



Washington Office of Superintendent of
PUBLIC INSTRUCTION



Washington State Department of
CHILDREN, YOUTH & FAMILIES

REPORT TO THE LEGISLATURE

Improving Institutional Education Outcomes: Interim Status Report

December 15, 2021

Authorizing Legislation: [RCW 28A.190.130](#)

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**Secretary, Washington State Department of Children, Youth,
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EXECUTIVE SUMMARY

The 2021 Legislature passed House Bill (HB) 1295, which establishes several new and modified duties for the Office of Superintendent of Public Instruction (OSPI); the Washington State Department of Children, Youth, and Families (DCYF); and the State Board of Education (SBE) related to the provision of public education to youth in or released from secure facilities. Under Section 14 of HB 1295, OSPI and DCYF must jointly develop recommendations for the establishment, implementation, and funding of a reformed institutional education system.

The legislation makes progress in addressing the education and related support needs of youth in secure facilities by establishing new and modified requirements for Washington's institutional education system that promote student success through improved agency and education provider practices, updated credit-awarding offerings, new data collection and reporting requirements, and the development of expert recommendations that will create an implementable blueprint for successfully meeting complex student needs and improving education and postrelease outcomes in our state.

In meeting the obligations in Section 14 of HB 1295, OSPI and DCYF have taken the required steps toward developing recommendations of a reformed institutional education system by forming the Institutional Education Structure and Accountability Advisory Group (Advisory Group) and enlisting the support of an external consultant to facilitate the Advisory Group meetings. The newly formed Advisory Group met twice between August and December 2021 and has begun its work to advise on the recommendations included in Section 14. In 2022, the Advisory Group will continue meeting to work toward advising OSPI and DCYF on the elements of an implementable plan for reforming institutional education in Washington state.

INTRODUCTION

Washington’s students in secure facilities have had limited opportunities to access the education and supports they need to make life-changing academic progress. Current policies and practices have resulted in disparate outcomes, particularly for students of color, students experiencing poverty, students receiving special education and English learner services, students who identify as LGBTQIA+, and highly mobile student populations. Washington youth impacted by the justice system are among the most vulnerable youth in the state and require high-quality education services and supports to make successful transitions from adolescence to adulthood. Our obligation to them is significant since the courts have placed them in the state’s custody and care. We must ensure their safety and provide for their overall well-being, which includes ensuring they are equipped to succeed educationally.

House Bill 1295 establishes several new and modified duties for OSPI, DCYF, and SBE related to the provision of public education to youth in or released from secure facilities. Under Section 14 of HB 1295, OSPI and DCYF must jointly develop recommendations for the establishment, implementation, and funding of a reformed institutional education system that successfully meets the education and support needs of persons in and released from secure settings. Operating intentionally through a lens of equity and racial justice, the recommendations must address the establishment of:

- An organizational and accountability structure that is focused on meeting complex student needs and improving student outcomes.
- An equitable, long-term funding model that sustainably supports the instructional, organizational, and accountability structure.
- A regular and ongoing review of system performance and education outcomes.

Other required recommendations relate to information systems, available tiered supports, program efficiency and improvement, staffing, curriculum, education advocates, data tracking, safety, family engagement, transition services, enrichment and engagement opportunities, postsecondary options, and education and employment pathways. All recommendations must be developed in consultation with the newly established Advisory Group. OSPI and DCYF must designate an external entity to facilitate the process of developing the recommendations and the involvement of the Advisory Group. Further, OSPI and DCYF must provide an interim report on progress to Governor Inslee as well as the education and fiscal committees of the Legislature by December 15, 2021.

A full report, including recommendations, will be submitted to the Governor and the education and fiscal committees of the Legislature by November 1, 2022. The recommendations will include a plan and phased timeline for their implementation in multiple juvenile justice settings, including state long-term juvenile institutions, state-operated community facilities, residential habilitation centers, and county juvenile detention centers.

Background

Led by Superintendent Chris Reykdal, OSPI is the primary agency charged with overseeing public K–12 education in Washington state. Working with the state's 295 public school districts, six state-tribal education compact schools, and the state's public charter schools, OSPI allocates funding and provides tools, resources, and technical assistance so every student in Washington is provided a high-quality public education.

Background information on OSPI's engagement with institutional education can be found on OSPI's Institutional Education webpage. In response to ongoing concerns regarding the quality of public education delivered to students in institutional settings, the Washington State Legislature passed House Bill (HB) 2116 in 2020, which established the "Improving Institutional Education Programs and Outcomes Taskforce." This taskforce met throughout summer and fall 2020 and reported its findings and recommendations to the Governor and the Legislature in December 2020. These findings and recommendations formed the basis of House Bill 1295, passed by the Legislature in 2021.

Students in Washington's secure facilities have been unable to access the education and supports they need to make life-changing academic progress, resulting in lost opportunities for hope and transformation, as well as graduation and recidivism rates that reflect the clear need for additional supports. This is particularly true for youth of color who experience worse outcomes as they proceed through our justice system compared with white youth.¹ Recognizing this opportunity gap and the need to incorporate a racial justice and equity lens to reforms, HB 1295 establishes new and modified requirements for Washington's institutional education system. It is designed to promote student success through improved agency and education provider practices, updated credit-awarding offerings, new data collection and reporting requirements, and the development of expert recommendations that will create an implementable blueprint for successfully meeting complex student needs and improving education and postrelease outcomes.

Institutional education facilities include residential habilitation centers and child study and treatment centers operated by the Washington State Department of Social and Health Services (DSHS), state long-term juvenile institutions operated by DCYF, state-operated community facilities, county juvenile detention centers, and facilities of the Washington State Department of Corrections that incarcerate juveniles committed as adults.

Institutional education providers include school districts, educational service districts, or other entities providing education services to youth in institutional education facilities located within their respective regions. These providers are required to provide an institutional education program in compliance with Washington state's statutorily mandated and constitutionally protected program of basic education. A current list of institutional educational programs can be found on the [Institutional Education Map](#).

¹ Office of Innovation, Alignment & Accountability (2019). Racial Disproportionality in the Washington State Juvenile Justice System. Washington State Department of Children, Youth, and Families. Olympia, WA.

Recommendations developed as required by HB 1295 must be based on the foundational concept that every student can succeed if given the necessary supports and services. The recommendations should be directed toward meeting the education needs of persons who are in or have been released from state long-term juvenile institutions and community facilities operated by DCYF, DSHS, county juvenile detention centers, and facilities of the Department of Corrections that incarcerate juveniles committed as adults.

This report provides a status report on the following actions completed to date:

- Formed the Advisory Group.
- Contracted with an external entity, [the American Institutes for Research](#)[®] (AIR[®]), to facilitate the process of developing the recommendations and coordinating the work of the Advisory Group. AIR is a non-partisan, not-for-profit organization whose mission is to generate and use rigorous evidence that contributes to a better, more equitable world.
- Developed a [webpage on the OSPI website to communicate to the public about the work](#) and how to attend and comment on the work of the Advisory Group.
- Convened two meetings of the Advisory Group, in October and November 2021.

Formation of Advisory Group

In 2021, OSPI and DCYF formed the Institutional Education Structure and Accountability Advisory Group (Advisory Group). This group is charged with providing advice, assistance, and information to OSPI and DCYF as they work to meet the requirements in Section 14 of HB 1295. As required by HB 1295, this group consists of appointed representatives from the following entities:

- The State Board of Education
- The Department of Social and Health Services
- A statewide organization representing counties
- The Administrative Office of the Courts
- The Office of the Education Ombuds
- The Educational Opportunity Gap Oversight and Accountability Committee
- A statewide organization representing teachers
- A statewide organization representing classified education staff
- Nonprofit organizations representing the interest of youth and families involved in the juvenile justice system
- Persons who are or have been involved in the juvenile justice system and their families
- A statewide organization representing state employees

OSPI and DCYF recruited an Advisory Group that is consistent with these requirements. A list of the members and their contact information is provided in Appendix A. In addition, OSPI and DCYF identified additional non-appointed members for the Advisory Group based on their expertise in institutional education and closely related fields. These members are also listed in Appendix A. Finally, OSPI, DCYF, and AIR have representatives who participate and facilitate the Advisory Group meetings and these team members are listed in Appendix A as well.

External Consultancy

Through a competitive procurement process, OSPI and DCYF contracted with AIR in September 2021. AIR's mission is to generate and use rigorous evidence that contributes to a better, more equitable world. AIR is a non-partisan, not-for-profit organization that conducts behavioral and social science research. The AIR staff have been tasked with providing ongoing consultation and facilitation to OSPI and DCYF to formulate recommendations, in consultation with the Advisory Group.

Institutional Education Structure and Accountability Advisory Group Webpage

Content for a public-facing website was created on the OSPI webpage to notify the public of HB 1295. The public has an opportunity to attend all Advisory Group meetings and to provide public comment. Information on the Advisory Group meetings and a form to indicate interest can be found here online at the [Attendance and Public Comment Form](#).

Advisory Group Convenings

The Advisory Group met two times since September 2021. The first convening of the Advisory Group took place on October 11, 2021 and served as an introduction of the Advisory Group members and their role, as well as an orientation to institutional education and the requirements of HB 1295. The meeting further provided the Advisory Group with information about the proposed structure of the Advisory Group, including plans to form three working groups (Technical Working Groups [TWGs]), as well as outline the plan for remaining meetings and the timeline. The meeting agenda, participant list, and notes are provided in Appendix B.

The second convening of the Advisory Group took place on November 16, 2021. This meeting provided the Advisory Group with information on the framework for high-quality institutional education. In addition, three TWGs were formed, and Advisory Group members were assigned to one of the three TWGs as follows:

- **Organizational/Accountability Structure and Supports:** An organizational and accountability structure that is focused on meeting the complex student needs and improving student outcomes in juvenile justice education programs in Washington state.
- **Funding:** An equitable, long-term funding model that sustainably supports the organizational and accountability structure of juvenile justice educational programs.

- ***System Performance and Education Outcomes:*** A regular and ongoing review of system performance and education outcomes for youth involved in the juvenile justice education programs.

At the November meeting, simultaneous breakout sessions of the three TWGs were convened. There, members were provided with a list of recommendations and asked about challenges in meeting the recommendations. These challenges and potential solutions were documented. A representative from each TWG then reported out to the full Advisory Group for a larger group discussion. The list of participants, the agenda, and notes may be found in Appendix C.

NEXT STEPS

Between January and November 2022, the Advisory Group and the TWGs will meet monthly to continue their work on the requirements identified in HB 1295. In addition, plans are underway to form a Youth Advisory Group. This group—made up of youth who are currently enrolled in institutional education or have recently been released—will serve to inform the Advisory Group and will advise on the recommendations to OSPI and DCYF.

CONCLUSION

Washington students in secure facilities have had limited opportunities to access the education and supports they need to make life-changing academic progress. House Bill 1295 (2021) makes progress toward addressing this problem by establishing new and modified requirements for Washington’s institutional education system that promote student success through improved agency and education provider practices, updating credit-awarding offerings, creating new data collection and reporting requirements, and developing expert recommendations that will create an implementable blueprint for successfully meeting complex student needs and improving education and post-release outcomes. Youth in the institutional settings impacted by our justice system need high-quality education services and supports to make successful transitions from adolescence to adulthood, make their educational goals a reality, and reintegrate into the community. Our obligation to them is great.

Consistent with Section 14 of HB 1295, OSPI and DCYF have taken the required and necessary steps toward developing recommendations for a reformed institutional education system by establishing an Advisory Group and enlisting the support of an external consultant to meet these obligations. Between August and December 2021, the newly formed Advisory Group met twice and has begun its work to discuss and advise on the recommendations included in Section 14. In 2022, the Advisory Group will continue to meet in the interest of creating a plan for reforming institutional education in Washington state as set forth in HB 1295.

APPENDICES

Appendix A: List of Advisory Group and Institutional Education Team Members

Table 1: Mandated Institutional Education and Accountability (HB 1295) Advisory Group Members

Name & Title	Organizational Affiliation	Primary or Alternate Member	Contact Information
Linda Drake, Director of Career and College Readiness Initiatives	State Board of Education (SBE)	Primary	linda.drake@k12.wa.us
Neaners (Jose Garcia), Executive Director	Second Chance Outreach/Hope for Homies	Primary	neaners@hopeforhomies.org
Sean Hadaller, Teacher at Green Hill Academic School Alternate: Simone Bile	Washington Education Association	Primary Alternate	hdiddy25@hotmail.com sboe@WashingtonEA.org
Jennie Marshall, Detention Manager of Spokane County Juvenile Court	Administrative Office of the Courts	Primary	jmarshall@spokanecounty.org
James Miles, Executive Director	MENTOR WA	Primary	jmiles@mentorwashington.org
Jinju Park, Senior Education Ombud Alternate: Danielle Eidenberg	The Governor’s Office of the Education Ombuds (OEO)	Primary Alternate	jinju.park@gov.wa.gov danielle.eidenberg-noppe@gov.wa.gov
Kristi Sigafos, Quality Improvement Director, Child Study & Treatment Center	The Department of Social and Health Services (DSHS)	Primary	kristi.sigafos@dshs.wa.gov
Vince Vaielua, Executive Director – Project 253	The Educational Opportunity Gap Oversight and Accountability Committee (EOGOAC)	Primary	vincentvaielua@gmail.com
Amy Wiggins, Assistant to the Principal, Echo Glen School	Public School Employees of Washington (PSE SEIU)	Primary	wigginsa@issaquah.wednet.edu
Matt Zuvich, Lobbyist	Washington Federation of State Employees	Primary	mattz@wfse.org

Table 2: Additional Appointed Institutional Education and Accountability (HB 1295) Advisory Group Members

Name & Title	Organizational Affiliation	Primary or Alternate Member	Contact Information
Jeff Allen, Director of Youth Services	ESD 114	Primary	jallen@oesd114.org
Cal Brodie, Deputy Superintendent	ESD 113	Primary	cbrodie@esd113.org
Diana Cockrell, Section Manager, Prenatal through 25 Lifespan, Division of Behavioral Health and Recovery Alternate: Enos Mbajah	Health Care Authority	Primary Alternate	diana.cokrell@hca.wa.gov enos.mbajah@hca.wa.gov
Alice Coil, Deputy Director	Office of Juvenile Justice	Primary	alice.coil@dcyf.wa.gov
Arthur Dennis, Education Advocate Director	PSESD 121	Primary	adennis@psed.org
Ashley Landes, Assistant Principal	Echo Glen School	Primary	landesa@issaquah.wednet.edu Additional email: sralandes@gmail.com
Karen Pillar, Director of Policy and Advocacy	Team Child	Primary	karen.pillar@teamchild.org
Kristin Schutte, Executive Director of Student Services and Support	ESD 114	Primary	schuttek@oesd114.org
Christine Simonsmeier, Clark County Juvenile Court Administrator	Clark County Juvenile Court	Primary	christine.simonsmeier@clark.wa.gov
Tim Touhey, Principal	Green Hill Academic School	Primary	ttouhey@chehalisschools.org
Amy Turi, Interim Superintendent	Echo Glen	Primary	amy.turi@dcyf.wa.gov
Elisa Vanhoff, Teacher	ESD 101	Primary	evanhoff@esd101.net
Carolyn Watkins, Principal of Oakridge Community Facility	Clover Park School District	Primary	cwatkins@cloverpark.k12.wa.us
Kendrick Washington, Youth Policy Council	ACLU	Primary	kwashington@aclu-wa.org

Table 3: Institutional Education and Accountability (E2SHB 1295) Team Members—OSPI, DCYF, AIR, and JustLeadershipUSA

Name & Title	Organizational Affiliation	Contact Information
Ada Daniels, Institutional Education Program Supervisor	OSPI	ada.daniels@k12.wa.us
Cara Patrick, Student Engagement and Support	OSPI	cara.patrick@k12.wa.us
Emmelia Wargacki, Institutional Education Program Specialist	OSPI	emmelia.wargacki@k12.wa.us
Haley Lowe, Education Program Administrator	DCYF	haley.lowe@dcyf.wa.gov
Mary Sprute, Government Affairs Policy Advisor	DCYF	mary.sprute@dcyf.wa.gov
Iliana Brodziak de los Reyes, Senior Researcher	AIR	ibrodziak@air.org
Mary Kay Dugan, Managing Director	AIR	mdugan@air.org
Simon Gonsoulin, Principal Researcher	AIR	sgonsoulin@air.org
Juliet Wu, Research Associate and Advisory Group Logistics Support	AIR	juwu@air.org
Scott Houghton, Researcher	AIR	shoughton@air.org
DeAnna Hoskins, President and CEO	JustLeadershipUSA	deanna@jlusa.org

Appendix B: October 2021 List of Participants, Meeting Agenda

Institutional Education Structure and Accountability Advisory Group Meeting

Date: October 11, 2021

Time: 9 to 11 a.m. PT

Present: Ada Daniels (OSPI) Institutional Education Program Supervisor, Haley Lowe (DCYF) Education Program Administrator, Cara Patrick (OSPI) Student Support and Academic Enrichment, Emmelia Wargacki (OSPI) Program Specialist, Mary Sprute (DCYF), Allison Krutsinger (DCYF), Mary Kay Dugan (AIR), Simon Gonsoulin (AIR), Juliet Wu (AIR), Iliana Brodziak de los Reyes (AIR), Scott Houghton (AIR), and Deanna Hoskins (JustLeadershipUSA)

Advisory Group Members/Public Present: Jeff Allen (Director of Youth Services, Olympic ESD 114 Bremerton), Tim Touhey (Principal of Green Hill School in Chehalis), Neaners aka Jose Garcia (Second Chance Outreach, Hope for Homies), * Diana Cockrell (Health Care Authority), Alice Coil (Deputy Director of Office of Juvenile Justice), Kristin Schutte (Executive Director of Student Services and Support ESD 114), Amy Wiggins (Assistant to the Principal, Echo Glen School), * Arthur Dennis (Education Advocate Director), Chris Simonsmeier (Clark County Juvenile Court Administrator), * Carolyn Watkins (Principal of Oakridge Community Facility), Cal Brodie (Deputy Superintendent), Jinju Park (Senior Education Ombud), * Linda Drake (Director of Career and College Readiness Initiatives), * Kristi Sigafos (Quality Improvement Director, Child Study & Treatment Center), * Kendrick Washington (Youth Policy Council), James Miles (Executive Director MENTOR WA), * Karen Pillar (Director of Policy and Advocacy, Team Child), Matt Zuvich (Washington Federation of State Employees), Elisa Vanhoff (Teacher ESD 101), and Vince Vaielua (Executive Director, Project 253)*

*Indicates appointed Advisory Group Members.

Public Attendees:

Troy Goracke (SBCTC Policy Associate Basic Education for Adults), Pat Seibert-Love (SBCTC, Policy Associate for Corrections Education), Fred Kingston (Director, Systems Change and Youth Development, Treehouse for Kids)

Meeting Agenda

Time	Activity	Facilitator/Speaker
9–9:10 a.m.	Welcome and Introductions	Mary Kay Dugan, AIR
9:10–9:25 a.m.	Inclusive and Impactful Results	Deanna Hoskins, JustLeadershipUSA
9:25–9:45 a.m.	Institutional Education: Background and Scope of E2SHB Legislation	Haley Lowe, DCYF & Ada Daniels, OSPI
9:45–10 a.m.	Advisory Group Discussion/Questions	Mary Kay Dugan, AIR
10–10:15 a.m.	Technical Working Groups (TWGs)	Simon Gonsoulin, AIR
10:15–10:25 a.m.	Advisory Group Activities and Timeline	Mary Kay Dugan, AIR
10:25–10:35 a.m.	Advisory Group Discussion/Questions	Mary Kay Dugan, AIR
10:35–10:45 a.m.	Public Comment	Ada Daniels, OSPI & Emmelia Wargacki, OSPI
10:45–11 a.m.	Wrap-Up and Next Steps	Mary Kay Dugan, AIR

Appendix C: November 2021 List of Participants, Meeting Agenda

Institutional Education Structure and Accountability Advisory Group

Date: November 16, 2021

Time: 9 a.m. to 12:30 p.m. PT

Institutional Education Planning and Facilitation Team Members Present: Ada Daniels (Office of Superintendent of Public Instruction, OSPI) Institutional Education Program Supervisor, Cara Patrick (OSPI) Student Support and Academic Enrichment, Emmelia Wargacki (OSPI) Program Specialist, Haley Lowe (Department of Children, Youth and Families, DCYF) Education Program Administrator, Mary Sprute (DCYF), Mary Kay Dugan (American Institutes for Research, AIR), Simon Gonsoulin (AIR), Juliet Wu (AIR), Iliana Brodziak de los Reyes (AIR), Scott Houghton (AIR) Shoshana Rabinovsky (AIR), and Deanna Hoskins (JustLeadershipUSA).

Washington State Legislature: Representative Lisa Callan, 5th District

Advisory Group Members:

Jinju Park (Senior Education Ombud)*

James Miles (Executive Director MENTOR WA)*

Neeners aka Jose Garcia (Second Chance Outreach, Hope for Homies)*

Linda Drake (Director of Career and College Readiness Initiatives)*

Kristi Sigafoos (Quality Improvement Director, Child Study & Treatment Center)*

Matt Zuvich (Washington Federation of State Employees)*

Vincent Vaieula (Executive Director, Project 253)*

Sean Hadaller (Teacher at Green Hill)*

Jennie Marshall (Detention Manager of Spokane County Juvenile Court)*

Jeff Allen (Director of Youth Services, Olympic ESD 114 Bremerton)

Cal Brodie (Deputy Superintendent ESD 113)

Alice Coil (Deputy Director of Office of Juvenile Justice)

Arthur Dennis (Education Advocate Director)

Ashley Landes (Assistant Principal, Echo Glen)

Karen Pillar (Director of Policy and Advocacy, Team Child)

Kristin Schutte (Executive Director of Student Services and Support ESD 114)

Chris Simonsmeier (Clark County Juvenile Court Administrator)

Tim Touhey (Principal of Green Hill School in Chehalis)

Carolyn Watkins (Principal of Oakridge Community Facility)

**Indicates Legislatively Appointed Advisory Group Members*

Additional Participants: Allison Krutsinger, Felice Upton, Amy Turi, Michelle Matakas, Liza Hartlyn, Becky McLean, Roy Johnson, Larry Gardner, Barret Daniels, Terry Ellis-Manning, Andrea Downs, Alice Palosaari, Seema Bahl, and Laura Mendoza.

Public Attendees: Simone Boe, Mary Carskadon, and Shelley Huestis.

Meeting Agenda

Time	Activity	Facilitator/Speaker
9–9:10 a.m.	Welcome and Review of Agenda	Mary Kay Dugan, AIR
9:10–9:25 a.m.	Legislatively Mandated Advisory Group Member Introductions	Mary Kay Dugan, AIR & Advisory Group Members
9:25–9:45 a.m.	Presentation on High Quality Education in Juvenile Justice Settings	Simon Gonsoulin, AIR
9:45–9:50 a.m.	Discussion of TWG Assignments and Break Out Groups & Update on Youth Advisory Group	Mary Kay Dugan, AIR & Deanna Hoskins, JustLeadershipUSA
9:50–10:50 a.m.	TWG Break Out Sessions	TWG I: Simon Gonsoulin TWG II: Mary Kay Dugan TWG III: Scott Houghton
10:50–11:05 a.m.	BREAK	
11:05–11:15 a.m.	Appointed Advisory Group Member Introductions	Mary Kay Dugan, AIR & Advisory Group Members
11:15–11:45 a.m.	TWG Break Out Reports	Mary Kay Dugan, AIR
11:45 a.m.–12:05 p.m.	Group Discussion	Mary Kay Dugan, AIR & Advisory Group Members
12:05–12:15 p.m.	Public Comment	Mary Kay Dugan, AIR
12:15–12:30 p.m.	Wrap-Up and Next Steps	Mary Kay Dugan, AIR

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