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* This presentation relates to the following reports which can be accessed at the links below.

Rashid, A. (2023). [*Initiative 502 and cannabis-related public health and safety outcomes: Third required report*](#) (Document Number 23-09-3201). Olympia: Washington State Institute for Public Policy.

BOARD AGENDA

Washington State Institute for Public Policy Board of Directors Meeting

September 11, 2023

9:30 a.m.-12:00 p.m.

Seoul Conference Room

Conference Center at SeaTac Airport
17801 International Blvd
Seattle, WA 98158

Zoom Call-in Information

<https://wsipp-wa-gov.zoom.us/j/83171738650>

Meeting ID: 831 7173 8650

Join by phone:+1 253 215 8782

- I. **Call to order**
- II. **Public comment period**
- III. **Introductions**
- IV. **Approval of June 2023 meeting minutes**
- V. **Research presentation, *Amani Rashid***
 - Initiative 502 and Cannabis-Related Public Health and Safety Outcomes
- VI. **Discussion item, *Nate Adams***
 - Data acquisition for WSIPP projects
- VII. **Staff update, *Stephanie Lee & Eva Westley***
 - Staffing
 - Proposed adjustments to 2023-25 workplan
- VIII. **Proposals to shift study deadlines, *Eva Westley***
 - Decision Item #1: Final report on the Reentry Community Services Program
 - Decision Item #2: Preliminary report on the Guided Pathways Model
 - Decision Item #3: Preliminary report on exclusive adult jurisdiction
 - Decision Item #4: Preliminary report on the adult corrections inventory
- IX. **Recent and upcoming reports, *Eva Westley***
- X. **Adjournment**

The next Board meeting is scheduled for December 11, 2023

WASHINGTON STATE INSTITUTE FOR PUBLIC POLICY
Board of Directors Meeting
Seoul Conference Room
The Conference Center
SeaTac, WA 98158
June 12, 2023

DRAFT MINUTES

Present: Kate Destler, Kim Johnson, Representative Cyndy Jacobsen, David Schumacher, President John Carmichael, Representative Timm Ormsby, Bidisha Mandal, Sarah Norris Hall, Jill Reinmuth, and Representative Larry Springer.

Regrets: Senator Marko Liias, Senator Mark Schoesler, Senator Andy Billig, and Senator Chris Gildon.

Staff: Lauren Knoth-Peterson, Stephanie Lee, Catherine Nicolai, and Eva Westley

I. Call to order

Representative Springer called the meeting to order at 9:32 a.m.

II. Public comment announcement

No members of the public were present to offer public comment.

III. Introductions

Board members and staff introduced themselves.

IV. Approval of December 2022 meeting minutes

Representative Ormsby made a motion to adopt the December meeting minutes, and President Carmichael seconded. Representative Springer held the vote until there was a quorum.

V. Research Presentation: Washington State's Drug Offender Sentencing Alternative

Stephanie introduced Dr. Lauren Knoth-Peterson, who had just celebrated her 5th anniversary at WSIPP.

Lauren presented an overview of WSIPP's report on Washington State's Drug Offender Sentencing Alternative (DOSA), assigned in the 2020 Legislative Session. This assignment directed WSIPP to analyze the effectiveness of DOSA in reducing recidivism among various offender populations. WSIPP published the first in what will be a quinquennial series. Since this is an ongoing assignment, WSIPP also published an introduction to the series that details the foundation of DOSA, when and why it was created, and how it has changed over time.

For some background and context, Lauren explained that DOSA was created following the implementation of the sentencing guidelines in the 1980s. Afterwards, there was a noticeable increase in the rate of incarceration for drug-related offenses with a peak in the early 1990s. The Sentencing Guidelines Commission recommended that the legislature pass DOSA, which they did in 1995. DOSA reduces an incarceration sentence with subsequent community supervision and includes mandatory substance use disorder treatment and compliance with behavioral conditions

during incarceration and community supervision. DOSA can be revoked if the individual fails to comply with the mandatory requirements.

Lauren presented that the initial implementation of DOSA was slow but expanded with legislative reforms (made in 1999) which changed the eligibility and increased the use of DOSA. In 2005, the legislature created a second version of DOSA called “residential DOSA” for individuals with the highest treatment need. Under residential DOSA, individuals never serve time in prison; they receive treatment in a full care facility and then move to community supervision. The same revocation exists for residential DOSA.

WSIPP has conducted research on both types of DOSA in the past. Prison DOSA was evaluated in 2005 and 2006. Those studies found some effectiveness in the outcomes, including general recidivism and drug-felony recidivism. At that time, WSIPP found that DOSA was cost-beneficial. Residential DOSA was evaluated in 2014. Residential DOSA participants were found to be less likely to recidivate than those in prison DOSA. This evaluation compared residential DOSA to those serving in prison DOSA, so this was not an apples-to-apples comparison.

To date, DOSA is the most used sentencing alternative. The courts have leaned into using DOSA because of its effectiveness. In the last couple of years, fewer cases were assigned because of COVID.

WSIPP’s recent study aimed to update its past findings with current data. WSIPP conducted separate evaluations for prison and residential DOSA. Lauren highlighted the findings from the Prison DOSA evaluation. WSIPP found that prison DOSA participants had significantly lower rates of recidivism when compared to similar individuals receiving primarily a standard sentence. The findings were present for all the subgroups, including men/women and all races and ethnicities. There was about a seven percentage point difference between prison DOSA and the comparison group.

The findings for the residential DOSA were a bit different. WSIPP found that residential DOSA participants had non-significant findings for the recidivism rate. The null findings were present for all the subgroups, including men/women and all races and ethnicities. There is statistically no difference between residential DOSA and the comparison group.

Lauren shared that the biggest question is what is driving the null findings. The first problem is the study’s limitations. WSIPP could not identify those with the highest need in the non-participant group due to low rates of SUD assessments in prison and jail. WSIPP could not identify who in the comparison group who received DOSA had a level 3 (high need) for SUD. This report gets closer to an apples-to-apples comparison than in 2014, but we are not quite there.

Residential DOSA individuals cannot be confined while awaiting a treatment bed. The courts and county cannot hold the individual in confinement since they do not have an order to confine. Some folks could recidivate during the interim while waiting for a bed for SUD treatment. There is limited data on whether individuals started and completed SUD treatment in the community.

Lauren also explained that there could be a preference for sentencing to Drug Courts over residential DOSA. Drug courts are highly studied and show effectiveness in reducing recidivism in the courts.

We cannot identify individuals in a comparison group who went to drug court. It could be that individuals in the treatment group were going to residential DOSA, and that's effective. Individuals in the comparison group went to drug court, and that's effective, so the outcomes look the same and show a null finding.

Both prison and residential DOSA have high revocation rates. The revocations can interrupt treatment and undermine the program's effectiveness. Some research suggests there are discretionary revocations that vary by subgroups; DOC has done some research on this. About 55% of folks on prison DOSA get revoked, and about 61% of residential DOSA get revoked. These differences in revocations could affect what we saw in recidivism, but that needs further investigation.

WSIPP's 2028 report may look different than what we just studied, but there have been changes. In 2017, the Department of Corrections no longer directly oversees prison DOSA. Once you leave the prison system and go into the community, the individual has to find a Medicaid facility and see if they can continue treatment.

COVID-19 has caused significant changes in court processing and treatment facilities. The supreme court decision of *Blake v. WA* changed possession laws from felony to misdemeanor, making possession no longer eligible for DOSA as a superior court program.

Representative Jacobsen wondered how community court fits in with DOSA. When someone is convicted of a gross misdemeanor, would they also go through DOSA?

Lauren answered that she does not know what jurisdiction the community court falls under. Drug court is a post-conviction alternative. There are pre- and post-conviction programs. Drug court is post-conviction. In drug court, the difference is that the judge maintains a higher authority over the supervision of the individuals, so they have more frequent check-ins with the judge. The court has a more intensive form of supervision, but if the individual is convicted, they are serving a sentence. Lauren does not know how a post-conviction population would compare. Therapeutic courts in Washington may operate at the district or superior court level. Drug court is the exception; drug court is in superior court. Veteran's and parenting alternative courts are in district courts because of state funding. District courts can refer individuals to drug courts because they are also operated by the county. This is on a jurisdiction-by-jurisdiction basis.

Representative Ormsby asked about revocations and whether it meant that more than half of the folks in prison DOSA were incarcerated at the time.

Lauren answered that revocation could occur during the portion served in prison or community supervision. Some individuals have to sign at the very beginning that they would participate. Some individuals refuse to sign on day one and are considered revoked. Some go into treatment and have bad behavior and are revoked.

Representative Ormsby asked if you were revoked six months into treatment, does it still count towards your sentence?

Lauren responded that it would count.

Representative Springer asked, before *Blake*, if the sentencing alternative applied to felony drug convictions, and some of those convictions are not felonies now (because of *Blake*), so will DOSA in the future be relegated to a sentencing alternative program for only felonies which presumes a more egregious drug conviction, so are we going to see DOSA applied to the more complex case.

Lauren responded that we potentially would. Possession with the intention to deliver will be the most significant pocket on the drug side. This does not change the individuals in DOSA because they get convicted of a felony property charge; that will stay the same. We did not break down our findings by property charges and drug charges because we wanted to get at the effectiveness of the entire population. The eligibility for access for property offenses changes partway through our sample, so we could not use the full sample. Lauren thinks that future research should examine if there is a difference based on the offense one is convicted of. Either way, you only get into DOSA based on the results of a drug assessment. Even if someone is convicted of a different offense, the question is whether being convicted of a prop instead of a drug offense has a difference above and beyond that both individuals would have the same risk and needs assessment profile.

Kate Destler stated since WSIPP acknowledged that it has a data problem regarding residential DOSA and not knowing the comparison group's SUD use, revocation, and timing of treatment, she wonders to what extent we plan to address this in future evals or if it could worsen.

Lauren answered that towards the tail end, we identified some potential areas to leverage data to answer those questions but could not do it completely. Limitation on data collected: Not everyone who enters prison gets an RA; some are level 3 and should be in our treatment. There is something about who is getting the assessment when they enter prison that instantly introduces pretty significant selection bias. There was also a shift in funding from DOC to Medicaid facilities in 2017. DOC will have a more challenging time accessing records of who was in treatment; they no longer have direct records of treatment allocation. We will have to triangulate that with Medicaid provided and treatment with DOC records.

President Carmichael asked if repeating this in five years was possible and valuable given all the hurdles (COVID, data, changes, etc.).

Lauren responded that she thinks so. A big part of that is the changes shifting facilities is a response to state budget constraints, judiciary feedback to the legislature, and COVID changes would put many people who would have been in DOSA in a normal society unable to access DOSA as a result of treatment not being available in a way that is outside of everyone's control and will not be about selection bias. This allows us to test some of the impacts of residential DOSA in a new way. We can ask, do all these things matter? How should the state think about jurisdictional changes like with Blake in the context of specific treatments being tied directly to sentencing? That can better inform policy decisions and the ripple effects due to other aspects of state statutes. The funding changes can highlight whether our Medicaid system works for this population. This will allow us to see trends over time.

Representative Springer asked if we will know in 2028 the degree to which we have geographic disparities in terms of ability to get treatment and timing for treatment. He assumes that you can access treatment sooner in King and Pierce counties than in, for example, Douglas County.

Lauren responded that it is another reason why the reoccurring studies are so good. We know what we need, can easily replicate the outcome analyses, and dig in more. Doing this has helped us set up what else we want to look at next time. We can more efficiently replicate and extend the findings.

Representative Jacobsen asked if we know what proportion of people in prison have SUD and do we know how much it costs, and why we are not testing them.

Lauren answered that WSIPP asked DOC, and they said that it was about 60-70%. It was high enough that it is more likely than not that folks who have a SUD are in our comparison group.

Kate Destler clarified that the higher the proportion of individuals not on DOSA who have a high level of SUD, the less of a selection issue exists. It means that the comparison groups are more similar.

Lauren answered yes.

Representative Ormsby stated that based on jurisdictional changes from Blake and population and geographic differences, would it be possible for DOSA to be available to district or therapeutic courts?

Lauren answered that prison DOSA, administered by DOC, only has authority over sentences in superior court. Residential DOSA jurisdiction stays with the judge. The judge is the one who ordered the revocation.

Representative Springer stated that this is one of the unanswered dilemmas from Blake. The organizational and jurisdictional org chart is undecipherable. There is work yet to be done.

Lauren provided an overview of WSIPP's criminal justice portfolio before the 2023 Legislative Session.

- Operation Net Nanny and other fictitious victim sting operations
- CJAA Functional Family Therapy evaluation
- Evaluation of the Reentry Community Services Program
- Cannabis
- Exclusive adult jurisdiction
- DOC community services experiment
- Creating prison to postsecondary education pathways
- Evaluation of Washington's Housing Vouchers Program
- DOC community services experiment (Final)

New assignments from the 2023 Session

- Adult corrections inventory update
- Recovery Navigator Program and Law Enforcement Assisted Diversion Program study
- Study on county jails and juvenile detention facilities
- Adult corrections inventory update (Final)
- Review of assessments and charges for incarcerated individuals
- Examination of contracting practices for Correctional Industries

WSIPP also consults with the Criminal Sentencing Task Force, the Community Juvenile Accountability Act Oversight Committee, and the Sentencing Guidelines Commission.

Lauren explained the different types of assignments that WSIPP conducts, including outcome evaluations, meta-analyses, benefit-cost analyses, and descriptive reviews.

Representative Ormsby asked Lauren to define CJAA.

Lauren responded that the Community Juvenile Accountability Act is a conglomerate of juvenile courts and juvenile rehabilitation housed under DCYF. Our local courts are a contract provider of DCYF.

Representative Springer asked David Schumacher, Bidisha Mandal, and Sarah Norris-Hall to introduce themselves.

VI. Staff Update:

Stephanie Lee provided an overview of WSIPP's new assignments from the 2023 Legislative Session. In addition to the five new criminal justice-related assignments, WSIPP also received an assignment to study hospital staffing standards, long-term support services for individuals with traumatic brain injuries (TBI), and to examine the costs and benefits of shifting conservation district elections to general election ballots. WSIPP has researchers who are flexible in capabilities and skill sets, so we are nicely positioned to take on the new slate of work.

The majority of WSIPP's new work came from provisos. We were allowed to provide feedback on the feasibility and timing of studies in advance. This was a positive experience and an opportunity for WSIPP to contribute.

Senator Gildon sponsored SB 5419 to remove the statutory requirement for WSIPP's case aides assignment. The bill died in House Rules Committee, and the statute was not changed, however, the funding was removed in the supplemental budget. The program itself was under-subscribed; there were maybe 25 families who have gone through the program; thus, it is impossible for WSIPP to evaluate. Representative Springer shared that Senator Gildon said he would reintroduce the same bill early next session.

Stephanie presented WSIPP's budget outlook, sharing that WSIPP is in a good fiscal position for the next biennium. The request for additional core operations was fully funded. The legislature has incrementally increased funding over the last several years. With the new slate of assignments, we are in good fiscal position to maintain staff and bring on a few new researchers. The funding and workload is skewed towards FY24 and less in FY25. We will ask the Board to shift some funds from FY24 to FY25.

Stephanie shared WSIPP's plans to bring on a couple of new researchers. Ideally, we will recruit later this summer and bring on a couple of new folks early next year. WSIPP has done a lot of work over the years in recruiting and onboarding our new folks. The work WSIPP does is pretty specialized and can include robust onboarding.

Stephanie turned it over to John Carmichael to share more about the Director's annual evaluation.

John reminded the Board that three years ago, they adopted new guidelines. The process includes having the WSIPP Director write a self-evaluation by July 1. It is submitted to the co-chairs and the President of Evergreen. The President of Evergreen then talked to WSIPP's leadership team. The President of Evergreen responds to the Director's self-evaluation, and the Director of WSIPP has an opportunity to respond. The whole package comes to the Board in September. The Directors of OPR and SCS are included. This year, the third year, includes the opportunity to have all WSIPP staff participate.

Jill Reinmuth asked about recruitment for additional research associates. What is the net change with recent resignations?

Stephanie said we would most likely be a net positive of two researchers. That should put us in a good position going into FY25.

Eva Westley detailed WSIPP's recent publications.

Legal Financial Obligations in Washington State: Final Report—

The 2021 Washington State Legislature directed WSIPP to study legal, financial obligations (LFOs). We found that available LFO data are limited. As a result, patterns in the data over time cannot be identified. Further, the data do not allow us to trace dollars from the collection to expenditure. More consistent data collection and reporting across courts may assist efforts to identify patterns over time in the future.

Early Achievers Evaluation Report Four: Analysis of Benefits and Costs—

In the Early Start Act of 2015, the Washington State Legislature required child care and early learning providers who serve non-school-aged children and receive state subsidies to participate in Early Achievers, the state's quality rating and improvement system (QRIS). This legislation also directed WSIPP to examine the relationship between Early Achievers quality ratings and long-term outcomes for children participating in state-subsidized child care and early learning programs. WSIPP was required to produce annual reports to the legislature from December 2019 through December 2022.

In WSIPP's previous reports in this series, we found that children attending a provider that met EA quality standards had better kindergarten outcomes than children in settings that did not meet quality standards. We also found that the association between attending pre-k that meets quality standards and later kindergarten readiness was stronger in certain contexts.

This final report shows that modest long-range monetary benefits are likely to be associated with attending pre-k that meets EA quality standards, compared with attending pre-k that does not meet standards. In particular, we found that attending a program that met quality standards is likely to return benefits in the range of \$4,300 to \$7,000, on average, per child over the course of the lifespan. We also found little difference in the average per child/per-year dollar amount spent by the state for quality sites compared to sites that do not meet quality standards.

Early Achievers Evaluation: Access to Providers Meeting Early Achievers Quality Standards—

In addition, we dug into the question of access. We examined low-income family access to subsidized child care, Early Childhood Education and Assistance Programming (ECEAP), or Head Start programming that has met Early Achiever's quality standards as of 2019 at the end of the initial Early Achievers rollout. Our estimates indicate that, on average, in Washington in 2019, there are roughly three low-income children nearby for each high-quality publicly supported child care/early learning "slot." Across the state, we find considerable variation in local access to child care that has met EA quality standards. However, we do not find large differences in average access across the following neighborhood comparisons: urban/rural regionality, majority/minority BIPOC population makeup, or higher/lower vulnerability designation.

Representative Jacobsen asked if we are tracking how kids are doing in the future.

Eva answered that we were looking at such a short period, so we could not, but it is something we could do if asked.

A 10-Year Review of Non-Medical Cannabis Policy, Revenues, and Expenditures—

In November 2012, Washington State voters passed Initiative 502 (I-502), which legalized limited possession, private use, and commercial sales of cannabis for adults. This report describes the evolution of cannabis-related policy, revenues, and expenditures over the past decade.

We first describe the implementation of I-502 and summarize major cannabis-related policy milestones through the fiscal year 2022. In addition, we detail aspects of the Washington cannabis market structure and regulatory rules and compare components of non-medical cannabis (NMC) legalization nationwide. Second, we describe cannabis-related sales, excise tax revenues, and spending of those revenues over the last decade.

In fiscal year 2022, cannabis retailers sold nearly \$1.4 billion in cannabis products, and just over half a billion dollars were generated in excise tax revenues. Most of these revenues are transferred to the general fund and state basic health plan trust, and less than 20% goes to state agencies for prevention, healthcare, research, and cannabis industry oversight. Since fiscal year 2016, this distribution of expenditures has not significantly changed, although the total dollar amount of cannabis-related revenue and expenditure has nearly tripled.

Eva presented WSIPP's ongoing studies and highlighted the new assignments from the 2023 Legislative Session. There is a lot of variety in the topic area and type of assignment. Eva detailed WSIPP's FY23-FY25 work plan as provided in the packet. Nearly all of WSIPP's new work is descriptive in nature. WSIPP can do this work, but it is not WSIPP's typical quantitative or economic analysis.

VII. Decision Item 1—Conservation District Elections

Eva introduced the decision item. *Does the Board authorize moving the deadlines for the study on conservation district elections from December 1, 2023, and June 30, 2024, to December 1, 2024 and June 30, 2025?* WSIPP does not have the current capacity to complete this assignment on the given timeline.

Representative Ormsby made a motion to approve the revised timeline, Representative Jacobsen seconded, and the motion passed.

VIII. Decision Item 2—Ongoing criminal justice funds

Eva introduced the decision item. *Does the Board authorize shifting some of WSIPP's ongoing crime funding from fiscal year 2024 to fiscal year 2025?* Since 2007, WSIPP has \$180,000 annually to support ongoing crime research. We have partially used this funding to support the Senior Data Manager position in recent years. A key responsibility of that position is maintaining WSIPP's Criminal History Database (CHD) – a critical resource for our criminal justice portfolio. In the next biennium, that position will be funded entirely by core operations support, which means ongoing crime funding will become available to support other research projects.

Despite this, we cannot conduct additional criminal justice research in fiscal year 2024. WSIPP researchers with criminal justice expertise are in high demand during this period; 10 of the other 21 projects that have ongoing work during fiscal year 2024 are related to criminal justice.

Jill Reinmuth asked if we would shift the entire \$180,000 or a portion.

Eva answered that it will be a portion of the funds. We will use some funding to cover other ongoing crime work not specific to a leg assignment.

Representative Jacobsen made a motion to approve the revised timeline, Kate Destler seconded, and the motion passed.

The Board returned to the vote on the approval of the December minutes. The motion that was tabled earlier in the meeting passed.

IX. Strategic plan outline

Stephanie introduced the discussion item of WSIPP's draft strategic plan. Stephanie shared that she put this plan together with her leadership team, which includes the two Associate Directors, Eva and Catherine, and the Research Manager, Nate Adams.

Stephanie shared that she was excited to hear the discussion from the Board. By way of background, in Stephanie's last annual evaluation in December of 2022, the Board encouraged Stephanie to begin a strategic plan for WSIPP. She's gathered the leadership team in the last few months to discuss what that looks like in practice. WSIPP is a small, unique agency, and she wants to right-size what a strategic plan looks like for WSIPP.

Stephanie prepared an outline. The crux of the outline identifies three strategic priorities to put at the forefront of the work over the next two biennia. Each of the priorities has a few key objectives identified; our idea is to work towards those objectives to strengthen those strategic priorities in consultation with the entire WSIPP staff. The objectives are broad at this point. They will need additional prioritization; again, Stephanie shared that she wants WSIPP staff's help identifying those priorities.

Stephanie explained that she intends to use the strategic plan as a touchstone for her annual evaluation process. Ideally, she would bring the strategic plan back to the Board as part of each annual evaluation process to evaluate her and also give a nice baseline to come back to how the organization is doing. At the bottom of the discussion item are questions to mull over.

1. Do you support these strategic priorities?
2. Are there priorities you have for WSIPP not represented in this document?
3. Do you support Stephanie's plan for an annual review?

Stephanie walked the Board through the two-page strategic plan. The first page contains WSIPP's mission from the bylaws: to assist policymakers, particularly those in the legislature. Stephanie told the Board she spent some time thinking about the vision and how we want to see ourselves. We want to be the state's most trusted nonpartisan research and analysis source. Our work has the potential to impact work beyond the state. Our research should be of the highest quality, relevant and accessible. Regardless of the context, we want to be a trusted advisor across the legislature. We also wanted to include our approach in the outline and be clear that we accomplish the mission and vision by doing high-quality research. WSIPP has a few specialized buckets of work, including outcome evaluations, synthesizing research, our benefit-cost work, and providing in-depth analysis for legislators and legislative staff. This work takes specialized staff and an investment in their growth and development.

Stephanie walked through the three strategic priorities for the next four years.

- Increase responsiveness to legislative assignments;
- Improve communication with external audiences;
- Support organizational longevity.

The three priorities are broad, so the strategic plan's second page gives more detail on how we're thinking about each priority. There are key objectives that are in service of each objective.

Increase responsiveness to legislative assignments

Stephanie mentioned one objective that fits in this section is the ability to access state data systems—which is something she has come to the Board repeatedly about. We have challenges accessing state data and establishing clear and consistent access to data. Stephanie wants to build relationships and improve access to state data systems.

We want our skills and expertise to align with what the legislature needs and is asking for. We want to be responsive by being prepared for what's coming to us. To be responsive, we need to be internally able to communicate our capacity and timelines and understand and predict what our work plan will look like. We have repeatedly been trying to communicate this with the leg throughout the last few sessions. We've made some progress and want to continue working on it.

Sarah Norris Hall asked if Stephanie has imagined or considered how she will evaluate whether she met these objectives. Have you considered another column with a metric or key result that would help you communicate with others in the office? Something in addition to the high-level objective. Stephanie agreed with Sarah's points and shared that's one of the things that has been talked about internally as a leadership team is how we can measure these objectives. We have identified needing all staff to help identify and prioritize measures. Stephanie imagines that by the time this comes to the Board next year, more information will be included to demonstrate how far we've come.

Sarah shared that she has used a similar format for her office. She asked if once Stephanie has input from staff, is she imagining how to increase cohesion, inclusivity, and transparency among folks in the office so they attach to these objectives with key results that they are using for their performance evaluations.

Stephanie responded that she has not had those specific conversations about individual evaluations. A lot of what WSIPP has been doing over the last couple of years is to increase staff visibility into what is being done as a leadership team and to make sure we have vehicles to communicate the discussions we are having as a group. Stephanie wants staff to be aware of, be able to ask questions, and get feedback on leadership work. Stephanie asked Sarah if she could follow up with her about her approach.

Sarah shared that she was happy to chat more.

Improve communication with external audiences

Stephanie stated that the first audience we think about is the legislature. We want to foster good communication with legislators and legislative staff. We have gotten pretty good at communicating with staff but want to improve. The strategic plan is focused on the interim and wanting to communicate consistently throughout the year.

We also want to understand better how our work is currently being used. Some folks are reading our work who we may not know about. We want a good picture of how the work is being used and

can better match the needs of our audience, which is primarily the legislature, the Board, research communities around the state, and state agencies (often the entities using our results to provide services).

We want to actively promote WSIPP's work. We have a relatively passive communication structure. The reports are published on our website, and we send emails to Board members and relevant committees in the legislature. We know there are other mechanisms for getting our work into the world and other audiences that we are not currently reaching.

David Schumacher stated that one thing he worries about is that unless someone is one of the members in the middle of the policy debate, there seems to be distance between the study and the conversation between members, stakeholders, and researchers. He would like to tie together the folks wrestling with a problem and the context. Someone thought the research question was a problem that should be addressed. We would be more informed if we understood why some of the provisos showed up. That could be a conversation that has policy members or stakeholders at a Board meeting to provide context. David shared that he is not sure what the best format would be, but there seems to be space here that could be bridged.

Representative Ormsby agreed with David. Representative Ormsby presumes the conservation district project came from a particular Representative, but until someone confirms that, it could have been anyone. But *why did it land with WSIPP? Who is the interested party? Who can inform context?* He thinks it's a double-edged sword to offer an all-call to members. He suggests using leg staff as a filter. Members are always looking for more staff; they'll use other members or anyone to increase their repository of information and network. Representative Ormsby thinks this could be dangerous to invite legislators to seek or inform. It seems fraught with peril. There's a gap between what WSIPP does and what members want, and we don't want to get too saddled with external input. He applauds seeking out audiences that appreciate the depth and level of our research as opposed to being a means to their end.

Representative Springer shared that there is also a gap between not just members but the community's stakeholder groups asking for some outcomes from the legislature, who often says that we don't have enough data to determine the appropriate policy decision, so the legislature asks WSIPP to investigate. It seems helpful for stakeholder groups to have a closer communication channel with WSIPP through Board, staff, leadership, etc. The stakeholder groups could have better conversations with the legislature if they have further conversations with WSIPP to understand exactly what we do and how we do it.

Representative Jacobsen feels like that option is fraught with peril as well. Every stakeholder has a bias and you don't want research for the sake of advancing a policy. You want to design a policy based on research. This could get WSIPP running around in circles.

David Schumacher added that maybe instead of opening the door to everyone, we could control and invite people on a specific issue to discuss—might be a member, agency director, or caucus staff who understand the conversation. They could come in and have a specific day to hear about a topic—CJ or early learning. Maybe they could help, and we could ask them questions rather than turning the spigot on WSIPP.

Representative Ormsby, shared that even with this insight from serving on the Board, he still goes to staff and asks if something is more appropriate for JLARC or WSIPP. Thinks that staff are the conduit for help. Even with more in-depth knowledge than the average member, he might misinterpret what a good fit for WSIPP would be.

Jill Reinmuth shared that OPR's practice from the last four years is something called WSIPP Wednesdays have an in-person or virtual program for recent reports for nonpartisan and caucus staff. Staff learn about a recent report and have a Q&A varying level of participation but very useful for staff. The quality of reports you hear in this forum is brought to leg staff with the opportunity for dialogue. The speaking engagements in the packet show only one presentation to the legislature this year. It struck her as an opportunity for WSIPP staff to appear before a policy committee. Jill stated that she understands how valuable committee time is, so wonders where you find an opportunity that's more than an email with a link to the recent report. She offered that this might be something to brainstorm how to bring the material in front of committees.

Representative Springer suggested that WSIPP reach out to committee chairs and ask *what's the body of work you're concentrating on this upcoming session? Can we help inform your decision-making by having a WSIPP Wed with them?* Committee Chairs are the ones who organize that.

Representative Ormsby prefers not to have members involved in the staff-to-staff communication with leg folks and WSIPP folks. Legislators count on the direct staff interactions to be happening. You want to build confidentiality and trust between WSIPP staff and leg staff. He wouldn't want that dynamic to change.

Kate Destler wonders to what extent communication with secondary audiences and external research communities is already happening and what our practice is. Stephanie shared that WSIPP tries to keep in touch with various research communities around the state. Part of this is our research staff trying to learn and grow and engaging with conferences and professional organizations. There is also the part where folks conducting research want to reach out informally to talk with people who have done similar things. There's not a lot of formal participation in external research groups except for an early learning research group. Often, state-based, agency-led research arms organize those kinds of meetings. We're thinking about other professional societies we should be more active in. Are there people at WSU, UW, or regionals that could benefit from a mutual exchange of information? Being more mindful and potentially increasing the contact rather than willy-nilly on individual research projects.

Support organizational longevity

Stephanie wants WSIPP to be around and relevant. WSIPP has been around for 40 years. Stephanie is proud of that history and wants to foster that into the future. One of the ways we keep that going is to keep staff at the forefront.

Stephanie wants to continue to improve our technical tools. Lauren mentioned several of these during her presentation, the Criminal History Database (CHD), benefit-cost model, and the effect size model (ESM) are unique to WSIPP—they are bespoke tools that we need to continue to invest and engage in. Without our continued attention, they will be obsolete. We want to continue to explore expanding our policy areas of expertise. What will the leg ask us, and is there a way to recruit new policy expertise to prepare for those questions?

Consider WSIPP's administrative structure. Stephanie shared that it would be useful for the Board to think deliberately about these questions every so often. It's been a while since WSIPP has talked about how we're structured and funded. Stephanie think it's a good idea to come together and revisit the conversation.

Organizational longevity is the lynchpin for all of this. All the objectives are in service of it to some degree. A few key pieces will keep us healthy in the future.

Kate Destler shared an observation that these dynamics are cyclical; you develop a reputation for doing sound outcome eval and CBA, so that's what the legislature asks you to do. You work on CJ; therefore, those communities are likelier to say you're a trusted source. As you think about how to project what will be needed in the future. How do you go about thinking about that? To what extent is this about proactively looking for staff with expertise that you may not yet be asked to employ, or is this about having staff with the flexibility to work across many areas?

Stephanie responded that WSIPP is always looking for flexibility in expertise. We are constantly recruiting for this. We know that many reserachers come from a particular specialty, but we are looking for folks who are willing and able to work across other policy areas. Learning from leg staff what could be coming; we're also keeping our toes in the research world, where we are learning about new types of emerging policy analysis that might be good ideas for the legislature to start asking us. We want folks to be flexible and want to be asking the right questions in the right arenas to develop their expertise.

Stephanie brought the conversation back to the discussion item, specifically if folks support the priorities if something might be missing, and if there's any objection to bringing this back as part of Stephanie's annual review.

Representative Springer bringing back annually is really what it should be about.

Bidisha Mandal expressed support and brought up Sarah's earlier point that she might be setting expectations really high by doing all these things. Having a matrix of what it means would be a good idea, not a yes/no. If you want us to evaluate you on this, how do we do that?

Stephanie noted that this work is not something that we will be done next year; this is something this is what we'll be working on over the next four years. Stephanie can't imagine a world where we will have solved communication and be done working on it in four years. We will have clear ideas to say we have made progress on these things.

Bidisha Mandal suggests that Stephanie's strategic plan matrix has a timeline with a final goal that includes how we go about achieving it.

John Carmichael shared that he thinks the strategic plan is good work and right-sized and thinks the discussion we had this morning will probably be helpful to you. Stephanie agreed and stated that she has appreciated the conversation.

Representative Jacobsen shared that she loves the objectives as continuous improvement and would love to hear more about it. The goals are always a little aspirational, but if you make these

goals, the legislature could have better legislation and could trust policy decisions even more. She thanked Stephanie for this discussion.

X. Adjournment

11:48

DRAFT

Initiative 502 and Cannabis-Related Public Health and Safety Outcomes: Third Required Report

WASHINGTON STATE INSTITUTE FOR PUBLIC POLICY

Amani Rashid, PhD

WSIPP Board

September 11, 2023

WSIPP'S INITIATIVE 502 (I-502) ASSIGNMENT

RCW 69.50.550

WSIPP shall conduct cost-benefit evaluations for the implementation of [this act]...The evaluations shall include, but *not necessarily be limited to*:

- Public health and health care,
- Public safety,
- Substance use,
- Criminal justice,
- Economic impacts, and
- Administrative costs and revenues

abbreviated assignment language

I-502 EVALUATION (2023)

1. A 10-Year Review of Non-Medical Cannabis Policy, Revenues, and Expenditures

(Published June 2023)

- Relevant policy
- Past-decade revenues and expenditures

2. Initiative 502 and Cannabis-Related Public Health and Safety Outcomes: Third Required Report

(Published September 2023)

- How cannabis legalization/retail relates to:
 - Cannabis possession conviction rates
 - Reported substance use
 - Substance use disorder diagnoses
 - Fatal traffic crashes

September 5, 2023

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DATA SOURCES

- Cannabis possession conviction rates
 - WSIPP's Criminal History Database
- Reported substance use (national data)
 - National Survey on Drug Use and Health
 - Provided by the Substance Abuse and Mental Health Services Administration
- Reported cannabis use (WA State data)
 - Behavioral Risk Factor Surveillance System
 - Provided by the Department of Health
- Substance use disorder diagnoses
 - Medicaid claims records
 - Provided by the Department of Social and Health Services, Research and Data Analysis Division
- Fatal traffic crashes
 - Coded Fatal Crash data files (include blood test results from state's toxicology lab)
 - Provided by the Washington State Traffic Safety Commission

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CANNABIS POSSESSION CONVICTIONS

- Described how trends in cannabis possession misdemeanor conviction rates (per 100,000 population) evolved after legalization
 - Examined rates across three age groups: 12-17, 18-20, 21+
- Data
 - WSIPP's Criminal History Database (CHD)
 - Convicted cannabis possession misdemeanor cases for individuals ages 12 to 85 between 2005 and 2019
 - Over the study period, 3,300,000 criminal cases occurred
 - About 1,800,000 cases are convicted and 3.6% of those are cannabis possession misdemeanor convictions

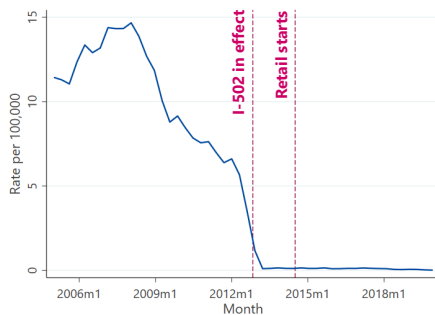
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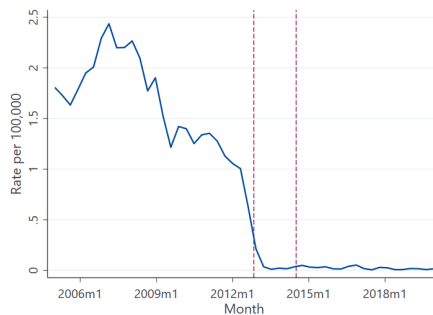
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Population Rate (per 100,000) of Cannabis Possession Misdemeanor Convictions—Ages 21 and Older

Male Population



Female Population



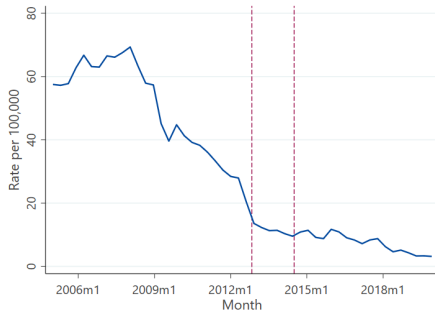
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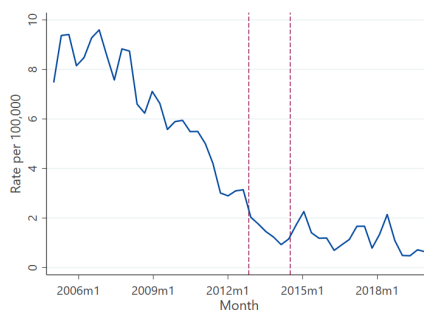
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**Population Rate (per 100,000) of Cannabis Possession
Misdemeanor Convictions—Ages 18-20**

Male Population



Female Population



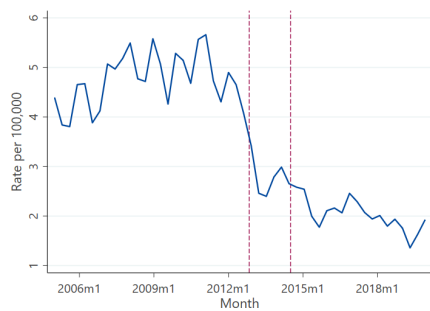
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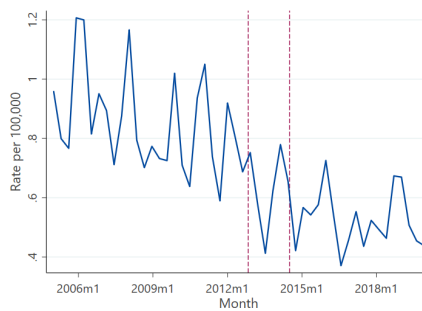
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**Population Rate (per 100,000) of Cannabis Possession
Misdemeanor Convictions—Ages 12-17**

Male Population



Female Population



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REPORTED SUBSTANCE USE: NATIONAL COMPARISON

- Examined how reported cannabis use and other substance use changed after I-502 (12/12) and commercial sales (07/14)
- Data
 - National Survey of Drug Use and Health (NSDUH)
 - Compare Washington to similar states that did not legalize NMC.
 - Separately examine ages 12-20 and 21+
 - Outcomes include reported use of:
 - Cannabis
 - Alcohol
 - Cigarettes
 - Other drugs

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FINDINGS

- No evidence that reported cannabis use changed in WA after the passage of I-502 *or* the advent of retail (compared to similar states)
- No evidence that reported alcohol, cigarette, or other substance use changed in WA after the passage of I-502 *or* the advent of retail (compared to similar states)

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NON-MEDICAL CANNABIS RETAIL ACCESS

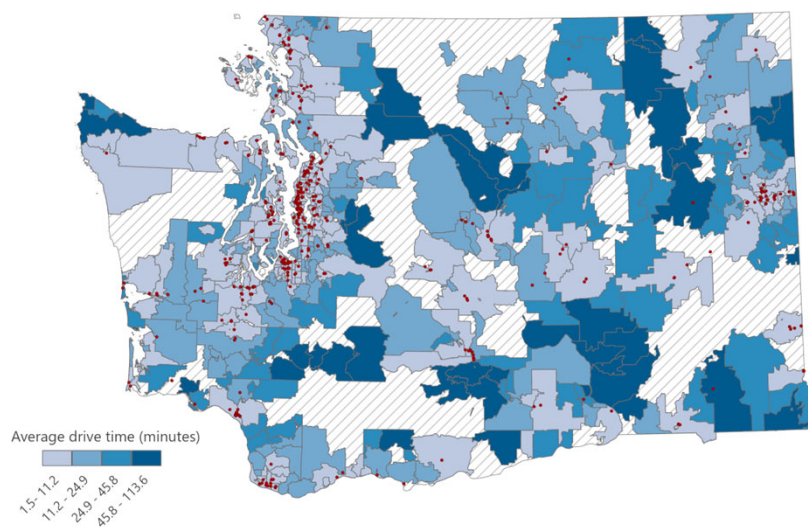
- Retail market rolled out over several years, with varying accessibility across regions
 - Difficult to detect the impact of NMC retail using a comparison at a single point in time
 - The impact of NMC retail on cannabis use and subsequent outcomes may differ depending on retail accessibility
- Access measured as the average drive time (in minutes) to the nearest retailer for the average resident in a geographical unit (i.e., ZIP code, census tract, etc.)

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Average Drive Time to Nearest Retailer in Minutes, ZIP codes 2019



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REPORTED CANNABIS USE: CANNABIS RETAIL ACCESS

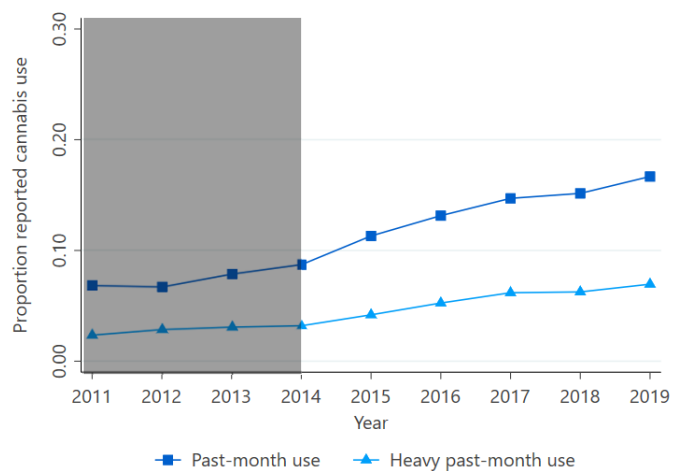
- Estimated the relationship between drive time to the nearest NMC retailer and adult reported cannabis use
- Data
 - Washington State Behavioral Risk and Surveillance System (BRFSS)
 - Study period 2014-2019
 - Outcomes include past-month and heavy past-month (i.e., at least 20 days) cannabis use
 - Over the study period 11% of adults (ages 21+) report past-month cannabis use, and 4% report heavy past-month cannabis use.

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Proportion Reporting Past-Month Cannabis Use



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FINDINGS

- A shorter drive time to a licensed retailer relates to a higher probability of reported cannabis use
 - E.g., a 50% reduction in drive time increases the probability of reporting past-month use by 6.0%
 - E.g., a 50% reduction in drive time increases the probability of reporting heavy past-month use by 8.6%

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SUBSTANCE USE DISORDER: CANNABIS RETAIL ACCESS

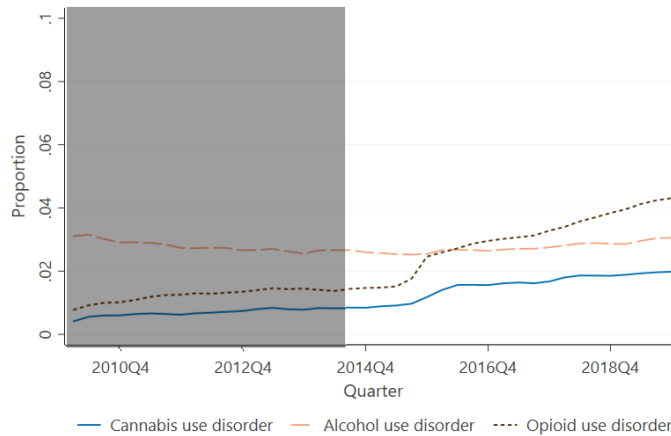
- Examined if changes in local access to licensed NMC retailers over time predict changes in the probability of receiving a substance use disorder diagnosis (annually)
- Data
 - Medicaid claims data
 - Outcomes include:
 - Cannabis use disorder (CUD), alcohol use disorder (AUD), or opioid use disorder (OUD) diagnosis
 - Co-occurring CUD and AUD, or CUD and OUD
 - Diagnoses can arise from several healthcare uses, including an office visit or an emergency department visit

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Proportion of Medicaid Enrollees with Substance Use Disorder Diagnosis, Ages 21 and Older—Quarterly Averages between 2010-2019



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FINDINGS

- A shorter drive time to a licensed retailer relates to a higher probability of CUD, AUD, and OUD diagnoses among legal-aged adults.
 - E.g., a 50% reduction in drive time relates to a 2.3% higher likelihood of an annual CUD diagnosis
- A shorter drive time to a licensed retailer relates to a higher probability of co-occurring diagnoses
- More nearby retailers (within 5-10 minutes) predicts a higher probability of CUD
- A shorter drive time to a licensed retailer relates to a higher probability of annual CUD diagnoses among adolescent age 12-17 but *not* young adults ages 18-20
 - E.g., a 50% reduction in drive time relates to a 4.7% higher likelihood of an annual CUD diagnosis

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FATAL TRAFFIC CRASHES: CANNABIS RETAIL ACCESS

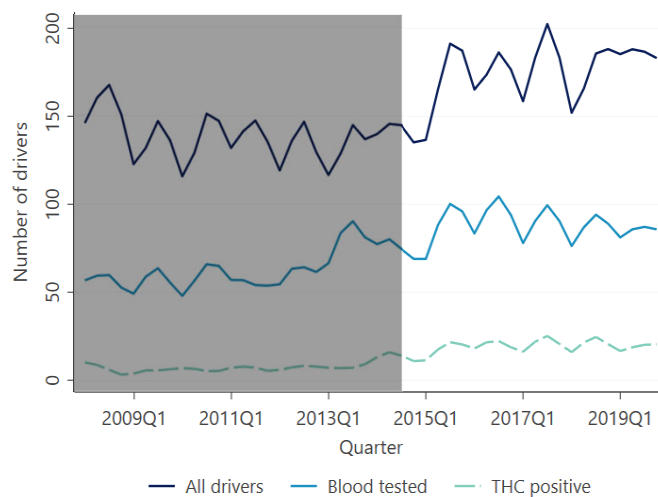
- Examined if changes in local access to licensed NMC retailers over time predict changes in the prevalence of annual traffic fatalities
- **Data**
 - Washington Coded Fatal Crash (CFC) data files
 - Outcomes include:
 - Number of drivers involved in a fatal traffic collision
 - Among drivers who are tested:
 - » The number with a THC-positive blood test
 - » The number of drivers with BAC over 0.08 (alone or in combination with THC)

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Quarterly Number of Drivers Involved in Fatal Traffic Accidents, 2008-2019



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FINDINGS

- A shorter drive time to a licensed retailer relates to a modest increase in the number of drivers involved in a fatal traffic crash.
 - E.g., a 50% reduction in the average drive time to the nearest retailer predicts about 46 more drivers involved in a fatal crash annually
- A shorter drive time to a licensed retailer did not predict changes in the number of drivers with a BAC of at least 0.08, or the number of drivers that test positive for the presence of THC in combination with alcohol.

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KEY TAKEAWAYS

- I-502 had immediate criminal justice impacts
- No evidence that legalization itself changed reported cannabis use, but access to licensed cannabis retailers predicts higher use
 - Access to retailers subsequently associates with higher substance use disorder diagnoses and more fatal traffic collisions
- More information is needed to measure outcomes and understand the price, potency, and types of cannabis product used

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FUTURE WORK

- Focus on reported adolescent cannabis use and academic outcomes
- Explore more healthcare outcomes such as relevant psychiatric disorder diagnoses
- Describe the evolution of industry levels of employment and wages

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THANK YOU!

Questions?

Amani Rashid, PhD

I-502 Evaluation Project Lead, Senior Research Associate

amani.rashid@wsipp.wa.gov

September 5, 2023

<http://www.wsipp.wa.gov>

Data Acquisition for WSIPP Projects

WASHINGTON STATE INSTITUTE FOR PUBLIC POLICY

Nate Adams

Board Meeting

September 11, 2023

DATA ACQUISITION

Data are often extremely important for our work. Many of the questions we are asked to address in our legislative assignments can only be answered with state administrative data.

We rely on many different agencies to provide us the data to address these questions.

DATA ACQUISITION

Main agencies we work with

Department of Social and Health Services (DSHS)	Department of Children, Youth, and Families (DCYF)
Health Care Authority (HCA)	Department of Health (DOH)
Department of Corrections (DOC)	Office of Superintendent of Public Instruction (OSPI)
Administrative Office of the Courts (AOC)	State Board for Community & Technical Colleges (SBCTC)
Office of Financial Management (OFM)	Employment Security Department (ESD)

DATA ACQUISITION

We also work with organizations at agencies that aggregate data from various agencies.

Education Research and Data Center (ERDC) at OFM aggregates education data from OSPI, DCYF, and SBCTC, among others.

Research and Data Analysis (RDA) at DSHS aggregates health data from DSHS and HCA, crime data from AOC and DOC, and employment data from ESD, among others. RDA charges us to use their data.

DATA ACQUISITION

Since we require agencies to provide the data to us, data acquisition can be one of the most challenging and unpredictable aspects of projects at WSIPP.

In some projects, data acquisition can take up most of the calendar time of the project.

If data requests are simple (from one agency), the entire process can take less than a month. The average request will take roughly 6 months. For more complicated requests, the process can take a year or more.

Despite our best efforts, it can be extremely challenging to precisely estimate how long this will take.

DATA ACQUISITION

Today, I will outline the three main stages of data acquisition, the hurdles researchers face at each stage, and what we have done to address these challenges as an organization.

The three main stages are:

- ❖ Scoping
- ❖ Approvals
- ❖ Fulfillment

DATA ACQUISITION

Throughout, I will use the assignment to evaluate the Reentry Community Services Program (RCSP) as an example (SB 5304, passed in 2021).

RCSP is a program for individuals leaving confinement in a Department of Corrections (DOC) facility. It provides services, including medical care and housing assistance, for individuals with complex mental illnesses who pose a danger to themselves or others.

STAGE 1: SCOPING

The first step in data acquisition is scoping, where researchers identify the specific data requirements for a project.

Researchers will sometimes rely on datasets we have used in previous projects, but others require us to understand new datasets or work with new agencies.

In some projects, data are needed from multiple agencies, requiring more complicated arrangements.

STAGE 1: SCOPING

For RCSP, researchers determined that we would need data from five different agencies.

Health Care Authority (HCA): program data and health outcomes

Department of Corrections (DOC): program data, criminal history, and criminal justice outcomes

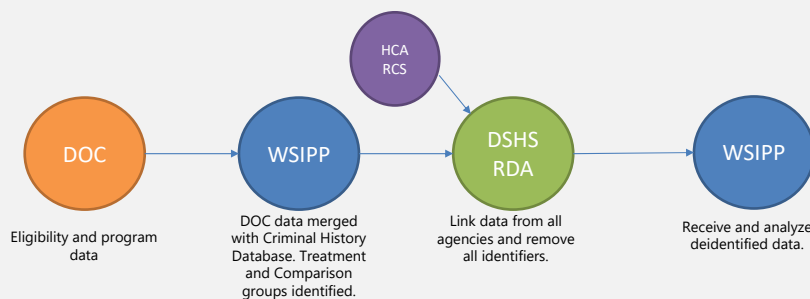
Administrative Office of the Courts (AOC): criminal history and criminal justice outcomes

Department of Social and Health Services (DSHS): health outcomes

Employment Security Department (ESD): employment outcomes

STAGE 1: SCOPING

After discussing the project with Research and Data Analysis (RDA) at DSHS, researchers determined that RDA could fulfill most of the data request. However, due to some complications surrounding data sharing agreements, some initial data cleaning would be needed on our part.



STAGE 1: SCOPING

Although our researchers had thought through the strategy for some time, it took only a few weeks of dedicated time to scope out the data acquisition process for this project.

STAGE 2: APPROVALS

Next, data owners require approval to use their data for projects. The level of approval that is needed depends on the nature of the data requested and the context of the request (i.e., if it is a legislative request).

Some agency data is restricted by federal law (e.g., education and health privacy laws like FERPA and HIPAA).

For most agencies, this involves having an initial discussion with the agency, filling out a data request form, and then addressing any questions.

Institutional Review Board (IRB) approval is also required for many projects. Federal and state regulations define when this is necessary, but is done to ensure that research does not harm individuals.

STAGE 2: APPROVALS

After project approval, agencies will require some form of a data-sharing agreement (DSA). These agreements are required by agencies to ensure that we have the necessary data security arrangements in place and to limit our use of the data beyond the project.

In some circumstances, existing DSAs may cover the data needed, but most projects will require new DSAs with one or more agencies.

STAGE 2: APPROVALS

For RCSP, the project team requested approvals from three agencies.

Agency	Approval Needed
AOC	<ul style="list-style-type: none">• None (approval already in place)
ESD	<ul style="list-style-type: none">• None (approval already in place)
DSHS-RDA	<ul style="list-style-type: none">• WSIRB standard form
DSHS-BHA	<ul style="list-style-type: none">• WSIRB standard form
DSHS-ESA	<ul style="list-style-type: none">• WSIRB standard form
DOC	<ul style="list-style-type: none">• WSIRB standard form• DOC custom form
HCA	<ul style="list-style-type: none">• WSIRB standard form• HCA custom form• Presentation to data use committee

STAGE 2: APPROVALS

The DSA stage of the project was more complicated since WSIPP and DSHS would receive data in our proposed strategy.

However, we worked out a strategy to sign a four-way confidentiality agreement (CA).

Overall, it took roughly two weeks for WSIPP to write and submit the approvals, roughly four months to get agency approvals, two weeks to get WSIRB approval, and another month to get the CA signed.

STAGE 3: FULFILLMENT

After the approvals are made and the DSAs are signed, agencies will gather and send the data to us.

In some cases, the data we need are already in the format we need it in, so data transmission can occur immediately. In other cases, agencies must do additional work to fulfill our request.

Agencies also typically have policies where they will not do this work until after the necessary approvals are in place, so this stage often cannot occur simultaneously with previous stages.

STAGE 3: FULFILLMENT

After initial fulfillment, we often need to go back to agencies to get adjustments to the data set. This can occur if there was a misunderstanding in our request, we caught a data cleaning error, or if we did not fully understand what was in the data.

This can add time if the agency then has to redo work to get the needed data.

STAGE 3: FULFILLMENT

For RCSP, DOC needed time to put the requested data together.

It took about two months to receive the cleaned DOC data and another two months to merge DOC and CHD data together. RDA estimates another three months until we receive the final dataset.

RCSP SUMMARY

Overall, it has taken much longer for us to receive data than we were expecting. We had been given information to suggest that fulfillment would be relatively quick and that there would be no major hurdles to approval.

Stage	Planned Timeline	Actual Timeline
Scoping	2 weeks	2 weeks
Approvals	1-2 months	6 months
Fulfillment	3-4 months	5 months so far

WHAT IS WSIPP DOING?

Much of this process is beyond our control. However, there are steps we can take to speed up this process.

1. The Research Manager (RM) facilitates relationships with data agencies, meeting with them regularly.
2. The RM tracks how long this process takes to help make accurate forecasts when making fiscal notes and in project planning. These forecasts require agency-specific knowledge.
 - a. For example, we know more about planning for approvals like RCSP.
3. We consistently follow up with agencies to ensure our requests are not forgotten.

WHAT IS WSIPP DOING?

4. We have created internal resources to facilitate the process:
 - a) For each agency, guidance on the available data.
 - b) For each agency, guidance on the general process, along with specific internal suggestions.
 - c) For each agency, examples of filled-out forms.
 - d) Lists of data-related contacts at various agencies.
 - e) Language that can be copied into agency forms for standard questions (e.g., language about how we will keep data secure).

WHAT IS OUTSIDE OF WSIPP CONTROL?

1. Federal and state regulations require certain project approvals and DSAs.
2. Agency approval processes do not always reflect the reality of legislative mandates.
3. Agencies do not always have the resources to drop everything and work on our request.
 - a) Increased knowledge of how long things take helps but cannot perfectly resolve the uncertainty inherent in relying on agency action.
 - b) Agencies may not have the resources to fulfill the request at all.

THANK YOU!

Thank you for your time.
Let me know if you have any questions!

Staff Update

Data Acquisition

Nate Adams, WSIPP's Research Manager, has prepared a discussion item for the Board. In brief, acquiring data from state agencies is crucial to most of WSIPP's research projects. While WSIPP has taken many steps to make data acquisition as smooth and predictable as possible for researchers, there are many points in the process outside of our control. In some cases, WSIPP is unable to correctly predict how long it will take to acquire and process data for our research projects. Nate will introduce three major steps in the process (scoping, approvals, and fulfillment), identify the key areas of uncertainty, and discuss what steps WSIPP has taken to improve this process.

Staffing and Budget

Staff Changes Since Last Board Meeting

Annual performance evaluations were completed in July; one highlight was that Cory Briar qualified to promote from a Research Associate II to a Senior Research Associate.

At the June Board meeting, we communicated that one of our senior researchers (Chasya Hoagland) was planning to leave WSIPP this summer for a move across the country. I mentioned that due to our new set of assignments and the loss of another researcher earlier in the year, we planned to post new research positions in the late summer, aiming to bring on the new researchers around January 1, 2024.

Since that meeting, we have had two additional researchers (Lauren Knoth-Peterson and Kara Krnacik) resign to take new positions (one with a state agency, one in the private sector), our lead software developer (Jeff Painter) resigned to make a career change, and one researcher (Marna Miller) retired. For context, over the last ten years, the number of staff who leave per year has varied between one and six, averaging just over 3 per year. So, while losing five staff members within a fiscal year is not unprecedented, it is unusual for departures to be so tightly clustered.

Recruitment Plan

Given these recent staff departures combined with our heavy current slate of assignments, we are recruiting to replace our lead application developer and hire six new researchers, aiming for stabilization and predictability in staffing levels. Of the researchers, one will have specific criminal justice expertise, and one will have health expertise.

Catherine Nicolai, WSIPP's Associate Director for Operations, leads all WSIPP recruitment efforts and is coordinating the screening and interview panels. WSIPP has worked to expand our outreach strategies in the last few years and has been very successful in filling research positions.

The Lead Application Developer position closed in August, and we are currently interviewing candidates. We hope to fill the researcher positions by January 2024 and will update the Board on progress at the December meeting.

Director's Annual Evaluation

The annual performance evaluation for WSIPP's Director is underway. In this third year of a three-year cycle, Stephanie submitted her self-evaluation in July, and President John Carmichael coordinated with WSIPP staff in August to collect feedback to incorporate into the evaluation. In most years, the Director's evaluation is completed in September and discussed by the full Board at the September meeting. Every third year, completion is delayed until October, and the full Board discussion occurs at the December meeting to accommodate the extra step of collecting feedback from all WSIPP staff.

Supplemental Decision Package

WSIPP has prepared a decision package to request the following:

- 1) Shifting funds from FY24 to FY25 for two legislatively assigned studies to align with the Board's decision to delay certain project deadlines. These requests would shift \$294,000 of funding from FY24 to FY25.
- 2) Requesting \$20,000 in FY24 for a study assigned in a 2021 policy bill (2SHB 1044) to match the actual workflow. This project was underspent in FY23 by \$20,000.
- 3) Requesting \$222,000 in FY25 for a study assigned in a 2022 policy bill (2SHB 1818). Funding for this study appears in fiscal backup documents but not in the actual budget; this request reflects a technical correction.
- 4) Correcting funds appropriated for a study assigned through the 2023 budget (ESSB 5187) to match the estimate we provided during session. This request would increase funding by \$26,000 in FY24 and by \$128,000 in FY25.

If all project-related requests are funded, it would reduce WSIPP funding by \$248,000 in FY24 and increase it by \$644,000 in FY25, for a net increase of \$396,000 over the biennium.

Proposed Adjustments to WSIPP's Workplan

Due to the delays with data acquisition for the Reentry Community Services Program evaluation, our project team will need more time to conduct the work and complete the analysis. We will ask the Board to move this deadline from November 1, 2023, to the end of the fiscal year, June 30, 2024.

Due to recent unexpected changes in staffing, we will also ask the Board for three additional extensions in project timelines. We plan to shift resources to prioritize completing final reports on time, preferring to extend preliminary deadlines instead of final report deadlines. Three preliminary reports, one for the evaluation of exclusive adult jurisdiction (known as "JR to 25") one for the Guided Pathways Model, and one for the adult corrections inventory, are due in December of 2023. We will ask the Board to extend these deadlines to June 30, 2024, to ensure the required work is completed.

WSIPP's Current Work Plan: FY24-25

WSIPP has 20 research projects with work occurring in fiscal year 2024 and 14 with work occurring in fiscal year 2025. These projects include outcome evaluations, meta-analyses, benefit-cost analyses, descriptive reviews, and other policy research. The figure below illustrates the current work plan.

Project	FY 2024												FY 2025												
	Jul-23	Aug-23	Sep-23	Oct-23	Nov-23	Dec-23	Jan-24	Feb-24	Mar-24	Apr-24	May-24	Jun-24	Jul-24	Aug-24	Sep-24	Oct-24	Nov-24	Dec-24	Jan-25	Feb-25	Mar-25	Apr-25	May-25	Jun-25	
Cannabis legalization evaluation																									
COVID impacts on school achievement																									
Underground economy in the construction industry																									
Penn State scoping contract																									
Evaluation of the Reentry Community Services Program																									
Transitional kindergarten																									
Exclusive adult jurisdiction (JR to 25)																									
Evaluation of the Guided Pathways Model																									
Recovery navigator and law enforcement assisted diversion program study																									
Hospital staffing standards																									
Creating prison to postsecondary education pathways																									
Adult corrections inventory update																									
Study on county jails and juvenile facilities																									
The needs of farmworkers																									
Review of assessments and charges for incarcerated individuals																									
Examination of contracting practices for Correctional Industries																									
Evaluation of DOC community services experiment																									
Learning Assistance Program inventory																									
K-12 education research project (<i>scope TBD</i>)																									
Long-term support services for individuals with traumatic brain injuries (TBIs)																									
Costs and benefits of shifting conservation district elections to general election ballots																									
Evaluation of Washington's Housing Voucher Program																									
Criminal justice research project (<i>scope TBD</i>)																									

Legend:
Months of current/ongoing works shaded **grey**; deadlines in **black**

WSIPP's Proposed Work Plan: FY24-25

The figure below illustrates the current work plan with proposed shifts in deadlines and effort. Decision items #1, #2, and #3 further describe the proposed shifts in deadlines.

Project	FY 2024												FY 2025												
	Jul-23	Aug-23	Sep-23	Oct-23	Nov-23	Dec-23	Jan-24	Feb-24	Mar-24	Apr-24	May-24	Jun-24	Jul-24	Aug-24	Sep-24	Oct-24	Nov-24	Dec-24	Jan-25	Feb-25	Mar-25	Apr-25	May-25	Jun-25	
Cannabis legalization evaluation																									
COVID impacts on school achievement																									
Underground economy in the construction industry																									
Penn State scoping contract																									
Evaluation of the Reentry Community Services Program																									
Transitional kindergarten																									
Exclusive adult jurisdiction (JR to 25)																									
Evaluation of the Guided Pathways Model																									
Recovery navigator and law enforcement assisted diversion program study																									
Hospital staffing standards																									
Creating prison to postsecondary education pathways																									
Adult corrections inventory update																									
Study on county jails and juvenile facilities																									
The needs of farmworkers																									
Review of assessments and charges for incarcerated individuals																									
Examination of contracting practices for Correctional Industries																									
Evaluation of DOC community services experiment																									
Learning Assistance Program inventory																									
K-12 education research project (<i>scope TBD</i>)																									
Long-term support services for individuals with traumatic brain injuries (TBIs)																									
Costs and benefits of shifting conservation district elections to general election ballots																									
Evaluation of Washington's Housing Voucher Program																									
Criminal justice research project (<i>scope TBD</i>)																									

Legend:

Months of current/ongoing works shaded **grey**; deadlines in **black**
 Months of suggested changes shaded **light orange**, deadlines in **dark orange**

WSIPP Board Decision Item #1

Does the Board authorize moving the deadline for the Reentry Community Services Program evaluation from November 1, 2023, to June 30, 2024?

Background

Due to delays with data acquisition for the Reentry Community Services Program evaluation, the project team will need more time to conduct the work and complete the analysis.

The Board has the authority to adjust due dates as necessary as specified in budget proviso language:

2023 ESSB 5187 Sec. 610(4)(j)

Notwithstanding other provisions in this subsection, the board of directors for the Washington state institute for public policy may adjust due dates for projects included on the institute's 2023-25 work plan as necessary to efficiently manage workload.

The Project

The 2021 Legislature passed E2SSB 5304, which modified the state's Reentry Community Services Program (RCSP). The bill includes an assignment for WSIPP to update its evaluation of the RCSP and to broaden its benefit-cost analysis to include impacts on the use of public services and other factors. In addition, the bill directs WSIPP to examine the potential cost, benefit, and risks involved in expanding or replicating the RCSP. Finally, the bill asks WSIPP to examine what modifications to the program are most likely to improve outcomes associated with program participation based on current knowledge about evidence-based, research-based, and promising programs.

WSIPP published a preliminary report for this assignment in November 2022. The preliminary report reviews prior research on the RCSP and outlines the approach WSIPP intends to take for its final report.

The main outcome analyses planned for the final report require data from multiple agencies. Due to substantial delays in data acquisition, we will not be able to conduct the final analyses and complete the final report by its current due date of November 1, 2023.

Staff Recommendation

We recommend that the Board move the deadline for this study from November 1, 2023, to June 30, 2024.

WSIPP Board Decision Item #2

Does the Board authorize moving the deadline for the preliminary report on the Guided Pathways Model from December 15, 2023, to June 30, 2024?

Background

Recent staff resignations have required us to adjust staffing on certain projects. We are prioritizing completing final reports on time, preferring to extend preliminary deadlines instead of final report deadlines. Due to these staffing shifts, we request a deadline extension for the preliminary report of our evaluation of the Guided Pathways Model.

The Board has the authority to adjust due dates as necessary as specified in budget proviso language:

2023 ESSB 5187 Sec. 610(4)(j)

Notwithstanding other provisions in this subsection, the board of directors for the Washington state institute for public policy may adjust due dates for projects included on the institute's 2023-25 work plan as necessary to efficiently manage workload.

The Project

The 2021 Washington State Legislature directed WSIPP to evaluate the Guided Pathways Model. Guided Pathways is a community and technical college reform that aims to improve student experience and outcomes through changes to academic program structure, advising, instruction, and progress monitoring.

WSIPP's preliminary report will review the implementation of the Guided Pathways Model in Washington and any available evidence of the effectiveness of the Guided Pathways Model. If possible, this report may also evaluate the effect of the Guided Pathways Model on some early student outcomes. The preliminary report is currently due in December 2023.

Due to staff turnover, completing the planned analysis and report by December 15, 2023, will not be feasible. The transition in study lead is already in process. WSIPP Senior Research Associate, Julia Cramer, has education policy expertise and previously consulted on this project. She will be taking on the study and leading the future reports.

A final report, due in December 2029, will evaluate the effect of the Guided Pathways on longer-term student outcomes, such as degree completion, time to degree, transfer to four-year institutions, employment, and earnings, to the extent possible. This requested adjustment does not impact the final report deadline.

Staff Recommendation

We recommend that the Board move the deadline for this preliminary report from December 15, 2023, to June 30, 2024.

WSIPP Board Decision Item #3

Does the Board authorize moving the deadline for the preliminary report on exclusive adult jurisdiction (JR to 25) from December 1, 2023, to June 30, 2024?

Background

Recent staff resignations have required us to adjust staffing on certain projects. We are prioritizing completing final reports on time, preferring to extend preliminary deadlines instead of final report deadlines. Due to these staffing shifts, we request a deadline extension for the preliminary report of our evaluation of exclusive adult jurisdiction (JR to 25).

The Board has the authority to adjust due dates as necessary as specified in budget proviso language:

2023 ESSB 5187 Sec. 610(4)(j)

Notwithstanding other provisions in this subsection, the board of directors for the Washington state institute for public policy may adjust due dates for projects included on the institute's 2023-25 work plan as necessary to efficiently manage workload.

The Project

The 2018 Washington State Legislature directed WSIPP to assess the impact of changes to the Juvenile Justice Act (JJA), as outlined in E2SSB 6160. To the extent possible, the study should include impacts to community safety, racial disproportionality, recidivism, state expenditures, and youth rehabilitation. The 2019 Legislature amended WSIPP's assignment to include an assessment of additional components contained in Sections 2-6 of E2SHB 1646. WSIPP must also conduct a benefit-cost analysis, which includes the health impacts and recidivism effects of extending the JJA to include all offenses committed under the age of twenty-one.

A preliminary report is currently due by December 1, 2023. Given the turnover in the study lead, completing the planned analysis and report by December 1, 2023, will not be feasible. The transition in study lead is already in process. WSIPP Research Associate II, Morgan Spangler, is developing expertise in juvenile justice policy and most recently led WSIPP's evaluation on Functional Family Therapy for court-involved youth. She will be taking on the study and leading the future reports.

A final report is due in December 2031. This requested adjustment does not impact the final report deadline.

Staff Recommendation

We recommend that the Board move the deadline for the preliminary report from December 1, 2023, to June 30, 2024.

WSIPP Board Decision Item #4

Does the Board authorize moving the deadline for the preliminary report on the adult corrections inventory from December 31, 2023, to June 30, 2024?

Background

Recent staff resignations have required us to adjust staffing on certain projects. We are prioritizing completing final reports on time, preferring to extend preliminary deadlines instead of final report deadlines. Due to these staffing shifts, we request a deadline extension for the preliminary report of our adult corrections inventory.

The Board has the authority to adjust due dates as necessary as specified in budget proviso language:

2023 ESSB 5187 Sec. 610(4)(j)

Notwithstanding other provisions in this subsection, the board of directors for the Washington state institute for public policy may adjust due dates for projects included on the institute's 2023-25 work plan as necessary to efficiently manage workload.

The Project

The 2023 Washington State Legislature directed WSIPP to update its adult corrections inventory of evidence-based, research-based, and promising programs and to expand the inventory to include new programs not included in the last WSIPP inventory. The update must focus on programs for incarcerated individuals in prison facilities and prioritize programs currently offered by the Washington State Department of Corrections (DOC).

A preliminary report identifying the programs currently offered in DOC prison facilities and the list of new programs to be reviewed for the updated adult corrections inventory is currently due by December 31, 2023. Given staff turnover, completing this preliminary by December 31, 2023, will not be feasible.

A final report is due in December 2024. This requested adjustment does not impact the final report deadline.

Staff Recommendation

We recommend that the Board move the deadline for the preliminary report from December 31, 2023, to June 30, 2024.

Recent and Upcoming Reports

Recent Reports

WSIPP has published five reports since the last Board meeting in December. This section briefly summarizes key findings from each report and links to the complete findings on our website.

[Involuntary Treatment for Substance Abuse: Client Outcomes](#)

Source: 2016 legislative assignment (HB 1713), also known as "Ricky's Law"

Published: Jun 30, 2023

In 2016, HB 1713 (Ricky's Law) integrated crisis response for mental health and substance abuse (SUD), created a new classification of mental health professionals, and mandated the creation of Secure Withdrawal and Management and Stabilization facilities (SWMS) to serve those detained for SUD.

We evaluated the outcomes for those detained to SWMS, comparing them to people never detained but who had received voluntary detoxification treatment in the same period. We found that in the six months following treatment, SWMS clients were less likely to:

- Receive SUD treatment;
- Experience homelessness;
- Be treated in the emergency department or be hospitalized;
- Receive any state financial supports.

We found no significant difference in rates of mental health treatment, arrest, or employment.

Our benefit-cost analysis found that, compared to the detox-only group, the cost of the program exceeds the benefits we are able to estimate.

[Internet Stings and Operation Net Nanny](#)

Source: 2021 budget proviso (ESSB 5092)

Published: Jun 30, 2023 (*Original deadline: Jun 30, 2022*)

In May 2021, the Washington Legislature directed WSIPP to conduct a study of Washington State Patrol's (WSP) Operation Net Nanny ("Net Nanny"). Net Nanny is a type of undercover law enforcement activity known as an "internet sting operation." WSP detectives designed Net Nanny to arrest adults who use the internet to solicit sexual activity with minors.

We reviewed the academic literature on internet sting operations and found limited research on this topic. It is unclear whether these operations are effective at deterring or reducing crime.

We used administrative data to compare individuals arrested via Net Nanny to individuals who were arrested for sexual crimes against minors through traditional police tactics. We found that individuals in both groups exhibit similar demographic characteristics and criminal history. On average, across these specific measures, individuals convicted through Net Nanny resemble people convicted of completed sexual crimes against minors.

[Washington State's Functional Family Therapy Program: Outcome Evaluation](#)

Source: Board-approved contract with Washington State Department of Children, Youth, and Families (DCYF)

Published: Jun 30, 2023

In Washington State, Functional Family Therapy (FFT) is one of the many evidence-based programs available to court-involved youth on probation. We examined the likelihood of recidivism for youth participating in FFT relative to eligible youth who did not participate in FFT. In addition, we evaluated for whom and under what conditions the program was most effective.

Our findings indicate that participation in FFT is associated with an increased likelihood of recidivism when compared to the average “treatment-as-usual” that youth in the juvenile courts typically receive. The association between participation in FFT and recidivism did not vary based on youth characteristics, geography, living situation, or competency of the therapist.

[Student Achievement and the Pandemic: Analysis of Test Scores, Earnings, and Recovery Interventions](#)

Source: WSIPP’s ongoing K-12 funding

Published: Sep 1, 2023

In this report, we examine academic achievement among public school students in Washington during the COVID-19 pandemic.

First, we estimate how student math and English Language Arts (ELA) achievement changed during the pandemic. Overall, we found that average test scores in the 2022 school year were 0.20 standard deviations (SD) lower than average test scores before the pandemic. We observed larger declines in math test scores than ELA scores, and we estimated the largest effect in middle school grades. Further, we found larger test score declines among female students, students of color, and low-income students compared to their male, White, Asian, and economically advantaged peers.

Next, we predict long-term effects on future earnings. We estimate that a the decline in test scores is associated with an average \$32,000 decrease in future earnings per student compared to students before the pandemic.

Finally, we reviewed the impact of interventions like tutoring, academically focused summer school programs, and double-dose classes on student achievement. We estimate that, on average, these programs increase test scores and may help students recover academically in the post-pandemic period.

[Initiative 502 and Cannabis-Related Public Health and Safety Outcomes: Third Required Report](#)

Source: 2012 Citizen’s Initiative (Initiative 502)

Published: Sep 1, 2023 (*Original deadline: Sep 1, 2022*)

In November 2012, Washington State voters passed Initiative 502 (I-502), which legalized limited possession, private use, and commercial sales of cannabis for adults. The law also directed WSIPP to evaluate various public health, public safety, and economic impacts of the implementation of I-502 in a series of reports.

In this third required report, we describe findings from analyses of the relationship between non-medical cannabis legalization or licensed retail operations and various outcomes. First, we examined how cannabis possession misdemeanor conviction rates changed in Washington after the passage of I-502. Second, we examined how reported cannabis use has changed in Washington after the passage of I-502 compared to non-legalizing states. Last, we specifically focused on the impact of local access to licensed non-medical retailers. For these analyses, we examined how retail access relates to substance abuse and traffic safety outcomes within the state over time.

These analyses represent an intermediate step towards the ultimate legislatively mandated benefit-cost evaluation of I-502.

Ongoing Studies

The tables below list WSIPP's ongoing assignments.

<i>Assignment source</i>	<i>Assignment</i>	<i>Upcoming report deadlines</i>
Benefit-cost analysis		
Contract with Penn State University	Consultation on future benefit-cost model development.	Project close: Sep 30, 2023 <i>(no report deliverable)</i>
Cannabis		
Initiative 502 (2012)	Cannabis legalization evaluation	Final: Sep 30, 2032
Employment/welfare		
ESSB 5693 (2022)	Underground economy in the construction industry	Final: Sep 30, 2023 <i>(Board-adjusted deadline)</i>
ESSB 5693 (2022)	The needs of farmworkers	Preliminary: Dec 1, 2023 Final: Jun 30, 2025
General government		
ESSB 5187 (2023)	Costs and benefits of shifting conservation district elections to general election ballots	Preliminary: Dec 1, 2024 Final: Jun 30, 2025 <i>(Board-adjusted deadlines)</i>
Healthcare		
E2SSB 5236 (2023)	Hospital staffing standards	Final: Jun 30, 2024
ESSB 5187 (2023)	Long-term support services for individuals with traumatic brain injuries (TBIs)	Final: Jun 30, 2025
Higher education		
E2SSB 5194 (2021)	Evaluation of the Guided Pathways Model	Preliminary: Dec 15, 2023 <i>(Requesting adjustment in Decision Item #2)</i> Final: Dec 1, 2031
Pre-K–12 education		
ESSB 5693 (2022)	Analysis of transitional kindergarten programs	Final: Dec 15, 2023

<i>Assignment source</i>	<i>Assignment</i>	<i>Upcoming report deadlines</i>
Criminal justice		
E2SSB 5304 (2021)	Evaluation of the Reentry Community Services Program	Final: Nov 1, 2023 <i>(Requesting adjustment in Decision Item #1)</i>
E2SSB 6160 (2018), amended by E2SHB 1646 (2019)	Exclusive adult jurisdiction (JR to 25)	Preliminary: Dec 1, 2023 <i>(Requesting adjustment in Decision Item #3)</i> Final: Dec 1, 2031
ESSB 5187 (2023)	Adult corrections inventory update	Preliminary: Dec 31, 2023 <i>(Requesting adjustment in Decision Item #4)</i> Final: Dec 31, 2024
2E2SSB 5536 (2023)	Recovery navigator and law enforcement assisted diversion program study	Preliminary: Jun 30, 2024 Subsequent reports: Jun 30, 2028, 2033, and 2038
ESSB 5187 (2023)	Study on county jails and juvenile facilities	Final: Dec 31, 2024
2SHB 1044 (2021)	Creating prison to postsecondary education pathways	Preliminary: Oct 1, 2024 Final: Oct 1, 2027
ESSB 5187 (2023)	Examination of contracting practices for Correctional Industries	Final: Jun 30, 2025
ESSB 5187 (2023)	Review of assessments and charges for incarcerated individuals	Final: Jun 30, 2025
2SHB 1818 (2022)	Evaluation of Washington's Housing Voucher Program	Final: Nov 1, 2025
Contract with Department of Corrections (DOC)	Evaluation of DOC community services experiment	Final: Dec 1, 2025
2SSB 6211 (2020)	Effectiveness of the drug offender sentencing alternative (DOSA)	Follow-up: Nov 1, 2028 Subsequent reports: Every five years thereafter



Washington State Institute for Public Policy

WSIPP Speaking Engagements—2023

January		
Heather Grob & Rebecca Goodvin	Bill & Melinda Gates Foundation Measurement Learning and Evaluation Conference of Parties Learning Session Remote presentation	WSIPP’s Benefit-Cost Analysis
March		
Amani Rashid & Eva Westley	House Regulated Substance & Gaming Committee Remote presentation	WSIPP’s I-502 assignment (past and upcoming reports)
April		
Rebecca Goodvin & Eva Westley	BOLD Prevention Fellowship Program Seminar, Prevention Technology Transfer Center Network Remote presentation	Inventory of Programs for the Prevention and Treatment Of Youth Cannabis Use: December 2019 Update
May		
Amani Rashid	The Washington State Epidemiological Outcomes Workshop Remote presentation	Initiative 502 Third Required Report
Colin Gibson	Pacific Northwest Regional Economics Conference Walla Wall, WA	American Steel Benefit-Cost Analysis
Stephanie Lee	Swedish Agency for Health Technology Assessment and Assessment of Social Services Stockholm, Sweden	Using economic evaluation to inform policy: Examples from Washington State
Stephanie Lee	International Network for Social Intervention Assessment Conference Stockholm, Sweden	Using economic evaluation to inform policy: An example from Washington State
June		
Amani Rashid	UW Executive MPA Seminar, Seattle, WA	I-502 and WSIPP’s Benefit-Cost Work



Washington State Institute for Public Policy

WSIPP Speaking Engagements—2023

Lauren Knoth-Peterson	WSIPP Board of Directors	WA State’s Drug Offender Sentencing Alternative & Criminal Justice Portfolio
July		
Stephanie Lee & Heather Grob	Legislative Nonpartisan Staff – WSIPP Wednesday	WSIPP’s Benefit-Cost Approach
Eva Westley, Corey Whichard, Katelyn Kelley, Morgan Spangler, & Colin Gibson	Legislative Nonpartisan Staff – WSIPP Wednesday	Criminal Justice Research



Washington State Institute for Public Policy

Board of Directors

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Senator Andy Billig

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Representative Suzanne Schmidt

Jill Reinmuth, House Office of Program Research

Rob Duff, Office of the Governor

Kate Destler, Western Washington University

Bidisha Mandal, Washington State University

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."

WSIPP has been in operation since September 1983. It is one of the public service centers of The Evergreen State College. WSIPP 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, WSIPP will:

- benefit the state's policymakers by making available to them timely, useful, and practical research products of the very highest quality.

Toward these ends, WSIPP will:

- initiate, sponsor, conduct, and publish research that is directly useful to policymakers; and
- manage reviews and evaluations of technical and scientific topics as they relate to major long-term issues facing the state.

The legislature directs WSIPP's work through assignments in policy and budget legislation.

Governance

A Board of Directors governs WSIPP, appoints WSIPP's director, and reviews and provides oversight for all WSIPP projects. The WSIPP 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);
- President of The Evergreen State College and one provost, or designated representative, from each of the following: University of Washington, Washington State University, and, on a rotating basis, a regional public university;
- Director of Senate Committee Services; and
- Director of the House of Representatives' Office of Program Research.

A House and Senate member serve as co-chairs of the Board, with representation from each party. The co-chairs are elected by the Board and serve in this role for two years. By vote of the majority, these terms can be extended.

Legislators serve three-year terms, which may be renewed at the discretion of the Majority Leader of the Senate and the Speaker of the House of Representatives. 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 WSIPP Board meets at least twice a year or more frequently when relevant issues arise. The Board co-chairs convene and facilitate Board meetings. As much as practicable, Board decisions are by consensus. The co-chairs serve as points of contact between the Board and The Evergreen State College president on matters of governance.

Any member of the WSIPP Board of Directors who misses three consecutive meetings shall have that fact called to that member's attention by one of the Board co-chairs with the request that the member reconsider his or her ability to continue as a member. After discussion, if the co-chairs believe the member is not able to continue as a Board member, the co-chairs shall request that the appointing body replace the member for the remainder of the unexpired term.

The WSIPP Director, appointed by and reporting to the Board, is responsible for all operations of WSIPP, including hiring and supervising 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 co-chairs shall convene a Board meeting.

For business and personnel matters, WSIPP's director works through the office of the president of The Evergreen State College. The WSIPP Board, however, is the decision authority for all matters affecting WSIPP.

Voting Guidelines

For external study requests subject to approval by the Board

Quorum. A quorum of a majority of members currently appointed to the Board must be present at Board meetings to conduct business of the Board. If all 16 appointments to the Board are filled, nine members would constitute a quorum.

Being "present" is defined as physically at the meeting or participating via conference call.

Proxy votes. Proxy votes will not be allowed. "Proxy" votes include instances when a Board member informs one or both of the co-chairs how he/she will be voting.

Stand-ins. A voting member cannot send a stand-in member to a Board meeting to vote in a member's place. The stand-in member does not count towards the quorum necessary for a vote to take place.

Voting rule. In the event there is not a consensus, in order for an item to pass, a majority of the Board members present, if at least a quorum is also present, must vote affirmatively.

In the event of a tie vote, no action is taken.

For Board-directed studies

Voting rule. In the event there is not a consensus, in order for an item to pass, ten members of the Board must vote affirmatively either in-person during a Board meeting or electronically following a meeting.

Electronic voting. Board members not present for a Board-directed study vote may email their votes to the co-chairs following a meeting when such a vote has taken place.

Resources

Core funding for WSIPP operations and projects is contained in the biennial operating budget of The Evergreen State College. This funding provides resources for the director, the associate director, one support staff, and a sufficient operating budget for two to three research projects.

Funding for additional projects directed by the legislature can be written into authorizing legislation and/or appropriations bills. Resources to implement these mandated projects can be directed as provisos to WSIPP through the appropriations for The Evergreen State College or in the appropriations for other state agencies. In the latter instance, line items are to specify that the state agency should contract with WSIPP to implement the studies or projects named.

Board Decisions about Non-Legislatively Directed Projects

Unlike public policy institutes in other higher education settings, WSIPP only pursues non-state funding for policy studies that are approved by WSIPP's Board.

WSIPP has developed staff and information expertise that is valuable to public policymakers in state agencies as well as the legislature. WSIPP is sometimes asked to share its expertise, often as a one-time request for information, or a contract for research.

There are two categories of requests to WSIPP: access to research databases and requests for research analysis. These are as follows:

- 1) **Research databases.** WSIPP has created several integrated research databases to complete legislative assignments. For example, to evaluate the state's WorkFirst program, WSIPP created a database that merges records from a number of different state agencies. For studies that require analysis of criminal recidivism, WSIPP 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 WSIPP'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 WSIPP 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.

- 2) **External requests for WSIPP research analysis.** Periodically, external organizations request that WSIPP perform research under contract. These organizations can include governmental agencies and private foundations. The decision-making process for these requests is as follows:

Criteria for Decision-Making for Non-Legislatively Directed Projects. In considering additional opportunities for research and the outside use of WSIPP's research databases, WSIPP'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 Board. The two primary criteria that must be met for requests to be considered are:

- **Importance to the 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, WSIPP will consider the following factors before agreeing to participate in research or provide access to research databases:

- **Relationship to Current WSIPP Work:** Does WSIPP have direction to do this type of work?
- **Staff Expertise:** What is WSIPP's staff expertise on this topic?
- **Staff Availability/Scope of Project:** What are all aspects of WSIPP'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 WSIPP's involvement? If not, does WSIPP have sufficient funds available to finance the study, and is the issue of sufficient merit to justify use of WSIPP funds?
- **Independence:** Does the project allow WSIPP 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 WSIPP'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 required, 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 for Non-Legislatively Directed Projects. WSIPP 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 \$10,000 in resources, provided projects are consistent with WSIPP's adopted criteria for decision-making, as listed above.
- For projects or assistance requiring \$10,000 to \$50,000 in resources, staff will notify Board members through e-mail. Board members will communicate their approval or disapproval of the proposal through e-mail. In order for a decision to be reached, the staff must hear from at least seven members, with a majority (four) indicating approval.
- Projects or assistance over \$50,000 require approval of the Board as a whole at a Board meeting.

Adopted by WSIPP Board of Directors
December 5, 2016

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