



Washington Office of Superintendent of  
**PUBLIC INSTRUCTION**

**REPORT TO THE LEGISLATURE**

# House Bill 1827 2025

**Authorizing Legislation: RCW 28A.300.850**

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# EXECUTIVE SUMMARY

Efforts to improve the educational outcomes for students enrolled in Institutional Education (IE) in Washington have been underway for more than a decade. This includes the important prior legislation [Engrossed Second Substitute House Bill \(E2SHB\) 1646](#) (2019), [Engrossed Substitute House Bill \(ESHB\) 2116](#) (2020), and [Engrossed Second Substitute House Bill \(E2HB\) 1295](#) (2021). HB 1295 directed Office of Superintendent of Public Instruction (OSPI) and the Department of Children, Youth, and Families (DCYF) to jointly develop recommendations for the establishment, implementation, and funding of a reformed IE system. In 2023, [Substitute House Bill \(SHB\) 1701](#) (2023) was passed by the legislature in response to E2SHB 1295 recommendations, with the intent of focusing attention on the IE governance structure and funding model.

In the 2025, legislative session, the legislature passed [State House Bill \(SHB\) 1827](#) (2025) codified in [Revised Code of Washington \(RCW\) 28A.300.850](#), which extends the timeline for OSPI to assume responsibility for the delivery and administration of basic education services to justice-involved students to 2028 and requires OSPI to:

1. Consult with organizations representing those who deliver, support, and receive education programming and services to justice-involved students.
2. Implement the research and analysis recommendations for the two service delivery and governance options: Option 1, Education Service District (ESD) Model, where the education delivery is moved from the current system where both local school districts and ESDs provide education to the 21 Juvenile Detention Centers (JDCs) and local districts provide education to the DCYF facilities, and Option 2, an Education ESD/school district (SD) Joint Delivery Model where school districts are the primary provider of education services, identified in the final Joint Select Committee (JSC) on Governance and Funding for IE report.
3. Examine an additional service delivery and governance option, Option 3, Current Structure and Enhancement, which preserves the role of SD in providing basic education services to justice-involved students while adding state direction to advance the recommendations referenced in the E2SHB 1295 legislative report.
4. Make recommendations for statutory or other changes needed to ensure proper oversight of the delivery and administration of basic education services to justice-involved students. Such recommendations must address comments and recommendations related to education delivery outcome and progress measurements provided by educators in accordance with this section.

OSPI is recommending governance Option 3 as the preferred approach for assuming responsibility for the effective delivery and administration of basic education services to justice-involved students by September 1, 2028. This option maintains the essential role of school districts in serving these students while adding stronger state-level direction aligned with statutory recommendations and legislative intent.

Among the three governance models evaluated, Option 3 requires the fewest operational changes, resulting in lower training and administrative impacts. It is also the least disruptive for students, helping preserve continuity of services across juvenile justice education environments. However, OSPI emphasizes that sustained improvements will depend on legislative action to increase funding for IE programs; without such investment, schools that serve justice-involved youth will remain under-resourced. Currently, OSPI is collaborating with IE providers to identify areas in which consensus may be achieved on changes that can be implemented at no cost or reduced cost, particularly when such changes alleviate existing workloads or administrative burdens.

To operationalize this governance model, OSPI proposes a draft three-year implementation timeline (July 2025–June 2028) to build, implement, and establish a cohesive statewide education framework for justice-involved youth. The plan phases work across system design, practice implementation, and full transition of oversight responsibilities.

### **Year 1: Planning and Framework Development (2025–2026)**

The first year establishes the foundational structures needed for a unified system. OSPI, DCYF, ESDs, and school districts will collaborate through a variety of methods to develop shared policies, processes, and accountability mechanisms. Key activities include creating common course codes and transition processes; developing universal policies and forms for juvenile facilities; clarifying funding formulas; defining OSPI's oversight responsibilities; establishing monitoring and continuous improvement systems; and initiating a review of relevant statutes and rules.

### **Year 2: Implementation, Refinement, and Legislative Action (2026–2027)**

The second year shifts from planning to practice. Universal policies and procedures will begin phased implementation across all juvenile justice education settings. OSPI will finalize recommendations for statutory or regulatory changes to support strengthened oversight and consistency during the 2027 legislative session.

### **Year 3: Accountability and Transition (2027–2028)**

The final year formalizes the statewide framework. OSPI, DCYF, ESDs, and school districts will execute agreements such as Consolidated Service Agreements (CSAs), Memorandum of Understanding (MOUs), or interlocal contracts. OSPI will assume full oversight responsibility, supported by embedded systems for quality monitoring, continuous improvement, technical assistance, and collaborative problem-solving.

# INTRODUCTION

Washington state youth<sup>1</sup> in Juvenile Detention Centers (JDCs) and in the DCYF Juvenile Rehabilitation (JR) facilities across the state have limited access to the education opportunities and rehabilitation necessary to ensure a successful return to their communities after incarceration. It is well documented that education plays a critical role in rehabilitation and can reduce the likelihood of deeper involvement in jj system<sup>2</sup> Unfortunately, the current system for Institutional Education (IE)<sup>3</sup> in Washington state is under-resourced, fragmented, and not student-centered. As a result, students in IE, are likely to experience poor outcomes when they return home.

Involvement in the juvenile justice<sup>4</sup> system can have lifelong consequences for young people, including poor health outcomes in adulthood, limited employment opportunities and life-long mental health struggles.<sup>5</sup> The most immediate negative impact of juvenile justice involvement can be seen in the limited educational attainment of young people who have experienced confinement in a facility. The Education Research and Data Center (ERDC) found that students who experience juvenile justice obtain a high school (HS) diploma at less than 1/3 the rate of students who did not experience IE (25% vs. 80%).<sup>6</sup>

Students who experience IE face numerous barriers to full participation in education. This begins well before a student first enters the system. In an upcoming Education Northwest study, it was found that students who would later enroll in IE experienced about 10 times the school exclusion days as their same aged peers.<sup>7</sup> While enrolled in IE, these students continue to experience disruptions to their education. Youth in the juvenile justice system experience multiple ongoing transitions between the community, detention, and incarceration. Every transition brings with it a break in continuity of education, including delayed transfer of records, multiple curriculums, different credit award

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<sup>1</sup> In this report, the use of varied terms such as "youth," "student," and "young person" is intentional and serves both linguistic and contextual purposes. Each term carries subtle distinctions that help clarify the specific focus of a given discussion. For instance, "student" emphasizes an individual's role within an educational setting, while "youth" often refers to a broader age demographic, typically encompassing adolescents and young adults regardless of their academic status. "Young person" is a more inclusive and neutral phrase that can be used in formal or general contexts. By alternating these terms, the report maintains clarity, avoids repetition, and ensures that the language reflects the nuances of different scenarios and populations being addressed.

<sup>2</sup> Development Services Group, Inc. 2019. "[Education for Youth Under Formal Supervision of the Juvenile Justice System.](#)" Literature review. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention.

<sup>3</sup> With the passage of [SHB 1701](#) in 2023, the legislature created a bifurcated IE system, separating IE programs that serve jj involved youth from programs that serve youth who are neglected or have developmental, medical, or mental health needs. Per legislative direction, this report only addresses IE programs in jj settings.

<sup>4</sup> In this report, the term Juvenile Justice (jj) refers to the comprehensive system of legal and rehabilitative responses to youth involved in criminal or delinquent behavior, encompassing the courts, county-operated Juvenile Detention Centers (JDCs), and the state-level Department of Children, Youth, and Families (DCYF), Juvenile Rehabilitation (JR).

<sup>5</sup> American Academy of Child and Adolescent Psychiatry, [Incarceration and Subsequent Psychosocial Outcomes: A 16-Year Longitudinal Study of Youth After Detention](#); accessed online August 15, 2025.

<sup>6</sup> ERDC Data for the Project Education Impact (PEI) Workgroup; accessed 2024.

<sup>7</sup> Gowdy and Cigarroa Kennedy, C. (Forthcoming). Institutional Education in Washington state. Education Northwest.

standards, and varying graduation requirements.<sup>8</sup> Reenrollment after release is also a major challenge, as many youth lack a support system to assist in re-enrolling in school. Looking nationally, many students are denied entry back to their home schools or are placed in an alternative education setting that may not be in their best interest.<sup>9</sup> In Washington state, only 65% of students return to school after a JDC enrollment. For 35% of students who experience confinement in a JDC their next educational enrollment is either unknown or in another IE program.<sup>10</sup>

The lack of uniformity across juvenile justice facilities creates significant barriers to providing consistent and equitable education for students in these settings. IE programs within these settings vary widely in curriculum, credit systems, school calendars, and administrative processes, which makes it difficult to ensure smooth transitions for students who often move between placements. This inconsistency can result in lost credits, gaps in instruction, and delayed evaluations or services, particularly for students with IEPs.

Oversight by the courts and management by different county and state administrations means that resources, policies, and priorities vary significantly from one facility to another. The result is a fragmented system where students' educational progress depends heavily on where they are placed rather than on a uniform standard of care. Many youth experiencing the juvenile justice system already face disrupted educational histories. This lack of alignment across both IE and juvenile justice systems compounds inequities and undermines efforts to provide continuity, stability, and meaningful pathways toward graduation and successful reentry back to their communities.

When adequately resourced, staffed, and supported by strong policy, IE can serve as a powerful intervention that helps young people build skills, stability, and hope for a successful future beyond the juvenile justice system.<sup>11</sup> In contrast, without high-quality education, rehabilitation, and effective transition services, the justice system risks functioning as a revolving door, with youth cycling back into the system instead of moving forward. This cycle is already evident, as 30%<sup>12</sup> of young people who enter a JDC return within a year—underscoring the urgent need to strengthen IE as a cornerstone of both rehabilitation and prevention.

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<sup>8</sup> NDTAC, 2016 [Transition Toolkit 3.0: Meeting the Educational Needs of Youth Exposed to the Juvenile Justice System](#)

<sup>9</sup> Mendal, Richard. March 2023. [Why Youth Incarceration Fails: AN Updated Review of the Evidence. The Sentencing Project Report](#); accessed online June 29, 2025.

<sup>10</sup> Source: CEDARS data request; accessed September 04, 2025

<sup>11</sup> Miller, J. (2011). [Incarceration, education and transition from delinquency - ScienceDirect](#); accessed online September 4, 2025

<sup>12</sup> Source: CEDARS data request; accessed September 4, 2024

# LEGISLATIVE BACKGROUND

Efforts to reform IE in Washington state have been underway for more than a decade. This includes the important prior legislation: [Engrossed Second Substitute House Bill \(E2SHB\) 1646](#) (2019) and [Engrossed Substitute House Bill \(ESHB\) 2116](#) (2020). In addition, [Engrossed Second Substitute House Bill \(E2SHB\) 1295](#) (2021). E2SHB 1295 directed OSPI and DCYF to jointly develop recommendations for the establishment, implementation, and funding of a reformed IE system. More than 50 advisory group members, IE educators, administrative staff, community partners, and students in IE met over 14 months to develop detailed recommendations. The recommendations include practice delivery reforms and developing a recommended prototypical funding model. The recommendations were provided to the legislature in the [2022 Improving Institutional Outcomes Final Report](#). In particular, the report recognized that education delivery must consider the continuum of needs young people in the justice system may experience. Students who are involved in the juvenile justice system in Washington state experience many interruptions in their education as they transition between facilities and back into their communities. As a result, students need a system that provides access to educators, coaches, advocates, and mentors who support students in this transition process.

In 2023, [Substitute House Bill \(SHB\) 1701](#) was passed by the legislature in response to E2SHB 1295 recommendations, with the intent of focusing attention on the IE governance structure and funding model for juvenile justice programs only. Specifically, SHB 1701:

- Assigned OSPI responsibility for the delivery and oversight of basic education services to justice-involved youth through the IE programs in facilities that are not under the jurisdiction of the Department of Social and Health Services (DSHS) by no later than September 1, 2027.
- Established a Joint Select Committee (JSC) on governance and funding for IE. The committee reported findings and recommendations to the governor, OSPI, the chair of the State Board of Education, and appropriate committees of the legislature in December 2024.
- Required OSPI to develop a timeline and plan for assuming the above responsibilities of SHB 1701 as well as annual interim reports until 2027.

In the 2025 legislative session, the legislature passed [State House Bill \(SHB\) 1827](#) (2025), now codified in [Revised Code of Washington \(RCW\) 28A.300.850](#), which extends the timeline for OSPI to assume responsibility for the delivery and administration of basic education services to justice-involved students to 2028 and requires OSPI to:

1. Consult with organizations representing those who deliver, support, and receive education programming and services to justice-involved students.
2. Implement the research and analysis recommendations for the two-service delivery and governance options identified in the final Joint Select Committee (JSC) [on Governance and Funding for IE report](#).

3. Examine an additional service delivery and governance option that preserves the role of school districts in providing basic education services to justice-involved students but includes additional state direction in furtherance of the recommendations referenced in the E2SHB 1295 legislative report.
4. Make recommendations for statutory or other changes needed to ensure proper oversight of the delivery and administration of basic education services to justice-involved students. Such recommendations must address comments and recommendations related to education delivery outcome and progress measurements provided by educators in accordance with this section.

# IE IN JUVENILE JUSTICE SETTINGS

OSPI oversees all public education in Washington state, including all IE programs. These programs operate in a variety of facility- and community-based settings. IE services for students involved in the juvenile justice system are provided by 19 public SD and nine ESDs across the state. The facilities include 21 county-operated [JDCs](#) and [DCYF JR facilities](#). The JR system consists of two state-level, long-term facilities—Echo Glen and Green Hill—and eight community facilities (CF).

## **Varied Ages and Grade Levels**

IE programs educate students of various ages and grade levels. IE programs must utilize strategies that accommodate a diverse range of educational background and needs. A facility can have students ranging in age from 12–22, many of whom are a grade or more behind in their education. This requires significant work from an IE teacher who must be able to teach to an incredibly varied audience, managing far more complex student dynamics than the standard classroom. Further, at facilities with limited funding, there is only one teacher to teach every school subject to this audience.

## **Length of Stay**

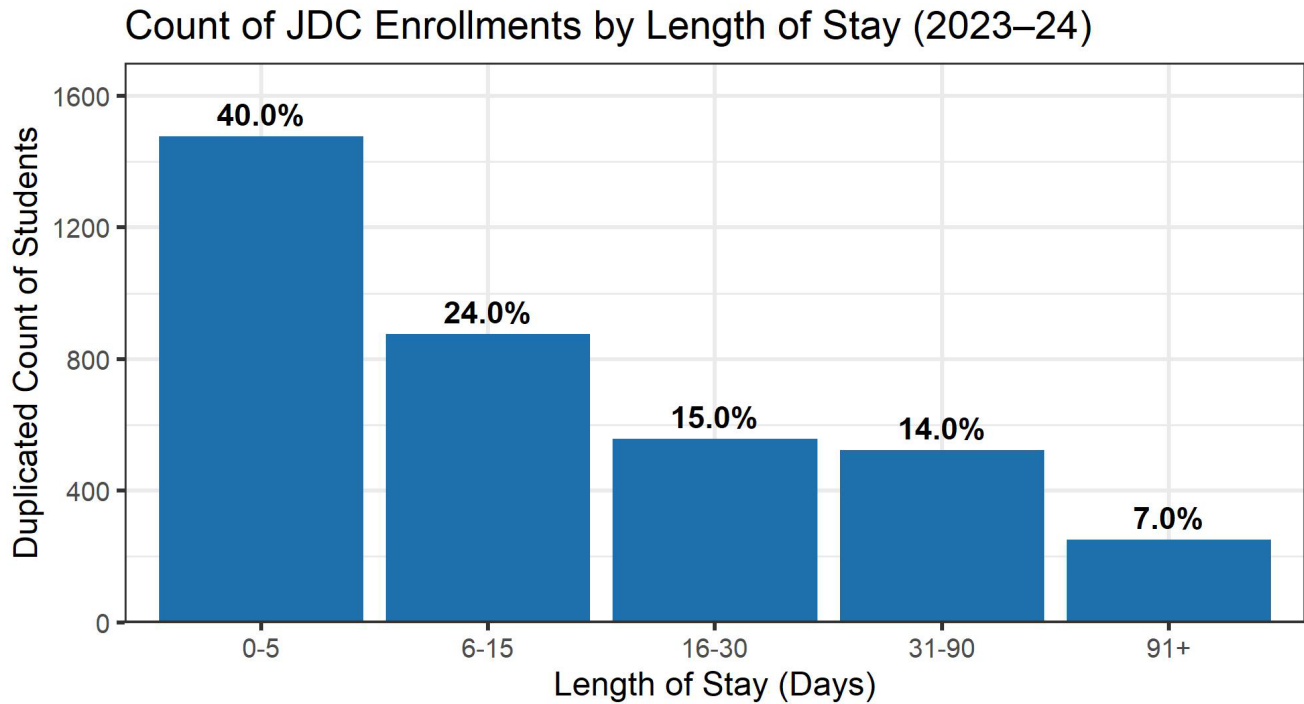
Most students enrolled in IE are in the state’s JDCs, where a majority of students (64%) are enrolled for 15 days or less.<sup>13</sup> Only seven percent of students are enrolled in IE for longer than 90 days (see figure 1: Juvenile Detention Center Enrollment by Length of Stay). Because confinement to juvenile detention is typically a short term stay, the general overarching purposes of education programming in detention should be to screen for disabilities, gather data to inform future education planning, and to intervene to reengage the youth in the education process.<sup>14</sup> Prioritizing educational services that include reengagement, and transition planning (i.e., a coordinated set of activities designed to promote successful movement either back to the community or to a correctional program setting) should be a focus for the vast majority of students in IE who are in detention.

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<sup>13</sup> Source: CEDARS data request; accessed February 2, 2024

<sup>14</sup> Gonsoulin, Simon, Heather Griller and Clark Victoria E. Rankin. March 2015. [NDTAC Practice Guide: Quality Education Services are Critical for Youth Involved with Juvenile Justice and Child Welfare Systems](#). WA DC; accessed online June 29, 2025

**Figure 1: Juvenile Detention Center Enrollment by Length of Stay**



Data Source: CEDARS  
Date Accessed: 08/16/2024

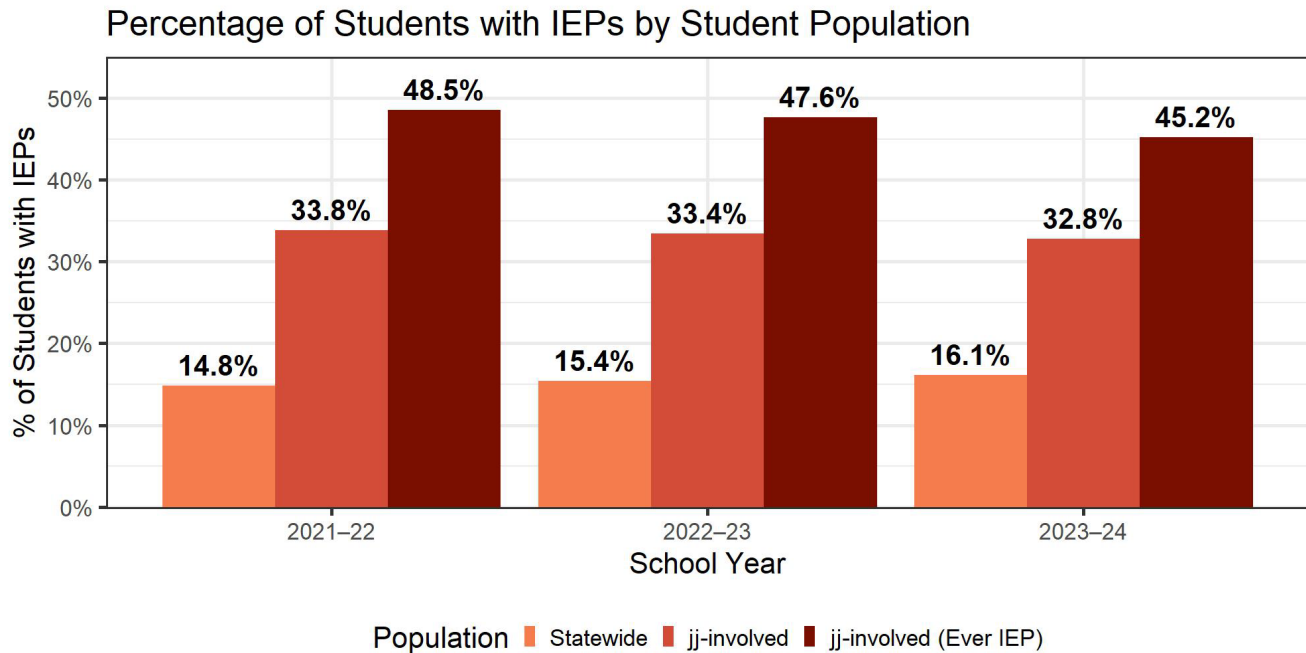
### Special Education

Providing special education in institutional settings also presents systemic challenges that can limit both access and effectiveness. During the 2023–24 school year, students with disabilities were significantly overrepresented in Washington’s IE programs compared to statewide averages. Of the 3,019 students served in all IE programs, 990—or 33%—had an Individual Education Plan (IEP), more than double the state average of 15.4%.<sup>15</sup> Additionally, 35% of IE students had an IEP in the last five years that were expired, meaning they were found to have a disability but did not receive a needed evaluation in the following years to ensure supports.<sup>16</sup> Short-term stays in the JDCs do not allow enough time to conduct proper evaluations or develop comprehensive plans for students. Slow and incomplete record transfers further delay services. These barriers are compounded by challenges in maintaining students’ interest and engagement, particularly among learners who may already feel disconnected from school.

<sup>15</sup> Source: CEDARS data request; accessed January 22, 2025

<sup>16</sup> Source: CEDARS data request; accessed January 22, 2025

**Figure 3: Percentage of Students with IEPs**



Data Source: CEDARS

Date Accessed: 01/22/2025

jj-involved and Statewide only include current year, non expired IEPs.  
jj-involved (Ever IEP) includes all students in jj who have ever had an IEP.

### **Educator Staffing**

Sustaining a diverse and qualified educator workforce is key to delivering equitable and tailored educational support. IE programs face unique challenges due to unpredictable fluctuations in student enrollment, which severely limit their ability to anticipate staffing needs throughout the academic year. Unlike traditional SD that typically contract with teachers for a full school year, IE programs navigate staffing with far less certainty. Many IE programs can only contract a minimum of one teacher annually due to the funding model that requires a minimum enrollment of students for one certificated instructor staff. Even when facilities report higher enrollment that would normally qualify them for additional funding, they often cannot use those funds to hire more staff. In IE schools, enrollment is recorded only once each month on a set count day, and that number determines the funding for the entire month. If student numbers rise after the designated count day, the facility is not eligible for extra funding. Additionally, substitute teachers are extremely difficult to recruit due to the rigorous security clearances, background checks, and specialized training required to work in secure facilities. This instability not only affects the quality of education but also undermines efforts to build consistent, culturally responsive learning environments for students.

### **DCYF Staffing**

Safety concerns and frequent student movement in the DCYF JR long-term facilities, often tied to limited DCYF JR facility staffing, causes interruption of classroom instruction, and reduces consistency and continuity in learning. Many times, security concerns and limited staffing leads to full-facility

exclusions, which result in the cancellation of all classes (lock down). These interruptions undermine the ability for students to make academic progress and work in a stable learning environment. Additionally, educational staff are not consistently trained in the same safety protocols as DCYF JR or JDC personnel, creating operational gaps during student transitions between cottages, units, or pods. These movements, often necessary for safety reasons, can lead to the exclusion of individual students from educational programming.

## **IE Basic Education Funding**

A central barrier preventing meaningful progress for students in IE is Washington state's outdated funding model, unchanged since the 1995–1997 biennium. This model was excluded from the *McCleary vs. Washington* decision on public education and exists only in biennial appropriations acts. Rather than establishing a sustainable, long-term solution, the state has relied on temporary fixes that fail to address systemic inequities. The impacts are most severe in JDCs, where 21 facilities across Washington face a persistent and severe funding deficit that undermines students' access to high-quality education and perpetuates opportunity gaps.

The majority of the IE programs generate state basic education funding through the following five factors:

- Student enrollment, counted as an annual average full-time equivalent.
- Regionalization factors applied to base salaries.
- Staffing allocations, inclusive of minimum funding level.
- A 220-day school year.
- Materials, supplies, and operating costs.

Several IE program types do not generate the certificated administration and classified staff units needed to support the IE program. It fails to generate the certificated administrators and classified staff that IE programs need to function, leaving entire programs without the essential personnel required to support students and ensure safe, effective learning environments.

## **Education Advocate Program (EA)**

The EA program currently serves students incarcerated in DCYF JR facilities, leaving the majority of youth in Washington's 21 JDCs without access to these critical supports. The program is funded through a state proviso and supplemented by federal Title I, Part D Neglected-Delinquent funds, which have been steadily declining each year. Providing EAs at the point of entry into JDCs—the initial stage of incarceration—could significantly reduce recidivism.

According to OSPI data, 30% of students who leave a JDC reenter the system in the same school year. Without a dedicated transition advocate to guide them during intake and release many of these students never return to school and move deeper into the juvenile justice system.

# GOVERNANCE MODELS: RESEARCH AND ANALYSIS

OSPI conducted research and analysis of three service delivery and governance options in accordance with the JSC's report. The following options were explored:

- **Option One: ESD Model**

Under this option, ESDs would be responsible for providing education services to students in county JDCs as well as in DCYF JR long-term facilities, including Echo Glen and Green Hill. ESDs that are already serving students in JDCs would continue in that role. Responsibility for delivering education services in DCYF CF would remain with local school district (SDs).

- **Option Two: ESD/SD Joint Delivery**

Under this option, ESDs would deliver—or continue delivering—education services to students in JDCs. The model also allows for joint delivery of services at JDCs through partnerships between ESDs and SDs. Responsibility for providing education services to DCYF JR long-term facilities and DCYF CF would remain with SD.

- **Option Three: Current Structure Enhancement**

This option maintains SD responsibility for providing basic education services to justice-involved students, while adding an additional layer of oversight from OSPI. The additional oversight is intended to ensure consistency in service delivery across districts, support compliance with state and federal requirements, and monitor the overall quality of education in institutional settings.

Regardless of the selected model:

- SD remain responsible for providing education in IE facilities under [RCW 28A.150.1981](#) and [RCW 28A.190.030](#).
- OSPI will have responsibility for the oversight of IE and will continue to comply with all Federal and State laws.
- Students will benefit from increased oversight by OSPI through formal agreements—such as MOU and CSA— that hold service delivery entities accountable for outcomes and outputs of the IE program.
- All models will require the implementation of the best practice model recommendations set forth in E2SHB 1295 to benefit students.
- Funding will be needed to fully fund and run the EA program and provide EAs in JDCs to support successful transitions back to the community and prevent further involvement in the jj.
- Professional development—and the funding to support it—for teachers in receiving schools (those that students return after release from a facility) will be required to improve post-release outcomes.

## Essential Features of Delivery Model:

The following is a list of essential features of the reformed system:

- **Educational Continuity:** Ensure students have uninterrupted access to basic education across facilities and during transitions between justice settings and reintegration into the community.
- **Asset-Based, Student-Centered Approach:** Design programs that recognize and build upon each student's strengths and potential.
- **Stable and Predictable Funding:** Provide sufficient and flexible resources to meet the unique needs of IE facilities.
- **Uniform Policies and Practices:** Standardize procedures for credit attainment, records transfer, enrollment, professional development, and collaboration among facility staff.
- **Data-Driven Decisions:** Collect and share relevant data consistently across partners to inform educational decisions and improve accountability.
- **Highly Qualified Staff:** Ensure all educators and support staff are well-trained and equipped to meet the complex needs of institutionalized youth.
- **Centralized Delivery and Oversight:** Simplify governance to ensure clear accountability and facilitate system-wide improvements.
- **Educational Advocates:** Adding additional advocates in the JDC to ensure successful student transitions back to home, school, and community.

## Option 1: ESD Model

This option includes the most significant operational change of the three options. Under this model, OSPI would oversee the ESDs, which would have primary responsibility for the delivery of IE.

This model represents a change for many of the ESDs across Washington. They would begin to provide IE to students in JDC and DCYF JR long-term facilities, including Echo Glen and Green Hill. Unlike other options, SD would not continue serving students in JDCs. SDs would provide IE only to students in DCYF CFs.

## Option 1: Analysis

Pros:

- ESDs would support progress monitoring and oversight in IE.
- Increased regional control over education.
- A regionalized approach to service delivery.

Cons:

- Service delivery contracts with ESD are not currently in place and would need to be negotiated.
- SD would need to work with unions to retain staff to other positions in the district, or transfer to the ESD.

- Limited flexibility in accountability: ESDs would need to participate regardless of interest or capacity.
- ESDs not currently providing IE would require transition and significant technical assistance, resulting in increased costs.
- ESDs do not have authority to issue academic credits.

## Option 2: ESD/SD Joint Delivery

This option requires some operational changes to implement, though they are less extensive than those proposed under Option 1. It represents a shift toward ESD delivery of IE; that is, ESDs would provide IE to all students in JDCs. However, the model allows SD to continue serving students in JDCs. SD would also provide IE to students in DCYF JR long-term and CF.

### Option 2: Analysis

Pros:

- Greater flexibility than Option 1, allowing SD to continue or jointly serve JDC.
- Fewer implementations costs as compared to Option 1 due to continued role of the SDs.
- SD would continue to deliver IE to DCYF JR long-term and CF.
- Promotes program continuity through collaboration between ESDs and SDs.

Cons:

- Similar to Option 1, service delivery contracts with the ESDs are not currently in place and need to be negotiated with some ESDs in the state for the JDCs.
- ESDs not currently providing IE would need transition time and significant technical assistance support to begin service delivery, which would be expensive.

## Option 3: Enhancement of Current Operational Structure

This option maintains the current IE structure, preserving the role of the ESDs and SDs. Under this model, OSPI would provide additional oversight through formal arrangements-MOUs/CSAs-with the ESDs, DCYF, and SDs. Both ESDs and SDs would deliver IE services to students in the JDCs, while SDs would continue to serve students DCYF JR long-term facilities and CF.

### Option 3: Analysis

Pros:

- Least operational change.
- Most flexible option compared to Options 2 and 3 for OSPI, ESDs and SDs. It preserves relationships with existing partners' SDs who are currently delivering IE and provides provisions for options for delivery by either SDs or ESDs.
- Partners favor this model.

- Least costly and least disruptive for students and staff.
- Least expensive option as fewer service delivery changes that will require less training and technical assistance for the new IE providers.

Cons:

- Complex structure that requires additional oversight and monitoring by OSPI staff, i.e., increased need for CSAs and interlocal agreements and progress monitoring.

# OSPI TIMELINE AND PLAN

OSPI is prepared to assume responsibility for the effective delivery and administration of basic education services under [RCW 28A.190.150](#) to justice-involved students and improving their educational outcomes by September 1, 2028. OSPI is recommending governance option 3.

**OPTION 3:** *A service delivery and governance option that preserves the role of school districts in providing basic education services to justice-involved students, but includes additional state direction in furtherance of the recommendations referenced in subsection (1)(b)(ii) of this section and those provided in accordance with section 2, chapter 226, Laws of 2020.*

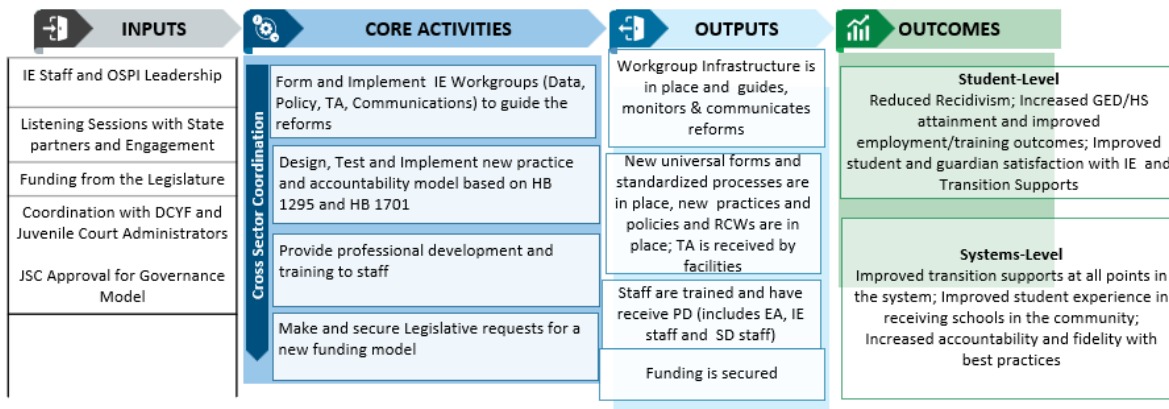
This option requires the fewest operational changes of the three, reducing training and administrative costs. Of all options under consideration, it is also the least disruptive and most supportive of consistency for students. However, it is important to note that while OSPI can assume responsibility for the delivery and administration of basic education services for justice-involved youth, without legislative action to increase funding for IE schools, these schools will remain under-resourced.

## Timeline and Next Steps

From July 2025 through June 2028, this three-year plan will build, implement, and establish, a unified education framework for justice-involved youth (see figure 4 below). OSPI will continue to provide annual report updates on these efforts as required by SHB 1827.

- The first year (2025–2026) centers on planning and framework development, including the creation of shared policies, procedures, and accountability structures across OSPI, Department of Children, Youth, and Families (DCYF), Education Service Districts (ESDs), and school districts (SDs).
- Year two (2026–2027) focuses on implementation and refinement, translating the established framework into practice and finalizing legislative recommendations to strengthen oversight and consistency.
- The final year (2027–2028) emphasizes accountability and transition, with formal agreements executed and OSPI assuming full oversight responsibility. Continuous improvement systems and collaborative partnerships will ensure sustainable, equitable, and high-quality educational outcomes for all justice-involved students.

**Figure 4: OSPI Student-Centered Systems Alignment Reform Efforts**



**Source:** American Institutes for Research (AIR); 2024

## July 2025–June 2026: Planning and Framework Development

The first year focuses on building a unified framework. Ad Hoc Workgroups will be established to inform the development of shared policies, data structures, and transition processes to ensure consistent educational experiences for justice-involved youth. This phase also initiates a review of existing laws and lays the foundation for a clear accountability structure across OSPI, DCYF, ESDs, and school districts.

- Develop universal policies, processes, procedures, and forms across DCYF and county JDCs
- Clarify funding formulas for the EA program.
- Establish ad hoc workgroups.
- Create common course codes, intake and transition processes from a JDC to DCYF to schools.
- Establish monitoring, metrics, and continuous improvement systems.
- Begin review of IE state statutes and rules.
- Define OSPI oversight and accountability.
- Develop accountability frameworks for CSAs, MOUs, interlocal agreements.
- JDC transition process between ESDs and SDs.

## July 2026–June 2027: Implementation, Refinement, and Legislative Action

In the second year, the groundwork from phase one transitions into action. Legislative recommendations will be finalized to solidify oversight mechanisms, while new statewide policies, procedures, and forms begin phased implementation across all juvenile justice education settings.

- Finalize recommendations for statutory or regulatory changes for the 2027 legislative session.
- Begin implementation of universal policies and processes across all facilities.

## **July 2027–June 2028: Accountability and Transition**

The final phase cements the new framework. Agreements between OSPI, DCYF, ESDs, and SDs are executed, and OSPI formally assumes oversight responsibility. Continuous improvement mechanisms ensure ongoing quality and accountability for educational services to justice-involved students.

- Ensuring effective delivery and administration of IE as required by RCW 28A.190.150.
- Negotiate and finalize all agreements such as the CSAs, MOUs, and interlocal.
- OSPI assumes full responsibility for oversight.
- Continuing ongoing improvement, technical assistance, and support work.

# CONCLUSION

OSPI is on track to assume full responsibility for IE oversight in 2028. In preparation, the agency has engaged in extensive cross-agency collaboration and developed a phased implementation strategy to ensure a smooth and effective transition of oversight and accountability functions.

OSPI is committed to ensuring that all students—including those in juvenile justice facilities—have access to a high-quality, equitable education that prepares them for successful reentry into school, the workforce, and community life. To realize this vision, Washington’s education system must prioritize continuous improvement, strengthen interagency coordination, and align expectations and resources across systems that serve justice-involved youth.

However, existing funding structures do not adequately address the complexity of educational needs within institutional settings. To meet the intent of equitable access and outcomes, targeted policy action is required in the following areas:

1. **Modernize the IE Funding Model:** Establish parity with general and special education funding frameworks to ensure that educational services in institutional settings are adequately resourced, responsive to student needs, and sustainable over time.
2. **Invest in Education Advocates within the JDCs:** Create and fund dedicated EA positions to serve as critical liaison supporting student transitions, facilitating reengagement with home districts, and coordinating access to community-based supports and post-release opportunities.

These targeted investments represent more than programmatic improvements; they are strategic, equity-centered interventions designed to disrupt the school-to-prison pipeline, promote continuity of learning, and expand pathways to opportunity for Washington’s most system-impacted youth.

# APPENDICES

## Appendix A: Implementation Updates

In the past year, OSPI initiated a collaborative effort to map the IE system, engaging key partners across courts, county JDC staff, school personnel, DCYF, JR staff, and education teams, and EAs. The work focused on clarifying roles and responsibilities to reduce duplication of efforts and improve coordination across agencies and facilities. OSPI also documented the flow of education-related activities within and between facilities, identifying critical transition points in a student’s educational journey. Through this work, OSPI aims to establish consistency in practice, highlight areas where universal policies, procedures, and supports would enhance service delivery, and ensure that all stakeholders share a common understanding of how the IE system functions—from county JDCs and DCYF facilities back to the community.

### Partner Engagement, Consultation, and Collaboration

Partner engagement and collaboration are crucial to the development of a reformed IE system. Over the last decade, OSPI has conducted a variety of outreach and consultation efforts in various settings and facility types.

#### *1295 Accountability Workgroup*

This includes an ongoing partnership that started in 2021 with DCYF JR beginning with OSPI’s efforts under E2SHB 1295. OSPI’s collaboration with the DCYF JR Education team is an ongoing, multi-year effort to solicit input on the recommendations for implementing reforms from the E2SHB 1295 statewide Accountability Workgroup<sup>17</sup>. The group included youth representatives from various IE facilities in the state and the following representatives:

- The State Board of Education,
- DSHS,
- A statewide organization representing counties,
- Administrative Office of the Courts,
- Office of the Education Ombuds,
- Educational Opportunity Gap Oversight and Accountability Committee, a statewide organization representing teachers,
- A statewide organization representing classified education staff,
- Nonprofit organizations representing the interests of youth and families involved in the juvenile justice system,
- People who are or have been involved in the juvenile justice system and their families,

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<sup>17</sup> The work of the E2SHB 1295 Advisory Group led to 10 recommendations for improving student outcomes (<https://files.eric.ed.gov/fulltext/ED625850.pdf>).

- A statewide organization representing state employees.

### *DCYF/OSPI Partnership*

In 2023, the Legislature provided funding for DCYF JR to establish an Education Team to provide statewide educational oversight and support at all JR facilities. This team serves a critical function as a counterpart to OSPI ensuring alignment of practices and procedures across both the JR and K–12 systems. This team collaborates closely with OSPI to ensure that educational services within juvenile facilities align with state legislation and support youth rehabilitation goals. The partnership originated from E2SHB 1295, which laid the groundwork for implementing key recommendations designed to improve IE across juvenile justice facilities.

OSPI and DCYF JR education teams meet monthly to plan initiatives, identify projects, foster areas of collaboration and identify opportunities to break down silos, streamline processes, and align polices for best practice. This ongoing partnership continues to be a vital asset that supports youth who are incarcerated to meet their educational goals and aspirations.

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### *Listening Sessions and Key Learnings*

Between 2023–2025, OSPI continued its outreach and consultation efforts with partners in support of SHB 1701 and SHB 1827:

- OSPI staff visited a total of six ESDs: 105, 112, 113, 114, 121, 171 conducting eight listening sessions between November 2023–July 2025.
- Additionally, OSPI has hosted several work and informational sessions with IE providers at statewide convenings.
- OSPI has also joined listening sessions with other organizations including Washington Education Association (WEA) and the Association of Educational Services District (AESD).

OSPI continues to work closely with partners including:

- DCYF administrators and staff.
- Juvenile court administrators and juvenile detention managers.
- Washington state Partnership Council on Juvenile Justice.
- SD and ESD superintendents, principals, educators, and staff.
- Students and their families.
- Community advocacy organizations.

Insights gathered from recent listening sessions with stakeholders in IE programs revealed several critical issues impacting program effectiveness and equity:

- **Funding Model Concerns:** Participants identified a fundamental problem with the current IE funding structure, specifically its reliance on count day enrollment figures. This approach does not accurately reflect the dynamic and transitional nature of the student population served by IE programs.
- **Inadequate Funding for Comprehensive Services:** IE providers, community partners, and others voiced strong concerns that the existing funding model does not provide sufficient resources to support a fully funded educational program. This includes both general education and the specialized services required for students eligible for special education.
- **Credit Accrual and Transfer Inconsistencies:** The sessions highlighted inconsistencies in how credits are accrued and assigned across IE programs and when students transition back to their home districts. These discrepancies can hinder academic progress and create barriers to graduation.
- **High Special Education Eligibility Rates:** IE programs report a disproportionately high number of students who qualify for special education services. While these services are currently being delivered within the IE framework, students in IE programs do not generate special education funding per the state budget requirements which provides a differentiated funding allocation to cover all additional costs for needed services.

These findings underscore the need for a comprehensive review and reform of the IE funding and accountability systems to ensure equitable access to education and support services for all students served by these programs.

### *Ad Hoc Workgroups*

In response to the need for improved educational outcomes and continuity for justice-involved students, OSPI convened two ad hoc workgroups, one addressing statewide systems and the other examining measurements and data.

The Statewide Systems workgroup worked to develop protocols and tools aimed at establishing consistent statewide forms and systems that promote educational continuity for students in IE. This workgroup's recommendations emphasize credit attainment, timely records transfer, educator

support, and include consultation with OSPI on statutory and policy changes necessary to ensure proper oversight and delivery of basic education services to students in institutional settings.

Concurrently, the Measurement and Data workgroup was focused on identifying meaningful ways to measure student success and growth, including strategies for collecting data on student transitions. In collaboration with OSPI, this group made recommendations focused on enhancing data collection systems that support the evaluation of program effectiveness through relevant and actionable metrics.

#### *Statewide Systems Ad Hoc Workgroup*

OSPI convened an ad hoc workgroup on Statewide Systems, composed of key IE partners from across Washington state. This included IE administrators and teachers, EAs, juvenile detention managers, representatives from DCYF JR, the Office of Juvenile Justice (OJJ), and Washington Education Association (WEA).

The workgroup's recommendations are strongly supported by their firsthand experience, student feedback and by research. Research highlights systemic barriers students face in receiving academic credit for coursework completed during a juvenile justice placement<sup>18</sup>, with delayed or missing records identified as a major obstacle to timely reenrollment and appropriate grade placement. IE educators and other partners have recommended accurate and timely records transfer between schools and jj facilities.

#### Statewide Systems Recommendations

To effectively improve continuity of education programming in IE, the workgroup's recommendations focused on the following key elements:

- **Developing consistency in credit transfer and achievement** across IE programs.
- **Implementing a cross-agency records transfer process** that meets timelines, delivers complete records at entry, and includes training for IE staff, ensuring uninterrupted and equitable services for all IE students.
- **Establishing a Community of Practice and teacher mentoring program** to support IE educators in their unique roles.

#### Credit Transfer and Achievement

Ensuring seamless transitions between schools and districts is essential for justice-involved youth. Many of these students have experienced significant trauma and disrupted learning even before entering the juvenile justice system. Negative school experiences and frequent mobility often leave them academically behind their peers. For this reason, IE programs must ensure that student credits

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<sup>18</sup> *Credit Overdue: How States Can Mitigate Academic Transfer Problems for Youth in the Juvenile Justice System*, published by the Juvenile Law Center, Education Law Center-PA, Drexel University, and the Southern Poverty Law Center. [https://jlc.org/sites/default/files/attachments/2020-10/Credit%20Overdue\\_0.pdf](https://jlc.org/sites/default/files/attachments/2020-10/Credit%20Overdue_0.pdf)

are fully accounted for and clearly documented, allowing students to be placed in appropriate courses and make meaningful progress toward their educational goals.

**Recommendation 1:** Require SD- and ESD- operated juvenile detention schools to display corresponding state course codes on student transcripts.

**Recommendation 2:** Require ESD- operated IE programs to create universal class descriptions aligned with OSPI learning objectives.

#### Cross-Agency Records Transfer Process

There is a systemic gap in communication, collaboration, and information-sharing infrastructure between IE programs, EAs, SD, detention facilities, DCYF JR facilities, CFs, and partnering community agencies. These gaps result in fragmented support for students during transitions and limit access to timely, equitable educational services.

The transient nature of jj placements contributes to the educational instability of many youth throughout their academic careers, and again upon reentry. This instability underscores the need for coordinated efforts among Local Education Agencies (LEAs) serving justice-involved youth to ensure timely records exchange and uninterrupted education services.

**Recommendation 1:** A statewide protocol for seamless communication and records exchange to support transitions between schools and facilities should be developed.

**Recommendation 2:** SDs and ESDs operating IE programs should ensure that at least one on-site staff member has access to student records systems, including CEDARS and local student information systems.

**Recommendation 3:** A review of records exchange policies, procedures, and timeframes within IE programs to identify gaps in communication and assess the impact of delays on educational continuity, including special education services.

#### Community of Practice and Teacher Mentoring Program

To ensure that all IE classrooms are staffed with effective and qualified educators, the state must invest in supporting and retaining teachers who are committed to serving the unique needs of youth in the jj. This support should include access to professional development, structured mentoring, and collaborative learning opportunities tailored to the distinct challenges of IE settings.

**Recommendation 1:** Develop a Community of Practice (CoP) that meets consistently throughout the year, dedicated to IE educators for sharing and collaborating on best practices in instruction.

**Recommendation 2:** Create an IE Educator Mentor Program to pair experienced teachers with novice teachers, aimed at improving instructional skills and service delivery for IE students.

### *Data and Measurement Ad Hoc Workgroup*

OSPI convened field experts—including principals, teachers, and court administrators—to discuss possible measures and collection methods for IE. This work supports the development of a new accountability system specific to IE that addresses the unique work done in these education settings.

Over the past year, the workgroup shifted its focus from student-level measures to facility-level measures. Student-level measures such as test scores and graduation rates are effective when most students remain for the entire school year and the school has significant time to work with them. These measures are not effective for students who may only attend an IE school for a short period. For example, in JDC IE program, schools often receive students who are largely behind in credits and stay for two weeks or less. This is an extremely short time for a school to take responsibility for a student's test scores, graduation rate, and credit accrual.

Holding IE accountable only for these measures and outcomes will continually define IE schools as "failing" even when many make significant progress with the students they serve. Facility-level measures assess teachers, administrators, and facility processes and procedures that support students' progress. There are measures and outcomes that facilities directly control, so improvement in these measures represents improvement in IE.

Data and Measurement Preliminary Considerations  
Facility level measures under consideration include:

#### **Hope Scores**

The Hope Score is a commonly used measurement tool that evaluates an individual's sense of hope. It is linked to mental wellness and resilience. This assessment helps individuals understand their current level of hope and provides insights into areas where they can work to increase it. The short 2–3 minute test, well established in the field of psychology, could be given at the beginning and end of a student's stay. This measure could show a facility's more immediate effect on its students. This would assist in measuring the significant Social and Emotional Learning (SEL) work IE programs do with their students.

#### **IEPs Made Complaint**

This measure aims to close a critical gap experienced by students entering IE, many of whom arrive with outdated or expired IEPs. IE can serve as a vital bridge, restoring access to necessary supports by updating and aligning IEPs with current standards. While the short duration of a student's stay in IE makes timely evaluations difficult, completing them is a pivotal step in reconnecting students with the educational services they need to be successful.

#### **"Good Outcomes" Measure**

Students in IE have a diverse array of needs. Many are working toward a HS diploma, others are pursuing a Government Education Development (GED), and some need employment and training

opportunities. The proposed “Good Outcomes” measure aims to track how many students successfully reach the goals they set for themselves, regardless of the specific path they choose. Because IE serves such a varied population, it must provide a broad spectrum of services tailored to these distinct educational and life trajectories.

These and other measures are being reviewed for accuracy, clarity, and ability to gauge IE success. OSPI is developing an IE accountability system for continuous improvement purposes.

## **Appendix B: Accountability Framework Development**

In preparation for assuming responsibility for delivering and administering basic education services to justice-involved students in 2028, OSPI has begun developing a comprehensive IE accountability framework. This framework will integrate and align existing federal and state data, data collection tools, and reporting requirements. It will also incorporate new measures currently being developed by the ad hoc workgroups.

Building robust accountability processes to measure the effectiveness of IE is essential to ensuring these programs fulfill their mission of fostering student learning, equity, and long-term societal impact.

Accountability mechanisms, such as performance reviews, public reporting of data, student outcome tracking, and stakeholder feedback loops, will enable educators and others to identify strengths, address gaps, and make data-informed decisions. Developed in collaboration with partners, this effort is designed to support ongoing, continuous improvement initiatives.

### ***Key Components of this accountability framework include:***

#### ***E2SHB 1295 Implementation: OSPI Data Collection and Reporting Duties***

With the passage of E2SHB 1295 in 2021, the legislature expanded OSPI IE data collection responsibilities. OSPI was directed to annually collect and post on the agency website data related to IE programs, disaggregated by gender, race, ethnicity, and age, including data on:

- Special Education, IEPs,
- Access to relevant instruction,
- Student attendance,
- Metrics of student education status upon beginning of residency in an IE facility,
- Student education progress during residence in an IE facility,
- Student education attainment during residency in IE facility, and
- Long-term education and workforce outcomes of youth in and released from IE facilities as provided annually by the ERDC.

OSPI partnered with DCYF JR and ERDC to compile and analyze the required IE data sets that includes both the legislatively mandated and additional measures to better illustrate the totality of IE. These

data sets are inclusive of other IE facilities beyond just jj programs. The dataset is now publicly posted on OSPI's IE webpage and includes data from ERDC on historical IE cohorts and their long-term outcomes.

### *Capstone*

Capstone is the tool used to report outcomes for a subset of students served with Title I, Part D Neglected-Delinquent program grants for both State (Subpart 1) and Local (Subpart 2). This report serves as a comprehensive synthesis of key findings, trends, and outcomes gathered over the annual federal grant period. It provides a clear, consolidated view of the IE landscape, highlighting successes, challenges, and areas for improvement. By compiling and analyzing data in a structured format, the report supports transparency, informs policy decisions, and strengthens accountability. It also helps ensure that data-driven initiatives are aligned with strategic goals, offering a foundation for future planning and continuous improvement. Data collected in Capstone is reported into ED Facts, as well as the Federal Consolidated State Performance Report (CSPR). OSPI uses this data for self-assessment and decision-making purposes.

### *Washington School Improvement Framework Supplemental Accountability*

In 2024, OSPI implemented the Washington School Improvement Framework (WSIF) Supplemental Accountability system, an alternative accountability system that evaluates schools such as JDCs that do not have the necessary data to be evaluated by WSIF. WSIF Supplemental Accountability draws on School Improvement Plans (SIP), as well as measures of student progress, educators, and school systems to identify lower performing schools that can benefit from increased support from OSPI. Schools are scored annually and then evaluated every three years; the lowest performing schools are identified for OSPI School Improvement.

For IE, this means yearly evaluation using CEDARS data, Capstone data, and SIPs. Every three years, the lowest scoring JDC will be identified for Tier 3: comprehensive support. This JDC will be required to work with the Continuous Improvement team at OSPI to engage in the school improvement processes outlined in WSIF. Additionally, the IE team will have a chance to review the evaluation metrics to inform their guidance of IE policy and practice.

### *Program Review*

Program Review (PR) is a process used to monitor several programs under the Elementary and Secondary Education Act (ESEA), including Title I, Part D, Neglected-Delinquent. This oversight process fulfills requirements under state and federal regulations. The main focus of this continuum is to support LEAs as partners with an emphasis on student outcomes. This process allows IE staff the ability to monitor LEA programs, funding, goals, data, and overall progress.

## **Student Specific Supports**

### *Special Education*

Given that nearly half of the students entering IE programs have special education or Section 504 needs, these supports must be a central pillar of IE reform efforts. With legislative funding, OSPI has added a dedicated content specialist to enhance the delivery of special education services for highly mobile student populations, including those in IE settings. The initiative aims to meet students' immediate needs while also establishing sustainable, inner and cross-agency systems of support to serve these students over the long term.

OSPI has strengthened its collaborative efforts through regular meetings and other collaborative work with DSHS, DCYF, other state agencies, and nonprofit partners. Another key focus of reform has been integrating special education into the EA program, particularly through a comprehensive review of manifestation determination procedures. Additional efforts have included targeted training for IE administrators and active engagement in quarterly IE meetings, where OSPI and educators are laying the groundwork for a statewide system of shared structures, curricula, and youth demographic profiles.

At the systems level, IE is aligning with the Special Education Strategic Plan, creating processes that ensure documents and practices are consistent, portable, and reliable as students move between placements. The Special Education Division ensures Individual Education Plans (IEPs) of students in IE settings are submitted for review as districts participate in the division's Integrated System of Monitoring.

Recognizing the unique challenges of short stays and overlapping agency work, IE is emphasizing student-centered collaboration, developing models where agencies coordinate intake, goal setting, and transition planning in unison with youth. Current initiatives include collaboration with DCYF JR in CF to build environments that promote student self-advocacy, strengthen IEPs and transition planning, and enhance behavioral and communication supports such as Functional Behavioral Assessments (FBAs) and Behavior Intervention Plans (BIPs). These efforts reflect both progress and OSPI's strategic direction toward a more cohesive and collaborative system.

### *High School and Beyond Plans and Secondary Transition Plans*

The High School and Beyond Plan (HSBP), a Washington state graduation requirement, and the federally mandated Secondary Transition Plan within a student's IEP serve a shared purpose: supporting a smooth and intentional transition from school to adult life. For students with disabilities, the alignment of these two plans is essential. An IEP must be developed to coordinate with the student's HSBP, creating a unified plan that meets federal, state, and local requirements while addressing the student's unique needs. OSPI further requires that the HSBP for a student with an IEP

be developed by similar adults who support HSBPs for students without disabilities, and that it be updated in alignment with the school-to-postsecondary transition plan.<sup>19</sup>

This need for coordination is particularly pressing for students in IE settings, who often manage multiple overlapping plans. Beginning in 7th grade, all students develop a HSBP by identifying career goals and interests informed by skills and interest inventories. These plans are updated annually throughout middle and high school (HS) to reflect course planning and postsecondary goals. By age 16, students with IEPs must also have a Secondary Transition Plan created by their IEP team, designed to ensure readiness for postsecondary education, employment, and independent living. For students in IE with IEPs, these overlapping requirements heighten the need for clear alignment and continuity between plans. When these plans are not visible to one another or coordinated effectively, students risk disengagement and diminished outcomes.

To address this need, the Special Education Division conducted a feasibility study and is moving forward on the development of a statewide individualized education platform. This platform would provide districts with the option to participate in a centralized system through which IEPs, including the federally required Secondary Transition Plan, could be shared seamlessly across institutions. In parallel, the state has selected *School Links* as the universal platform for HSBPs. Together, these two statewide platforms present a significant opportunity to enhance consistency, streamline planning, and reduce duplication, ensuring that students with IEPs experience fully aligned and coherent transition planning. Full implementation of the IEP platform is anticipated within five years.

The use of HSBP and Special Education Secondary Transition Plans will serve as key strategies for transition planning across all institutional education programs. In settings where education is often disrupted, these plans provide essential continuity and structure. They help educators and counselors support students in setting goals, tracking progress, and preparing for transitions, whether returning to a traditional school, moving to another institutional program, or pursuing postsecondary opportunities. This coordinated approach promotes consistency and helps minimize disruption when students transition between schools and facilities.

### *Recommendations from Related Legislative Workgroups*

Other legislatively mandated workgroups, including E2SHB 1295 workgroup in 2021 and the current report from the Project Education Impact (PEI) workgroup have recommended extending state statutes, related to school stability, to include students experiencing IE.

Currently, a patchwork of state and federal laws provides varying protections and rights to students based on factors such as court involvement or housing status. However, these laws are often inconsistent across student populations, leading to disparate actions, policies, and procedures. Addressing student mobility through a coordinated system of policies and supportive practices is

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<sup>19</sup> [Guidelines for Aligning High School & Beyond Plans \(HSBP\) and IEP Transition Plans](#)

critical to help reduce the negative effects of frequent school moves for students experiencing the jj system.

**Recommendations include:**

[RCW 28A.225.330](#) Enrolling students from other districts:

- Prevents school districts from denying or delaying the enrollment of dependent youth.
- Requires school districts to retrieve school records (educational history) within two business days.

[RCW 28A.225.350](#) Students in out-of-home care—best interest determination:

- Best interest determinations must be made as quickly as possible to prevent educational discontinuity for the student.
- Every effort must be made to gather meaningful input from relevant persons. Student-centered factors must be used to determine what is in a student’s best interest.
- Students must remain in his or her school of origin while a best interest determination is made and while disputes are resolved.
- The special education services of a student must not be interrupted by a transfer to a new school.

[RCW 28A.150.510](#) Transmittal of education records—disclosure of education records—data-sharing agreements. Add students in state institutions to the definition.

## **Resources and Investments**

### *IE Program Funding*

Over the past 20 years, the Legislature has continued to reform the juvenile justice system, focusing on rehabilitation, not incarceration. However, comparable updates to IE have not occurred. The current funding model was last updated in 1995 and was not addressed in the McCleary vs. Washington decision on public education; in fact, the funding model is found only in biennial appropriations acts. The majority of the institutional education programs generate state basic education funding through the following five factors:

- Student enrollment counted as an annual average full-time equivalent,
- Regionalization factors applied to base salaries,
- Staffing allocations inclusive of minimum funding level,
- A 220-day school year (varies by facility),
- Materials, supplies, and operating costs.

Several IE program types do not generate the certificated administration and classified staff units needed to support the IE program. Implementing a modified prototypical school-funding model and allocating school-based staff in the positions of teachers, principals, guidance counselors,

psychologists, teaching assistants, and office support will ensure that programs have the funds to maintain consistent and dedicated staffing required to support any student who resides within a facility.

This change will increase transparency in the model and will provide OSPI with a basis for analyzing the adequacy of the model at meeting programmatic needs moving forward. In addition to revising the base funding model to provide more transparency, a funding enhancement at each facility should be considered to provide them with the capacity to differentiate instruction across the grade spans and meet students' special education needs.

### *Institutional Education Advocate Program*

The Institutional EA program currently serves students incarcerated in DCYF JR facilities, leaving the majority of youth in Washington's 21 JDCs without access to these critical supports. The program is funded through a state proviso and supplemented by federal Title I, Part D Neglected-Delinquent funds, which have been steadily declining each year. Providing EAs at the point of entry into JDCs—the initial stage of incarceration—could significantly reduce recidivism.

According to OSPI data, 30% of students who leave a JDC reenter the system in the same school year. Without a dedicated transition advocate to guide them during intake and release many of these students never return to school and move deeper into the juvenile justice system. Early intervention through EA support can play a vital role in disrupting the school-to-prison pipeline and fostering better long-term outcomes for this vulnerable student group.

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