

# SENATE BILL REPORT

## SB 5167

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As Reported by Senate Committee On:  
Ways & Means, March 27, 2025

**Title:** An act relating to fiscal matters.

**Brief Description:** Making 2025-2027 fiscal biennium operating appropriations. [**Revised for 1st Substitute:** Making 2025-2027 fiscal biennium operating appropriations and 2023-2025 fiscal biennium second supplemental operating appropriations.]

**Sponsors:** Senators Robinson and Nobles; by request of Office of Financial Management.

**Brief History:**

**Committee Activity:** Ways & Means: 1/14/25, 3/25/25, 3/27/25 [DPS, DNP].

**Brief Summary of First Substitute Bill**

- Makes biennial operating budget appropriations for the 2025-27 fiscal biennium.

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### SENATE COMMITTEE ON WAYS & MEANS

**Majority Report:** That Substitute Senate Bill No. 5167 be substituted therefor, and the substitute bill do pass.

Signed by Senators Robinson, Chair; Stanford, Vice Chair, Operating; Trudeau, Vice Chair, Capital; Frame, Vice Chair, Finance; Cleveland, Conway, Dhingra, Hansen, Hasegawa, Kauffman, Pedersen, Riccelli, Saldaña, Wellman and Wilson, C..

**Minority Report:** Do not pass.

Signed by Senators Gildon, Ranking Member, Operating; Torres, Assistant Ranking Member, Operating; Dozier, Assistant Ranking Member, Capital; Braun, Muzzall, Wagoner and Warnick.

**Staff:** Samuel Brown (786-7470)

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*This analysis was prepared by non-partisan legislative staff for the use of legislative members in their deliberations. This analysis is not part of the legislation nor does it constitute a statement of legislative intent.*

**Background:** The operating expenses of state government and its agencies and programs are funded on a biennial basis by an omnibus operating budget adopted by the Legislature in odd-numbered years. State operating expenses are paid from the state general fund and from various dedicated funds and accounts.

**Summary of Bill:** The bill as referred to committee not considered.

**Summary of Bill (First Substitute):** Biennial appropriations for the 2025-27 fiscal biennium for the various agencies and programs of the state are enacted, including appropriations for general government agencies, human services programs, natural resources agencies, and educational institutions. Budget summary materials can be found in the SCS tab in the committee materials for the public hearing.

**EFFECT OF CHANGES MADE BY WAYS & MEANS COMMITTEE (First Substitute):**

Various revisions are made to appropriations.

**Appropriation:** The bill contains appropriations from various accounts.

**Fiscal Note:** Not requested.

**Creates Committee/Commission/Task Force that includes Legislative members:** No.

**Effective Date:** The bill contains an emergency clause and takes effect immediately.

**Staff Summary of Public Testimony on Original Bill (January 14, 2025):** Please refer to the January 14, 2025 recording of the public hearing on the Senate Ways & Means Committee Schedules, Agendas & Documents website at <https://app.leg.wa.gov/committeeschedules/#!/WM/////year>.

**Persons Testifying (January 14, 2025):** K-12 Public Schools. CON: Janie White, Washington Education Association; Andrea Gamboa, Tukwila Education Association; Tyler Muench, Office of Superintendent of Public Instruction; Trevor Greene, Yakima School District Superintendent; Monique Dugaw, ESD 112; John Hannah, Morton School District; Melissa McCabe Gombosky, Vancouver, Evergreen, Richland, and Spokane Public Schools; Devin Gombosky, ESD 105 Schools Coalition; Rick Chisa, Public School Employees of Washington (PSE); Tim Eyman, Initiative Activist; Charlie Brown, Skills Centers Directors; Kathryn Kurtz, Pacific Education Institute; Mitch Denning, Alliance of Educational Associations.

OTHER: Samuel Martin, School's Out Washington; Angela Steck, Washington State PTA; Henterson Carlisle, Washington Center for High School Success; Dr. José Rivera, Grandview School District; Molly Lawson, Washington Center for High School Success;

Liz Trautman, Stand for Children Washington; Dawn Rains, Treehouse; Yokiko Hayashi-Saguil, College Success Foundation; James Dorsey, College Success Foundation; Casey Brown, Association of Washington Principals; Cortney Marabetta, AFT Washington; Ramona Hattendorf, The Arc of King County; Andrew Villeneuve, Northwest Progressive Institute; Paula Sardinas, FMS Global Strategies/WBBA.

Higher Education. PRO: Joel Anderson, Washington Student Achievement Council.

OTHER: Steve DuPont, Central Washington University; Morgan Hickel, University of Washington; Jacob Vidor, University of Washington Faculty; Stephen Bollens, Washington State University Faculty Senate; Chris Bailey, State Board for Community and Technical Colleges; Chemene Crawford, Everett Community College, State Board for Community and Technical Colleges; Nora Selander, Western Washington University; Jaeney Hoene, AFT-WA; Sandy Kaiser, The Evergreen State College; Chris Mulick, Washington State University; David Buri, Eastern Washington University.

Early Learning. PRO: Aida Rodriguez, The Imagine Institute; Joel Ryan, WA State Association of Head Start & ECEAP; Emily Poncik, Family Connects Pierce County and Pierce County Early Childhood Network.

CON: Rachel Hall, Washington Communities for Children; Paula Sardinas, WBBA.

OTHER: Emily Murphy, Child Care Aware of Washington.

Employee Compensation. PRO: Miri Cypers, Anti-Defamation League Pacific Northwest Region; Nicole Gomez, Washington Federation of State Employees.

OTHER: Seamus Petrie, Washington Public Employees Association; Peter Diedrick, WA State School Retirees' Association.

Mental Health. PRO: Rashi Gupta, UW Medicine.

OTHER: Alison Price, Rural Resources Victim Services and Children's Advocacy Center; Anna Nepomuceno, NAMI WA.

Human Services. PRO: Jim Theofelis, NorthStar Advocates; Jill May, Washington Association for Children & Families; Angela Youtsey, Washington Association for Children & Families; Dan Watt, Unified Care Systems; Zack Wester, Noble Healthcare; Aaron Dickson, Community Employment Alliance; Jacqueline Kinley, Unified Care Systems; Kris Camenzind, Hope Alliance; Sherrie Tinoco, WA State Coalition Against Domestic Violence; Lynn Kimball, Washington Association of Area Agencies on Aging; Jack Edgerton, KidVantage; Nikki Storms, Chehalis West Assisted Living; Glenna Wickett, Brookdale Senior Living; Todd Margeson, Brookdale Fairhaven; Blake Duarte; Aaron Czyzewski, Food Lifeline; Jane Pak, Snohomish County Legal Services; Cathy Murahashi,

The Arc of Washington; Bradley Forbes, Alzheimer's Association; Leslie Emerick, WA Acupuncture and Eastern Medicine Association (WAEMA); Lori Grassi, WA State Chiropractic Association; Cynthia Green, Catholic Community Services; Jessica Renner, Self Advocates in Leadership (SAIL).

CON: Teresa Andree, Park Rose Care Center; Joany Schimmelfennig, Good Samaritan Health Care Center; Dieu Dinh, Hudson Bay Health and Rehab; Carol Ann Andrews, Olympic View Care; Lyle Lewin, Shelton Health and Rehabilitation Center; Marc Schneiderman, Frontier Rehabilitation and Extended Care Center; Mark von Walter; Steven Hughes, Regency at the Park Skilled Nursing Facility; Cara Boyer, Emerald City; Danielle Wallace; Tiffany Birrell, Highland Health and Rehabilitation of Cascadia; LEN MC COMB, WASHINGTON STATE HOSPITAL ASSOCIATION.

OTHER: Ashley Dutton, Wonderland Child and Family Services; Melanie Smith, WA State LTC Ombuds Program; Trish Dauer, Start Early Washington; Nicole Kern, Planned Parenthood Alliance Advocates; Michele Thomas; Samuel Martin, The Mockingbird Society; Charles Smith, The Mockingbird Society; Kim Justice, Partners for Our Children; Aaron Yared, Building Changes; Laurel Redden, King County Sexual Assault Resource Center; PAULA REED, Children's Advocacy Centers of Washington; Alyssa Odegaard, LeadingAge Washington; Melissa Johnson, Community Residential Services Association; Jessica Johnson; Hollianne Monson, Catholic Community Services; Nicholas Oakley, Center for Children & Youth Justice; Noah Seidel, Office of Developmental Disabilities Ombuds; Shaun Cross, Maddie's Place; Jeff DeLuca, Washington State Community Action Partnership; Rob Huff; Anna Bondarenko, Thrive International; Nichole Alexander, Purpose Dignity Action (PDA); Carolanne Sanders Lundgren, Purpose Dignity Action (PDA); Malika Lamont, Purpose Dignity Action (PDA); Sam Scott, Snohomish County Legal Services; Scott Waller, WASAVP - Washington Association for Substance misuse and Violence Prevention; Benjamin Ramm; Ramona Hattendorf, The Arc of King County; Edward Pospisil, Unified Residential Care; Katherine Young/Homen; Tim Sigler, Community Minded Enterprise.

Natural Resources. PRO: Altinay Karasapan; Scott Richards, The Nature Conservancy; John Floberg, Washington State Parks Foundation.

CON: James King, Citizens for Parks and Recreation; Tom Davis, WA Forest Protection Association.

OTHER: Michael Moran, Confederated Tribes of the Colville Reservation.

All Other. PRO: Sara Robbins, Washington State Office of Civil Legal Aid; Larry Jefferson, Director, Washington State Office of Public Defense; Laurie Weidner, Retired Public Employees Council of WA; Melissa Johnson, District & Municipal Court Judges Association; Alex Hamasaki, American Heart Association; Roger Rogoff, Office of Independent Investigations; Christopher Stanley, Administrative Office of the Courts;

Ramona Brandes, Washington Defender Association/Washington Association of Criminal Defense Lawyers.

CON: Max Martin, Association of Washington Business; Paula Sardinas, FMS Global Strategies/WBBA; Sai Samineni, Dream Investment Strategies Inc; Lyn Idahosa.

OTHER: Nathan Koch, Washington Family Support Network; Candice Bock, Association of Washington Cities; Radu Smintina, School's Out Washington; Steve Hobbs, Office of Secretary of State; Melissa Gombosky, Big Smiles Pediatric Dentistry; Mohamed Khalif, The International Medical Graduates Academy (TIMGA); Emma Scalzo, Balance Our Tax Code; Nancy Sapiro, Jewish Community Relations Council of the Jewish Federation of Greater Seattle.

**Persons Signed In To Testify But Not Testifying (January 14, 2025):** No one.

**Staff Summary of Public Testimony on Proposed Substitute (March 25, 2025):** *The committee recommended a different version of the bill than what was heard.* Please refer to the March 25, 2025 recording of the public hearing on the Senate Ways & Means Committee Schedules, Agendas & Documents website at <https://app.leg.wa.gov/committeeschedules/#!/WM/////year>.

**Persons Testifying (March 25, 2025):**

K-12 Public Schools. PRO: Eric Carlson, Royal High School; Courtney McCoy, Royal High School; Danica Noble, Washington State PTA; Marissa Rathbone, Washington State School Directors' Association; Molly Griffiths, Pacific Education Institute; Charlie Brown, South Sound Superintendents, Federal Way Schools, School Alliance; Megan Karch, IslandWood.

CON: Tim Merlino, ESD 112, Superintendent; Rob Roettger, NEWESD 101; Jessica Vavrus, Association of Educational Service Districts (AESD), Executive Director; Oliver Miska; Kathy Schmit, Customer Success Manager, CCI Learning – former CTE Teacher WA; Patty Eckelman, Teacher, Auburn Mountainview High School; Bill Hole, U.S. Licensing; Hailey Tsang, Lake Stevens High School; Ismael Vivanco, NWESD 189.

OTHER: Liz Trautman, Stand for Children Washington; Dr Doug Judge, Center for High School Success; Larry Delaney, Washington Education Association; Heather Christianson, Public School Employees of WA/SEIU 1948; Samantha Fogg, Seattle Council PTSA Co-President; Adam Aguilera, Evergreen Education Association; Samuel Martin, School's Out Washington; Ramona Hattendorf, The Arc of King County; Tyler Muench, Office of Superintendent of Public Instruction; Radu Smintina, School's Out Washington; Jennifer Ziegler, Alliance of Boys & Girls Clubs of Washington; Paula Sardinas, FMS Global Strategies/WBBA; Tracy Godat, Financial Education Public Private Partnership.

Higher Education. CON: Bill Lyne, United Faculty of WA/Washington Education Association; Tim Eyman, Initiative Activist; Nora Selander, Western Washington

University; Ashley Ramirez, Associated Students of the University Washington Tacoma; Nathan Tippmann, Evergreen Geoduck Student Union.

OTHER: Karen Strickland , American Federation of Teachers - WA; Dr. Chris Bailey, WA State Board for Community & Technical Colleges; Dr. Chemene Crawford, President at Everett Community College; David Buri, Eastern Washington University; Jacob Vigdor, University of Washington Faculty; Joe Dacca, University of Washington; Steve DuPont, Central Washington University; Chris Mulick, Washington State University; Helena Ribeiro, AFT 1789; NINA CARTER, EVERGREEN STATE COLLEGE ADVOCATES; Miles Parker, GPSS, UW Seattle; Isela Bonilla, Washington Student Association; Terrell Stalworth, Asscoiated Students of Tacoma Community College.

Early Learning. CON: Leanne Dixon, Harvard Park Children's Learning Center North; Kaija Stasko, Brightspark; Nancy Santoyo, Early Childhood Mental Health Consultant.

OTHER: Aida Rodriguez; Katy Warren, WA State Assn of Head Start and ECEAP; Emily Mikkelsen, Early Learning Action Alliance; Maile Hadley, First Five Fundamentals; Brooke Fisher-Clarke, Imagination Library of Washington; Kristi Birkeland, United Way of Whatcom County.

Employee Compensation. PRO: Michael Moran, Washington State School Retirees Association.

CON: Kati Durkin, Washington Federation of State Employees; Mike Yestramski, Washington Federation of State Employees; Seamus Petrie, Washington Public Employees Association; Michael Rainey, AFSCME Council 2.

OTHER: Danielle Garrett.

Mental Health. PRO: Jeffrey Kallas, WA Assoc for Behavioral Analysis; Anna Nepomuceno, NAMI Washington.

OTHER: Lelach Rave, WCAAP.

Human Services. PRO: Brad Forbes, Alzheimer's Association; Joe McDermott, State Relations Director | King County; Jaime Bodden, WSALPHO; Jack Edgerton, KidVantage; Michael Moran, 1. Chehalis Tribe. 2. Colville Tribes; Stacy Dym, The Arc of Washington State; Nicole Kiddoo, Washington Association of Area Agencies on Aging; Mohamed Khalif, The International Medical Graduates Academy; Aaron Dickson, Community Employment Alliance; Lance Morehouse, Sherwood Community Services; John Lemus, AtWork!.

CON: Nicholas Oakley, Center for Children & Youth Justice; Terri Anderson, ACTION DD; Chloe Gale, Evergreen Treatment Services.

OTHER: Kim Justice, Partners for Our Children; Jim Theofelis, NorthStar Advocates;

Amy Brackenbury, Washington State Public Health Association; Kimberly Nyland; Melissa Johnson, Community Residential Services Association; Aaron Yared, Building Changes; Roxana Gomez, Legal Counsel for Youth and Children; Ashley Dutton, Wonderland Child and Family Services; Sean Graham, Washington State Medical Association; Sherrie Tinocco, Washington State Coalition Against Domestic Violence; Paula Reed, Children's Advocacy Centers of Washington; Alison Eisinger, Seattle / King County Coalition on Homelessness; Whitney Carlson, Washington Association for Children and Families; Jill May, Washington Association for Children and Families; Melanie Smith, WA State LTC Ombuds Program; Emily Brice, Northwest Health Law Advocates; Katie Hurley, King County Department of Public Defense; Karina Patel, The Tubman Center for Health and Freedom; Karen Pillar, TeamChild; LaDessa Croucher, Resolution Washington; Marc Cote, Parkview Services; Charles Smith, The Mockingbird Society; Jeff Abdullah, The Mockingbird Society; Hollianne Monson, Catholic Community Services; Diane Figley, Catholic Community Services; Mike Bonck; Julie McGuire; Naoko Shatz, International Families Justice Coalition; Eli Oscherowitz, Caldera Care; Elizabeth Fachting, Lacey Post Acute & Rehabilitation; Nikki Storms, Chehalis West Assisted Living; Jessika Booth, Ensign Services/Pennant WA; Courtney Williams, The Adult Family Home Council; Alyssa Odegaard, LeadingAge Washington; Lou Antiquiera, Pacific Care and Rehabilitation; April Hamilton; Cricket Farr, Full Life Care; Michele Thomas, Washington Low Income Housing Alliance; Shaun Cross, Maddies Place; Aaron Czyzewski, Food Lifeline; Jim CastroLang; Ramona Hattendorf, The Arc of King County; Ashe Tippins, Washington Low Income Housing Alliance; Anne Burkland, Communities for Functional Zero; Nicole Kern, Planned Parenthood Alliance Advocates; Reuben Cottingham, Washington Family Support Network; Noah Seidel, Office of Developmental Disabilities Ombuds; Trisha Matthieu, Catholic Community Services - King County; Felicia Kopperdahl; John Traugott, Washington Workforce Association; Shellie Willis, Workforce Central; Joy Emory, Workforce Snohomish; Van Dinh-Kuno, Refugee and Immigrant Services NW; Tracy Matthews, Pallet Shelter; Shawn Latham, Serlf Advocates In Leadership; Blake Baldwin, Thriving Together NCW; Daniel Lugo; Max Lau, Children's Alliance; Ryan Davis, Financial Empowerment Network; Linda Garcia, Washington State Community Action Partnership; Elizabeth Jennings, Community Action of Skagit County; Jeff DeLuca, Washington State Community Action Partnership; Talauna Reed, Tenants Union of Washington State; Joe Kendo, Washington State Labor Council, AFL-CIO; Deb Miller, Action Health Partners; Aundrea Jackson, Crisis Connections; Marta Kidane, Low Income Housing Institute (LIHI).

Natural Resources. PRO: Michael Moran, Confederated Tribes of the Colville Reservation; Mike Peroni, Northwest Agriculture Business Center.

CON: Paula Swedeen, Conservation Northwest; Jacqueline Reyes, The Wilderness Society and The No Child Left Inside Program; Brooke Ahlegian Pressly, The City of Mount Vernon Parks and Enrichment Services; DAVID DUNPHY, Youth Experiential Training Institute (Y.E.T.I.).

OTHER: Tom Salzer, Washington Association of Conservation Districts; Scott Richards,

The Nature Conservancy.

All Other. PRO: Paul Jewell, Washington State Association of Counties; Derek Young, Washington State Association of Counties; JESSE WINEBERRY, WASHINGTON EQUITY NOW ALLIANCE (WENA); David Koenig, Retired Public Employees Council of WA; Tara Kinzy, American Renewal 1870; Mark Streuli, NW Ironworkers Dist Council. Internat. Union of Painters and allied trades; Christopher Ellis, Bricklayers & Allied Craftworkers Local 1; Davida Ingram, SAARC; Paula Sardinias, WBBA/FMS Global Strategies.

CON: Alex Hamasaki, American Heart Association; Lisa Daugaard, Purpose Dignity Action; Wesley Jessup, Eastern Washington Historical Society; Everett Maroon, Blue Mountain Heart to Heart; Eric Richey, Whatcom County Prosecuting Attorney's Office; Audrey Miller Garcia, American Cancer Society Cancer Action Network; Kathryn Gardow, Chair, Public Works Board; Kristen Keltz, Skagit Tourism Bureau; Deborah O'Neal, American Renewal 1870; Blaze Vincent, Freedom Project; dominique Davis, Community Passageways; Michael Woody, Visit Seattle; John Cooper, Yakima Valley Tourism; Kelly Campbell, Visitor & Convention Bureau of Thruston County, dba Experience Olympia & Beyond; Miriam Battson, Gig Harbor Chamber of Commerce.

OTHER: Sophia Byrd McSherry, Washington State Office of Public Defense; Sara Robbins, Washington State Office of Civil Legal Aid; Melissa Johnson, District & Municipal Court Judges' Association; Christopher Stanley, Administrative Office of the Courts; Emily Vyhnanek, Washington State Budget and Policy Center; Ramona Brandes, Washington Defender Association/Washington Association of Criminal Defense Lawyers; Sasha Wasserstrom, Washington Immigrant Solidarity Network (WAISN); Soumyo Lahiri-Gupta, OneAmerica; Malou Chávez, Northwest Immigrant Rights Project; Scott Nelson, Office of the Washington State Auditor; Candice Bock, Association of Washington Cities; Victoria Woodards, Mayor, City of Tacoma; Tyler Running Deer, eCityGov Alliance Executive Director; Anders Taylor, Walden; Gene Hainey; Kelsey Taylor, Gorilla Gardens; Annie McGrath, State of Washington Tourism; Mike Moe, State of Washington Tourism; Roger Rogoff, Office of Independent Investigation; Doug Moore, Washington Horse Racing Commission; Tasha Mae, Advocacy Queen; Bill Pickett, Equal Justice Coalition; Tammy Dunn, Snohomish County Sports Commission; Andrew Villeneuve, Northwest Progressive Institute; Kyle Spurgeon, HDT Management; Kevin Lewis, Visit Tri-Cities; Kim Bradford, Public Disclosure Commission; Altinay Karasapan, Climate Solutions; Guy Glaeser, Visit Walla Walla; TODD CHAPUT, Economic Alliance of Lewis County; Steve Hobbs, Office of the Secretary of State; Sheley Secrest, NAACP State Area Conference President of AK, OR, WA; Christina Pivarnik, Visit Bainbridge Island; Katie Kolan, Washington State Hospital Association; David Heppard, The Black Rose Collective; Evan Woods, We Train WA Grocery Apprenticeship; Cliff Myers, Vancouver USA Regional Tourism Office (Visit Vancouver WA).

**Persons Signed In To Testify But Not Testifying (March 25, 2025):** No one.