



# IMPROVING INSTITUTIONAL EDUCATION PROGRAMS AND OUTCOMES TASK FORCE

Report to the Governor and the Legislature

December 2020

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## Introduction Letter

The time is now. For too long, students in Washington's secure facilities have been unable to access the education and supports they need to make life-changing academic progress. The results are predictable: dismal graduation and recidivism rates, and lost opportunities for hope and transformation. This small population of students, many of whom have special and complex needs, deserves better.

In 2020, the Legislature enacted ESHB 2116 and established the Task Force on Improving Institutional Education Programs and Outcomes. The legislation began an overdue process that joined the experience of practitioners and state and national experts with policymakers and the often-missing voices of students in institutional education settings. The result is this report, and more importantly, a new opportunity to make a meaningful difference for students and staff that are too often overlooked.

Institutional education facilities are part of the public school system and the students in secure facilities deserve the same chance to succeed as students in neighborhood schools. Although the McCleary case and resulting legislative efforts significantly increased state funding in public schools, institutional education did not receive the attention and financial investments needed to counteract decades of inadequacies. Additionally, the institutional education system lacks the administrative structures that assure effective oversight and accountability. The academic opportunities offered these students are limited, and as a result, it should surprise no one that their corresponding performance is unacceptably low.

Institutional education students must have full access to the state's basic education program and its promise of an opportunity to graduate with a meaningful diploma that prepares them for postsecondary education, gainful employment, and citizenship. Each of these students is constitutionally entitled to the entire program of basic education and ensuring full access to a foundational education, and tools that will help them successfully reenter schools and communities, is unquestionably in the best interest of the students, their families, and society at-large.

As Task Force co-chairs, we are pleased to present this report and to summarize the collaborative efforts it depicts. We thank everyone who participated in our meetings and sincerely hope our work will be an important step forward in making good on the unmet promise of fully meeting the diverse needs of students in secure facilities and the dedicated staff that support them.

The inequities and shortcomings of the institutional education system are indisputable and have become more pronounced during the ongoing COVID-19 pandemic. The time for decisive action has arrived.

Sincerely,

Rep. Lisa Callan  
5th Legislative District

Rep. Carolyn Eslick  
39th Legislative District

## Executive Summary

The 2020 Legislature established the Task Force on Improving Institutional Education Programs and Outcomes (Task Force) through the passage of Engrossed Substitute House Bill 2116. The Task Force was tasked with examining the following issues:

- Goals and strategies for improving the coordination and delivery of education services to youth involved with the juvenile justice system, especially youth in juvenile rehabilitation facilities and youth receiving special education services;
- The transmission of student records for students in institutional facilities;
- Goals and strategies for increasing the graduation rate of youth in institutional facilities, including issues related to grade level progression and academic credit consistency;
- Goals and strategies for assessing adverse childhood experiences of students in institutional education and providing trauma-informed care;
- The level and adequacy of basic and special education funding for institutional facilities;
- The delivery methods employed in the delivery of special education services in institutional facilities, and the adequacy of those methods;
- School safety issues applicable in institutional facilities; and
- Special skills and services of faculty and staff, including professional development and nonacademic supports necessary to address barriers to learning.

Between July 2020 and November 2020, the Task Force convened five meetings during which members heard from a range of experts and stakeholders. Panelists included state and national experts on juvenile justice policy, public agency representatives, advocacy organizations, institutional education staff, and students involved with the juvenile justice system. Panelists provided information to the Task Force on topics that included the legal and fiscal frameworks governing institutional education, the role of school districts and agencies in supporting institutions, student record transmission practices, education delivery methods and outcomes, and policy and funding models in other jurisdictions. Detailed summaries of these meetings can be found in Appendix C.

After reviewing the information provided by the panelists, and information provided by staff at the request of the co-chairs, the Task Force members developed and approved the recommendations contained within this report. As required by state law, this report is scheduled to be delivered to the Governor and Legislature by December 15, 2020.

## Task Force Members and Staff

<b>Task Force Member</b>	<b>Organization</b>
Representative Lisa Callan, co-chair	House of Representatives
Representative Carolyn Eslick, co-chair	House of Representatives
Senator Brad Hawkins	Senate
Senator Claire Wilson	Senate
Ada Daniels	Office of the Superintendent of Public Instruction
Secretary Ross Hunter	Department of Children, Youth & Families
Jim Jahnsen	Green Hill Academic School, Teacher
Bill Kallappa	Educational Opportunity Gap and Oversight and Accountability Committee
LaShae Lee	Echo Glen School, Principal
Karen Pillar	TeamChild
Dr. Susana Reyes	State Board of Education

The House of Representatives Office of Program Research (OPR) and Senate Committee Services (SCS) provide staff support to the Committee. For more information, please contact:

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## Recommendations

The following recommendations were adopted by the Task Force on November 9, 2020. The list does not convey an order of priority or preferred implementation sequence.

	<b>TOPIC</b>	<b>RECOMMENDATIONS</b>
<b>1.</b>	<b>Smooth transitions</b>	Create continuity for youth throughout the institutional education system and in the reentry process through common data, learning, and support systems.
<b>2.</b>	<b>Quality education in facilities</b>	Provide a high-quality education that meets the individualized needs of youth and ensures access to consistent and robust curriculum, programming, and academic and social emotional supports.
<b>3.</b>	<b>Credit accumulation and student progress</b>	Maximize students' ability to accrue meaningful and universally recognized credits in institutional education settings.
<b>4.</b>	<b>Post-secondary and career transitions</b>	Provide equitable access to meaningful postsecondary and vocational opportunities and ensure those pathways are an integrated part of students' progress towards graduation and reentry.
<b>5.</b>	<b>Support services/Safe and healthy school environment</b>	<p>Establish an individual student learning plan shortly upon entry that establishes a meaningful plan to identify and meet the students' learning goals and tracks progress throughout the students' involvement in institutional education and reentry.</p> <p>Shortly upon entry, conduct universal student needs assessments that are connected to a cross-agency multitiered system of supports and inform the development of the individual student learning plan.</p> <p>Assign each youth an education advocate that helps youth make progress towards the goals established in their individual student learning plan and supports them in navigating through the institutional education system, ensuring the provision of necessary services and a successful reentry.</p>
<b>6.</b>	<b>Workforce issues</b>	Ensure a workforce with the capacity and flexibility to create a positive learning environment for students and that is specifically trained and invested in meeting the complex needs of students, particularly youth of color, LGBTQ youth, young parents, foster youth and youth who have experienced homelessness.
<b>7.</b>	<b>Specialized services for vulnerable youth</b>	<p>Ensure that specialized services (including English language services, special education, and tiered support services) are provided according to student need, integrated with the student learning plan, and fully funded.</p> <p>Ensure that special education services are delivered according to students' IEPs by establishing a common process for accountability and appeal.</p>

Recommendations

8.	<b>Youth voice and community engagement</b>	Prioritize the development of youth leadership and advisory roles, family engagement strategies, and partnerships with community organizations to improve effectiveness, increase services and programming during juvenile justice youth involvement, and to facilitate a successful reentry and connection with community.
9.	<b>Data and accountability</b>	Identify, collect, and track progress on relevant data metrics specific to institutional education on a student- and system-level to evaluate student progress and system effectiveness, inform improvement strategies, and drive common outcome targets across agencies.
10.	<b>Coordination and collaboration</b>	<p>Establish a process by which state and local agencies involved with youth in juvenile justice settings develop and evaluate cross-sectional policies, practices, and operations that prioritize education delivery and support services needed to improve student outcomes.</p> <p>Establish a process by which education providers and agency staff evaluate, coordinate, and collaborate for the purpose of delivering effective academic services and supports for each youth.</p>
11.	<b>System structure</b>	Continue the work of the task force through a working group that includes representatives from DCYF, OSPI, the Legislature, and other stakeholders to determine a structure and funding necessary to deliver a common, coordinated, high-quality program of education for youth in the juvenile justice system.
12.	<b>Funding</b>	<p>Build an equitable, long-term funding model while securing short-term transitional funding to meet the complex needs of students in institutional education.</p> <p>During statewide funding shortfalls, preserve base-level funding and prioritize urgent and emerging needs for additional funding.</p>

## Additional Considerations

The additional considerations, shown in italicized text, were identified by Task Force members during deliberations at the November 9, 2020 meeting. The additional considerations were not voted upon or otherwise formalized during the meeting, but are included in this report to provide context and insight with respect to the discussion and adopted recommendations. The additional considerations do not necessarily reflect the consensus views of all Task Force members.

1. **Smooth transitions: Create continuity for youth throughout the institutional education system and in the reentry process through common data, learning, and support systems.**
  - *With the help of an educational advocate, students need a structured plan for a seamless entry, transition between education facilities, and exiting the program. This will help them better understand what they need to accomplish, how they will be supported and how their plan will be implemented.*
  - *Records can be hard to obtain, especially from small school districts during the summer; this is where a shared information system among districts would be a valuable tool.*
  
2. **Quality education in facilities: Provide a high-quality education that meets the individualized needs of youth and ensures access to consistent and robust curriculum, programming, and academic and social emotional supports.**
  - *Task Force members identified the following as necessary components of quality education: a menu of online and in-classroom instruction to meet the learning needs of youth; special education services; tiered academic supports; individualized learning plans; credit flexibility; CTE and life skills courses; ethnic studies; and enrichment activities.*
  - *There is also a need for education-forward facility operations and protocols that recognize the importance of student access to quality education by prioritizing attendance.*
  
3. **Credit accumulation and student progress: Maximize students' ability to accrue meaningful and universally recognized credits in institutional education settings.**
  - *Task Force members identified the following topics as important components in credit accumulation: flexibility in credit assignment and accrual; mastery-based learning opportunities; dual-credit pathways; and credit recognition and applicability across school districts.*
  - *Educational service districts (ESDs) provide education services in some facilities but are unable to award credit. These ESDs should be authorized to award credit.*
  - *Teachers should be able to gain certification in multiple subjects or obtain a general teaching certificate, because requiring specialized certification leads to limited course offerings.*

- 4. Post-secondary and career transitions: Provide equitable access to meaningful postsecondary and vocational opportunities and ensure those pathways are an integrated part of students' progress towards graduation and reentry.**

  - *This reflects the need for pathways, as students in institutions often accumulate credits while incarcerated but do not have the opportunity to continue progress after reentry.*
  - *Young women in Washington only have one long-term facility, so they are limited to the small selection of courses offered at that facility. Expanding opportunities for those women is a matter of equity.*
  - *School districts and DCYF need to collaborate in the delivery of postsecondary and CTE opportunities, such as working together to provide off-campus opportunities that may require enhanced staffing or bringing opportunities to campus.*
  
- 5. Support services/Safe and healthy school environment: Establish an individual student learning plan shortly upon entry that establishes a meaningful plan to identify and meet the students' learning goals and tracks progress throughout the students' involvement in institutional education and reentry. Shortly upon entry, conduct universal student needs assessments that are connected to a cross-agency multitiered system of supports and inform the development of the individual student learning plan. Assign each youth an education advocate that helps youth make progress towards the goals established in their individual student learning plan and supports them in navigating through the institutional education system, ensuring the provision of necessary services and a successful reentry.**

  - *Staff conducting the needs assessments and creating the learning plans need to be independent from school districts and DCYF. The independence to assess student need without bias would allow the learning plan to better serve the student and truly individualize a plan rather than focus on the limited menu of options available*
  - *The timeline for conducting a needs assessment must take into account certain health considerations, such as the detox process that many students go through upon initial entry.*
  - *In addition to assisting students in navigating the institutional education system, advocates need to educate students about the system so that the student is better equipped to participate and advocate for themselves.*
  
- 6. Workforce issues: Ensure a workforce with the capacity and flexibility to create a positive learning environment for students and that is specifically trained and invested in meeting the complex needs of students, particularly youth of color, LGBTQ youth, young parents, foster youth and youth who have experienced homelessness.**

  - *Facilities need to employ highly qualified, well-trained, culturally-diverse staff as well as professionals who can provide mental health services and staff with specialized endorsements in complex areas of need.*

- 7. Specialized services for vulnerable youth: Ensure that specialized services (including English language services, special education, and tiered support services) are provided according to student need, integrated with the student learning plan, and fully funded. Ensure that special education services are delivered according to students' IEPs by establishing a common process for accountability and appeal.**

  - *Facilities should establish automatic IEP evaluations upon arrival, as sometimes the IEPs need to be adjusted. Developing a consistent IEP format among districts would allow for easier transitions when students enter and exit facilities.*
  - *There needs to be a system for data collection to determine IEP compliance. Establishing an ombuds position that specializes in institutional education systems may be necessary.*
  - *Highly specialized services and equipment are often necessary to meet student needs, and special education funding needs to accommodate this. Institutional education programs should benefit from increases to general special education funding.*
  - *There is a need for PreK-College level curriculum and teachers at all facilities because the needs and learning levels of the students are incredibly diverse.*
  
- 8. Youth voice and community engagement: Prioritize the development of youth leadership and advisory roles, family engagement strategies, and partnerships with community organizations to improve effectiveness, increase services and programming during juvenile justice youth involvement, and to facilitate a successful reentry and connection with community.**

  - *Associated recommendations included: establishing a youth advisory and community mentorship program; developing culturally responsive parent engagement strategies; and creating partnerships with postsecondary programs and community organizations.*
  - *Partners need to be part of the system creation, not just a part of the programming. Partners need to create relationships with youth while those youth are incarcerated, so that there is a bridge upon release. Consistency with these partners must continue regardless of a youth's location.*
  
- 9. Data and accountability: Identify, collect, and track progress on relevant data metrics specific to institutional education on a student- and system-level to evaluate student progress and system effectiveness, inform improvement strategies, and drive common outcome targets across agencies.**

  - *Associated recommendations included collecting meaningful and disaggregated data regarding length of stay and student progress that takes unique institutional features into account, and the creation of an audit process for this data that allows for review at the district, agency, and state level.*
  - *This could include enhancing current data systems or creating new data systems.*
  
- 10. Coordination and collaboration: Establish a process by which state and local agencies involved with youth in juvenile justice settings develop and evaluate cross-sectional policies, practices, and operations that prioritize education delivery and support services needed to improve student outcomes. Establish a process by which**

**education providers and agency staff evaluate, coordinate, and collaborate for the purpose of delivering effective academic services and supports for each youth.**

- *Associated recommendations include: develop policies and strategies to share data tracking and goal setting, deliver tiered support services, and facilitate transitions; and develop a joint format for regular evaluation consistent with ESSA.*
- *Community organizations should be included in this process, as they often serve as advocates for youth when there is limited or no parent involvement.*
- *The current system is built to contain youth, and education is shoehorned into that. Instead, the state should try to build an education system that focuses on growth, care, treatment, and learning.*

**11. System structure: Continue the work of the task force through a working group that includes representatives from DCYF, OSPI, the Legislature, and other stakeholders to determine a structure and funding necessary to deliver a common, coordinated, high-quality program of education for youth in the juvenile justice system.**

- *There is an overarching question of whether the institutional education program should continue to operate through 30 different school districts, or should be administered through a single entity such as an independent school district. A single entity may improve coordination and assist in developing a cohesive system, but there are concerns that it could create barriers to reintegrating students into their home communities.*
- *While the overarching system structure needs to be addressed, there is also a need for immediate improvements within the current system.*
- *The goal is to create a work group or commission that is conducted at the agency level with legislative oversight. The group should include youth that have participated in the juvenile justice system. Funding should be identified to compensate them. National experts should be consulted. The group should be tasked with developing a structure for institutional education moving forward. After a system has been defined, a proper funding model can be developed to deliver that system. If the group convened in 2021, legislation could be ready by 2022.*

**12. Funding: Build an equitable, long-term funding model while securing short-term transitional funding to meet the complex needs of students in institutional education. During statewide funding shortfalls, preserve base-level funding and prioritize urgent and emerging needs for additional funding.**

- *There is a need for increased funding in the following areas: special education; education advocates; increased staffing ratios; and adding a position to the education ombuds office.*
- *Categorical funding increases should also be reflected in institutional education funding.*

## Additional Considerations

- *The immediate need is to maintain level funding and ensure that districts can meet the needs of their current students while a larger structural change is made over the long-term.*

## Conclusion

The Task Force recognizes that the institutional education system has been particularly stressed by the uncertainty created by the ongoing COVID-19 pandemic. Now more than ever, the state has significant work ahead of it in order to deliver the full program of education that students in juvenile justice settings deserve. We offer these recommendations of the Task Force as a path to establishing a thoughtful framework for new objectives and implementation practices that are both overdue and greatly needed throughout the institutional education program.

The Task Force also recognizes the significant work that remains cannot focus exclusively on large-scale and long-term system reforms. Transitional steps are needed to provide changes for a better outcome for youth in institutional education settings today. These steps must prioritize additional funding and services in response to urgent and emerging needs, including special education services. These immediate steps should also work toward strengthened accountability measures to help ensure that investments and reforms in institutional education deliver the high-quality education experience that students deserve.

Task Force members have concluded that further attention and resources must be dedicated to improving opportunities and outcomes for youth in institutional settings, as current practices are not providing students with the supports and services that they need to make transformative academic progress. State agencies and organizations engaged with this work must collaborate to better understand the benefits and shortcomings of the current institutional education program, and determine whether the existing administrative structure should be adjusted or wholly reconstituted to better serve student needs.

The development of a comprehensive system that provides transparent and efficient data sharing, individualized student assessment and advocacy, holistic mental and behavioral health supports, and equal access to educational opportunities, is essential to the success of what must always be a student-focused education program. When these and other critical issues related to the effective delivery of institutional education are examined, Legislators can begin to develop a long-term funding model that truly addresses the full range of student experiences and needs, and those of the many dedicated staff who support them.



# Appendices

CERTIFICATION OF ENROLLMENT  
**ENGROSSED SUBSTITUTE HOUSE BILL 2116**

Chapter 226, Laws of 2020

66th Legislature  
2020 Regular Session

TASK FORCE ON IMPROVING INSTITUTIONAL EDUCATION PROGRAMS AND OUTCOMES

EFFECTIVE DATE: March 31, 2020

Passed by the House March 11, 2020  
Yeas 97 Nays 0

LAURIE JINKINS

**Speaker of the House of  
Representatives**

Passed by the Senate March 10, 2020  
Yeas 44 Nays 2

CYRUS HABIB

**President of the Senate**

Approved March 31, 2020 10:48 AM

JAY INSLEE

**Governor of the State of Washington**

CERTIFICATE

I, Bernard Dean, Chief Clerk of the House of Representatives of the State of Washington, do hereby certify that the attached is **ENGROSSED SUBSTITUTE HOUSE BILL 2116** as passed by the House of Representatives and the Senate on the dates hereon set forth.

BERNARD DEAN

**Chief Clerk**

FILED

March 31, 2020

**Secretary of State  
State of Washington**

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**ENGROSSED SUBSTITUTE HOUSE BILL 2116**

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AS AMENDED BY THE SENATE

Passed Legislature - 2020 Regular Session

**State of Washington                      66th Legislature                      2020 Regular Session**

**By** House Education (originally sponsored by Representatives Callan, Eslick, Frame, Klippert, Blake, Ramos, Lovick, Davis, Doglio, Leavitt, Senn, Pollet, and Santos)

READ FIRST TIME 02/06/20.

1            AN ACT Relating to establishing a task force on improving  
2 institutional education programs and outcomes; creating new sections;  
3 providing an expiration date; and declaring an emergency.

4 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

5            NEW SECTION.        **Sec. 1.**        The legislature recognizes that the  
6 federal every student succeeds act of 2015, P.L. 114-95, reauthorized  
7 and amended the elementary and secondary education act of 1965, the  
8 federal policy and funding assistance framework for the nation's  
9 public education system.

10           Two of the stated purposes of the every student succeeds act are  
11 to provide all children with a significant opportunity to receive a  
12 fair, equitable, and high quality education, and to close educational  
13 achievement gaps.

14           The legislature further recognizes that Article IX of the state  
15 Constitution provides that it is the paramount duty of the state to  
16 make ample provision for the education of all children residing  
17 within its borders, without distinction or preference on account of  
18 race, color, caste, or sex.

19           While the partnership of federal and state law is critical in  
20 ensuring that the civil and education rights of students are upheld,  
21 efforts in Washington to fully realize state and federal objectives,

1 especially with respect to the delivery of education services in  
2 institutional facilities, remain unfinished.

3 The legislature, therefore, intends to establish a task force on  
4 improving institutional education programs and outcomes, with tasks  
5 and duties generally focused on educational programs in the juvenile  
6 justice system. In so doing, the legislature intends to examine  
7 issues that have not been significantly explored in recent years,  
8 build a shared understanding of past and present circumstances, and  
9 develop recommendations for improving the delivery of education  
10 services, and associated outcomes, for youth in institutional  
11 facilities.

12 NEW SECTION. **Sec. 2.** (1)(a) The task force on improving  
13 institutional education programs and outcomes is established, with  
14 members as provided in this subsection.

15 (i) The president of the senate shall appoint one member from  
16 each of the two largest caucuses of the senate, with each member  
17 serving on the committee with jurisdiction over education issues, and  
18 one member serving on the committee with jurisdiction over basic  
19 education funding.

20 (ii) The speaker of the house of representatives shall appoint  
21 one member from each of the two largest caucuses of the house of  
22 representatives, with one member serving on the committee with  
23 jurisdiction over education issues, and one member serving on the  
24 committee with jurisdiction over basic education funding.

25 (iii) The governor shall appoint one member each from the state  
26 board of education and the department of children, youth, and  
27 families, and one member representing an organization that provides  
28 free legal advice to youth who are involved in, or at risk of being  
29 involved in, the juvenile justice system.

30 (iv) The superintendent of public instruction shall appoint three  
31 members: One member representing the superintendent of public  
32 instruction; one member who is a principal from a school district  
33 with at least twenty thousand enrolled students that provides  
34 education services to a juvenile rehabilitation facility; and one  
35 member who is a teacher with expertise in providing education  
36 services to residents of a juvenile rehabilitation facility.

37 (v) The task force must also include one member representing the  
38 educational opportunity gap oversight and accountability committee,

1 selected by the educational opportunity gap oversight and  
2 accountability committee.

3 (b) The task force shall choose its cochairs from among its  
4 legislative membership. One cochair must be from a minority caucus in  
5 one of the two chambers of the legislature. A member from the  
6 majority caucus of the house of representatives shall convene the  
7 initial meeting of the task force by May 1, 2020.

8 (2) The task force shall examine the following issues:

9 (a) Goals and strategies for improving the coordination and  
10 delivery of education services to youth involved with the juvenile  
11 justice system, especially youth in juvenile rehabilitation  
12 facilities, and children receiving education services, including home  
13 or hospital instruction, under RCW 28A.155.090;

14 (b) The transmission of student records, including individualized  
15 education programs and plans developed under section 504 of the  
16 rehabilitation act of 1973, for students in institutional facilities,  
17 and recommendations for ensuring that those records are available to  
18 the applicable instructional staff within two business days of a  
19 student's admission to the institution;

20 (c) Goals and strategies for increasing the graduation rate of  
21 youth in institutional facilities, and in recognition of the  
22 transitory nature of youth moving through the juvenile justice  
23 system, issues related to grade level progression and academic credit  
24 reciprocity and consistency to ensure that:

25 (i) Core credits earned in an institutional facility are  
26 considered core credits by public schools that the students  
27 subsequently attend; and

28 (ii) Public school graduation requirements, as they applied to a  
29 student prior to entering an institutional facility, remain  
30 applicable for the student upon returning to a public school;

31 (d) Goals and strategies for assessing adverse childhood  
32 experiences of students in institutional education and providing  
33 trauma-informed care;

34 (e) An assessment of the level and adequacy of basic and special  
35 education funding for institutional facilities. The examination  
36 required by this subsection (2)(e) must include information about the  
37 number of students receiving special education services in  
38 institutional facilities, and a comparison of basic and special  
39 education funding in institutional facilities and public schools  
40 during the previous ten school years;

1 (f) An assessment of the delivery methods, and their adequacy,  
2 that are employed in the delivery of special education services in  
3 institutional facilities, including associated findings;

4 (g) School safety, with a focus on school safety issues that are  
5 applicable in institutional facilities; and

6 (h) Special skills and services of faculty and staff, including  
7 associated professional development and nonacademic supports  
8 necessary for addressing social emotional and behavioral health needs  
9 presenting as barriers to learning for youth in institutional  
10 facilities.

11 (3) The task force, in completing the duties prescribed by this  
12 section, shall solicit and consider information and perspectives  
13 provided by the department of corrections and persons and entities  
14 with relevant interest and expertise, including from persons with  
15 experience reintegrating youth from institutional facilities into  
16 school and the community at large, and from persons who provide  
17 education services in secure facilities housing persons under the age  
18 of twenty-five, examples of which include county jails, juvenile  
19 justice facilities, and community facilities as defined in RCW  
20 72.05.020.

21 (4) Staff support for the task force must be provided by the  
22 senate committee services and the house of representatives office of  
23 program research. The office of financial management, the office of  
24 the superintendent of public instruction, the department of children,  
25 youth, and families, and the department of corrections shall  
26 cooperate with the task force and provide information as the cochairs  
27 may reasonably request.

28 (5) Legislative members of the task force are to be reimbursed  
29 for travel expenses in accordance with RCW 44.04.120. Nonlegislative  
30 members are not entitled to be reimbursed for travel expenses if they  
31 are elected officials or are participating on behalf of an employer,  
32 government entity, or other organization. Any reimbursement for other  
33 nonlegislative members is subject to chapter 43.03 RCW.

34 (6) The expenses of the task force must be paid jointly by the  
35 senate and the house of representatives. Task force expenditures are  
36 subject to approval by the senate facilities and operations committee  
37 and the house of representatives executive rules committee, or their  
38 successor committees.

39 (7) In accordance with RCW 43.01.036, the task force shall report  
40 its findings and recommendations to the governor and the appropriate

1 committees of the house of representatives and the senate by December  
2 15, 2020, in time for the legislature to take action on legislation  
3 that is consistent with the findings and recommendations during the  
4 2021 legislative session. The findings and recommendations may also  
5 include recommendations for extending the duration of the task force.

6 (8) This section expires June 30, 2021.

7 NEW SECTION. **Sec. 3.** This act is necessary for the immediate  
8 preservation of the public peace, health, or safety, or support of  
9 the state government and its existing public institutions, and takes  
10 effect immediately.

Passed by the House March 11, 2020.

Passed by the Senate March 10, 2020.

Approved by the Governor March 31, 2020.

Filed in Office of Secretary of State March 31, 2020.

--- END ---



## Appendix B: List of Meetings and Agendas

# Washington State Legislature

John A. Cherberg Building  
PO Box 40466  
Olympia, WA 98504-0466  
(360) 786-7407

## Improving Institutional Education Programs and Outcomes Task Force

John L. O'Brien Building  
PO Box 40600  
Olympia, WA 98504-0600  
(360) 786-7160

Full Committee  
July 9, 2020  
1:00 p.m.

Virtual

### Work Session:

1. Introductions.
2. Overview of ESHB 2116.  
Ethan Moreno, Task Force Staff
3. Selection of Co-chairs.
4. Staff Presentations - Legal and Fiscal Frameworks Governing Institutional Education.  
Alex Fairfortune, James Mackison, Ethan Moreno, Task Force Staff
5. Practitioner Panel No. 1 - Providing Education Services in Institutional Settings.
  - a. System Entry and Exit Practices and Processes (incl. Coronavirus Considerations) - Lisa McAllister, Department of Children, Youth, and Families
  - b. Delivery of General Education Services - LaShae Lee, Principal, Echo Glen Children's Center
  - c. Safety Issues (incl. Coronavirus Considerations) - LaShae Lee & Jim Jahnsen, Teacher, Green Hill Academic School
  - d. Staff Needs - Jim Jahnsen
6. Student Panel - Experiences from Youth in Institutional Settings.  
Shayne Winston, Jeremiah Michelsen, and Rik England
7. Practitioner Panel No. 2 - The Role of School Districts in Supporting Institutional Education.  
Tim Touhey, Principal of Green Hill Academic School, Lewis County Alternative School, and Lewis County Juvenile Detention Center, Jeff Allen, Director of Youth Services, Olympic ESD 114, and Jake Kuper, Chief of Finance and Operations, Issaquah School District
  - a. General Requirements and Practices
  - b. Fiscal Issues
8. Task Force Discussions.
  - a. Establishment of Goals and Objectives, Identification of Related Data Needs
  - b. Task Force Materials - Review of Draft Timeline and Meeting Schedule
  - c. Staff Assignments for Subsequent Meeting(s)
9. Public Comments.
10. Adjourn.

This meeting is being conducted virtually and can be viewed on TVW:  
<https://www.tvw.org/watch/?clientID=9375922947&eventID=2020071010>

## Meetings and Agendas

See <https://app.leg.wa.gov/CSIRemote/Joint> for how to register for remote public testimony. Registration must be submitted 24 hours prior to the committee meeting start time.



## Washington State Legislature

John A. Cherberg Building  
PO Box 40466  
Olympia, WA 98504-0466  
(360) 786-7400

### Improving Institutional Education Programs and Outcomes Task Force

John L. O'Brien Building  
PO Box 40600  
Olympia, WA 98504-0600  
(360) 786-7155

Full Committee  
July 27, 2020  
1:00 p.m.

Virtual

#### Work Session:

1. Student Panel – Janeice Taylor Smith
2. Agency Responsibilities and Actions in Support of Institutional Education.
  - a. Office of the Superintendent of Public Instruction
    - i. Education Support and Oversight, (Goals at Each Step, Decision-making processes for youth)
      1. Agency Role in Supporting Education Actions – Ada Daniels, and LaShae Lee
      2. System Entry/Exit Practices –Tim Touhey, and Jeff Allen
      3. Funding Practices/2016 Recommendations – T.J. Kelly, Michelle Matakas, and Becky McLean
      4. Special Education, 504 Plans, IEPs –Lee Collyer Special Education and IEPs, and Kristen Hennessey for 504 plans
      5. Transmission of Student Records – Deb Came
      6. Differences in Institutional Education for Juvenile Justice Facilities Compared to Other Highly Mobile Youth Settings or Institutional Settings – LaShae Lee, Larry Gardner, and Barb Thompson
      7. Student Data - Demographics and Academic Performance – Deb Came
      8. Impacts Due to Covid-19 – Tim Touhey, and Jeff Allen
    - ii. Best Practices in Other Jurisdictions (blended learning models, etc)
  - b. Department of Children, Youth, and Families – Kathleen Harvey, Harvey Perez, and LeeAnn Delk
    1. Roles by Facility Type
    2. Agency Role in Supporting Education Actions (classroom support, discipline, cottage or dorm education support, security, and safety)
    3. Who supports behavioral health needs and interventions?
    4. Funding Practices
    5. Safety Considerations
    6. Impacts due to Covid-19
  - ii. Best Practices in Other Jurisdictions
- c. State Board of Education – Linda Drake, Parker Teed, and Randy Spaulding
  - i. Crediting and Graduation - Requirements and Practices including assessments and any considerations for institutional education needs, and any exceptions waivers for students in unique circumstances such behavioral health and medically fragile, deaf and blind, highly mobile youth (foster and youth experiencing homelessness)
  - ii. Emerging Issues including any related to Covid-19 response

- iii. Best Practices in Other Jurisdictions
3. Student Records Discussion
  - a. Requirements and Supports
  - b. Student Records Coordinators – Krista Jordan, Echo Glen Children’s Center, and Daphne Walters, Green Hill School
    - i. Duties and Roles in Supporting Students
    - ii. Duties and Role of Sending School District and Receiving Districts
  - c. Exit and Re-entry Credit Transfer, High School and Beyond Plan, Graduation Requirements and Pathway Credits
    - i. Middle or High School Registrar or Guidance Counselor
    - ii. Assessment and Course Selection Assignment without Records
  - d. Funding Provisions
4. Task Force Discussions
  - a. Review of Previous Questions/Pending and New Requests
  - b. Staff Summary of Pertinent WACs (on credit transfer, awarding, dual credit, and graduation requirements)
  - c. Staff Assignments for Subsequent Meeting(s)
  - d. Action Items - Work Plan Review
5. Public Comments

This meeting is being conducted virtually and can be viewed on TVW:

<https://www.tvw.org/watch/?clientID=9375922947&eventID=2020071119>

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### Improving Institutional Education Programs and Outcomes Task Force

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PO Box 40600  
Olympia, WA 98504-0600  
(360) 786-7155

September 3, 2020  
THURSDAY

1:00 p.m.

#### Work Session:

1. Student panel.
  - a. Special Education/Reasonable Accommodation (IEP/504) - Catrina Rodriguez, youth; and Ryan Trudeau, staff support
  - b. CTE/Vocation Education - Melvin Edwards, youth; and Lori Nesmith, Associate Superintendent
  - c. Community Facility (CF) General In House Education - Tristan Estes, youth; Will Chapin, CFA; and Jamie Skorick, Supervisor
2. Education delivery methods and outcomes.
  - a. Katie Weaver Randall, OSPI;
  - b. Ada Daniels, OSPI;
  - c. Allison Krutsinger, Deputy Director of Government Affairs, DCYF;
  - d. Brooke Powell, Snohomish County Superior Court, Juvenile Court Operations
3. Stakeholder feedback and recommendations.
  - a. Naomi Smoot Evans, Executive Director, Coalition of Juvenile Justice;
  - b. Dr. Eric Trupin, Professor, University of Washington;
  - c. Alice Coil, Deputy Director, Office of Juvenile Justice, DCYF;
  - d. Vazaskia Cockrell, Director of Equity and Social Justice, King County Council;
  - e. Carolyn Logue, K12, Inc.;
  - f. Haley Lowe, OSPI;
  - g. Katherine Mahoney, Assistant Director for Policy, System and School Improvement, OSPI;
  - h. Ross Hunter, Secretary, DCYF
4. Task Force discussion.
5. Public comments.
6. Task Force logistics.

This meeting is scheduled to end at 5 p.m. This meeting is being conducted virtually and can be viewed on TVW: <https://www.tvw.org/watch/?clientID=9375922947&eventID=2020091000>

See <https://app.leg.wa.gov/CSIRemote/Join> for how to register for remote public testimony. Registration must be submitted 24 hours prior to the committee meeting start time.



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### Improving Institutional Education Programs and Outcomes Task Force

John L. O'Brien Building  
PO Box 40600  
Olympia, WA 98504-0600  
(360) 786-7155

Full Committee  
October 12, 2020  
1:00 p.m.

Virtual

#### Work Session:

1. Student panel.
2. Policy and funding models in other jurisdictions.  
Staff Presentation  
Report Summaries and Selected Activities in Other States

National Perspectives on Education Practices for Juvenile Justice-Involved Youth  
*David Domenici*, Break Free Education  
*Nina Salomon*, Council of State Governments  
*Hailly Korman*, Bellwether Education Partners

3. Public comment. (Remote testimony available.)

#### Break

4. Task Force discussion of potential policy and funding changes.

Meeting is scheduled to end at 5:00 p.m.

This meeting is being conducted virtually and can be viewed on TVW:  
<https://www.tvw.org/watch/?eventID=2020101000>

See <https://app.leg.wa.gov/CSIRemote/Joint> for how to register for remote public testimony.  
Registration must be submitted 24 hours prior to the committee meeting start time.



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### Improving Institutional Education Programs and Outcomes Task Force

John L. O'Brien Building  
PO Box 40600  
Olympia, WA 98504-0600  
(360) 786-7155

November 9, 2020  
MONDAY

1:00 p.m.

#### Work Session:

1. Student panel.
  - a. *Qwajaire A. (Kiara Moses, staff)*, Green Hill School
  - b. *Harmony C. (Amy Turi, staff)*, Echo Glen Children's Center
  - c. *Joaquim F. (Shelly Hahn, staff)*, Naselle Youth Camp
  - d. *Vaiyanen "Vaivy" M. (Nancy Lust, staff)*, Ridgeview CF
  - e. *Rylan S. (Cristi Devers, staff)*, Oakridge CF
2. Task Force discussion and recommendations.
3. Review of Institutional Education Funding Model in light of recommendations.
4. Public comment. (Remote testimony available.)

Meeting is scheduled to end at 5:00 p.m.

This meeting is being conducted virtually and can be viewed on TVW:

<https://www.tvw.org/watch/?eventID=2020111011>

See <https://app.leg.wa.gov/CSIRemote/Joint> for how to register for remote public testimony.

Registration will open 10 calendar days before the committee meeting start time, and close 24 hours before the meeting.

## Appendix C: Meeting Summaries

July 9

### **TASK FORCE ON IMPROVING INSTITUTIONAL EDUCATION PROGRAMS AND OUTCOMES**

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#### **Meeting Summary: July 9, 2020, 1:00 - 4:00 PM**

Participating Task Force Members: Rep. Callan, Rep. Eslick, Sen. C. Wilson, Sen. Hawkins, Ada Daniels, Sec. Ross Hunter, Jim Jahnsen, Bill Kallappa, LaShae Lee, Karen Pillar, Dr. Susanna Reyes

#### CALL TO ORDER

Rep. Callan: Virtual meeting called to order with an offering a moment of respect and acknowledgement for the indigenous peoples of Washington and their ancestral lands. Task Force members and staff were introduced.

#### OVERVIEW OF ESHB 2116

Summary provided by Task Force staff.

#### SELECTION OF CO-CHAIRS

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- Motion to nominate Rep. Callan as co-chair by Sen. Wilson. Second of motion by Rep. Eslick.
- Motion to nominate Rep. Eslick as co-chair by Rep. Callan. Second of motion by Sec. Hunter.
- Motions adopted verbally and unanimously by participating members. (*Bill Kallappa and Dr. Susanna Reyes joined the meeting after the vote.*)

#### OPENING REMARKS

Opening remarks were made by Co-Chair Callan, Co-Chair Eslick, and Sec. Hunter.

#### LEGAL AND FISCAL FRAMEWORKS GOVERNING INSTITUTIONAL EDUCATION

Staff presentations: legal and fiscal frameworks governing institutional education (IE). Presentations included summaries of legal frameworks, the state's six IE programs, and funding provisions for the programs.

#### *- Providing Educational Services in Institutional Settings*

Lisa McAllister/Department of Children, Youth, and Families. Provided general context for entry and reentry process for students in juvenile rehabilitation, including summarizing entry assessments. Students prepare reentry plan at facilities and receive education services. Reentry efforts with are expanded and involve support teams as a student's release date nears. New protocols have been developed and implemented in response to COVID-19.

LaShae Lee/Principal, Echo Glen School. IE is for incarcerated and formerly incarnated youth.

## Meeting Summaries

Many students qualify for special education, but they are general education students, first. The acuity of student need has increased in recent years while the quantity of students has decreased. Students begin institutional experiences with high needs.

Student educational and emotional needs are assessed upon arrival at the facility and academic records are reviewed. Student academic records can be difficult to collect in a timely manner. The funding of school records coordinator positions have helped to significantly reduce delays. Coronavirus issues have slowed the receipt of student records.

Single-staff facilities have different educational delivery challenges than larger facilities. Curriculum funding is not transparent and can vary by facility. Many locations have multi-grade classrooms - this complicates the delivery of common core curriculum. Students are typically 2-3 years behind grade level. Technology is used to support general education curriculum and is unique by facility. Echo Glen uses online instruction exclusively for general education.

Student stays at facilities, such as in county detention facilities, can be very short. Instruction by facility varies (such as available classes), and frequent student transfers impact learning. Educational Service Districts (ESDs) cannot award credit or diplomas, but students can earn seat time/instructional hours. Teachers and substitutes at IE facilities must be credentialed.

### *- Safety Issues and Staff Needs*

School discipline issues are handled by the school staff. Student and building safety issues are the responsibility of the institution. Safety and security protocols vary substantially by facility and circumstance.

Education largely halted at Echo Glen during the 15-weeks of school closure required by the coronavirus. Teachers did not have access to the students.

Jim Jahnsen/Teacher, Green Hill Academic School. School is ongoing, masks [in response to the coronavirus] are required when interacting with students. Green Hill Academic School is part of the Chehalis School District and the Green Hill Facility is part of DCYF - they are two separate entities. Students are frequently moving around to avoid intra-facility conflicts. The biggest need is training for the juvenile rehabilitation staff. They provide excellent support, but the turnover in the closed units is high and the work is very, very difficult.

There are open and closed units - student instruction is provided in both. The closed unit is small and cramped. Transition supports and practices for students should be improved to lower recidivism. A basic education certification is needed [instead of more specific certifications]. Students should not be prevented from earning a diploma because a facility cannot offer a required class.

### STUDENT PANEL

*Shane Winston.* Earned GED and believes he would not be in facility if he had been more involved in education. Stopped being a full-time student in grade seven and had an IEP at that

time. After previous releases he attempted to return to school but was far behind and dropped out. Recommends more interactions with peers, more challenging work, more support for future goals, and more life skills classes. In his experience, science is the least taught subject in IE.

*Jeremiah Michelsen - Sunrise/Ephrata.* Recently earned high school diploma and has been in numerous institutions. School was not a priority and has been incarcerated for about three years. Has learned much from IE teachers, but some treat students like juvenile [offenders] and were not supportive. IE schools should have more one-on-one time with students so that the teachers can get to know the students. [LaShae Lee comment: IE facilities cannot receive Open Doors funding, so participation must be through a qualifying entity.] The education provided at IE facilities has been positive. The Sunrise staff has been very helpful, and he has learned welding and construction. He will be released soon and is optimistic about his future.

*Rik England - Martin Hall/Spokane.* Resident at facility for four months, has earned 3.5 credits and is close to completing diploma requirements. Feels supported by Martin Hall staff and is trying to achieve what he once thought to be unachievable. More online education and tutoring would be helpful. Computer access is very restricted. Access to broader class options would be helpful, including foreign language and science classes.

#### LEGAL AND FISCAL FRAMEWORKS GOVERNING INSTITUTIONAL EDUCATION (Cont.)

##### *- The Role of School Districts in Supporting Institutional Education*

Tim Touhey/Green Hill Academic School. School districts have a legal obligation and ethical duty to take care of students that live within the district. Green Hill (140 residents/118 students) operates a small, comprehensive high school. The youth being served are more complex. About half of students have an IEP and 80 percent are on a mental health list. The school has a significant overrepresentation of youth of color. A significant number of students will not reoffend. Flexibility and partnerships (including with Centralia College) are key to serving youth. Adjustments to academic delivery, including student movement restrictions, were made in response to coronavirus issues. The 22 percent funding differential is key, and lack of access to local school funding makes program operation difficult. Loss of the staff-mix factor was difficult for the school.

Jeff Allen/Olympic ESD 114<sup>1</sup>. Giving students consistent access to caring, compassionate competent and consistent adults is very important for students: IE staff recognize this. ESDs are very important in the delivery of IE: of the 21 county detention facilities, 11 have education programs run by ESDs. There are five Day Report programs for adjudicated youth - four are run by ESDs. Each ESD has funding for at least one Educational Advocate via federal Title I Part D. Some communities with larger populations have up to three educational advocates. An ESD also provides education services to in-patients treatment facility in Spokane. Served population has declined, but acuity of need has increased. County detention facilities are only funded for certificated instructional staff. If a facility has an annual average of less than 10 FTE students, they are funded for one teacher. Many facilities are near this

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<sup>1</sup> An edit was incorporated into the final report version of the meeting summary after the previous summary had been completed.

## Meeting Summaries

threshold and the provided funding is inadequate to run a program. Loss of staff-mix factor was difficult for ESDs and all institutions. Good teachers cost more. ESDs do not receive staff regionalization funds or local levy funds.

Jake Kuper/Issaquah School District. Smaller facilities are more difficult to manage. Changes will not occur until the current funding model is revised. The current funding scheme is more like a block grant, but differentiated funding drivers are needed (special education, English language learners, etc.). A guaranteed minimum funding amount should be provided to the institutions as enrollment numbers vary and the loss of 3-4 students can result in the elimination of funding for most of a staff member. Skykomish School District (small and rural district) receives \$42,000 per student per year, about \$20,000 more than Echo Glen.

### TASK FORCE DISCUSSION

Brief discussion about the male/female composition of institution in response to question from Sen. Hawkins. Green Hill and Naselle Youth Camp are all male, Echo Glen students are about 80 percent male. Of the eight state-operated community facilities, seven are all male facilities and one is for all female residents.

Sec. Hunter indicated that a discussion about meeting needs requires a discussion about outcomes. Graduation and progress data needs to be reviewed. Equity issues related to class offerings need to be examined. For example, Echo Glen does not offer the vocational/prevocational classes that Green Hill and Naselle Youth Camp offer, so female students are denied those offerings.

Brief discussion about unsupervised hours (up to two per day) counting as instructional hours for students. [Staff Note: See [WAC 392-122-212](#) for definition of "educational activity" and the two hours per day of individual study referenced in the discussion.]

Brief description of the Task Force Work Plan, action items, and the subsequent agenda by Rep. Callan, with further details provided by Task Force staff. Brief discussion regarding the possible short and long-term focus of the Task Force report due in December, and the need to view the duties of the Task Force through an equity lens.

Brief discussion led by Sec. Hunter regarding the goal of the Task Force and the statutory definition of basic education. Sec. Hunter encouraged the Task Force to design a system that works and that is responsive to the needs and experiences of students, including many of whom are foster kids. The Task Force should look at successful models employed in other jurisdictions. The Legislature has addressed the needs of military children, but work remains for incarcerated youth. The Task Force should consider equity and larger issues, not just funding.

### PUBLIC COMMENTS

Julie Salvi/WEA. The WEA strongly supports increased funding for IE programs, including better defining the need and providing the associated resources. The IE population has declined, but student needs have become more acute. Comparative questions are appropriate,

but in the short-term there are options for adjusting state funding mechanisms to better serve students. Current law does not prohibit IE programs from receiving categorical funding, but those resources are not provided to these programs. This change could be made while other changes are being considered. WEA members also have concerns about school safety issues at institutions and in classrooms. State funding levels should support safety.

July 27

## **TASK FORCE ON IMPROVING INSTITUTIONAL EDUCATION PROGRAMS AND OUTCOMES**

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### **Meeting Summary: July 27, 2020, 1:00 - 4:00 PM**

Participating Task Force Members: Rep. Callan, Rep. Eslick, Sen. C. Wilson, Sen. Hawkins, Ada Daniels, Sec. Ross Hunter, Jim Jahnsen, Bill Kallappa, LaShae Lee, Karen Pillar, Dr. Susanna Reyes

#### STUDENT PANEL

A formerly incarcerated student named Janice spoke about the education program at Echo Glen. She reported that staff encouraged her to be dedicated and determined to graduate. However, she noted that most students at Echo Glen had IEPs and needed more one-on-one attention. She suggested additional funding so that there could be more in-person teaching and less online work. She reported that special education classes were too chaotic, and that it was difficult to learn when all IEP students were in one classroom with only two teachers. Janice also reported that other facilities have college classes and online programs to assist students who have already graduated, but Echo Glen lacked those services. This provides a challenge to students that are coming in from larger facilities and cannot continue their programming.

#### AGENCY RESPONSIBILITIES AND ACTIONS IN SUPPORT OF INSTITUTIONAL EDUCATION

##### *Office of the Superintendent of Public Instruction (OSPI) Role*

Ada Daniels spoke about the OSPI's role in supporting institutional education. She explained that the goal is to give institutional education students the same opportunity to meet the learning standards that all other children in the state are expected to meet. The OSPI provides the following institutional education services:

- Assist in transitioning students from institutions to further schooling or employment;
- Support youth who are at risk of dropping out or who dropped out and want to return;
- Provide technical assistance and professional development to teachers and paraeducators;
- Monitor compliance and the one-day annual count that helps determine federal funding;
- Allocate state and federal funding (such as Title I funds).

Some of the challenges include: the fact that federal funding is based on a one-day count (which can result in cuts if the count is low), developing appropriate curriculum for students

## Meeting Summaries

in short-stay facilities, acquiring students records, and teaching to a wide range of ages and abilities within one classroom.

LaShae Lee described the division of duties between school districts and the Department of Children, Youth, and Families (DCYF). Each facility has an interlocal agreement with DCYF about how education services will be provided. In large part the school districts and educational service districts (ESDs) provide education, staff, and curriculum. DCYF provides furniture, security, maintenance, and custodial.

### *System Entry and Exit Practices - Tim Touhey and Jeff Allen*

Tim Touhey and Jeff Allen reviewed the entry and exit practices at residential facilities and county detention centers. The intake process generally consists of the following:

- Conduct student intake assessment to determine proper placement;
- Request student records, including separate special education records;
- Conduct academic testing, career interest testing, and student interview to build class schedule;
- Begin 504 process following first psychologist visit within 1-2 months.

The exit process generally consists of the following:

- Contact school district or next education step to inform of pending release;
- Refer student to an educational advocate or council student on who to contact;
- Finalize academic records to correct credit increments and update IEP;
- Send schoolwork, records, and transcript to home school district upon request.

There are approximately twenty education advocates that are funded largely through federal Title I Part D funding to assist with the transition of youth exiting facilities<sup>2</sup>. Jeff Allen estimated that around 60 percent of students re-enroll at their home district within 90 days of leaving a detention center, though that number is lower at residential facilities because the exiting students are typically older.

### *Institutional Education Funding - Becky McLean and TJ Kelly*

Becky McLean reviewed the current funding formula, which is based on ratios from the 1995-97 biennium. Institutional education funding is based on a 220-day school year, and includes staff compensation (salary, regionalization, experience, and benefits), materials, supplies, and operating costs (MSOC), and a lump sum of differentiated instructional funding. Additional funding is provided for mentally ill offenders units, three professional learning days, and academic records support. Districts may carry-over up to 10 percent of funding, which usually only occurs in adult jail programs.

TJ Kelly then discussed the recommendations of the 2015-16 task force, which considered a

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<sup>2</sup> An edit was incorporated into the final report version of the meeting summary after the previous summary had been completed.

## Meeting Summaries

number of alternative funding models before ultimately recommending a prototypical model similar to general education. The 2016 recommendations differentiated by facility type, with prototypical enrollment and class sizes driving staffing levels. Some staff types, such as custodians, were removed to reflect the differing needs of facilities. The cost to adopt this model in the next biennium would be \$31 million, which includes a \$13.1 million increase over current funding. Most of this increase is within county detention centers.

### *Special Education - Lee Collyer*

Lee Collyer from the OSPI reported that more than 50 percent of students enrolled in institutional education settings have an IEP, though many of the IEPs are expired because the students haven't received updated evaluations. Sometimes these IEPs require more minutes of specially designed instruction than the facilities may deliver, because the IEPs were developed in the general education setting and not in the institutional education setting. Districts may not use local funding for institutional education, so it is difficult to fund occupational therapy, physical therapy, and behavioral supports. Short-stay facilities, such as detention centers, sometimes see students arrive and depart without ever receiving their special education records.

### *Student Data and Records - Deb Came*

Deb Came discussed that data for students in institutional education are reflected in CEDARS and on report cards at the school level, but are not aggregated for all institutions. It would be possible to aggregate data by institutional instruction, but that is not the current practice.

### *Differences Compared to Other Highly Mobile Youth- LaShae Lee and Larry Gardner*

LaShae Lee reported that incarcerated students are engaged in therapy, which impacts their learning skills. They also experience a high frequency of interruptions for medical, dental, psychiatric, probation, and other services. In addition, because parents are not enrolling them in institutional education programs directly, there is often inadequate information about the student's history upon intake.

Larry Gardner spoke about day reporting programs, such as Martin Hall in Medical Lake. These programs typically serve 20-35 students at a time, and run two types of programs: semester-long general education and GED prep. The five-hour school day addresses all core subject areas and uses online instruction for supplemental subjects that are not otherwise offered.

### *Impacts Due to COVID - Tim Touhey and Jeff Allen*

Tim Touhey and Jeff Allen addressed the impacts on institutional education due to COVID-19. As a result of the pandemic, programs are running remotely and there are slower response times for record requests. The biggest concern is that populations are low because court dockets are backed up. If this persists through September and October, the facility count days will be low and many facilities will drop to the minimum funding levels. This could

## Meeting Summaries

potentially lead to layoffs and reduced staffing, which would be hard to recover when facilities regain typical enrollment.

*DCYF Role - Kathleen Harvey, Harvey Perez, LeeAnn Delk*

Kathleen Harvey discussed the role of DCYF from both a system level and site level perspective. At the system level, DCYF notifies school districts of projected caseload forecasts for the year, coordinates across districts, and collaborates with the OSPI. On the site level, DCYF hosts the education program on campus, providing building space, transportation, furniture, equipment, utilities, and clinical/medical evaluations. The agency also supports local communication between school district and juvenile rehabilitation (JR) staff, and oversees school safety and discipline. Kathleen identified school safety and discipline as an opportunity for improvement, noting that there are dedicated JR staff to support the overall safety of the campus but there is no dedicated funding for the school district to provide embedded school safety. The JR staff are not trained in school guidelines for school discipline, and instead are trained in running a juvenile state facility.

Harvey Perez spoke to behavioral health needs and assessments within the maximum-security mental health units at Echo Glen and Green Hill. When youth come in to these facilities they go through an assessment to determine their needs. DCYF assists in re-entry team meetings, cross-training opportunities for school district employees, medical management, and clinical health. LeeAnn Delk discussed DCYF's role in community facilities, and noted that treatment services are provided in the community through medical coupons.

Secretary Hunter then spoke about DCYF's response during COVID-19, which includes exit/entry symptom screening, quarantine and isolation protocols, dedicated living unit interactions, group programming adjustments, universal use of masks, hygiene protocols, and COVID re-entry practices. Aside from COVID-19, Secretary Hunter noted that DCYF aims to safeguard students from excessive use of seclusion and restraint, as that restricts their ability to access education. The goal of DCYF is to have students in the least-restrictive and least-confined environment.

*State Board of Education (SBE) Role - Linda Drake*

Linda Drake from SBE provided an overview of the three high school diploma requirements, including the high school and beyond plan, credit and subject area requirements, and graduation pathway options. She also noted the increased interest in mastery-based learning.

### TASK FORCE DISCUSSION

A brief discussion took place, including follow-up questions and comments from Task Force members. Secretary Hunter noted that the group's goal is to design a system that will give challenged youth the opportunity to meet requirements, not to find ways to waive requirements. Sen. Wilson asked about the representation of girls within the community and what services are provided to that population. Bill Kallappa spoke about dismantling the school to prison pipeline, and asked which communities are actually benefiting from an

## Meeting Summaries

increased graduation rate. The Task Force concluded with a request to view disaggregated data to address racial inequities.

### PUBLIC COMMENTS

No members of the public signed up for public comment.

September 3

## **TASK FORCE ON IMPROVING INSTITUTIONAL EDUCATION PROGRAMS AND OUTCOMES**

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### **Meeting Summary: September 3, 2020, 1:00 - 5:00 PM**

Participating Task Force Members: Rep. Callan, Rep. Eslick, Sen. C. Wilson, Ada Daniels, Sec. Ross Hunter, Jim Jahnsen, Bill Kallappa, LaShae Lee, Karen Pillar, Dr. Susanna Reyes

### STUDENT PANEL

Three students currently participating in institutional education programs spoke about their experiences. Katrina, who receives special education services at Echo Glen, noted that she likes taking individual courses online because it makes her feel independent. However, she would like the support of a special education teacher or paraeducator to assist her in the classroom. She is concerned that nobody has discussed her IEP or 504 Plan with her since she arrived on campus. Melvin, a resident at Green Hill, spoke about his participation in auto shop and noted that those who graduate from the program have more opportunities. However, he did not know if an auto mechanic certification was available for him as he progressed through the program. Tristan, who has resided at both Naselle and Twin Rivers Community Facility, spoke about how much he enjoys the fast pace of the Apex learning program. The program works for him because he is self-motivated, and he can set his own pace. However, he would like to have more scheduled class time and have more assistance from teachers in the classroom.

### EDUCATION DELIVERY METHODS AND OUTCOMES

#### *Office of the Superintendent of Public Instruction (OSPI)*

Katie Weaver Randall, the Director of Student Information for the OSPI, reviewed what data is available pertaining to students in institutional education programs. She shared statistics on common measures associated with educational success, such as attendance, discipline, and graduation rates. She also spoke about enrollment numbers, average length of enrollment, student experiences prior to enrollment, and student assessment trends (these data can be found on the OSPI PowerPoint slides posted on the task force website).

Ms. Randall noted that the "on track in 9th grade" measure may not be an accurate data point for members to consider, as it only reflects the fact that a student has completed the same number of credits that they attempt. If a student only attempts a half credit, but

## Meeting Summaries

successfully completes that half credit, the student will be considered "on track" without taking overall credit requirements into account. Similarly, English language learning and math assessment data is incomplete because these assessments often take place when the student is not staying in a facility, or the institutional education program is not designated as the student's primary school. This was shared to highlight the importance of interpreting data with a critical eye, and to explain how the state is losing visibility when it comes to these youth. Ms. Randall suggested recording the following for more accurate data:

- What programs do students participate in while enrolled in institutional education schools?
- What are students' discipline, attendance, and credit status before and after enrollment?
- Where do students go when they exit institutional education schools?
- Which school is responsible for educational progress?

Ada Daniels, Institutional Education Program Supervisor at the OSPI, provided a chart that explained the general and special education delivery methods by type of institution. All institution types offer a mixture of in-person and online instruction, and address high school and beyond plans. However, education in juvenile detention centers often focus more on trauma triage, such as social emotional learning and life skills, because the students are there for such a short period of time.

### *Department of Children, Youth, and Families (DCYF)*

Kathleen Harvey, Director of Community, Reentry and Parole for the DCYF Juvenile Rehabilitation (JR) Division, provided information about JR residents. The average length of stay is currently eleven months, and the recidivism rate is 51% within 30 months of release. The historical graduation rate is 16%. Barriers to preventing learning include: access to appropriate mental health and substance abuse treatment; the major life transition of being institutionalized; the variance in delivery methods not aligning with student learning styles; the variance in quality and quantity of educational supports; the lack of comprehensive curriculum; and the lack of support and resources to address IEP and 504 plans. In the time of COVID, the inability to comingle units and lack of adequate bandwidth have been challenges.

### *Snohomish County Juvenile Court*

Brooke Powell, the Snohomish County Juvenile Court Administrator, spoke about education programs in detention centers and the transition services provided using funds from a federal Title I grant. The average length of stay in a detention center is six days, and usually does not exceed 30 days, however there were seven youth that stayed longer than 90 days within the last year. The average population is down 50 percent from the last year. Detention centers try to get youth into an education setting within 72 hours. Math and reading skills are assessed upon arrival and follow-up assessments are administered to measure progress, while a transition specialist works with the student, parents, and school to gather relevant information.

## Meeting Summaries

Classroom and online programs are offered, as well as engagement programs that address topics such as community, job readiness, entrepreneurship, interviewing, art therapy, and public speaking. The court process often interferes with the school day because students are meeting with their attorneys, going to court, and detoxing. Transcripts are returned to schools when a student is released, and the detention center follows up after 30, 60, and 90 days to ensure the student is engaged.

### STAKEHOLDER FEEDBACK

#### *Coalition of Juvenile Justice*

Naomi Smoot-Evans spoke about the reauthorization of the Juvenile Justice and Delinquency Prevention Act in 2018, and the importance of transferring credits and transcripts as quickly as possible so that the accomplishments of young people can be recognized. Technology provides continuing opportunities to embrace equity but also provides challenges when it comes to truancy and online learning. Young people are increasingly asking for instruction in life skills which are typically gained during the teenage years when they are living in institutions. These life skills help set them up for success in the long term.

#### *University of Washington*

Dr. Eric Trupin, a professor of behavioral science at the University of Washington, spoke about the importance of strong transition services. He recalled a study which showed that even small amounts of communications made with community service providers and families had a large impact on recidivism.

While education is important, outcomes rely upon the staging students have when they transition and how they engage with their community and family. Creating situations in which the students can rejoin the community under different circumstances, rather than immediately rejoining their peers, will lead to better outcomes. Substance abuse treatment needs to take place in the community where students can practice self-regulation. Bill Kallappa suggested turning to tribal communities to better understand how they have been successful with such transition programs.

#### *Washington State Partnership Council on Juvenile Justice (Partnership Council)*

Alice Coil from DCYF provided two suggestions on behalf of the Partnership Council. The first was that students in detention have options for supplemental learning activities through community organizations and community colleges. The second was that credit should be granted for learning taking place outside of the classroom, such as leadership development.

#### *King County Council*

Vazaskia Crockrell, Director of Equity and Social Justice for the King County Council, noted that youth of color are more successful when they engage with people that look like

## Meeting Summaries

them. The demographics of staff and leadership matter, and any plan to create a better system cannot be addressed through a Eurocentric model. Leaders need to be more culturally responsive and intentional, and not throw students back into the community with no plan.

### *K12 Inc.*

Carolyn Logue spoke about how online learning programs can be utilized in institutional education facilities. She noted that online programs provide consistency, expand course options, pair well with mastery-based learning, provide flexibility, and allow students to stay in the same class as they navigate multiple facilities. Currently, firewall and safety concerns have provided a challenge to implementing a broad online system that can be consistently used both inside and outside facilities.

### *OSPI*

Haley Lowe and Katherine Mahoney addressed five recommendations from the OSPI: (1) create an equitable funding model that meets current needs; (2) develop and retain trained educators; (3) identify and provide for differentiated education and support; (4) ensure social-emotional learning and trauma-informed supports; and (5) improve transitions and reentry.

### *DCYF*

Secretary Hunter discussed how institutional education was not addressed when the basic education funding model was restructured. He suggested that the task force first figure out what types of programs and changes would produce strong outcomes for students, and then fund that system, rather than making incremental change to a system that is currently failing students.

## TASK FORCE DISCUSSION

Task Force members had an open dialogue about the stakeholder feedback and what emerging issues they felt should be considered in future planning and deliberation. The following topics and themes were discussed:

- The entire institutional education system needs to be overhauled, but in an incremental way that still acknowledges and benefits the students currently in the system.
- Any proposed system should prioritize keeping youth from becoming incarcerated in the first place, and promote keeping youth within their communities (such as expanding the use of community facilities and reducing the use of larger residential facilities).
- Seamless and facilitated transitions are the most important factor to reducing recidivism and supporting students. Records should follow students and credits should transfer easily. This could potentially be achieved through standardizing recordkeeping at institutional education facilities or creating a statewide diploma.

## Meeting Summaries

- Continued and enhanced lessons around parenting is essential, as many students are parents or wish to become parents in the future. A nursery at Echo Glen would help keep kids close to their parents. Creating a system where parents can remain in their home communities close to their children would be ideal.

### PUBLIC COMMENTS

One member of the public signed up to testify but was no longer available to speak at the end of the meeting.

October 12

## **TASK FORCE ON IMPROVING INSTITUTIONAL EDUCATION PROGRAMS AND OUTCOMES**

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### **Meeting Summary: October 12, 2020, 1:00 - 5:00 PM**

Participating Task Force Members: Rep. Callan, Rep. Eslick, Sen. C. Wilson, Ada Daniels, Sec. Ross Hunter, Jim Jahnsen, Bill Kallappa, LaShae Lee, Karen Pillar, Dr. Susanna Reyes

### STUDENT PANEL

One student with institutional education experience spoke about his experiences. The student, who was previously in county detention facility, spoke positively about his teachers and experiences prior to the coronavirus pandemic. He indicated that the teachers would assist students and that students could ask questions without being shut down. The student indicated that he was behind in school because of disabilities, but that his IEP was ignored or not followed [presumably at the detention facility]. Instead of having his IEP acknowledged, he was provided second grade work. The student indicated that the community schools teachers were helpful and that they wouldn't swear at students or undermine IEPs. In contrast, he indicated that not much learning occurred in the detention facility and that troubling and unhelpful behaviors from fellow students were partly to blame

### POLICY AND FUNDING MODELS IN OTHER JURISDICTIONS

#### *Staff Presentation - Report Summaries and Selected Activities in Other States*

Staff summarized five reports on juvenile justice education practices and provided associated materials. The reports were as follows:

1. *Addressing the Unmet Educational Needs of Children and Youth in the Juvenile Justice and Child Welfare Systems* - Center for Juvenile Justice Reform (May 2010)
2. *LOCKED OUT: Improving Educational and Vocational Outcomes for Incarcerated Youth* - Council of State Governments (November 2015)
3. *JUST LEARNING - The Imperative to Transform Juvenile Justice Systems into*

*Effective Educational Systems* - Southern Education Foundation (2014)

4. *Strengthening Education in Short-term Juvenile Detention Centers: Final Technical Report* - Center for Strong Schools, University of Washington (December 2016)
5. *Issue Brief: Raising the Bar: Creating and Sustaining Quality Education Services in Juvenile Detention*
  - The National Technical Assistance Center for the Education of Neglected or Delinquent Children and Youth (May 2017)

The summary included a description of each report, identified author findings and recommendations, and recurring themes, by category. The summary also included a brief description of the *Federal Guiding Principles for Providing High-Quality Education in Juvenile Justice Secure Care Settings* issued in 2014 and brief discussions of selected institutional education practices in other states, with references to practices in Oregon, Florida, Massachusetts, Utah, and Iowa.

A separate staff presentation and accompanying materials was provided on the Blueprint for Change framework that the Office of the Superintendent of Public Instruction uses to help guide its institutional education efforts and the institutional education accountability system that Florida created through a legislation-based multi-year process.

#### *National Perspectives on Education Practices for Juvenile Justice-Involved Youth*

Nina Salomon from the Council of State Governments (CSG) Justice Center discussed the 2015 50-state survey that CSG published in 2015 (*i.e.*, report No. 2 above). She discussed some of the survey responses that Washington provided in 2015 and noted that Washington is not one of the eight states that provides all institutional education students with access to the same educational and vocational services that available to students in common schools. Ms. Salomon also note that Washington's survey responses indicated that the state tracks some education and employment-related outcome data for youth who have been in state-run facilities.

Ms. Salomon discussed related federal Every Student Succeeds Act (ESSA) provisions. She indicated that student performance measures for juvenile justice students should be aligned with the broader state system, but that the measures should appropriate for the unique population and context of juvenile justice facilities.

Ms. Salomon also discussed accountability actions in other states, including 2016 legislation in Louisiana and Florida rules that took effect in 2018. She indicated that workforce development services and employment outcomes are increasingly important and inquired as to what related data and services are tracked and provided in Washington. She also discussed the institutional education set-aside in latest amendments to the federal Carl Perkins Career and Technical Education Act.

Hailly Korman from Bellwether Education Partners presented the Task Force with juvenile justice education reform frameworks and indicated that challenging questions included

determining where to start and determining the scope and scale of the reform efforts. She also discussed ESSA requirements and performance domains and noted that Washington's ESSA plan provisions for juvenile justice education were among the best in the nation. She asked the Task Force to consider how it can ground its efforts in the state's plan (*i.e.*, 'Orient toward what already exists'), and how the Task Force can leverage ESSA. She also encouraged the Task Force to consider whether the plan is sufficient and whether it should be changed.

David Domenici from BreakFree Education offered comments focused on three general principles: the importance of values-driven leadership; accountability at all levels; and parent, student, and community voices and engagement.

Regarding values-driven leadership, Mr. Domenici asked what DCYF is doing to convince families that education in institutional facilities matters. He also asked which policies and practices are barriers and the engagement and knowledge of state leaders (including legislators and agency directors).

With respect to accountability at all levels, Mr. Domenici discussed the importance of clearly delineating responsibilities for the involved agencies, taking daily attendance, appropriate credit accumulation, taking state assessments, and transparency. He noted that DCYF cannot meet its rehabilitative mandate without meeting student education mandates and that no student should be released from a secure facility without being enrolled in a school.

Regarding parent, student, and community voices and engagement, Mr. Domenici indicated that the institutional education school should be the best school the student has ever attended and the best school experience of that student. According to Mr. Domenici, the schools need to commit to restorative justice practices and end punitive discipline, and that school and agency culture and actions need to communicate that the schools are valued. The schools should offer art, music, and drama. The schools should also invite and build community involvement.

#### PUBLIC COMMENTS

Rebecca Stillings provided public comments on behalf of the Washington State School Directors Association (WSSDA). She noted that WSSDA recently adopted a position titled "Student Reentry and Reengagement" which reads: "WSSDA shall initiate and support legislation that fully funds culturally responsive, trauma-informed, student-centered reentry and reengagement practices that support youth that are involved with or exiting state systems of care such as child welfare, juvenile and criminal justice systems, rehabilitation and mental health programs, foster care, experiencing homelessness, or otherwise disconnected from PreK- 12 educational opportunities. This position is grounded in our belief as school board directors in equity for each and every one of our students and our belief in public education systems where students level of achievement cannot be predicted based upon race, characteristics, or circumstance."

## Meeting Summaries

Steven Staden, a special education teacher at Green Hill, spoke on behalf of himself. He noted that he has written a number of citizen complaints to school districts on behalf of students (No. 18-98 and No. 19-53). These complaints cover many topics, such as evaluations, placements, accommodations, and student monitoring. Attendance issues still exist at Green Hill, and there are many inconsistencies in how attendance records are kept. This is particularly egregious with PE classes, where students are marked as having attended PE even if they do not. There is also a lack of counseling and mental health services, as these are provided by the institution rather than through the school as is required by the IEPs. Transition plans are weak or non-existent. While most special education teachers receive response and de-escalation trainings, these are not offered to teachers in Green Hill. These problems are not necessarily a lack of funding or guidance, but a lack of will. The communication between facility and education staff is lacking.

### TASK FORCE DISCUSSION OF POTENTIAL POLICY AND FUNDING CHANGES

Task Force members had an open dialogue about the presentations and what issues they felt should be considered in future planning and deliberation. The following topics and themes were discussed:

- The overarching issue to be addressed is how to organize institutional education. Should 30 school districts continue to run 30 different programs, or should one school district at the state level contract with each district? This should be addressed before other topics.
- Families are not constrained to school district boundaries, and many students are transient. There need to be educational pathways that allow credits to be recognized in a larger system.
- Students should be kept within their home communities and within the least restrictive environment if possible. Rehabilitative work occurs in communities through informal systems. Right now JR facilities don't have to do with what students need, but rather what they have done.
- The short-term needs for students currently in the system need to be addressed in addition to long-term changes. Transition schools could assist these students that are moving back to their districts from institutional education facilities.
- Support services and providing a healthy school environment are the most important factors. These students have been through a lot of trauma and are switching between two different systems, yet we expect them to perform at comparable levels. The students needs should be addressed first.

November 9

### **TASK FORCE ON IMPROVING INSTITUTIONAL EDUCATION PROGRAMS AND OUTCOMES**

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**Meeting Summary: November 9, 2020, 1:00 - 5:00 PM**

## Meeting Summaries

Participating Task Force Members: Rep. Callan, Rep. Eslick, Sen. C. Wilson, Ada Daniels, Sec. Ross Hunter, Jim Jahnsen, LaShae Lee, Karen Pillar, Dr. Susanna Reyes

### STUDENT PANEL

Five students who have had experiences with the criminal justice system spoke about their experiences.

The first student, residing at Green Hill, spoke about attending school in a wide range of juvenile facilities. He indicated that he has had a more positive educational experience while incarcerated, due to the one-on-one attention he receives. He appreciates the smaller class sizes, the ability to complete credits quickly, and the opportunity to work independently at his own pace. He indicated that the students could benefit from increased access to Running Start, credit analysis upon entry, and the timely arrival of transcripts.

The second student, residing at Echo Glen, spoke about her experiences receiving special education. In the past she has enjoyed having shorter scheduled class time, frequent breaks, and the use of special education videos. In her current program she would like to have real teachers, shorter class time, and access to a GED program.

The third student, residing at Naselle, spoke about the need for trade and college classes. He noted that these classes give students something to work towards and look forward to. He also expressed that it is helpful to have one-on-one attention from teachers who care about their students.

A fourth student spoke about her educational experiences in a group home, which she noted was the best education she received in any of the institutional facilities she visited. She emphasized that there is a need for teachers that teach, and teachers that care. Administrators and teachers need to care about students' futures as though those futures are their own.

A fifth student spoke about the importance of establishing a good student-teacher relationship. Book work, worksheets, and online remote learning is impersonal. The priority shouldn't be making education efficient, it should be about keeping the soul in learning.

### TASK FORCE DISCUSSION OF RECOMMENDATIONS

Task Force members discussed a decision framework that was distributed in advance of the meeting. This framework was developed by condensing feedback and input from members. Representative Callan invited members to discuss each recommendation within the framework, suggest any changes that they would like to see reflected, and vote on the recommendation's adoption. The following recommendations reflect the final edits as requested by the members over the course of the meeting, as well as themes that developed during the discussion.

Smooth Transitions: Create continuity for youth throughout the institutional education system and in the reentry process through common data, learning, and support systems.

- Students need structured plans and educational advocates to help them enter, exit, and transition between facilities. By creating a delivery package for youth upon entry, they can

## Meeting Summaries

better understand what they need to accomplish, how they will be supported, and how their plan will be implemented.

- Sometimes records can be hard to obtain, especially from small school districts during the summer. This is where a shared information system among districts would be a valuable tool.

Quality Education in Facilities: Provide a high-quality education that meets the individualized needs of youth and ensures access to consistent and robust curriculum, programming, and academic and social emotional supports.

- The task force members identified the following as necessary components of quality education: a mix of online and in-classroom instruction to meet the learning needs of youth; special education services; tiered academic supports; individualized learning plans; credit flexibility; CTE and life skills courses; ethnic studies; and enrichment activities.
- There is also a need for education-forward operations that recognize the importance of student access to quality education by prioritizing attendance.

Credit Accumulation and Student Progress: Maximize students' ability to accrue meaningful and universally recognized credits in institutional education settings.

- The task force members identified the following topics as important components in credit accumulation: flexibility in credit assignment and accrual; mastery-based learning opportunities; dual-credit pathways; and credit recognition and applicability across school districts.
- Educational service districts (ESDs) provide education services in some facilities but are unable to award credit. These ESDs should be authorized to award credit.
- Teachers should be able to gain certification in multiple subjects or obtain a general teaching certificate, because requiring specialized certification leads to limited course offerings.

Post-secondary and Career Transitions: Provide equitable access to meaningful postsecondary and vocational opportunities and ensure those pathways are an integrated part of students' progress towards graduation and reentry.

- This reflects the need for pathways, as students in institutions often accumulate credits while incarcerated but do not have the opportunity to continue progress after reentry.
- Young women in Washington only have one long-term facility, so they are limited to the small selection of courses offered at that facility. Expanding opportunities for those women is a matter of equity.
- School districts and DCYF need to collaborate in the delivery of postsecondary and CTE opportunities, such as working together to provide off-campus opportunities that may require enhanced staffing or bringing opportunities to campus.

Support Services & Safe and Healthy School Environment: Establish an individual student learning plan shortly upon entry that establishes a meaningful plan to identify and meet the students' learning goals and tracks progress throughout the students' involvement in institutional education and reentry.

## Meeting Summaries

Shortly upon entry, conduct universal student needs assessments that are connected to a cross-agency multitiered system of supports and inform the development of the individual student learning plan.

Assign each youth an education advocate that helps youth make progress towards the goals established in their individual student learning plan and supports them in navigating through the institutional education system, ensuring the provision of necessary services and a successful reentry.

- Staff conducting the needs assessments and creating the learning plans need to be independent from school districts and DCYF. The independence to assess student need without bias would allow the learning plan to better serve the student, be free of the political considerations of either entity, and truly individualize a plan rather than focus on the limited menu of options available.
- The timeline for conducting a needs assessment must take into account certain health considerations, such as the detox process that many students go through upon initial entry.
- In addition to assisting students in navigating the institutional education system, advocates need to educate students about the system so that the student is better equipped to participate and advocate for themselves.

Workforce Issues: Ensure a workforce with the capacity and flexibility to create a positive learning environment for students and that is specifically trained and invested in meeting the complex needs of students, particularly youth of color, LGBTQ youth, young parents, foster youth, and youth who have experienced homelessness.

- Facilities need to employ highly qualified, well-trained, culturally-diverse staff as well as professionals who can provide mental health services and staff with specialized endorsements in complex areas of need.

Specialized Services for Vulnerable Youth: Ensure that specialized services (including English language services, special education, and tiered support services) are provided according to student need, integrated with the student learning plan, and fully funded.

Ensure that special education services are delivered according to students' IEPs by establishing a common process for accountability and appeal.

- Facilities should establish automatic IEP evaluations upon arrival, as sometimes the IEPs need to be adjusted. Developing a consistent IEP format among districts would allow for easier transitions when students enter and exit facilities.
- There needs to be a system for data collection to determine IEP compliance. Establishing an ombudsman position that specializes in institutional education systems may be necessary.
- Highly specialized services and equipment are often necessary to meet student needs, and special education funding needs to accommodate this. Institutional education programs should benefit from increases to general special education funding.

## Meeting Summaries

- There is a need for PreK-College level curriculum and teachers at all facilities because the needs and learning levels of the students are incredibly diverse.

Youth Voice and Community Engagement: Prioritize the development of youth leadership and advisory roles, family engagement strategies, and partnerships with community organizations to improve effectiveness, increase services and programming during juvenile justice youth involvement, and to facilitate a successful reentry and connection with community.

- Associated recommendations included: establishing a youth advisory and community mentorship program; developing culturally responsive parent engagement strategies; and creating partnerships with postsecondary programs and community organizations.
- Partners need to be part of the system creation, not just a part of the programming. Partners need to create relationships with youth while those youth are incarcerated, so that there is a bridge upon release. Consistency with these partners must continue regardless of a youth's location.

Data and Accountability: Identify, collect, and track progress on relevant data metrics specific to institutional education on a student- and system-level to evaluate student progress and system effectiveness, inform improvement strategies, and drive common outcome targets across agencies.

- Associated recommendations included collecting meaningful and disaggregated data regarding length of stay and student progress that takes unique institutional features into account, and the creation of an audit process for this data that allows for review at the district, agency, and state level.
- This could include enhancing current data systems or creating new data systems.

Coordination and Collaboration: Establish a process by which state and local agencies involved with youth in juvenile justice settings develop and evaluate cross-sectional policies, practices, and operations that prioritize education delivery and support services needed to improve student outcomes.

Establish a process by which education providers and agency staff evaluate, coordinate, and collaborate for the purpose of delivering effective academic services and supports for each youth.

- Associated recommendations include: develop policies and strategies to share data tracking and goal setting, deliver tiered support services, and facilitate transitions; and develop a joint format for regular evaluation consistent with ESSA.
- Community organizations should be included in this process, as they often serve as advocates for youth when there is limited or no parent involvement.
- The current system is built to contain youth, and education is shoehorned into that. Instead, the state should try to build an education system that focuses on growth, care, treatment, and learning.

System Structure: Continue the work of the task force through a working group that includes representatives from DCYF, OSPI, the Legislature, and other stakeholders to determine a

structure and funding necessary to deliver a common, coordinated, high-quality program of education for youth in the juvenile justice system.

- There is an overarching question of whether the institutional education program should continue to operate through 30 different school districts, or if it should be administered through a single entity such as an independent school district. A single entity may improve coordination and assist in developing a cohesive system, but there are concerns it could create barriers to reintegrating students into their home communities.
- While the overarching system structure needs to be addressed, there is also a need for immediate improvements within the current system.
- The goal is to create a work group or commission that is conducted at the agency level with legislative oversight. The group should include youth involved in the juvenile justice system as well as national experts, and funding should be provided to pay these participants. The group should be tasked with developing a structure for institutional education moving forward. After a system has been defined, a proper funding model can be developed to deliver that system. If the group convened in 2021, legislation could be ready by 2022.

Funding: Build an equitable, long-term funding model while securing short-term transitional funding to meet the complex needs of students in institutional education.

During statewide funding shortfalls, preserve base level funding and prioritize urgent and emerging needs for additional funding.

- There is a need for increased funding in the following areas: special education; education advocates; increased staffing ratios; and adding a position to the education ombuds office.
- Categorical funding increases should also be reflected in institutional education funding.
- The immediate need is to maintain level funding and ensure that districts can meet the needs of their current students while a larger structural change is made over the long-term.

#### PUBLIC COMMENTS

Steven Staden, a special education teacher at Green Hill, spoke on behalf of himself. Safety concerns are the most immediate consideration. There needs to be better collaboration with DCYF on expectations, safety procedures, and trainings. There haven't been fire drills for the past three years, partially because they keep the students at Green Hill segregated by gang affiliation. There are also system attendance problems because the institution doesn't keep accurate or transparent attendance records. This is especially a problem for students in special education. Independent study time is unstructured and often results in the youth playing games instead of focusing on schoolwork. OSPI and DCYF need to collaborate, and a charter school model may be helpful.

# Institutional Education Overview

Ethan Moreno  
Office of Program Research  
Washington State House of Representatives  
Improving Institutional Education Programs and  
Outcomes Task Force



# Institutional Education is Part of Basic Education

- ▶ Instruction and associated funding must be provided by the state for school-aged children in institutional facilities
  - Is a component of Washington's program of basic education
- ▶ Several agencies are involved in the management, operation, and oversight of the institutional facilities
  - Department of Children, Youth, and Families (DCYF)
  - Department of Social and Health Services (DSHS)
  - Department of Corrections (DOC)
  - Local Governments (counties and cities)



# Education Services in Institutional Settings

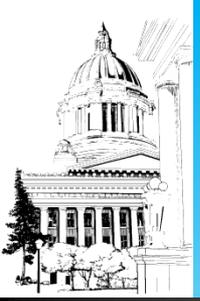
- ▶ Basic education services are provided by different local and regional entities
  - Local school districts
  - Educational Service Districts (ESDs)
  - Other entities (in limited circumstances)
- ▶ Some oversight duties by the Office of the Superintendent of Public Instruction (OSPI)



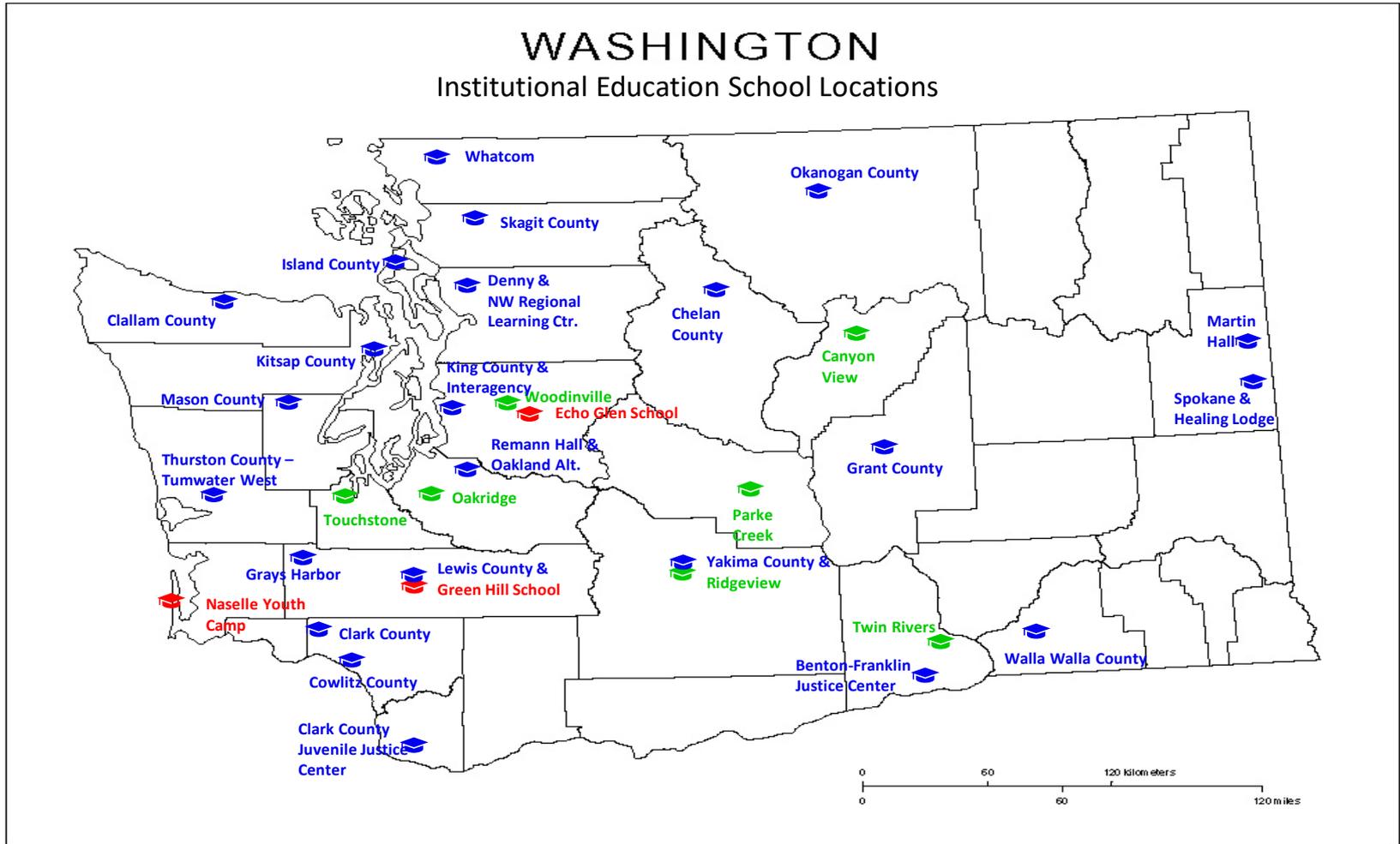
# Summary of Institutional Education Programs

## ▶ Six Programs

- Total FTE enrollment of 846 students in the 2019-20 school year.
- In comparison, statewide public school enrollment is 1.14 million students with 295 school districts and nine public charter schools.



**Red** = JR Long Term Residential  
**Green** = Community Facilities  
**Blue** = Detention





# Summary of Institutional Education Programs

- ▶ Residential Habilitation Centers (RHC)
  - Operated by DSHS to provide 24-hour-a-day care for children with profound mental and physical deficiencies
  - Five RHCs in Washington
    - *Fircrest Residential Habilitation Center, Lakeland Village, Rainier School, Yakima Valley School, Western State Hospital*
  - Budgeted enrollment for the 2019-20 SY: 57.81 FTEs



# Summary of Institutional Education Programs

- ▶ State Long-Term Juvenile Institutions (LTJI)
  - Operated by DCYF to provide 24-hour-a-day diagnosis, confinement, and rehabilitation services for juveniles committed by the courts
  - Three LTJIs in Washington
    - *Echo Glen Children's Center*
    - *Green Hill School*
    - *Naselle Youth Camp*
  - Budgeted enrollment for the 2019-20 SY: 279 FTEs



# Summary of Institutional Education Programs

- ▶ State Operated Community Facilities (CF)
  - Operated by DCYF to provide services to youth referred through the juvenile justice system
  - Previously referred to as “Group Homes”
  - Eight CFs in Washington
    - *Canyon View, Oakridge, Parke Creek, Ridgeview, Sunrise, Touchstone, Twin Rivers, and Woodinville*
  - Budgeted enrollment for the 2019-20 SY: 45.88 FTEs



# Summary of Institutional Education Programs

- ▶ County Juvenile Detention Centers (CDC)
  - Operated and funded by counties, these facilities provide 24-hour-a-day treatment and care for juveniles who have been placed under protective custody or have committed a criminal offense
  - 21 CDCs in Washington
  - Budgeted enrollment for the 2019-20 SY: 470.56 FTEs



# Summary of Institutional Education Programs

- ▶ Department of Corrections (DOC)
  - Operated and funded the state, DOC facilities provide 24-hour-a-day incarceration of adults and juveniles committed as adults
  - Institutional education funding is provided for the education of juveniles under the age of 18
  - Budgeted enrollment for the 2019-20 SY: .09 FTEs



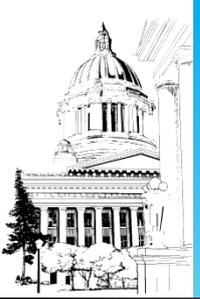
# Summary of Institutional Education Programs

- ▶ County and City Adult Jails (AJL)
  - Operated and funded by counties and cities, adult jails provide 24-hour-a-day holding, detention, or incarceration of adults and juveniles committed as adults
  - Institutional education funding is provided for the education of juveniles under the age of 18
  - Budgeted enrollment for the 2019-20 SY: 1.0 FTEs



# Selected Demographic Data for Released JR Students

- ▶ Refer to distributed spreadsheet for data on JR student releases in 2017, 2018, and 2019



# Thank you

- ▶ Questions:
  - [Ethan.Moreno@leg.wa.gov](mailto:Ethan.Moreno@leg.wa.gov)
  - (360) 786-7386

Institutional Education –  
State Fiscal Framework

# Institutional Education – State Fiscal Framework

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Outcomes Task Force



# Several programs receive Institutional Education (IE) funding.

- ▶ Six types of institutions receive Institutional Education funding:
  - Residential habilitation centers (RHC) – DSHS
  - Long-term juvenile institutions (LTJI) - DCYF
  - Community facilities (CF) – DCYF. Also referred to as group homes.
  - County detention centers (CDC)
  - Department of Corrections (DOC)
  - County and city adult jails (ADJ)
- ▶ RCW [28A.150.200](#) includes several institutional programs as basic education programs:
  - (2)(b) The program of education provided by chapter [28A.190](#) RCW for students in residential schools as defined by RCW [28A.190.020](#) and for juveniles in detention facilities as identified by RCW [28A.190.010](#);
  - (c) The program of education provided by chapter [28A.193](#) RCW for individuals under the age of eighteen who are incarcerated in adult correctional facilities;
- ▶ Allocations are distributed to school districts and Educational Service Districts to hire staff and develop and deliver a program of education in institutions.



# Student to staffing ratios defined in 1995-97 and 1998 budgets and K-12 compensation assumptions drive IE funding.

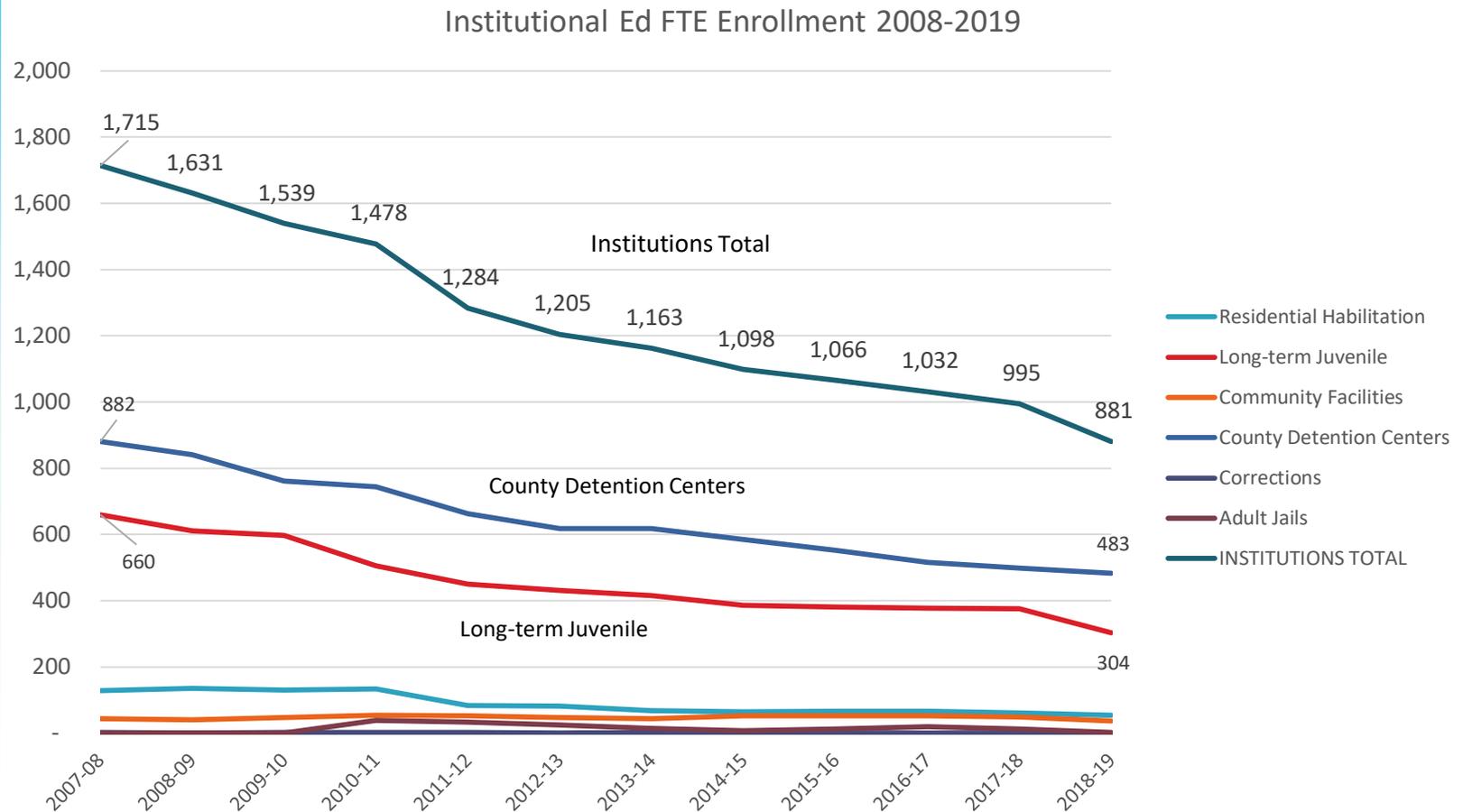
Institution Type	CIS	CAS	CLS	MSOC per std 19-20	June 19-20 FTE Enroll
RHC	7.8 FTE	69.9 FTE	6 FTE	\$459.20  (incl. MSOC for technology, instructional materials, professional dev, plus ½ the amount for library and other supplies)	59.5 FTE
LTI	9.3 FTE	78.7 FTE	64.5 FTE		278.4 FTE
CF	1 per home				45.4 FTE
CDC	10 FTE				460 FTE
DOC	9.3 FTE	78.7 FTE	64.5 FTE		.09 FTE
ADJ	9.3 FTE	78.7 FTE	64.5 FTE		2.7 FTE

Salary and benefits follow K-12 assumptions and vary by institution based on district regionalization (19-20 salary allocation ranges below).

- Certificated Instructional Staff (CIS) - \$66,520 to \$82,485
- Certificated Administrative Staff Salary (CAS) - \$98,741 to \$122,439
- Classified Staff Salary (CLS) - \$47,720 to \$59,137
- Health and Fringe Benefits are also allocated based on K-12 rates.
- Minimum staffing levels are maintained if enrollments don't support at least 1 FTE CIS in RHC, LTI, DOC and ADJ, and minimum CAS and CLS staffing.



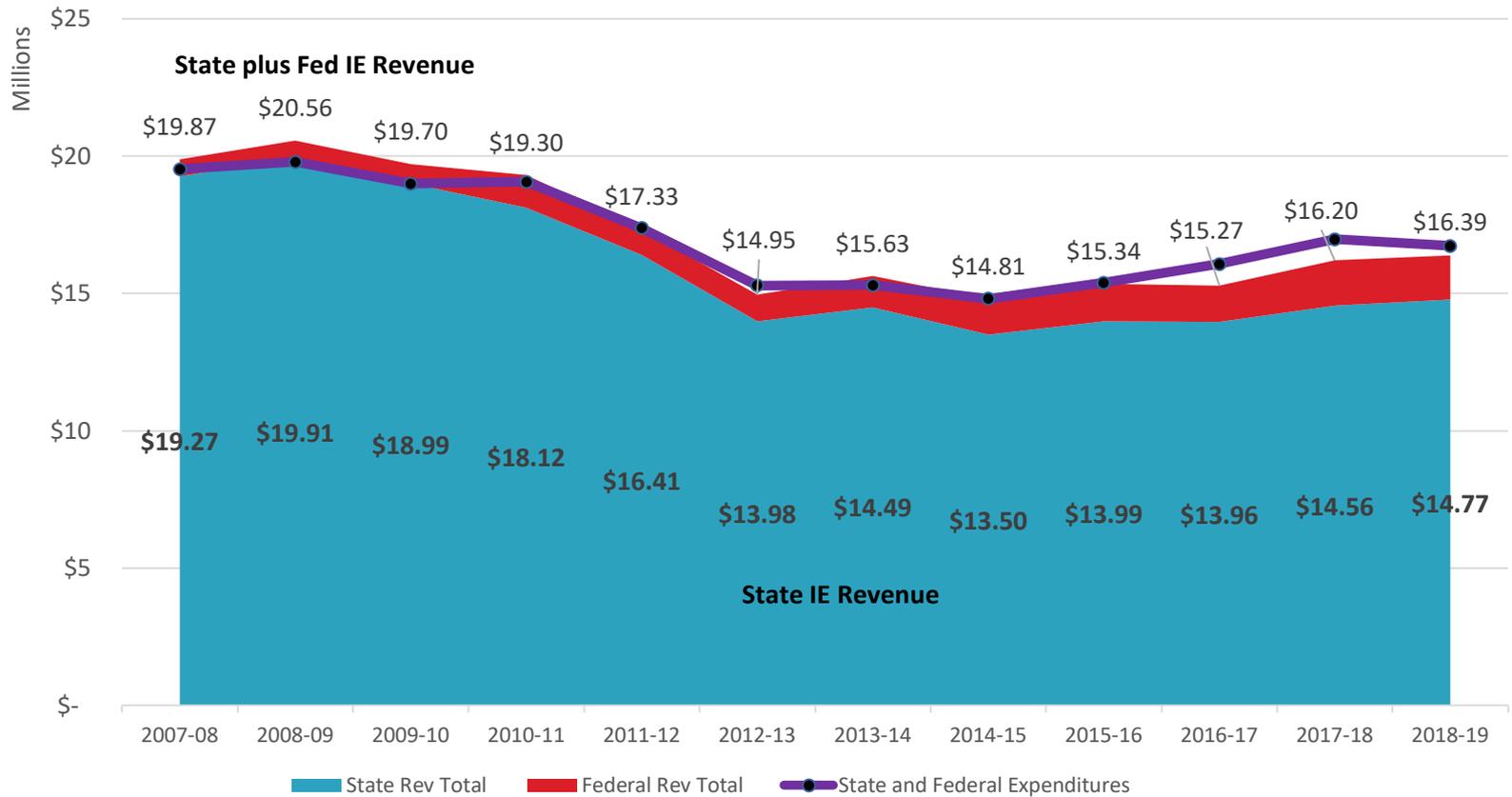
# Full-time equivalent enrollments have declined.





# Total IE funding has fluctuated over past several years, due to enrollment changes.

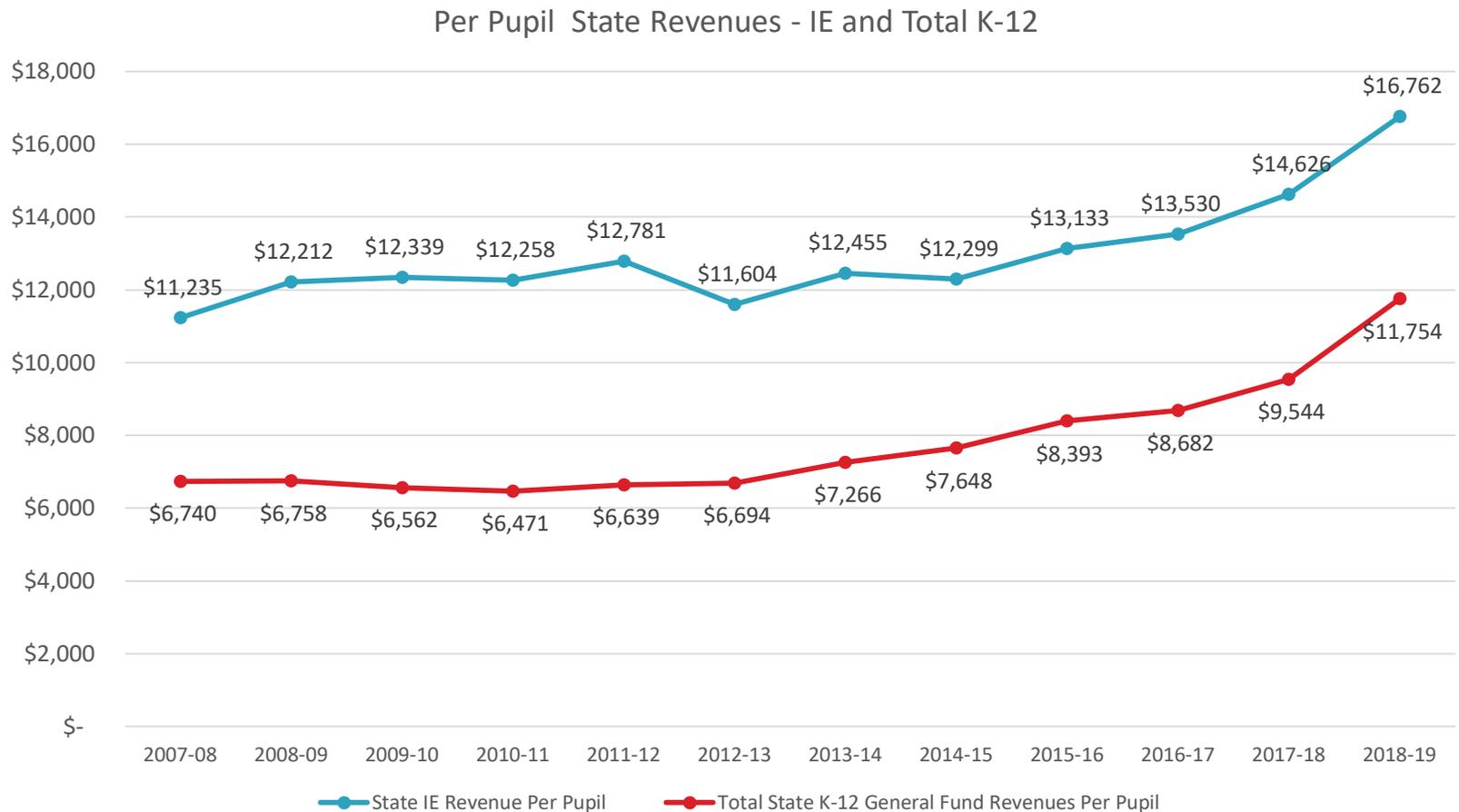
State and Federal IE Revenues and Expenditures 2008-2019



Revenues and expenditures as reported to OSPI by districts and ESD's in year-end F-196 statements. State revenues (codes 4126, 4156, 4159, 4326, 4356 and 34 ESD), Federal revenues (code 6157). Expenditures (codes 26, 56,57,59, 42 ESD)



# State IE per pupil funding has increased with compensation enhancements.

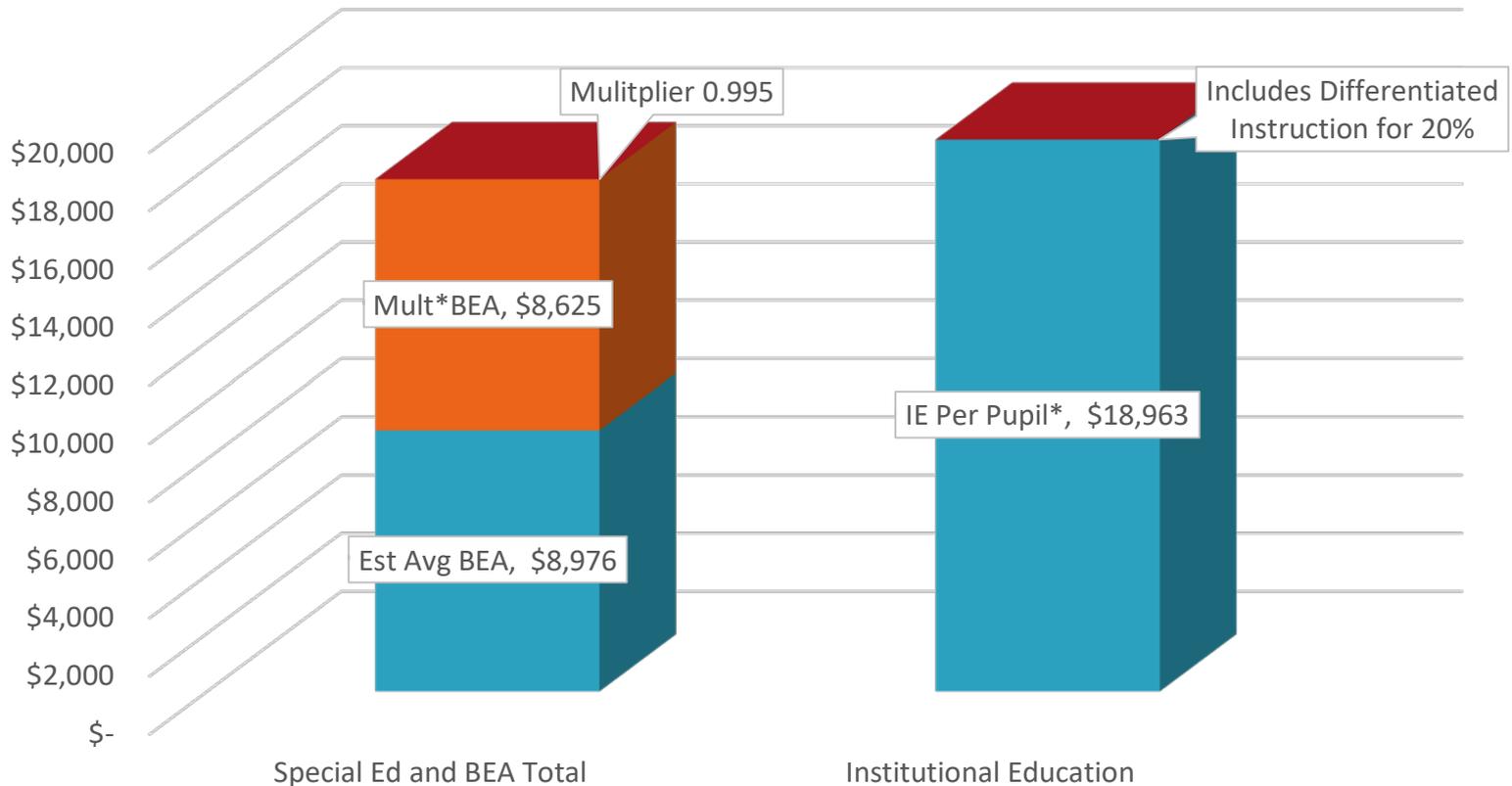


Total State K-12 General Fund Revenues - Includes both State General Purpose (codes 3000s, excl. Timber Excise Tax) and State Special Purpose Revenues (codes 4000s) reported to OSPI SAFS. See <http://fiscal.wa.gov/K12.aspx> for additional details.



# Special Education excess cost formulas are separate from IE formulas.

Estimated Per Pupil Comparison – 2019-2020 SY



\* <https://hostedreports.ospi.k12.wa.us/api/0/Document/Download/48130>



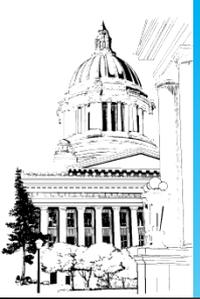
# 2019-21 budget included new IE funding.

- ▶ Enhanced funding for differentiated instruction - Assumes a percentage of enrollment receives differentiated instruction. Percentage multiplied by Statewide Basic Education Allocation (BEA) rate per pupil. Provided to all institutions.
  - \$999,000 – FY20
  - \$2,113,000 – FY21
- ▶ School Records Coordinators – Provided to districts where long-term residential facilities are located.
  - \$100,000 – FY20
  - \$300,000 – FY21

Staff Summary Charts –  
Selected National Reports

# Institutional Education Report Summaries

Ethan Moreno  
Office of Program Research  
Washington State House of Representatives  
Improving Institutional Education Programs and  
Outcomes Task Force



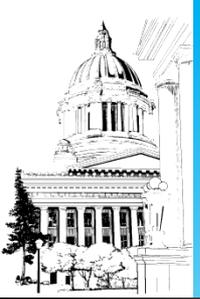
# Disclaimers

- ▶ Not a literature review or meta-analysis
  - Review of selected reports that were germane to the work of the Task Force, cited or referenced in numerous documents, and written in the past 10 years
- ▶ Reports predate COVID-19 pandemic
  - Invite others to determine what impact the virus has had on policies, practices, or the relevance of the reports
- ▶ Not intended to endorse any policy or practice, or the absence of any policy or practice



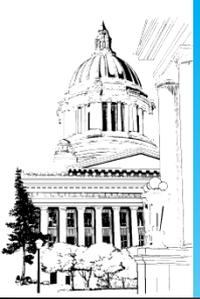
# The Policy Challenges of Institutional Education

- ▶ “The wide range of detention settings and the diverse needs of youth require flexible, high-quality education programs. Describing an optimal instructional program is impossible. However, a set of principles can be applied across detention settings, and guidance in the development and delivery of education services can be provided.”
  - *The National Technical Assistance Center for the Education of Neglected or Delinquent Children and Youth, Issue Brief: Raising the Bar: Creating and Sustaining Quality Education Services in Juvenile Detention (May 2017)*



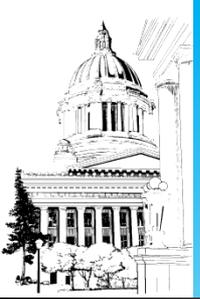
# Report No. 1 – Summary

- ▶ Addressing the Unmet Educational Needs of Children and Youth in the Juvenile Justice and Child Welfare Systems (May 2010)
  - Center for Juvenile Justice Reform.
  - Broad examination of education practices for, and the needs of, children in the foster care and juvenile delinquency systems.
  - Examination of barriers, legal and policy reforms, and working practices.



# Report No. 1 – Reform Principles

- ▶ Key Reform Principles:
  - Early education is essential.
  - Quality education services are critical for all youth.
  - If outcomes matter, they must be measured.
  - Support services are needed to help some youth succeed.
  - Interagency collaboration and communication is vital.
  - Change requires within-agency and cross-agency leadership.



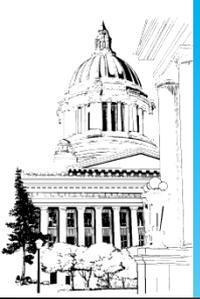
# Report No. 1 – Key Practices

- ▶ Provide high-quality evidenced-based education services comparable to those available to other youth.
- ▶ Ensure that vulnerable youth enter school well prepared; address emotional and behavioral problems early on.
- ▶ Identify, quantify and measure outcomes associated with student well-being.
- ▶ Employ evidence-based academic and behavioral interventions.
- ▶ Engage in collaborative decision making; share resources and expertise; target services to meet the needs of children, youth, parents, and caregivers.
- ▶ Clarify expectations about how youth are served; exercise strong leadership when redesigning the service system.



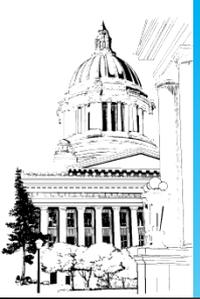
# Report No. 1 – Themes of Key Practices

- ▶ *Education access and provision equity.*
- ▶ *Student supports.*
- ▶ *Data and accountability.*
- ▶ *Collaboration and effective service delivery.*
- ▶ *Clear service expectations.*
- ▶ *Strong agency redesign leadership.*



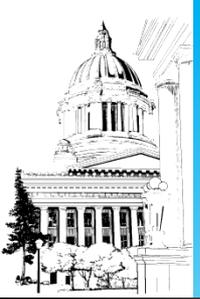
# Report No. 2 - Summary

- ▶ LOCKED OUT: Improving Educational and Vocational Outcomes for Incarcerated Youth (November 2015)
  - Council of State Governments.
  - 50-state survey seeking answers to three questions:
    - What educational and vocational services are provided to incarcerated youth?
    - What student outcome data are collected, analyzed, and reported?
    - What is done to ensure that youth receive educational and vocational services after release from incarceration?



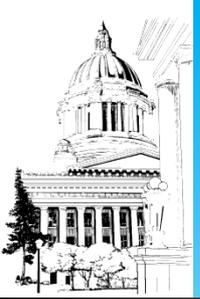
## Report No. 2 – Key Findings

- ▶ Most incarcerated youth do not have access to the same educational and vocational services as their peers in the community, and they do not attend schools that have the same rigorous curriculum and student performance standards as traditional public schools.
- ▶ Most states do not collect, track, and report student outcome data for incarcerated youth in all facility schools.
- ▶ Policies and practices employed in most states make it especially challenging for youth released from incarceration to make an effective transition to community-based educational or vocational settings.



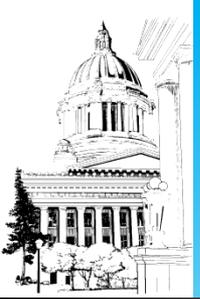
# Report No. 2 – Recommendations

- ▶ Recommendations (*see summary chart for full list*):
  - Require all facility schools to provide incarcerated youth with access to the same educational and vocational services that are available in the community.
  - Track data on a minimum set of key student outcome indicators for incarcerated youth, and develop the infrastructure needed to collect and analyze these data.
  - Designate a single agency to be responsible for ensuring youths' successful transition to a community-based educational or vocational setting after release from incarceration.



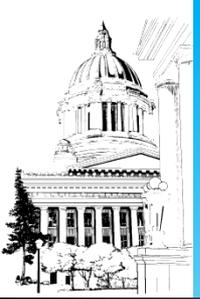
# Report No. 2 – Recommendation Themes

- ▶ *Education access and provision equity.*
- ▶ *Data and accountability.*
- ▶ *Transitions/system coordination.*



# Report No. 3 - Summary

- ▶ JUST LEARNING – The Imperative to Transform Juvenile Justice Systems Into Effective Educational Systems (2014)
  - Southern Education Foundation.
  - Examination of federal data on youth in custody.
  - Summary of juvenile justice systems throughout nation, with focus on the 15 states of the Southern United States.



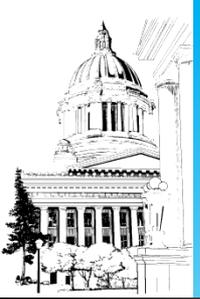
# Report No. 3 – Recommendations

- ▶ Recommendations *(see summary chart for full list)*:
  - Reorganize each institution, unit, and department in the juvenile justice systems so that their functions, arrangements, and daily schedules are designed and carried forward to advance teaching and learning of students.
  - Set and apply the existing standards for teaching and learning in each state to all educational programs and schools in the state's juvenile justice system.
  - Establish effective systems and methods of coordination and cooperation that provide a seamless transition of students from and back into public schools as they leave the juvenile justice system.



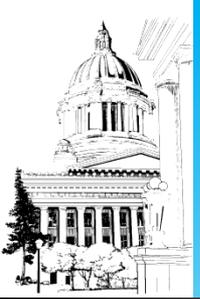
# Report No. 3 – Recommendation Themes

- ▶ *System focus on education.*
- ▶ *Education access and provision equity.*
- ▶ *Individualized learning/student supports.*
- ▶ *Student testing and reporting.*
- ▶ *Transitions, system coordination.*
- ▶ *Data and accountability.*



# Report No. 4 - Summary

- ▶ Strengthening Education in Short-Term Juvenile Detention Centers: Final Technical Report (Dec. 2016)
  - Center for Strong Schools, University of Washington.
  - Academic publication – quantitative and qualitative findings.
  - Research Questions:
    - Are Washington State's short-term juvenile detention centers providing effective educational programs to meet the needs of high-risk youth?
    - What are the impacts on academic progress of detained youth following juvenile detention placement?



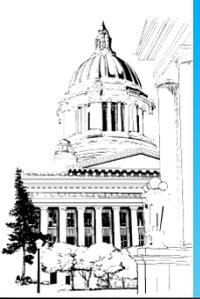
# Report No. 4 – Recommendations

- ▶ Recommendations (*see summary chart for full list*):
  - Encourage JDCs to annually assess their capacity using the Quality Assessment Tool (developed as part of the study) and make evidence-based improvements to support youth enrolled in JDC education programs.
  - Establish strong site-specific regional and statewide "future ready" JDC education program implementation teams.
  - Promote professional development activities.



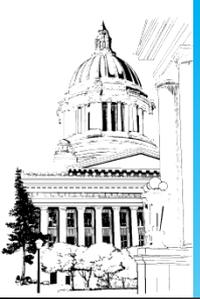
# Report No. 4 – Findings and Recommendations Themes

- ▶ *Positive learning climate.*
- ▶ *Highly effective classroom practices.*
- ▶ *Instructional practices.*
- ▶ *Transitions.*
- ▶ *Recidivism reduction practices.*
- ▶ *Data, accountability, and corresponding system improvements.*
- ▶ *Professional development.*
- ▶ *Development and implementation of “future-focused” service delivery.*



# Report No. 5 - Summary

- ▶ Issue Brief: Raising the Bar: Creating and Sustaining Quality Educational Services in Juvenile Detention (May 2017)
  - The National Technical Assistance Center for the Education of Neglected or Delinquent Children and Youth.
- ▶ Objectives:
  - Improve educational programming for youth who are neglected, delinquent, or at risk of academic failure through the provision of information, resources, and direct technical assistance. (NDTAC mission)
  - Provide principles for education programs in youth detention.



# Report No. 5 – Key Principles

- ▶ Identification of three principles:
  - Education programs in juvenile detention facilities should engage youth and be tailored to variable lengths of stay.
  - Education programs in juvenile detention should ensure that all youth - even those who spend a day or two at the facility - experience success.
  - Education programs in juvenile detention programs should focus on transitions.



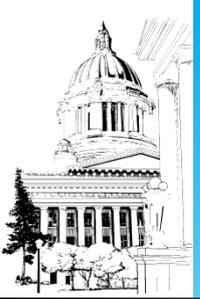
# Report No. 5 – Themes of Principles

- ▶ *Engaging education programs, tailored to stay length.*
- ▶ *Education programs designed to ensure student success.*
- ▶ *Transition-focused education programs.*



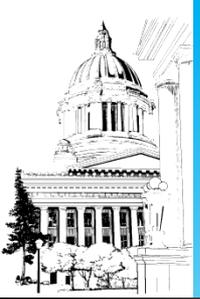
# Federal Guiding Principles for Providing High-Quality Education in Juvenile Justice Secure Care Settings *(Informal Cliff Notes Version)*

- ▶ *Positive climate that prioritizing education and encourages student supports.*
- ▶ *Sufficient funding.*
- ▶ *Quality staff.*
- ▶ *Education access and provision equity.*
- ▶ *Successful transitions.*



# Selected State Practices

- ▶ **Oregon**
  - *Providing a range of vocational and educational services to incarcerated youth.*
- ▶ **Florida**
  - *Developing student outcome measures for incarcerated youth.*
- ▶ **Massachusetts**
  - *Collaborations and supports for education and workforce development services.*
- ▶ **Utah**
  - *Check & Connect Mentoring Program.*
- ▶ **Iowa**
  - *Collaborative efforts for youth development.*
- ▶ **Model Programs Guide**
  - *Repository of evidenced-based programs maintained by the U.S Department of Justice.*



# Thank you

- ▶ Questions:
  - [Ethan.Moreno@leg.wa.gov](mailto:Ethan.Moreno@leg.wa.gov)
  - (360) 786-7386

Staff Summary – Federal Guiding Principles for Providing High-Quality Education in Juvenile Justice Secure Care Settings

**Staff Summary**

**GUIDING PRINCIPLES FOR PROVIDING HIGH-QUALITY EDUCATION IN  
JUVENILE JUSTICE SECURE CARE SETTINGS  
U.S. DEPARTMENTS OF EDUCATION AND JUSTICE, DECEMBER 2014**

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Prepared by Ethan Moreno, Office of Program Research - July 2020

According to federal data, in 2010 there were more than 2,500 juvenile justice residential facilities in the United States. This count, which was obtained through the 2010 Juvenile Residential Facility Census, indicated that on a single day these facilities held more than 66,300 offenders under the age of 21.<sup>3</sup>

In December 2014, the U.S. Department of Education (ED) and the U.S. Department of Justice (DOJ) jointly produced *Guiding Principles for Providing High-Quality Education in Juvenile Justice Secure Care Settings* (report). The report, which built upon prior guidance from ED and DOJ, was intended to address the education of youths in secure care facilities - facilities that generally serve youths committed to longer- term confinement - by identifying five federally-recommended guiding principles for providing high- quality education in juvenile justice secure care settings.

This document is a summary of the principles and accompanying core activities established in the report. Additional summary and background materials are available upon request. The full report is available at: <https://www2.ed.gov/policy/gen/guid/correctional-education/guiding-principles.pdf>.

I. Guiding Principles.

1. A safe, healthy, facility-wide climate that prioritizes education, provides the conditions for learning, and encourages the necessary behavior and social support services that address the individual needs of all youths, including those with disabilities and English learners.
2. Necessary funding to support educational opportunities for all youths within long-term secure care facilities, including those with disabilities and English learners, comparable to opportunities for peers who are not system-involved.
3. Recruitment, employment, and retention of qualified education staff with skills relevant in juvenile justice settings who can positively impact long-term student outcomes through demonstrated abilities to create and sustain effective teaching and learning environments.
4. Rigorous and relevant curricula aligned with state academic and career and technical education standards that utilize instructional methods, tools, materials, and practices

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<sup>3</sup> *Juvenile Residential Facility Census, 2010: Selected Findings*, September 2013, U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, *See:* <https://ojjdp.ojp.gov/sites/g/files/xyckuh176/files/pubs/241134.pdf>

that promote college and career-readiness.

5. Formal processes and procedures - through statutes, memoranda of understanding, and practices - that ensure successful navigation across child-serving systems and smooth reentry into communities.

As noted in the report, the principles and attendant core activities are not an exhaustive list of responsibilities for agencies operating secure care facilities or those providing educational services, but rather the suggestions of ED and DOJ for "creating environments conducive to the teaching and learning process, enhancing academic and social-emotional supports, promoting positive educational outcomes for all system-involved students, and lessening the likelihood of youths reentering the justice system."<sup>4</sup>

The report focuses on improving education outcomes for committed youths and highlights program and policy supports that the juvenile justice agencies that oversee facilities should provide to facility administrators and staff. In so doing, the report includes explanations of the guiding principles and recommended "core activities" for each principle.

## II. Core Activities.

The report includes supporting information for each principle, including a statement of the problem the principle is attempting to address, and a description of why the principle is recommended. Each principle also includes core activities recommended for secure care facilities in support of the principle. A summary of the core activities, by principle, is described below.

### *Core Activities for Principle No. 1 (Facility Climate and Supports)*

- i. Establish a school and facility-wide climate with a focus on family engagement in which youths are free from threats of or actual physical or emotional harm.
- ii. Create and/or revise policies, procedures, and progress measures that prioritize education and student educational achievement.
- iii. Develop a continuum of academic and behavioral supports and services to promote the long-term educational outcomes desired for youths who are system-involved, potentially through a tiered framework.
- iv. Ensure fairness and equity in the provision of educational services and promotion of a facility-wide climate that supports learning consistent with federal law.

### *Core Activities for Principle No. 2 (Necessary Funding)*

- i. Plan and develop dedicated and appropriate education budgets at the agency and facility levels.
- ii. Establish processes to ensure that secure care facilities receive adequate state and local funds and effectively leverage available federal education dollars to supplement core education programs.

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<sup>4</sup> *Guiding Principles for Providing High-Quality Education in Juvenile Justice Secure Care Settings*, December 2014, U.S. Departments of Education and Justice, pg. 4

## Federal Guiding Principles

### *Core Activities for Principle No. 3 (Qualified Education Staff)*

- i. Require that education staff, including special education, limited English proficiency (LEP), and related service providers, hold valid education credentials consistent with federal requirements and state laws.
- ii. Provide or otherwise facilitate access to professional development opportunities for education staff so they can develop skills to address the unique needs of students in juvenile justice settings more effectively.
- iii. Use a teacher evaluation process that continuously assesses teacher performance based on accepted state standards for highly effective instruction.

### *Core Activities for Principle No. 4 (Rigorous and Relevant Curricula)*

- i. Employ current instructional methods and materials appropriate to a student's age, grade placement, development, and culture.
- ii. Promote engagement in learning by setting high educational expectations for all students in the juvenile justice system.
- iii. Require that students in juvenile justice residential facilities participate in the same curriculum and state accountability systems as students in traditional schools, and provide instruction and assessments with appropriate services and accommodations for students with disabilities and English learners.
- iv. Collect and use data to monitor student academic progress, make data-informed decisions, and continuously evaluate and improve the education program.
- v. Provide access to postsecondary programming, including college and career and technical education, that prepares students for a successful transition to adulthood.

### *Core Activities for Principle No. 5 (System Navigation and Community Reentry)*

- i. Immediately upon entry of a youth into a juvenile justice residential facility, create individualized prerelease plans in partnership with the youth and his or her family that identify action steps and support services to ensure reenrollment in a community school and reduce likelihood of rearrest or reoffending.
- ii. Prior to release, offer additional formal learning opportunities for the youth that are grounded in evidence and practice-based service models and focused on social, emotional, and behavioral skill development, especially for youths with mental health conditions.
- iii. Establish policies and procedures that promote school assignments best suited for students' educational success and the timely transfer of their accurate education and related records.

### Appendix E: Selected Resources, Part 2: National Reports

- [\*Addressing the Unmet Educational Needs of Children and Youth in the Juvenile Justice and Child Welfare Systems\* \(May 2010\), Center for Juvenile Justice Reform.](#)
- [\*LOCKED OUT: Improving Educational and Vocational Outcomes for Incarcerated Youth\* \(November 2015\), Council of State Governments.](#)
- [\*JUST LEARNING – The Imperative to Transform Juvenile Justice Systems into Effective Educational Systems\* \(2014\), Southern Education Foundation.](#)
- [\*Strengthening Education in Short-Term Juvenile Detention Centers: Final Technical Report\* \(Dec. 2016\), Center for Strong Schools, University of Washington.](#)
- [\*Issue Brief: Raising the Bar: Creating and Sustaining Quality Educational Services in Juvenile Detention\* \(May 2017\), The National Technical Assistance Center for the Education of Neglected or Delinquent Children and Youth.](#)
- [\*Guiding Principles for Providing High-Quality Education in Juvenile Justice Secure Care Settings\* \(December 2014\), U.S. Departments of Education and Justice.](#)

### Appendix F: Selected Resources, Part 3: State Agency Reports

- [\*Institutional Education in Washington State: Policies, Programs, and Recommendations for Improvement\* \(August 2011\), Office of the Superintendent of Public Instruction.](#)
- [\*Institutional Education Funding\* \(2016\), Office of the Superintendent of Public Instruction.](#)
- [\*Updated Institutional Education Funding Model\* \(September 2020\), Office of the Superintendent of Public Instruction.](#)
- [\*Institutional Education Comprehensive Plan\* \(October 2020\), Office of the Superintendent of Public Instruction.](#)