to classrooms, or other available space, to allow for group meetings. Individuals that be allowed to participate in videoconference meetings community groups, legislative bodies etc. Individuals who participate in these activities shall be free from retaliation or punishment.

II. B - Cash receipts Impact

Cash receipts impact of the legislation on the responding agency with the cash receipts provisions identified by section number and when appropriate, the detail of the revenue sources. Description of the factual basis of the assumptions and the method by which the cash receipts impact is derived. Explanation of how workload assumptions translate into estimates. Distinguished between one time and ongoing functions.

Title IV-E, the federal reimbursement is 13 percent. The agency estimates eligible reimbursements of \$13,000 per fiscal year (FY) (for most back-office staff).

II. C - Expenditures

Agency expenditures necessary to implement this legislation (or savings resulting from this legislation), with the provisions of the legislation that result in the expenditures (or savings) identified by section number. Description of the factual basis of the assumptions and the method by which the expenditure impact is derived. Explanation of how workload assumptions translate into cost estimates. Distinguished between one time and ongoing functions.

DCYF considers this bill indeterminate.

Our institutions have a history of promoting civic engagement. For example, in 2020, Green Hill School (GHS) collaborated with a political science professor from South Puget Sound Community College to educate youth on the voting process, culminating in active participation in elections. Moreover, GHS currently facilitates civic engagement through its Capital Classroom initiative, where youth work directly on legislative bills and contribute as a resource to legislators. These examples demonstrate that the concept is not new and is already being implemented in specific contexts.

DCYF must ensure individuals can fully engage in civic activities, which may require additional staffing and program development. While the substitute bill establishes a Civic Engagement Coordinator in the OOE, there is still a need for local civic engagement activities and supervision, which will have an indeterminate fiscal impact. There is legal risk presented if DCYF is unable to have appropriate staffing or resources to work with the civic engagement coordinator.

For the purposes of this fiscal note, DCYF assumes impact for GHS and the Echo Glen (EG) institution, although it is possible that costs could incur at community facilities within DCYF or other small flexible facilities added to JR's continuum of care. DCYF assumes a minimum FTE impact:

2.0-Juvenile Rehabilitation (JR) Counselor 2's are required to attend meetings with incarcerated individuals and organizations they seek to associate with. These FTE's will serve as a liaison between individuals and organizations to determine availability for civic engagement meetings and coordinate and resolve scheduling conflicts related to civic engagement.

2.0-JR Officer 2's are required to ensure safety and security at each location. These FTE's are necessary to ensure security risks are mitigated for outside groups entering GHS and EG facilities, escorting outside individuals or groups within the facility and escorting incarcerated individuals who are meeting with civic engagement groups or when accessing telecommunication resources.

2.0 Administrative Assistant 2's (AA2) are required to schedule requests for facility meeting space and technological support, coordinate schedules with outside organizations, the Civic Engagement Coordinator, and JR for facility meetings. DCYF assumes a cost for these FTE's of:

FY 2026- \$734,000.

FY 2027- \$691,000

FY 2028-\$691,000

FY 2029-\$691,000

FY 2030 \$691,000

1.1 FTE and \$114,000 (\$101,000 GF-S) administrative support rate of 18.43% is applied to all FTE costs to fund program support functions that scale with the FTEs requested. The administrative support rate provides critical back office supports in areas such as, but not limited to: Human Resources, Information Technology, and Fiscal. This cost is represented in object T of this fiscal note.

Part III: Expenditure Detail

III. A - Operating Budget Expenditures

Non-zero but indeterminate cost and/or savings. Please see discussion.

III. B - Expenditures by Object Or Purpose

Non-zero but indeterminate cost and/or savings. Please see discussion.

III. C - Operating FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part I and Part IIIA.*

NONE

III. D - Expenditures By Program (optional)

NONE

Part IV: Capital Budget Impact

IV. A - Capital Budget Expenditures

NONE

IV. B - Expenditures by Object Or Purpose

NONE

IV. C - Capital Budget Breakout

Acquisition and construction costs not reflected elsewhere on the fiscal note and description of potential financing methods.

NONE

IV. D - Capital FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part IVB.*

NONE

Part V: New Rule Making Required

Provisions of the bill that require the agency to adopt new administrative rules or repeal/revise existing rules.

Individual State Agency Fiscal Note

Bill Number: 1147 S HB	Title: Civic engage./state custody	Agency: 310-Department of Corrections
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Part I: Estimates

No Fiscal Impact

Estimated Cash Receipts to:

NONE

Estimated Operating Expenditures from:

	FY 2026	FY 2027	2025-27	2027-29	2029-31
FTE Staff Years	61.2	122.8	92.0	122.8	122.8
Account					
General Fund-State 001-1	9,416,000	17,017,000	26,433,000	34,034,000	34,034,000
Total \$	9,416,000	17,017,000	26,433,000	34,034,000	34,034,000

In addition to the estimates above, there are additional indeterminate costs and/or savings. Please see discussion.

Estimated Capital Budget Impact:

Non-zero but indeterminate cost and/or savings. Please see discussion.

The cash receipts and expenditure estimates on this page represent the most likely fiscal impact. Factors impacting the precision of these estimates, and alternate ranges (if appropriate), are explained in Part II.

Check applicable boxes and follow corresponding instructions:

- If fiscal impact is greater than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete entire fiscal note form Parts I-V.
- If fiscal impact is less than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete this page only (Part I).
- Capital budget impact, complete Part IV.
- Requires new rule making, complete Part V.

Legislative Contact: Connor Schiff	Phone: 360-786-7093	Date: 02/12/2025
Agency Preparation: Daniel Polimeni	Phone: 360-791-0201	Date: 03/20/2025
Agency Approval: Wendi Gunther	Phone: 360-789-4001	Date: 03/20/2025
OFM Review: Danya Clevenger	Phone: (360) 688-6413	Date: 03/23/2025

Part II: Narrative Explanation

II. A - Brief Description Of What The Measure Does That Has Fiscal Impact

Significant provisions of the bill and any related workload or policy assumptions that have revenue or expenditure impact on the responding agency by section number.

An act relating to supporting civic engagement for incarcerated individuals (I/Is) and institutionalized individuals in state custody to promote inclusion and rehabilitation; adding a new chapter to Title 72 RCW; and provides an effective date.

SHB 1147 differs from the original bill in the following way:

Section 2 adds a new section to expand the definitions in this section to apply throughout this chapter unless the context clearly requires otherwise.

Section 2(1) adds a new subsection that defines civic engagement as to identify, learn about, and address issues of public concern with the aim to improve the quality of life in a community through political and nonpolitical actions. Civic engagement includes learning about ways that individuals can engage in civic systems.

Section 2(2) adds a new subsection that defines political advocacy organizations as groups that are organized by interest or identity that work to uplift the voices of their members and engage civically for the greater good.

Section 3, previously section 2, adds language that all state agencies shall ensure to the greatest extent possible that I/Is can fully exercise civic engagement. Section 3 states individuals currently incarcerated in adult and juvenile prisons, individuals living at residential habilitation centers, and individuals receiving treatment under RCW 72.23.175 have a right to civic engagement.

Section 3(1), previously section 2(1), allows individuals to form political organizations or groups and/or use current groups or organizations within state institutions for the purpose of civic engagement to work with community members, organizations, institutions, and elected officials and their staff.

Section 3(2), previously section 2(2), allows individuals to organize and communicate with members of community groups, organizations, institutions, and elected officials and their staff.

Section 3 of SHB 1147 removes previous subsection 2(3) which provides the right to register as voters in accordance with state law and cast their vote in elections utilizing mail-in ballots and removes subsection 2(4) which provides the right to meet with, support, or engage with political candidates and/or campaign staff.

Section 3(3), previously section 2(5), allows individuals to access classrooms, utility rooms, or other designated program areas within state institutions for group meetings with community members, organizations, institutions, holders of government office, and their staff.

Section 3(4), previously section 2(6) removes the word “fully” from this section that states participate in teleconference and videoconference meetings and proceedings with community groups, working groups, legislative bodies, organizations, institutions, panels, or forums;

SHB 1147 removes from original HB1147 section 3(2)(b)(i) that allowed any person who is injured by a violation of section 2 may bring a civil action in superior court to recover damages, including reasonable attorney fees, to an amount not to exceed three times damages sustained but such increase must not exceed \$25,000.

Section 4(2) changes the language stating an individual's right to civic engagement under section 2 of this act shall not be substantially burdened even if the burden results from a rule of general applicability, unless justified by a compelling state interest achieved by the least restrictive means.

Section 4(3) changes the language stating any violation of section 3 of this act must first be addressed through the available administrative remedies. Any internal violation of the administrative policy written and administered by a reviewing agency in addressing a complaint shall constitute administrative exhaustion. Lack of administrative exhaustion shall constitute an affirmative defense against enforcement of this act through judicial intervention.

Section 5(1) adds a new section that states if any individual or group seeking to exercise rights enumerated in section 3 of this act believes that an agency is unduly infringing on the exercise of the individual or group's rights, the individual or group may submit a petition to the office of equity. The right to petition the office of equity is independent of the administrative and judicial processes referenced in section 4 of this act and shall not be considered an administrative remedy for the purposes of exhaustion.

Section 5(3) The applicable agency shall promptly facilitate all actions necessary for an individual or group to petition the office of equity and for the civic engagement coordinator to perform their responsibilities under this section.

Section 5(4) The applicable agency shall report to the civic engagement coordinator whether a petition has been resolved 30 days after the civic engagement coordinator has responded to the petition. The agency shall work with the office of equity to facilitate communication with individuals or groups.

Section 6 is a new section that states nothing in this act shall be construed to apply to local agencies or facilities and institutions which are operated by local agencies.

Section 7 is a new section that states sections one through six and eight of this act constitute a new chapter in title 72 RCW.

Section 8 is a new section and provides an effective date of January 1, 2026.

II. B - Cash receipts Impact

Cash receipts impact of the legislation on the responding agency with the cash receipts provisions identified by section number and when appropriate, the detail of the revenue sources. Description of the factual basis of the assumptions and the method by which the cash receipts impact is derived. Explanation of how workload assumptions translate into estimates. Distinguished between one time and ongoing functions.

II. C - Expenditures

Agency expenditures necessary to implement this legislation (or savings resulting from this legislation), with the provisions of the legislation that result in the expenditures (or savings) identified by section number. Description of the factual basis of the assumptions and the method by which the expenditure impact is derived. Explanation of how workload assumptions translate into cost estimates. Distinguished between one time and ongoing functions.

The fiscal impact of this bill is indeterminate, assumed to be greater than \$50,000 per Fiscal Year (FY). However, there are determinate costs outlined below.

This bill creates rights for Incarcerated Individuals (I/I's) to participate in civic activities while incarcerated without retaliation. This bill prioritizes the usage of space and gathering of I/I's to allow them to form political organizations or groups and/or use current groups or organizations within state institutions for the purpose of civic engagement to work with community members, organizations, institutions, and elected officials and their staff. These activities are to be organized inside state facilities, including providing access to areas to meet or to help orchestrate meetings via phone or video conferencing.

Section 3(1-2) allows I/I's to form political organizations or groups and to organize and communicate with community groups and organizations without exception. Furthermore, Section 3(3) allows I/I's access to facilities' classrooms, "utility" rooms, and program space for group meetings, seemingly without exception, which could create both security risks and operational issues around staffing, scheduling, movements, lack of meeting areas and issues related to IT infrastructure. This bill will create staffing costs to provide custody oversight and supervision of individuals and groups allowed access to meet relating to civic activities both onsite or via telephone or video conferencing. This includes staffing necessary for

intelligence and investigation to monitor activities in a safe way.

Section 4 of this legislation states that an individual's right to civic engagement shall not be substantially burdened, and violations of this act may be addressed through judicial intervention. Since Section 3 requires access to virtual spaces and physical spaces at any point as to not burden an individual, DOC is at risk of compliance and increased liability. This fiscal note represents minimum required staffing to ensure sufficient access as required under this bill. If resources are required during timeframes outside of the requested needs in this fiscal note and there is no compelling state interest to justify refusal, DOC would still be required to facilitate the civic engagement activity which could result in mandatory staff overtime and increased costs, and the department would have to seek additional funding in a future legislative session.

Civic engagement activities are broadly defined by the bill and could be requested by the 13,075 individuals (as of December 31, 2024) incarcerated in Washington state DOC prisons. The DOC currently has 11.0 FTE positions to help with the increase in court hearings and other virtual activities, these positions have managed to facilitate over 15,000 virtual activities since March 2021 and the demand for virtual services continues to increase sharply year-over-year. Based on this experience, if this bill is passed, DOC would need a minimum of 19 Administrative Assistant 2 positions, two at each major facility and one at each camp, to coordinate the movement of I/I's, schedule rooms, assist as needed, and run clearances for visitors meeting with I/I's on site.

With an established phase in start date of January 1, 2026, the following staff costs have been adjusted to reflect six months of funding in FY 2026.

Administrative Assistant 2:

FY 2026: 9.5 FTE and \$901,424

FY 2027: 19.0 FTE and \$1,859,307

FY 2028: 19.0 FTE and \$1,859,307

FY 2029: 19.0 FTE and \$1,859,307

FY 2030: 19.0 FTE and \$1,859,307

Due to increased teleconferences and videoconference usage for group calls, this would elevate the need for investigative staff and investigative tools. During each meeting an investigative staff is required from a remote location to monitor each video and chat to ensure safety and security. This would require a minimum of one Investigator 2 position at each facility and one position at headquarters to provide relief.

Investigator 2:

FY 2026: 6.0 FTE and \$787,561

FY 2027: 12.0 FTE and \$1,626,943

FY 2028: 12.0 FTE and \$1,626,943

FY 2029: 12.0 FTE and \$1,626,943

FY 2030: 12.0 FTE and \$1,626,943

The DOC Corrections & Custody Officer 2 is required to log on and monitor the entire meeting in person or if an in-person meeting be present at the location of an event. Based on the increasing number of requests from legislators and stakeholders, we would not be able to meet the anticipated demand. Most of these events would result in overtime or pulling someone away from their paid position and work to conduct the hearing. The DOC would require one additional custody staff seven days a week, 16 hours a day per facility to be added to ensure safety of both staff and I/I's. This equates to 3.9 Corrections & Custody Officer 2s per facility, or 42.5 Corrections & Custody Officer 2s in total, to meet the need. The FTEs incorporate a relief factor of 1.9 for each 16/7 post. The relief factor includes coverage for regular days off, annual leave, sick leave, training, and holiday overtime.

Corrections & Custody Officer 2:

FY 2026: 21.3 FTE and \$2,566,000

FY 2027: 42.5 FTE and \$5,290,000
FY 2028: 42.5 FTE and \$5,290,000
FY 2029: 42.5 FTE and \$5,290,000
FY 2030: 42.5 FTE and \$5,290,000

DOC assumes that required access to teleconferences and videoconferences will happen 16 hours a day per facility seven days a week. During these assumed hours, IT would require one IT System Administration position at each location per shift to ensure connectivity and to resolve technical failures and issues timely during these hours. This would require 33 IT System Administration positions at a journey level to ensure connectivity and continuity to meet the bill requirements per FY.

IT System Administration - Journey
FY 2026: 16.5 FTE and \$2,643,126
FY 2027: 33.0 FTE and \$5,464,125
FY 2028: 33.0 FTE and \$5,464,125
FY 2029: 33.0 FTE and \$5,464,125
FY 2030: 33.0 FTE and \$5,464,125

An additional \$1,559,000 will be needed for one-time and ongoing costs in FY 2026, to include office furniture, equipment, and supplies. Another \$808,000 will be required in FY 2027, and thereafter, for ongoing costs related to office supplies, staff travel, and training, etc.

The DOC requests funding for the indirect costs of agency administration, which includes 7.88 FTEs and \$812,000 in FY 2026, 16.29 FTEs and \$1,677,464 in FY 2027, and ongoing, and requests funding for interagency costs including \$146,000 in FY 2026 and \$292,000 in FY 2027, and thereafter, for the purpose of supporting Payroll, Human Resources, Information Technology, and other expenses associated with the hiring and employment of staff to implement this legislation. The approved agency indirect rate and associated cost of administration are calculated based on the salaries and benefits of staff conducting back office administrative functions, divided by all remaining salaries and benefits.

Overall, requested funding necessary to meet the needs of this bill are the following:

FY 2026: 61.2 FTE and \$9,416,000
FY 2027: 122.8 FTE and \$17,017,000
FY 2028: 122.8 FTE and \$17,017,000
FY 2029: 122.8 FTE and \$17,017,000
FY 2030: 122.8 FTE and \$17,017,000

If the staffing requirement is not funded, DOC will not be able to carry out the requirements of this legislation.

In addition, this bill has several areas where costs are indeterminate:

Section 3(4) allows I/I's to participate in teleconference and videoconference meetings and proceedings from inside secure facilities, which could require IT infrastructure and could create issues around continual access. This bill requires DOC to provide increased access to both phone and video conferencing capabilities. To meet the requirements of this bill, IT will need to hold an assessment at each facility to determine meeting areas. Once locations have been selected and approved, there may be costs to run wires to these locations. If costs do occur, DOC will request additional funding in a decision package.

This fiscal note represents minimum required staffing to ensure access is required under this bill in order to meet requested access to virtual spaces and physical spaces. If resources are required during timeframes outside of the requested needs in this fiscal note, DOC will be required to overspend their funding to meet the needs of this legislation to not risk litigation and

will have to seek additional funding in a future legislative session.

Part III: Expenditure Detail

III. A - Operating Budget Expenditures

Account	Account Title	Type	FY 2026	FY 2027	2025-27	2027-29	2029-31
001-1	General Fund	State	9,416,000	17,017,000	26,433,000	34,034,000	34,034,000
Total \$			9,416,000	17,017,000	26,433,000	34,034,000	34,034,000

In addition to the estimates above, there are additional indeterminate costs and/or savings. Please see discussion.

III. B - Expenditures by Object Or Purpose

	FY 2026	FY 2027	2025-27	2027-29	2029-31
FTE Staff Years	61.2	122.8	92.0	122.8	122.8
A-Salaries and Wages	5,174,000	10,714,000	15,888,000	21,428,000	21,428,000
B-Employee Benefits	1,724,000	3,526,000	5,250,000	7,052,000	7,052,000
C-Professional Service Contracts					
E-Goods and Other Services	761,000	704,000	1,465,000	1,408,000	1,408,000
G-Travel	157,000	313,000	470,000	626,000	626,000
J-Capital Outlays	788,000	83,000	871,000	166,000	166,000
M-Inter Agency/Fund Transfers					
N-Grants, Benefits & Client Services					
P-Debt Service					
S-Interagency Reimbursements					
T-Intra-Agency Reimbursements	812,000	1,677,000	2,489,000	3,354,000	3,354,000
9-					
Total \$	9,416,000	17,017,000	26,433,000	34,034,000	34,034,000

In addition to the estimates above, there are additional indeterminate costs and/or savings. Please see discussion.

III. C - Operating FTE Detail: *List FTEs by classification and corresponding annual compensation. Totals need to agree with total FTEs in Part I and Part IIIA*

Job Classification	Salary	FY 2026	FY 2027	2025-27	2027-29	2029-31
Administrative Assistant 2		9.5	19.0	14.3	19.0	19.0
Administrative Support		7.9	16.3	12.1	16.3	16.3
Corrections & Custody Officer 2		21.3	42.5	31.9	42.5	42.5
Investigator 2		6.0	12.0	9.0	12.0	12.0
IT System Administration		16.5	33.0	24.8	33.0	33.0
Total FTEs		61.2	122.8	92.0	122.8	122.8

III. D - Expenditures By Program (optional)

Program	FY 2026	FY 2027	2025-27	2027-29	2029-31
Administration & Support Services (100)	812,000	1,677,000	2,489,000	3,354,000	3,354,000
Correctional Operations (200)	8,458,000	15,048,000	23,506,000	30,096,000	30,096,000
Interagency Payments (600)	146,000	292,000	438,000	584,000	584,000
Total \$	9,416,000	17,017,000	26,433,000	34,034,000	34,034,000

Part IV: Capital Budget Impact

IV. A - Capital Budget Expenditures

Non-zero but indeterminate cost and/or savings. Please see discussion.

IV. B - Expenditures by Object Or Purpose

Non-zero but indeterminate cost and/or savings. Please see discussion.

IV. C - Capital Budget Breakout

Acquisition and construction costs not reflected elsewhere on the fiscal note and description of potential financing methods.

Non-zero but indeterminate cost and/or savings. Please see discussion.

IV. D - Capital FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part IVB.*

NONE

The physical plant of each facility may not support the amount of additional programming space required for civic engagement activities. This may require expansion to facilities' programming areas to continue providing programming in a fair and equitable manner. For illustrative purposes, if it is determined that an additional programming building was necessary at a major facility that could accommodate a gathering of 30 people, the assumption is that the area would need to be at least 1,500 square feet. The assumed cost for a 1,500 square foot building would be \$1,500,000. If all eight major facilities needed a similar in size additional programming area, this would equate to \$12,000,000. This does not include any ongoing maintenance costs associated with the building of the structure.

Part V: New Rule Making Required

Provisions of the bill that require the agency to adopt new administrative rules or repeal/revise existing rules.

LOCAL GOVERNMENT FISCAL NOTE

Department of Commerce

Bill Number: 1147 S HB

Title: Civic engage./state custody

Part I: Jurisdiction-Location, type or status of political subdivision defines range of fiscal impacts.

Legislation Impacts:

- Cities:
- Counties:
- Special Districts:
- Specific jurisdictions only:
- Variance occurs due to:

Part II: Estimates

- No fiscal impacts.
- Expenditures represent one-time costs:
- Legislation provides local option:
- Key variables cannot be estimated with certainty at this time:

Estimated revenue impacts to:

None

Estimated expenditure impacts to:

None

Part III: Preparation and Approval

Fiscal Note Analyst: James Vogl	Phone: 360-480-9429	Date: 02/17/2025
Leg. Committee Contact: Connor Schiff	Phone: 360-786-7093	Date: 02/12/2025
Agency Approval: Alice Zillah	Phone: 360-725-5035	Date: 02/17/2025
OFM Review: Danya Clevenger	Phone: (360) 688-6413	Date: 02/21/2025

Part IV: Analysis

A. SUMMARY OF BILL

Description of the bill with an emphasis on how it impacts local government.

This fiscal note analyzes the local government impact of SHB 1147, comparing it to HB 1147.

CHANGES BETWEEN THIS BILL VERSION AND PREVIOUS BILL VERSION:

The substitute bill would change the definition of civic engagement, the requirements for the exercise of civic engagement for people confined to or living in certain state facilities, and the remedies available to such people whose right to exercise civic engagement has been infringed upon.

Additionally, the substitute bill would also specify that nothing in the proposed legislation would be construed to apply to local agencies or facilities, and institutions which are operated by local agencies.

SUMMARY OF CURRENT BILL:

Section 2 of the proposed legislation would create a new section defining "civic engagement" and "political advocacy organizations."

Section 3 would add a new section specifying the requirements for the exercise of civic engagement for people confined to or living in certain state facilities.

Section 4 would add a new section specifying that an individual's right to civic engagement under section 2 shall not be substantially burdened.

Section 5 would add a new section specifying the remedies available to people whose right to exercise civic engagement under section 2 has been infringed upon.

Section 6 would add a new section specifying that nothing in the proposed legislation would be construed to apply to local agencies or facilities, and institutions which are operated by local agencies.

Section 7 would add a new section specifying that sections 1 through 6 and 8 of the proposed legislation would constitute a new chapter in Title 72 RCW.

Section 8 specifies that the proposed legislation would take effect January 1, 2026.

B. SUMMARY OF EXPENDITURE IMPACTS

Expenditure impacts of the legislation on local governments with the expenditure provisions identified by section number and when appropriate, the detail of expenditures. Delineated between city, county and special district impacts.

CHANGE IN EXPENDITURE IMPACT BETWEEN THIS BILL VERSION AND PREVIOUS BILL VERSION:

The original bill version could have had an indeterminate but likely significant impact on local government expenditures, since the bill's provisions with regards to people confined in certain facilities exercising civic engagement rights and the legal remedies available if such rights were infringed upon could have been construed to apply to local agencies.

Section 6 of the substitute bill, however, specifies that nothing in the proposed legislation shall be construed to apply to local agencies or facilities, and institutions which are operated by local agencies, so the substitute bill would have no impact on local government expenditures.

EXPENDITURE IMPACT OF CURRENT BILL:

The proposed legislation would have no impact on local government expenditures.

C. SUMMARY OF REVENUE IMPACTS

Revenue impacts of the legislation on local governments, with the revenue provisions identified by section number, and when appropriate, the detail of revenue sources. Delineated between city, county and special district impacts.

The proposed legislation would have no impact on local government revenues.

SOURCES:

Local government fiscal note for HB 1146, 2025

Washington Association of Sheriffs and Police Chiefs

Washington State Association of Counties