

June 2009

## Washington State Institute for Public Policy: Origins and Governance

The Washington State Institute for Public Policy conducts non-partisan policy research for the state of Washington. Originally conceived in 1982, the organization's governance structure and operating practices have evolved over time. This paper reviews the history of the Institute's structure and mission.

### BACKGROUND

The Institute was initiated in 1982 by a House of Representatives' resolution directing the Council for Postsecondary Education to study "the potential of focusing higher education resources in assisting state government" (see Appendix A).<sup>1</sup> The Council was directed to report its findings to the 1983 Legislature.<sup>2</sup>

The Council's six-year plan, published the following January, stated that The Evergreen State College (Evergreen) "should strengthen its relationship to Olympia and the seat of state government located there through the establishment of a state government policy research resource center...."<sup>3</sup>

<sup>1</sup> House Resolution 82-176 was sponsored by Representatives McDonald, Heck, Dawson, and Pruitt. The resolution was adopted on a motion by Representative McDonald. The Council for Postsecondary Education is now the Higher Education Coordinating Board.

<sup>2</sup> The Council did not submit a report to the Legislature as directed by the resolution. A memo to the files from Peggy Roper, Institute staff, read: "As per a phone conversation with Judy McNickle, Higher Education Coordinating Board, on March 28, 1994, we learned that no formal report was written for the 1983 legislature. The Institute was created via a number of memos between Russ Lidman, Jack Daray, Bill Chance, and Denny Heck."

<sup>3</sup> Council for Postsecondary Education (1983). *Higher education in Washington: The next six years*. Olympia: CPE, p. 23.

### SUMMARY

Created in 1982 by a House resolution, the Washington State Institute for Public Policy was established as a non-partisan research group to carry out practical research, at legislative direction, on issues of importance to Washington State.

This paper describes the evolution of the Institute, including changes to its mission, governance, and staffing.

Many organizations inside and outside state government conduct research. The Institute's structure and purpose can be distinguished from many policy research organizations by the following characteristics:

- The legislature selects and funds the research topics.
- The governing board includes representatives from the legislature (ten), executive branch (two), and higher education (four). Legislators serve as chairs. Legislative members are equally representative of the two bodies and two parties.
- Publications are written for readers without research expertise.
- The staff is altogether nonpartisan, following the model of legislative committee staff. The Institute does not promote its work or advocate for policy solutions.

Suggested citation: Janie Maki with Roxanne Lieb (2009). *Washington State Institute for Public Policy: Origins and Governance*, Olympia: Washington State Institute for Public Policy, Document No. 09-06-4101.

To fund the Institute, the Legislature's 1983–85 biennial budget included an additional \$300,000 for Evergreen's "general fund for general college purposes, including research, plant maintenance, institutional support, and instruction."<sup>4</sup>

The Institute's first Board of Directors' meeting, held July 14, 1983, was led by Dan Evans, then President of Evergreen. The first director was appointed in 1983.<sup>5</sup> The Institute has continued to operate as a center inside The Evergreen State College; one of seven public service centers, the College views the centers as a "conduit between Evergreen and a wider community, enriching and broadening the exchange of knowledge in an ever-widening circle."<sup>6</sup> Fiscal, administrative, and personnel support are provided by the College.

## INSTITUTE CHARTERS AND GOVERNANCE

Many states have policy-oriented research capacity located both inside and outside state government. Organizations like the Institute that balance government and higher education are more rare. This section reviews the governance structure of the Institute as it evolved from the more common form of think tank, located and identified with higher education, to an organization located in higher education that primarily serves government.

**Purpose.** In 1983, a proposed charter for what was called the "Policy Research Institute" was presented to the Board of Directors at its first meeting.<sup>7</sup>

*The Institute is established and sponsored by The Evergreen State College following specific funding from the legislature in the 1983-1985 Biennial Budget. The funding was in direct response to House Floor Resolution No. 82-176, which requested that the Council for Postsecondary Education study "the*

*potential of focusing higher education's resources in assisting state government, through some readily available means." The Council, in its subsequent "Six-Year Plan for Higher Education in the State of Washington" recommended that The Evergreen State College should "strengthen its relationship to Olympia and the seat of state government through the establishment of a state government policy research resource center."*

*The Institute...is to serve the needs of policy-makers by involving the state's academic talent in the study of important statewide issues. The Institute undertakes research studies, sponsors conferences, publishes monographs, and otherwise assists in promoting the flow of information between academics and state and local officials.*

The proposed charter went on to say:

*The Board operates to ensure that the Institute is producing a beneficial service commensurate with the level of public support provided. The Board approves the appointment of an Executive Director, who is responsible for the operations of the Institute. The Board establishes priorities for the Institute and reviews all projects.*

When considering the charter at the first meeting in 1983, members discussed expanding the Institute's role from studying "important statewide issues" to including local government and judicial branch issues. Members agreed it was important for the Institute to focus on "applied research, the kind of research which policy makers actually need and will be predisposed to utilize."<sup>8</sup>

A revised charter was adopted at the Institute's second meeting on September 8, 1983 (see Appendix B). It was rewritten to emphasize dialogue and cooperation between lawmakers and academics:

*The Institute provides a forum for creative exchanges on statewide issues involving state and local governments. It exists to promote dialogue and cooperation between policy-makers and the academic resources of Washington State. From this sustained interaction between theoreticians and practitioners, the two-fold expectation is that of more applicable research and more informed policy making.*

<sup>4</sup> Chapter 76, Laws of 1983, 1st Executive Session § 122 (3).

<sup>5</sup> Leonard Mandelbaum was appointed the Institute's first Director in 1983, a position held for one year. Russ Lidman directed the Institute until 1989 when he left to become Evergreen's Provost. Tom Sykes replaced him and served until 1997. Since then, Roxanne Lieb has been the Institute's Director. Steve Aos was named Associate Director in 1998 and has served in that position since then.

<sup>6</sup> <<http://www.evergreen.edu/subsites/publicservicecenters.htm>>

<sup>7</sup> The files do not indicate who wrote the original charter.

<sup>8</sup> Board meeting minutes, July 14, 1983.

The charter also stated, “The Institute pursues its goals through several structured activities.” These activities—networking, research, conferences, publications, and fellowships—were described.

**Board of Directors.** The makeup of the Board changed several times until 1996. Legislative representation increased from six legislators (three from each body) to eight members in 1992.<sup>9</sup> The two Evergreen members were the only representatives from the state’s universities until 1985 when the three regional university representatives were added as non-voting members; Evergreen’s Master of Public Administration director was removed at that time.

Since House and Senate staff provide non-partisan research support to legislators, members wanted to ensure that the Institute avoid

duplication of roles and added the Senate and House staff directors to the Board as non-voting members in August 1984.

Both the university members and staff directors were given voting privileges in 1996.

The majority of the current Board members are legislators (eight of 16) and their legislative staff directors (two). The executive branch and higher education balance the organization’s “three-legged stool.” By housing the organization within higher education, the organizers created some distance from potential political pressure on study conclusions.

**Exhibit 1  
Board Membership Over Time**

| 1983                                 | 1984  | 1985  | 1992  | 1996                                   |
|--------------------------------------|---|---|---|--|
| Majority Leader of the Senate        | Majority Leader of the Senate                 | Majority Leader of the Senate                 |   |  |
| Speaker of the House                 | Speaker of the House                          | Speaker of the House                          |   |  |
| Evergreen’s MPA director             | Evergreen’s MPA director                      | Evergreen’s MPA director                      |   |  |
| Evergreen’s provost                  | Evergreen’s provost                           | Evergreen’s provost                           | Evergreen’s provost                           |  |
| Two senators from each caucus        | Two senators from each caucus                 | Two senators from each caucus                 | Four senators from each caucus                | Four senators from each caucus         |
| Two representatives from each caucus | Two representatives from each caucus          | Two representatives from each caucus          | Four representatives from each caucus         | Four representatives from each caucus  |
| Two governor appointees              | Two governor appointees                       | Two governor appointees                       | Two governor appointees                       | Two governor appointees                |
|                                      | Senate and House staff directors (non-voting) | Senate and House staff directors (non-voting) | Senate and House staff directors (non-voting) | Senate and House staff directors (two) |
|                                      |   | Three university representatives (non-voting) | Three university representatives (non-voting) | Three university representatives       |
|                                      |   |   |   | Evergreen’s president                  |

<sup>9</sup> Interestingly, although the organization has always been identified as non-partisan, the Majority Leader of the Senate and Speaker of the House (as well as two legislators from each caucus of each body) officially remained Board members until 1992.

## MISSION STATEMENT

During its early years, the Board considered several possibilities regarding the Institute's mission and focus. In a 1986 letter to the Board, the Director reflected on his first year in the position and clarified the Institute's role:<sup>10</sup>

*We help to bridge a very wide gap between state government and the academic community. Many, perhaps most, non-academics do not have experience in applying their skills in a non-academic setting. Likewise, many in state government lack experience in evaluating the skills or in assessing the likely contribution of academics. Frequently academics with different backgrounds and distinct levels of competence look the same to the outside viewer. We try to identify qualified academics and bring them together with the sorts of interesting problems which you put on our work plan.*

*Several Board members described this as a "brokering" role...a proper way of looking at part of our work. But it is not a complete picture. We are "developers" as well as brokers. We try to design projects in a way which best gets at the questions or issues presented to us. We put together or co-sponsor conferences which explore themes of current or continuing interest. We have been putting out a quarterly newsletter in which we seek to focus the attentions of a spectrum of academics and analysts on some concern, such as family income patterns or emerging trends in the state's economy. We designate the direction of the academic research we fund.*

*In general we work toward two ends. First we try to produce information which can contribute to public policy. Second we try to expose academics to the public arena, and public officials to the academic arena, and we work to see that this interaction or, better, collaboration benefits both parties.*

At the January 12, 1987, Board meeting, members discussed the Institute's goals and agreed to develop a mission statement. The Institute's first mission statement was approved on December 2, 1987 (see Appendix C).

<sup>10</sup> Memo to the Board from Russell L. Lidman, Director, July 22, 1986.

## **Exhibit 2** **Current Mission Statement** Adopted March 22, 1994

The mission of the Washington State Institute for Public Policy is to assist policymakers, particularly those in the legislature, in making informed judgments about important, long-term issues facing Washington State.

Through its activities the Institute will...

- benefit the state's policymakers by making available to them timely, useful and practical research products of the very highest quality; and
- enrich the academic environment by involving faculty and students at Washington's public and private universities in activities that meet the information and applied research needs of the state's policymakers.

Toward these ends the Institute will...

- initiate, sponsor, conduct, and publish research which is directly useful to policymakers;
- organize conferences on current state issues which bring together policymakers and leading academics;
- manage reviews and evaluations of technical and scientific topics as they relate to major long-term issues facing the state; and
- seek to strengthen the links between state government and Washington's academic community in the interest of more informed policymaking and more relevant academic research.

The Board of the Institute, representing the legislature, as well as the executive and the academic community, determines which of the important issues facing the state will occupy the attention and resources of the Institute. The Board assumes the major role in directing the Institute's activities, consistent with this mission.

## BYLAWS

The subject of bylaws was raised in 1993, they were adopted in 1994, and have been revised three times since then. The bylaws combined the authorization, mission, and governance into a single document. They have primarily been used to clarify the Institute's relationship to its host organization and the selection of study topics.

The 1994 bylaws focused on the relationship between the Institute and Evergreen. As noted in the September 17, 1993, minutes, "The Board and Institute staff understand that the Board governs all aspects of the Institute. The College appears to believe that Evergreen's Provost supervises the activities of the Institute. This ambiguity is best clarified before a new provost is hired at Evergreen."

The Board agreed that bylaws were needed, and asked the Director to draft language.

The Director worked with Evergreen’s President to define the relationship between the two entities and clarify each organization’s role.<sup>11</sup> From these discussions, bylaws were proposed and adopted in March 1994 (see Appendix D). The Institute was moved from the Provost’s portfolio of responsibility to the President’s office. The key provisions were as follows:

*The Institute director, appointed by and reporting to the Board, is responsible for all operations of the Institute, including hiring and supervision of staff, contracting with university and other researchers, project management, and liaison with legislative leadership and legislative staff.*

*For business and personnel matters, the Institute director works through the office of the provost at The Evergreen State College. The Institute Board, however, is the decision authority for all matters affecting the Institute.*

In addition to clarifying the relationship of the College to the Board, the bylaws incorporated the Institute’s authorization, charter, and mission statement. The bylaws also explained how the Institute receives funding, and included the following clarification:

*Unlike public policy institutes in other higher education settings, the Washington State Institute for Public Policy does not pursue non-state funding for policy studies, unless specific projects and proposed funding applications are approved by the Institute Board. The Institute’s major mission is to ensure that the needs of the Washington Legislature for high quality, non-partisan, applied academic research on relevant public policy issues are met.*

**1994 bylaw changes.** The position of Board chair has been revised several times. Evergreen’s provost served as chair through 1993; having this position as chair reinforced higher education’s primary ownership role in the early years of the Institute. In 1994, the chair position was changed, rotating among legislative members who served one-year terms.

**1998 bylaw changes.** The House and Senate staff directors were designated as co-chairs with this change; each to serve two-year terms. The staff directors were selected because members believed that this structure reinforced the Board’s non-partisan identity.

The Board’s representative from Evergreen was officially changed from the College’s provost to its president, and the bylaws stipulated that the Institute would work through the president’s (rather than provost’s) office. The presidents of Evergreen have allowed the staff to concentrate their full attention on research projects. The Institute is not required to dedicate staff time to college committee work.

**Exhibit 3  
Board Chairpersons Over Time**

| Start of Term | Chair   |
|---------------|---|
| 1983          | Evergreen’s Provost   |
| 1993          | Legislator (serves one-year term)   |
| 1998          | House or Senate staff director (rotating two-year term)                         |
| 2004          | Legislators, co-chairs (representation from both parties; serve two-year terms) |

**2001 bylaw changes.** The bylaws were amended to clarify how the organization would determine whether to accept projects with funding sources outside the legislature. The organization’s leaders wanted to ensure that the Institute did not become a “for hire” evaluation entity by adding the following language:

- **Outside research.** With staff expertise valuable to public policymakers in state agencies as well as the legislature, the Institute shares its expertise with state agencies, both through one-time requests and contracts for research.
- **Research databases.** Data sharing agreements will be implemented to provide agencies with the integrated research databases created by the Institute.
- **Criteria for decision-making.** Institute staff can consider additional opportunities for research and share their research databases with other agencies if the project has importance to the state and is consistent with the Institute’s mission of non-partisan policy research for a legislative audience. Additional factors will be considered as well.

<sup>11</sup> Tom Sykes, the Institute’s Director, and Jane Jervis, Evergreen’s President.

- **Decision-making process.** If the above criteria are met, the Institute may participate in research projects outside legislative/Board origination or allow other researchers to use its databases with the following stipulations: Projects of less than \$5,000 may be undertaken; projects of \$5,000 to \$25,000 require that a majority of members approve the proposal by fax or email; and projects over \$25,000 require approval at a Board meeting.

**2004 bylaw changes.** The most recent amendments to the bylaws determined that the Institute Board is co-chaired by a House and Senate member, with representation from both parties. The co-chairs serve for two years.

## RESEARCH

During its first months of operation, the Board discussed several policies that would determine the Institute's selection of research projects. At this time, most legislators were unaware of the Institute; therefore, there were few assignments from the body. The Institute's budget was sufficient for a certain number of projects and these were determined by the Board.

In an October 1983 memo to the Board, the Chair wrote, "The perfect project, like the perfect wave, exists only in our imagination. Criteria can be useful if we acknowledge that no one project will meet all. Some combination of 'substantive' and 'institutional' criteria should be necessary to qualify a project. It will be unlikely that any project would satisfy all criteria."

The suggested criteria to be used for selecting projects were as follows:

- **Substantive.** Problems that can be anticipated; chronic issues which policy or implementation has not solved; issues that require analysis; and issues where neutral or outside perspective can facilitate breakthrough.
- **Institutional.** Ability to produce through qualified project directors; ability to fund through outside sources or the Institute's budget; ability to produce on time; visibility

potential; avoidance of competition with legislators and legislative committees; support of legislative committees and agencies; and support of local government.

- **New Models.** Does the project help the Institute develop or apply new models or approaches to public policy that could result in a useful social contribution by moving through, or around old barriers?

**Facilitation.** Does the project help make the Institute a place where conflicting parties can break a stalemate by using the Institute as a facilitator and/or neutral problem analyst?

The following process for reviewing proposed projects was included in the Chair's memo:

- Be open to project recommendations from many sources, including faculty, citizen groups, legislators, executive agencies, local government leaders, and legislative staff.
- Determine whether the project is feasible.
- Review the projects recommended for inclusion, exclusion, or deferral.

The memo indicated that the Institute could meet its charter obligations through several delivery modes:

- Major research projects
- Modest research projects
- Networking services, such as brokering academic expertise for proposed legislation
- Conferences and seminars
- Legislative orientations

The 1983 memo also listed research topics, suggested by the Board, for which staff had developed bibliographies. Three areas that drew consistent attention were poverty, criminal justice, and pensions.

Members expressed concern that, without a mechanism for reviewing and approving projects, the Institute could become a catchall for last-minute studies with ambiguous purposes (for example, failed policy bills turned into study bills in

the last hours of the session to appease the bill's sponsor). House and Senate staff directors were added to the Board to ensure the Institute's research agenda did not duplicate the legislative staff's role. In addition, members adopted the following guidelines for project approval:

- 25 percent of Institute resources would be for requests from the legislature;
- 50 percent for Board requests; and
- 25 percent for other issues that would come up during the biennium.<sup>12</sup>

**Legislation-Directed Studies.** The Institute's first legislative assignments, from the 1984 supplemental budget and 1985–86 biennial budget, were summarized at an April 1985 Board meeting:

- Status report on children's mental health prevention programs
- Hazardous materials incident management
- Poverty and jobs: Barriers to self-sufficiency
- Racial and ethnic disparities in state's prisons
- Alternative justice: The potential for local mediation centers in Washington
- Economic model for Washington's state economy

To some extent, the Institute and another Washington State entity, the Joint Legislative Audit and Review Committee (JLARC)<sup>13</sup> have overlapping purposes and skills. To help legislators and staff understand the two organizations' roles, staff from each entity identified differences and similarities in their roles and purposes (see Appendix F). For some projects, staff from the two organizations have worked together.

In 2006, Board members discussed the extensive assignments to the Institute. They expressed concern that the legislative assignments included several projects with short

turn-around times. A resolution was passed stating that "Board members exercise their judgment to prioritize staff resources to focus on quality research."

**Conferences.** The original charter specified that the Institute would regularly sponsor conferences for policymakers and scholars. The first conference was held in 1985: Trends in the Support of Families. Over the next ten years, the Institute sponsored or co-sponsored approximately 20 additional conferences. The last was held in 1994; staff have concentrated since on written reports, another goal specified in the charter.

**Fellows Program.** In 1988, the Director proposed creating two full-time equivalent positions at the Institute for public policy fellows. The positions were to be filled by academics from the state's four-year colleges and universities. Fellows were in residence at the Institute for up to one year.

The program was designed to increase the legislature's and executive's access to the state's academic talent, as well as to enrich the academic environment by involving faculty in research on current public policy issues.

The Director's proposal explained that "the program would help address a problem about which many academics and their intended audiences complain: research products frequently cannot find or cannot communicate with a public sector audience."<sup>14</sup> The fellows were to conduct applied research in collaboration with legislative or executive agency staff; Institute staff would help guide the project.

The Board approved creation of the program at its September 1988 meeting. The 1989–91 biennial budget funded the Washington Public Policy Fellows Program with an appropriation of \$326,000.

<sup>12</sup> These guidelines were to be in effect for one year.

<sup>13</sup> RCW 44.28

<sup>14</sup> Memo to the Board of Directors from Russell M. Lidman, Director, September 26, 1988.

The Institute sponsored eight fellows from 1989 through 1992; academics from the University of Washington, Washington State University, Eastern Washington University, and the University of Puget Sound participated. A variety of topics were studied:

- Models of school reform
- Juvenile issues
- Community Protection Act benefit-cost analysis
- Drug affected infants and children
- Economics of welfare, divorce, child support
- Capital facilities construction policy
- Growth management and planning
- Water resource policy and rural economic development

Funding for the Policy Fellows Program ended in 1992. In recent years, the Institute has used its staff to direct research projects, frequently relying on academics inside and outside the state as expert consultants. This method of project management allows the Institute to undertake more assignments; staff time does not need to be allocated to teaching fellows how to operate in a legislative environment.

## **COST-BENEFIT AND EVIDENCE-BASED ANALYSES**

In recent years, Institute staff have received several legislative assignments to analyze evidence-based programs that could be implemented in Washington State. Staff developed a cost-benefit model to estimate costs and benefits associated with state policies and programs.<sup>15</sup> Starting with studies in criminal justice, the Institute's cost-benefit work has been expanded to many additional topic areas. The publications in this area are listed in Exhibit 4.

<sup>15</sup> Washington's initiative to use evidence and economics has not only proven useful to actual policymaking in Washington, but, via the internet and public presentations, Washington's efforts have become noticed elsewhere in the United States, Europe, Australia, and New Zealand. Institute staff have had inquires from many states and several countries about how the Washington approach works and whether it could be transferred.

This cost-benefit work and other studies have been cited in the state's operating budget as part of the justification for funding decisions (see Appendix E). The Institute's approach in the criminal justice field is summarized in a recent journal article.<sup>16</sup>

### **Exhibit 4 Institute Cost Benefit Studies<sup>17</sup>**

*Evidence-Based Programs to Prevent Children from Entering and Remaining in the Child Welfare System: Benefits and Costs for Washington*, S. Lee, S. Aos, M. Miller, July 2008, document number 08-07-3901.

*Report to the Joint Task Force on Basic Education Finance: School Employee Compensation and Student Outcomes*, S. Aos, M. Miller, A. Pennucci, December 2007, document number 07-12-2201.

*Benefits and Costs of K-12 Educational Policies: Evidence-Based Effects of Class Size Reductions and Full-Day Kindergarten*, S. Aos, M. Miller, J. Mayfield, March 2007, document number 07-03-2201.

*Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates*, S. Aos, M. Miller, E. Drake, October 2006, document number 06-10-1201.

*Evidence-Based Treatment of Alcohol, Drug, and Mental Health Disorders: Potential Benefits, Costs, and Fiscal Impacts for Washington State*, S. Aos, J. Mayfield, M. Miller, W. Yen, June 2006, document number 06-06-3901.

*Evidence-Based Adult Corrections Programs: What Works and What Does Not*, S. Aos, M. Miller, E. Drake, January 2006, document number 06-01-1201.

*Benefits and Costs of Prevention and Early Intervention Programs for Youth*, S. Aos, R. Lieb, J. Mayfield, M. Miller, A. Pennucci, July 2004, document number 04-07-3901.

*The Criminal Justice System in Washington State: Incarceration Rates, Taxpayer Costs, Crime Rates, and Prison Economics*, S. Aos, January 2003, document number 03-01-1202.

*The Comparative Costs and Benefits of Programs to Reduce Crime, v 4.0*, S. Aos, P. Phipps, R. Barnoski, May 2001, document number 01-05-1201.

*Watching the Bottom Line: Cost-Effective Interventions for Reducing Crime in Washington*, S. Aos, R. Barnoski, R. Lieb, January 1998, document number 98-01-1201.

<sup>16</sup> E. Drake, S. Aos & M. Miller (2009). Evidence-based public policy options to reduce crime and criminal justice costs: Implications in Washington State. *Victims & Offenders* 4, 170-196.

<sup>17</sup> These reports are available on the Institute's website: <http://www.wsipp.wa.gov/>



## **EXPERT CONSULTANTS**

To assist with complex research tasks, the Institute has developed contracts with experts in meta-analysis and econometric modeling. These consultations offer timely and focused review of specific Institute products during their development. This arrangement offers the benefits of external review while still allowing us to meet our legislatively directed deadlines.

## **RESEARCH DISSEMINATION**

The Institute's reports are distributed to the state legislature, executive branch, and stakeholders. The Institute maintains an email distribution list that allows individuals and organizations to sign up to receive notices when reports are completed.

When requested by legislative members, Institute staff present study findings to legislative committees. The Institute does not issue press releases or promotional materials regarding its publications, nor do staff testify at hearings unless invited. The Institute thus maintains an identity as a resource for legislators, and does not engage in activities typically associated with advocacy groups.

## **FUNDING**

The Institute continues to receive "base" funding through Evergreen's legislative appropriation. Currently, the Institute's base budget is approximately \$600,000 per fiscal year. These funds cover the salaries of four Institute employees.<sup>18</sup>

Fiscal and administrative services are provided by Evergreen; the Institute pays the College an indirect rate of 5 ½ percent of all monies received for studies. This fee covers the Institute's accounting and personnel services that are administered by the College. An additional 6 ½ percent, for rent, is charged to agencies with whom the Institute contracts.

When legislators propose research projects for the Institute, staff submit a fiscal note estimating the costs. Funding must be included in the operating budget for the project to proceed. In recent years, the projects funded beyond the base budget have varied between approximately \$300,000 and \$700,000 per fiscal year. The salaries for most Institute employees are covered by the studies funded in budget bills, either through Evergreen's or other state agency budgets.

In the early years, the Institute's Board expected staff to selectively pursue additional funding from appropriate sources. This direction was changed with the 2001 amendment to the bylaws. The Board wanted to ensure that the Institute investigate topics of priority interest to the legislature, as opposed to pursuing priorities of other organizations (foundations, local and federal governments, etc.).

As mentioned earlier, the current bylaws require that staff receive Board approval for non-legislative projects over \$5,000. In recent years, some proposals have been approved while others have not.

## **LOCATION**

Institute offices were located on The Evergreen State College's campus during the Institute's first 15 years. The campus is located in west Olympia, approximately eight miles from the state capital. In 1998, a shortage of office space and computer resources at the College caused the Institute to move its offices to downtown Olympia.

The downtown location is less than one mile from the state capitol campus. This proximity saves staff time as well as the cost of travel to frequent meetings with legislators and staff at the capitol campus.

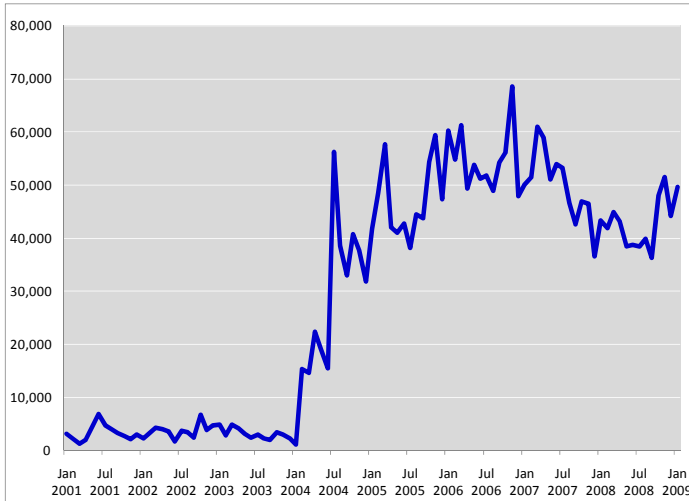
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<sup>18</sup> Director, associate director, and administrative staff.

## WEBSITE

The Institute's website debuted in 1996. Reports are available for downloading and are organized by policy area, author, title, or date. The cost-benefit studies attract a national audience and, therefore, have the most downloads.

**Exhibit 5**  
**Report Downloads**  
**January 2001 – January 2009**



## SUMMARY

This paper reviews the evolution of the Institute's mission and governance. Establishing an entity that serves state government, while maintaining ties to higher education, has required periodic adjustments to the Institute's structure.

In recent years, representatives from other states have expressed interest in creating organizations similar to the Institute.<sup>19</sup> It is our hope that this paper can help guide these pursuits.

<sup>19</sup> For example, in the spring of 2009, Washington DC issued a Request for Proposals for a Juvenile and Criminal Justice and Policy Institute Grant Program that is modeled after the Institute. For additional information, contact Josh Weber, DC Justice Grants Administration: [josh.weber@dc.gov](mailto:josh.weber@dc.gov)

## APPENDIX A: AUTHORIZATION

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### RESOLUTION

HOUSE RESOLUTION NO. 82-176, by Representatives McDonald, Heck, Dawson and Pruitt:

WHEREAS, The state's higher education institutions are a source of knowledge that can be applied to the solving of the state's economic and social problems; and

WHEREAS, The development and administration of public policy by state government is enhanced through the availability of the best possible knowledge base; and

WHEREAS, The important knowledge resource of our higher education institutions is not readily available to state policymakers and administrators; and

WHEREAS, Other states have developed means to focus higher education resources to assist in solving public problems;

NOW, THEREFORE, BE IT RESOLVED, By the House of Representatives, That the potential of focusing higher education resources in assisting state government, through some readily available means, be studied by the Council for Postsecondary Education and a report provided to the 1983 regular session of the Legislature; and

BE IT FURTHER RESOLVED, That copies of this Resolution be transmitted by the Chief Clerk of the House of Representatives to the Council for Postsecondary Education.

On motion of Mr. McDonald, House Resolution No. 82-176 was adopted.

*1982 Legislative Session*

## **APPENDIX B: CHARTER**

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### **ORIGINAL CHARTER ADOPTED SEPTEMBER 8, 1983**

#### **NAME**

There is hereby created the Washington State Institute for Public Policy, hereinafter referred to as the Institute.

#### **AUTHORIZATION AND PURPOSE**

The Institute is established and sponsored by The Evergreen State College following specific funding from the legislature in the 1983–1985 Biennial Budget. The funding was in direct response to House Floor Resolution No. 82-176, which requested that the Council for Postsecondary Education study “the potential of focusing higher education’s resources in assisting state government, through some readily available means.” The Council, in its subsequent “Six-Year Plan for Higher Education in the State of Washington” recommended that The Evergreen State College should “strengthen its relationship to Olympia and the seat of state government through the establishment of a state government policy research resource center.”

The Institute is altogether non-partisan. The Institute provides a forum for creative exchanges on statewide issues involving state and local governments. It exists to promote dialogue and cooperation between policy-makers and the academic resources of Washington State. From this sustained interaction between theoreticians and practitioners, the two-fold expectation is that of more applicable research and more informed policy making.

The Institute pursues its goals through several structured activities:

1. **Networking** – To assist policy-makers and scholars, the Institute will assemble and periodically update bibliographies of already completed research relevant to issues under consideration in the legislature, executive agencies and the judiciary. The Institute will act as a clearinghouse of information and will connect scholars and policy-makers with shared concerns.
2. **Research** – The Institute will undertake long and short-term research projects on issues of importance to the State of Washington
3. **Conferences** – The Institute will regularly sponsor conferences of policy-makers and scholars on various policy matters. Out of these conferences will emerge a shared sense of policy issues and a research agenda.
4. **Publications** – The Institute will periodically publish monographs on pertinent issues. The publications will summarize existing knowledge, present new findings, research policies pursued in other states, and clarify the implications of various policy options.
5. **Fellowships** – The Institute will regularly award fellowships of varying duration to senior and junior-level scholars to do applied research on designated problems.

#### **GOVERNANCE**

The Institute is governed by a Board of Directors. The Board of Directors is made up of the following ten members:

- The Majority Floor Leader of the State Senate;
- One Senator representing each caucus of the Senate;
- The Speaker of the House of Representatives;
- One Representative from each caucus of the House of Representatives;
- Two individuals appointed by the Governor;
- The Provost of The Evergreen State College, who shall serve as the Chairperson;
- The Director of the Master of Public Administration Program of The Evergreen State College.

A majority (six) of the members of the Board shall be necessary and sufficient to constitute a quorum. Official action of the Board requires a majority vote of the members of the Board.

The Board operates to ensure that the Institute is producing a beneficial service commensurate with the level of public support provided. The Board approves the appointment of an Executive Director who is responsible for the operations of the Institute. The Board establishes priorities for the Institute and reviews all projects.

## **Revised Charter Adopted September 5, 1985**

### **AUTHORIZATION AND PURPOSE**

The Institute is established and sponsored by The Evergreen State College following specific funding from the legislature in the 1983–1985 Biennial Budget. The funding was in direct response to House Floor Resolution No. 82-176, which requested that the Council for Postsecondary Education study “the potential of focusing higher education’s resources in assisting state government, through some readily available means.” The Council, in its subsequent “Six-Year Plan for Higher Education in the State of Washington” recommended that The Evergreen State College should “strengthen its relationship to Olympia and the seat of state government through the establishment of a state government policy research resource center.”

The Institute is altogether non-partisan. It is to serve the needs of policy-makers by involving the state’s academic talent in the study of important statewide issues. The Institute undertakes research studies, sponsors conferences, publishes monographs and otherwise assists in promoting the flow of information between academics and state and local officials.

### **GOVERNANCE**

The Institute is governed by a Board of Directors. The Board of Directors is made up of the following members:

The Majority Floor Leader of the State Senate (or his/her named designee);

One Senator representing each caucus of the Senate;

The Speaker of the House of Representatives (or his/her named designee);

One Representative from each caucus of the House of Representatives;

Two individuals appointed by the Governor (representing the executive branch, at least one of whom is affiliated with the Governor’s office);

The Provost of The Evergreen State College, who shall serve as the Chairperson;

Three individuals employed by institutions of higher education, knowledgeable about and involved in public policy in the state; one from the university of Washington, one from Washington State University and one from a regional university or college (non-voting);

The Director of the Senate Committee Services (non-voting);

The Director of the Office of Program Research of the House of Representatives (non-voting).

A majority (five) of the voting members of the Board shall be necessary and sufficient to constitute a quorum. Official action of the Board requires a majority vote of members of the Board.

The Board operates to ensure that the Institute is producing a beneficial service commensurate with the level of public support provided. The board approves the appointment of an Executive Director, who is responsible for the operations of the Institute. The board establishes priorities for the Institute and reviews all projects.

Legislators serve as long as their respective caucuses designate them a representatives; academic representatives serve three-year terms which may be renewed; individuals appointed by the Governor serve at the pleasure of the Governor.

## APPENDIX C: MISSION STATEMENT

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The mission of the Washington State Institute for Public Policy is to assist policymakers, and particularly those in the legislature, in making informed judgments about the most important long-term issues facing Washington State.

Through its activities the Institute will...

- benefit the state's policymakers by making available to them timely and useful academic products of the very highest quality; and
- enrich the academic environment by involving faculty and students in activities directed toward meeting the information and applied research needs of the state's policymakers.

Toward these ends the Institute will...

- initiate, sponsor and publish research by the academic community which is directly useful to policymakers;
- organize conferences on current state issues which bring together policymakers and leading academics;
- manage reviews of technical and scientific topics as they relate to major long-term issues facing the state;
- conduct seminars on analytical techniques and topical issues; and
- seek to strengthen the links between state government and Washington's academic community in the interest of more informed policy-making and more relevant academic research.

The board of the Institute, representing the legislature, as well as the executive and the academic community, determines which of the important issues facing the state will occupy the attention and resources of the Institute. The board assumes the major role in directing the Institute's activities, consistent with this mission statement.

*Adopted by the Institute Board  
December 2, 1987<sup>20</sup>*

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<sup>20</sup> This original Mission Statement was modified in 1991 when the phrase "conduct seminars on analytical techniques and topical issues" was eliminated. Minor changes were also made when incorporated into the Institute's bylaws in 1994.

## APPENDIX D: BYLAWS

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### Original Bylaws, June 1994

#### BACKGROUND AND AUTHORIZATION

The Washington State Institute for Public Policy was established through specific funding from the Washington Legislature in the 1983-85 biennial budget, in the appropriation for The Evergreen State College. This funding was in direct response to House Floor Resolution 82-176, requesting the Council on Postsecondary Education (predecessor to the Higher Education Coordinating Board) to study "...the potential of focusing higher education's resources in assisting state government, through some readily available means."

The Institute has been in operation since September 1983 and is located at The Evergreen State College. The Institute is altogether non-partisan.

#### MISSION

The mission of the Washington State Institute for Public Policy is to assist policymakers, particularly those in the legislature, in making informed judgments about important, long-term issues facing Washington State.

Through its activities the Institute will...

- *benefit the state's policymakers by making available to them timely, useful and practical research products of the very highest quality; and*
- *enrich the academic environment by involving faculty and students at Washington's public and private universities in activities that meet the information and applied research needs of the state's policymakers.*

Toward these ends the Institute will...

- *initiate, sponsor, conduct, and publish research which is directly useful to policymakers;*
- *organize conferences on current state issues which bring together policymakers and leading academics;*
- *manage reviews and evaluations of technical and scientific topics as they relate to major long-term issues facing the state; and*
- *seek to strengthen the links between state government and Washington's academic community in the interest of more informed policymaking and more relevant academic research.*

The Board of the Institute, representing the legislature, as well as the executive and the academic community, determines which of the important issues facing the state will occupy the attention and resources of the Institute. The Board assumes the major role in directing the Institute's activities, consistent with this mission.

#### GOVERNANCE

A Board of Directors governs the Institute, appoints the Institute director, establishes practical research priorities for the Institute and reviews and provides oversight for all Institute projects. The Institute Board is made up of the following sixteen members:

Two senators from each caucus of the Washington State Senate (four senators);

Two representatives from each caucus of the Washington State House of Representatives (four representatives);

Two individuals appointed by the Governor (preferably, state agency directors);

Provost<sup>21</sup> of The Evergreen State College and provosts, or designated representatives, of the University of Washington, Washington State University, and, on a rotating basis, from the regional public universities (four provosts, or provost representatives);

Director of Senate Committee Services; and

Director of the Office of Program Research in the House of Representatives.

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<sup>21</sup> Amended in 1998 to read: President of The Evergreen State College.

The position of chair of the Board rotates between the director of the House office of Program Research and the director of Senate Committee Services.<sup>22</sup>

Legislators serve as long as the Majority Leader of the Senate and the Speaker of the House of Representatives designate them as members of the Institute Board. University members of the Board serve three-year terms, which may be renewed at the discretion of the university in question. Members of the Board appointed by the Governor serve at the pleasure of the Governor.

The Institute Board meets at least quarterly, or more frequently when relevant issues arise. The Institute director convenes and moderates Board meetings.<sup>23</sup> As much as practicable, Board decisions are by consensus. The chair serves as a point of contact between the Board and the College president on matters of governance.<sup>24</sup>

The Institute director, appointed by and reporting to the Board, is responsible for all operations of the Institute, including hiring and supervision of staff, contracting with university and other researchers, project management, and liaison with legislative leadership and legislative staff. Should a vacancy arise in the position of director, the chair shall convene a Board meeting.<sup>25</sup>

For business and personnel matters, the Institute director works through the office of the provost<sup>26</sup> at The Evergreen State College. The Institute Board, however, is the decision authority for all matters affecting the Institute.

## LOCATION

The Washington State Institute for Public Policy is located on the campus of The Evergreen State College in Olympia, Washington. The Institute is one of several "public service" arms of the College.

## RESOURCES

Core funding for Institute operations and projects is contained in the biennial operating budget of The Evergreen State College. New projects are initiated and developed in the following ways:

- Legislative requests: Legislative committee chairs, legislative leadership and individual legislators can request the Institute to undertake a project on public policy topics likely to come before the legislature. Topics should be those that are amenable to the skills and focus of applied academic research. The Institute director will consult with the members of the Institute Board to decide which requests can be acted upon within existing Institute resources.
- Legislative mandates: Directions for new Institute projects can also be written into authorizing legislation and/or appropriations bills. Resources to implement these mandated projects are contained either in the Institute's funding through the appropriations for The Evergreen State College or in the appropriations for other state agencies. In the latter instances, line items specify that the state agency should contract with the Institute to implement the studies or projects named.

Unlike public policy institutes in other higher education settings, the Washington State Institute for Public Policy **does not** pursue non-state funding for policy studies, unless specific projects and proposed funding applications are approved by the Institute Board. The Institute's major mission is to ensure that the needs of the Washington Legislature for high quality, non-partisan, applied academic research on relevant public policy issues are met.

*Adopted by the Institute Board  
March 1994  
Amended April 1998*

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<sup>22</sup> This sentence was added to the bylaws in 1998. Legislative co-chairs were designated in 2004.

<sup>23</sup> Revised in 1998 to read: "The Board chair convenes and facilitates Board meetings."

<sup>24</sup> This sentence was added to the bylaws in 1998.

<sup>25</sup> Ibid.

<sup>26</sup> The office of the provost was changed to the office of the president in 1998.



# **Addition to 1998 Bylaws Adopted in 2001**

## **OUTSIDE RESEARCH**

The Institute's role is to assist policymakers, particularly those in the legislature, in making informed judgments about important, long-term issues facing Washington State. The Institute's major mission is to ensure that the needs of the Washington legislature for high quality, non-partisan, applied academic research on relevant public policy issues are met.

The Institute's work is directed primarily in two ways: (1) requests for analysis and research from the legislature (in authorizing legislation and/or appropriations bills), and (2) specific projects assigned by the Institute Board. The Institute does not pursue non-state funding for policy studies unless specific proposals are approved by the Board.

Through its work, however, the Institute has developed staff expertise that is valuable to public policymakers in state agencies as well as the legislature. The Institute is frequently asked to share its expertise, often as a one-time request for information but also sometimes through a contract for research.

## **RESEARCH DATABASES**

The Institute has created several integrated research databases to complete legislative assignments. For example, to evaluate the state's WorkFirst program, the Institute created a database that merges records from a number of different state agencies. For studies that require analysis of criminal recidivism, the Institute has established matching procedures to trace individuals across state information systems maintained by the Courts and the Department of Corrections.

Other researchers have requested access to the Institute's research databases. The amount of staff time needed to support these requests varies greatly by the type of request.

Data sharing agreements with the contributing state agencies require that the databases only be used for research purposes and that the Institute protect the confidentiality of individual records. The agreements also require that other researchers who desire access to the records must first obtain permission from the contributing agencies.

## **CRITERIA FOR DECISION-MAKING**

In considering additional opportunities for research and the outside use of the Institute's research databases, the Institute's primary consideration is the extent to which the work fulfills its mission and is consistent with existing directions from either the legislature or the Institute Board. The two primary criteria that must be met for requests to be considered are:

- Importance to State: What value does this project have for state-level policy research or state-level policymakers?
- Consistency With Long-Term Goals and Mission: Is the project associated with non-partisan policy research for a legislative audience?

In addition, the Institute will consider the following factors before agreeing to participate in research or provide access to research databases:

- Relationship to Current Institute Work: Does the Institute have direction to do this type of work?
- Staff Expertise: What is the Institute staff expertise on this topic?
- Staff Availability/Scope of Project: What are all aspects of the Institute's expected role in this project; are staff available to fill all aspects without detracting from existing assignments?
- Funding Availability: Would the proposed contract cover all costs of the Institute's involvement? If not, does the Institute have sufficient funds available to finance the study, and is the issue of sufficient merit to justify use of Institute funds?
- Independence: Does the project allow the Institute to assure its independence and impartiality?
- Audience: Is the primary audience the legislature? What is the level of interest in the topic?
- Sensitivity: How sensitive is the topic? Could the Institute's participation in this project be misconstrued as advocacy or endorsement for the results?
- Visibility: To what extent will information or assistance be required from non-state entities, such as schools, courts, or local offices? If so, will the project potentially compromise the willingness of respondents to later participate in legislatively mandated projects? Does this involve human subjects review?

## **DECISION-MAKING PROCESS**

The Institute may participate in research projects outside legislative/Board origination or allow other researchers to use its integrated research databases, provided the above criteria are met, and with the following stipulations:

- Staff may agree to undertake “de minimus” projects requiring less than \$5,000 in resources, provided projects are consistent with the Institute’s adopted criteria for decision-making, as listed above.
- For projects or assistance requiring \$5,000 to \$25,000 in resources, staff will notify Board members through fax and/or e-mail. Board members will communicate their approval or disapproval of the proposal. A majority of the members communicating back to staff must approve the proposal; however, staff will not act if fewer than six members approve.
- Projects or assistance over \$25,000 require approval of the Board as a whole at a Board meeting.

*Adopted by the Institute Board of Directors  
September 6, 2001*

## APPENDIX E: EXAMPLES OF 2008–09 STATE LEGISLATION REFLECTING INSTITUTE RESEARCH

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### Policy Bills

- **HB 1555 – 2009 Session: Underground Economy in the Construction Industry**

Sec. 13. The department of labor and industries, the employment security department, and the department of revenue shall coordinate and report to the appropriate committees of the legislature by December 1st of each year on the effectiveness of efforts implemented since July 1, 2008, to address the underground economy. The agencies shall use benchmarks and measures established by the institute for public policy and other measures it determines appropriate.
- **HB 1879 – 2009 Session Bill Report: School for the Deaf**

In 2002 the Washington State Institute for Public Policy (Institute) examined various models of deaf education and service delivery. In 2006 the Institute studied issues relating to the governance and operation of the Washington School for the Deaf (WSD). Following that study, the Legislature appropriated \$55,000 to the Institute for the purpose of contracting with a facilitator to conduct a series of meetings with stakeholders to discuss strengths and weaknesses of educational services available statewide to children who are deaf or hearing impaired.

In June 2007 the Institute published its report recommending that a single state agency be charged with overseeing the quality and outcomes of local, regional, and statewide schools and programs serving students who are deaf, hard of hearing, and deaf-blind. These recommendations represented a consensus of stakeholders. The bill establishes the Washington State Center for Childhood Deafness and Hearing Loss (Center). The WSD in Vancouver will remain as part of the Center.
- **HB 1919 – 2009 Session Bill Report: Drug Court Program**

In 2006 the Washington State Institute for Public Policy issued a preliminary and a final report summarizing their review of evidence-based programs for adult offenders. Participation by offenders in adult drug court programs reduced recidivism rates of the program participants by approximately 10 percent.
- **HB 2106 – 2009 Session Bill Report: Child Welfare Outcomes**

The 2007 Washington State Legislature directed the Washington State Institute for Public Policy (Institute) to study evidence-based, cost-effective programs and policies to reduce the likelihood of children entering and remaining in the child welfare system, including prevention and intervention programs.

The Institute estimated the statewide benefits of implementing an expanded portfolio of evidence-based programs and found that after five years of implementing such a strategy, Washington would receive long-term net benefits between \$317 and \$493 million (of which \$6 million to \$62 million would be net taxpayer benefits). Several of the cost-effective evidence based programs listed in the expanded portfolio are offered and available to a limited degree in the state, including:

  - ✓ Homebuilders program for intensive family preservation;
  - ✓ Parent-Child Interaction Therapy;
  - ✓ Nurse Family Partnership home visitation program; and
  - ✓ Parents as Teachers.

The bill directs DSHS to collaborate with community partners and stakeholders in two demonstration regions to develop a plan for implementing a core set of performance-based contracts to deliver evidence-based and promising prevention and intervention services to children and families to prevent the need for and reduce the length of stay in foster care.
- **SB 5288 – 2009 Session Bill Report: Static Risk Assessment**

The bill requires the Department of Corrections to assess the risk of an offender by using a "static" risk assessment tool developed by the Washington State Institute for Public Policy.

- **SB 5881 – 2009 Session Bill Report: Truancy**

A school district or juvenile court may establish a community truancy board for the purpose of improving a child's school attendance, and to determine interventions that will assist a child in attending school. A community truancy board functions as a diversion from juvenile court. A 2009 study by the Washington State Institute of Public Policy found that approximately 13 percent of school districts operate community truancy boards.

- **SB 5882 – 2009 Session Bill Report: Racial Disproportionality**

In 2004, the focus year for the analysis, WSIPP [Washington State Institute for Public Policy] identified 58,005 children referred to Child Protective Services (CPS). These children were followed through November 2007. WSIPP examined the proportions of children from various racial groups at different points in the child welfare system to determine whether disproportionality exists in the system.

SB 5882 requires WSIPP to evaluate DSHS's use of structured decision-making practices and the implementation of the family team decision-making model to determine whether and how those efforts result in reducing disproportionate representation of African-American, Native American, and Latino children in the state's child welfare system.

- **SHB 2551 – 2008 Final Bill Report: Juvenile Treatment Programs**

Programs provided to the offender must be research-based best practice programs as identified by the Washington State Institute for Public Policy or the Joint Legislative Audit and Review Committee.

- **SSB 6596 – 2008 Final Bill Report: Sex Offender Policy Board**

The Washington State Institute for Public Policy has published many papers over the years on sex offender issues at the behest of the Legislature. The Department of Corrections has been asked by the Legislature to perform various tasks related to sex offenders. Other states have instituted sex offender policy boards whose responsibility it is to stay apprised of the best practices, research, and risk management of sex offenders. These boards have been instrumental in those states in informing policy makers about various issues relating to sex offenders. The Sentencing Guidelines Commission (SGC) is directed to establish, staff, and maintain a sex offender policy board.

## Budget Bills

- **ESHB 1244 – 2009 Legislative Session**

- ✓ Sec. 202 (7) Within amounts appropriated in this section [DSHS Children and Family Services], priority shall be given to proven intervention models, including evidence-based prevention and early intervention programs identified by the Washington state institute for public policy and the department. The department shall include information on the number, type, and outcomes of the evidence-based programs being implemented in its reports on child welfare reform efforts.

- ✓ Sec. 203 (5) \$3,066,000 of the general fund--state appropriation for fiscal year 2010 and \$3,066,000 of the general fund--state appropriation for fiscal year 2011 are provided solely [to DSHS Juvenile Rehabilitation Program] for grants to county juvenile courts for the following programs identified by the Washington state institute for public policy (institute) in its October 2006 report: "Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs and Crime Rates": Functional family therapy, multi-systemic therapy, aggression replacement training and interagency coordination programs, or other programs with a positive benefit-cost finding in the institute's report. County juvenile courts shall apply to the juvenile rehabilitation administration for funding for program-specific participation and the administration shall provide grants to the courts consistent with the per-participant treatment costs identified by the institute.

(6) \$1,287,000 of the general fund--state appropriation for fiscal year 2010 and \$1,287,000 of the general fund--state appropriation for fiscal year 2011 are provided solely for expansion of the following treatments and therapies in juvenile rehabilitation administration programs identified by the Washington state institute for public policy in its October 2006 report: "Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs and Crime Rates": Multidimensional treatment foster care, family integrated transitions, and aggression replacement training. The administration may concentrate delivery of these treatments and therapies at a limited number of programs to deliver the treatments in a cost-effective manner.

(7)(a) For the fiscal year ending June 30, 2010, the juvenile rehabilitation administration shall administer a block grant, rather than categorical funding, of consolidated juvenile service funds, community juvenile accountability act grants, the chemical dependency disposition alternative funds, the special sex offender disposition alternative funds, the mental health disposition alternative, sentencing disposition alternative, and evidence-based program expansion grants to juvenile courts for the purpose of serving youth adjudicated in the juvenile justice system. Evidence-based programs, based on the criteria established by the Washington state institute for public policy, and disposition alternatives will be funding priorities. Funds may be used for promising practices when approved

by juvenile rehabilitation administration, based on criteria established in consultation with Washington state institute for public policy and the juvenile courts.

By September 1, 2009, a committee with four members, in consultation with the institute, shall develop a funding formula that takes into account the juvenile courts average daily population of program eligible youth in conjunction with the number of youth served in each approved evidence-based program or disposition alternative.

(b) By December 1, 2009, the committee established in (a) of this subsection, in consultation with Washington state institute for public policy, shall propose to the office of financial management and the legislature changes in the process of funding and managing, including accountability and information collection and dissemination, grants to juvenile courts for serving youth adjudicated in the juvenile court system use in the fiscal year ending June 30, 2011. The proposal shall include, but is not limited to: A process of making a block grant of funds consistent with (a) of this subsection; a program of data collection and measurement criteria for receiving the funds which will include targets of the number of youth served in identified evidence-based programs and disposition alternatives in which the juvenile courts and office of the administrator of the courts will have responsibility for collecting and distributing information and providing access to the data systems to the juvenile rehabilitation administration and the Washington state institute for public policy related to program and outcome data; and necessary changes to the Washington administrative code. (c) Within the funds provided for criminal justice analysis in section 610(4) of this act, the Washington state institute for public policy shall conduct an analysis of the costs per participant of evidence-based programs by the juvenile courts and by December 1, 2009, shall report the results of this analysis to the juvenile rehabilitation administration, the juvenile courts, office of the administrator of the courts, the office of financial management, and the fiscal committees of the legislature.

- ✓ Sec. 225 (1) Within the amounts appropriated in this section, the sentencing guidelines commission, in partnership with the courts, shall develop a plan to implement an evidence-based system of community custody for adult felons that will include the consistent use of evidence-based risk and needs assessment tools, programs, supervision modalities, and monitoring of program integrity. The plan for the evidence-based system of community custody shall include provisions for identifying cost-effective rehabilitative programs; identifying offenders for whom such programs would be cost-effective; monitoring the system for cost-effectiveness; and reporting annually to the legislature. In developing the plan, the sentencing guidelines shall consult with: The Washington state institute for public policy; the legislature; the department of corrections; local governments; prosecutors; defense attorneys; victim advocate groups; law enforcement; the Washington federation of state employees; and other interested entities. The sentencing guidelines commission shall report its recommendations to the governor and the legislature by December 1, 2009.

- **ESHB 2687 – 2008 Legislative Session (including changes to SHB 1128, 2007 session)**

- ✓ Sec. 125 (22) \$408,000 of the general fund--state appropriation for fiscal year 2008 and \$623,000 of the general fund--state appropriation for fiscal year 2009 are provided solely [to CTED] for grants to county juvenile courts to expand the number of participants in juvenile drug courts consistent with the conclusions of the Washington state institute for public policy evaluation of effective programs to reduce future prison populations.
- ✓ Sec. 202 (7) Within amounts appropriated in this section, priority shall be given to proven intervention models, including evidence-based prevention and early intervention programs identified by the Washington state institute for public policy and the department [DSHS Children and Family Services]. The department shall include information on the number, type, and outcomes of the evidence-based programs being implemented in its reports on child welfare reform efforts.
- ✓ Sec. 203 (5) \$2,669,000 of the general fund--state appropriation for fiscal year 2008 and \$3,066,000 of the general fund--state appropriation for fiscal year 2009 are provided solely [to DSHS Juvenile Rehabilitation Program] for grants to county juvenile courts for the following programs identified by the Washington state institute for public policy (institute) in its October 2006 report: "Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs and Crime Rates": Functional family therapy, multi-systemic therapy, aggression replacement training and interagency coordination programs or other programs with a positive benefit-cost finding in the institute's report. County juvenile courts shall apply to the juvenile rehabilitation administration for funding for program-specific participation and the administration shall provide grants to the courts consistent with the per-participant treatment costs identified by the institute.

(6) \$1,287,000 of the general fund--state appropriation for fiscal year 2008 and \$1,287,000 of the general fund--state appropriation for fiscal year 2009 are provided solely for expansion of the following treatments and therapies in juvenile rehabilitation administration programs identified by the Washington state institute for public policy in its October 2006 report: "Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs and Crime Rates": Multidimensional treatment foster care, family integrated transitions and

aggression replacement training. The administration may concentrate delivery of these treatments and therapies at a limited number of programs to deliver the treatments in a cost-effective manner.

(7) The juvenile rehabilitation administration shall provide a block grant, rather than categorical funding, of consolidated juvenile services funds, community juvenile accountability act grants, the chemically dependent disposition alternative, and the special sex offender disposition to county juvenile courts, or groups of courts, including the Pierce county juvenile court. The juvenile rehabilitation administration and the family policy council shall jointly write criteria for awarding and administering block grants to county juvenile courts. In developing the criteria, the juvenile rehabilitation administration and the family policy council shall seek the advice of the Washington state institute for public policy. The criteria shall address, but not be limited to: (a) The selection of courts for participation in the block grant; (b) The types of evidence-based programs and practices to which the funds will be applied. The evidence-based programs and practices shall either be consistent with those cost-beneficial options identified by the Washington state institute for public policy in its October 2006 report: "Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs and Crime Rates," or be new approaches that have the potential to demonstrate positive returns for the taxpayer; and (c) The protocols for participating courts to collect information on the effectiveness of programs funded under the block grant, including: (i) Developing intermediate client outcomes based on the risk assessment tool currently used by juvenile courts and in coordination with the juvenile rehabilitation administration; (ii) reporting treatment outcomes including a process evaluation to the juvenile rehabilitation administration and the family policy council by June 20, 2008, and an outcome evaluation of recidivism and benefit-cost results submitted within eighteen months of the initiation of the treatment, when follow-up data are available. The courts shall develop these evaluations in consultation with the juvenile rehabilitation administration, the family policy council, and the Washington state institute for public policy; and (iii) documenting the process for managing block grant funds on a quarterly basis and provide this report to the juvenile rehabilitation administration and the family policy council.

(9) \$165,000 of the general fund--state appropriation for fiscal year 2009 is provided solely to the juvenile rehabilitation administration for the purpose of establishing a single county pilot program to promote participation in offender programs for juveniles under the jurisdiction of a county juvenile court or the department, and their families. The pilot program shall provide incentives for families for consenting to, and participating in good faith, in a program recommended by the department as appropriate. The pilot location as well as the structure, amount, and disbursement of incentives shall be determined by the department in consultation with the University of Washington school of medicine's department of psychiatry and behavioral sciences division of public behavioral health and justice and the evidence-based program model developers. To be eligible, a county must have imposed the sales and use tax authorized by RCW 82.14.460. The pilot program shall be limited to evidence-based programs identified by the Washington state institute for public policy in its October 2006 report: "Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs and Crime Rates" which have been identified as having a positive benefit-cost ratio.

Sec. 501 (1) (w) \$142,000 of the general fund--state appropriation for fiscal year 2009 is provided solely for the conducting of a comprehensive analysis of math and science teacher supply and demand issues by the professional educator standards board. ... As part of the final report, the professional educator standards board and the Washington state institute for public policy shall provide information from a study [by the Institute] of differential pay for teachers in high-demand subject areas such as mathematics and science, including the design, successes, and limitations of differential pay programs in other states.

## APPENDIX F: INSTITUTE AND JOINT LEGISLATIVE AUDIT AND REVIEW COMMITTEE ROLES

### JLARC vs. Institute: Comparison of Roles and Studies

|  | <b>Joint Legislative Audit and Review Committee</b>   | <b>Washington State Institute for Public Policy</b>  |
|--|---|--|
| <b>Policy or management areas of studies</b> | Can cover any policy area:<br>Recent emphasis in education, capital planning, transportation, and health/social service programs  | Can cover any policy area:<br>Recent emphasis in criminal justice, mental illness/substance abuse, education, and employment/welfare   |
| <b>Focus or type of studies</b>              | <ul style="list-style-type: none"> <li>• Performance audits</li> <li>• Performance measure reviews</li> <li>• Sunset reviews</li> <li>• Other special studies (such as fiscal analyses, feasibility analyses, etc.)</li> </ul>      | <ul style="list-style-type: none"> <li>• Program evaluations</li> <li>• Cost/benefit analyses</li> <li>• Longitudinal outcomes studies</li> <li>• Policy research</li> </ul>   |
| <b>Expertise/background of staff</b>         | <ul style="list-style-type: none"> <li>• Auditing</li> <li>• Public administration</li> <li>• Policy analysis</li> <li>• Budget and financial analysis</li> </ul>   | <ul style="list-style-type: none"> <li>• Statistical analysis and sampling</li> <li>• Policy analysis</li> <li>• Econometric/regression analysis</li> <li>• Cost/benefit analysis</li> <li>• Integration of large data sets</li> </ul> |
| <b>Timelines for study completion</b>        | Typically from six months to one year (some may take several years)   | Typically from one to several years  |
| <b>Evaluation and research standards</b>     | Use Generally Accepted Government Auditing Standards (GAGAS) from the federal Government Accountability Office (GAO)  | Use evaluation standards necessary for having research published in peer reviewed academic journals  |
| <b>Independence standards</b>                | <p>Auditors must be free from personal, external, and organizational impairments to independence (per GAGAS)</p> <p>Committee members are precluded by statute from changing audit reports prepared by staff; may add addendums</p> | Operate independently as a research institute; finances administered by The Evergreen State College  |
| <b>Staff resources</b>                       | 16 professional analysts  | 9 professional analysts  |

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