BEFORE THE STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

In the Matter of South Coast Education Service District (ESD)	)	FINDINGS OF FACT, CONCLUSIONS, AND FINAL ORDER Case No. 26-054-022

I. BACKGROUND

On February 11, 2026, the Oregon Department of Education (Department) received a written request for a special education complaint investigation from an employee (Complainant) about students residing and attending school in the South Coast Education Service District (ESD). The Complainant requested the Department conduct a systemic special education investigation under OAR 581-015-2030. The Department confirmed receipt of this Complaint and forwarded the request to the District.

Under state and federal law, the Department must investigate written complaints that allege violations of the Individuals with Disabilities Education Act (IDEA) and issue an order within sixty days of receipt of the complaint.[1] This timeline may be extended if the Complainant and the ESD agree to the extension in order to engage in mediation or local resolution or for exceptional circumstances related to the complaint.[2] Due to the volume of materials and number of students involved, the timeline was extended.

On February 17, 2026, the Department's Complaint Investigator sent a *Request for Response (RFR)* to the ESD identifying the specific allegations in the Complaint to be investigated and establishing a *Response* due date of March 3, 2026.

The ESD submitted a *Response* on March 3, 2026, denying the allegations, providing an explanation, and submitting documents supporting the ESD's position. The ESD submitted the following relevant items:

1. ESD's Written *Response* to Complaint, 03/03/26
2. [The Complainant's] Work Calendar, 02/09/26-02/11/26
3. Student A Individualized Education Program, 04/24/25
4. Student A Physical Therapy Service Logs, 08/04/25-02/06/26
5. Student B Individualized Education Program, 05/16/25
6. Student B Physical Therapy Service Logs, 09/11/25-01/16/26
7. Student B Composite Log, 03/11/25-07/21/25
8. Student C Individualized Education Program, 05/06/25

[1] OAR 581-015-2030(12) and 34 CFR § 300.152(a)
[2] OAR 581-015-2030(12) and 34 CFR § 300.152(b)

9. Student C Service Logs, 02/24/25-01/28/26
10. Student D Individualized Education Program, 05/22/24, 06/11/25
11. Student D Service Logs, 09/09/24-12/15/25
12. Student E Individualized Education Program, 05/16/26
13. Student E Physical Therapy Service Logs, 10/22/25-02/04/26
14. Student F Individualized Education Program, 11/06/25
15. Student F Physical Therapy Service Logs, 09/02/25-02/03/06
16. Student F Composite Log, 03/06/25-05/22/25
17. Student G Individualized Education Program Amendment, 11/20/25
18. Student G Physical Therapy Note, 01/20/26
19. Student H Individualized Education Program, 05/16/25
20. Student H Physical Therapy Logs, 09/12/25-01/16/26
21. Student H Composite log, 03/03/25-07/28/25
22. Student I Individualized Education Program, 12/02/25
23. Student I Service Logs, 02/25/25-01/28/26
24. Student I Individualized Education Program Progress Report, 06/11/25
25. Student J Individualized Education Program, 05/16/25
26. Student J Service Logs, 09/12/25-02/05/26
27. Student K Individualized Education Program, 02/20/25, 03/05/24
28. Student L Individualized Education Program, 10/02/25
29. Student L Service Logs, 04/10/25-01/16/26
30. Student M Individualized Education Program, 10/29/25
31. Student M Service Logs, 02/19/25-01/16/26
32. Student N Individualized Education Program, 03/11/25
33. Student N Service Logs, 03/14/25-02/03/26
34. Student O Individualized Education Program, 03/21/25
35. Student O Service Logs, 03/14/25-02/06/26
36. Student P Individualized Education Program, 05/08/25
37. Student P Service Logs, 01/09/25-01/16/26
38. Student Q Individualized Education Program, 05/01/25
39. Student Q Service Logs, 10/01/25-01/28/26
40. Student R Individualized Education Program, 11/13/25
41. Student R Service Logs, 02/14/25-01/26/26
42. Student R Individualized Education Program Progress Report, 11/07/25
43. Student S Individualized Education Program, 11/24/25
44. Student S Physical Therapy Service Logs, 09/16/25-02/03/26
45. Student S Individualized Education Program Progress Report, 06/13/25
46. Student T Individualized Education Program, 03/18/25
47. Student T Service Logs, 03/07/25-02/06/26
48. Student U Individualized Education Program, 10/15/25
49. Student U Service Logs, 03/14/25-02/02/26
50. Student V Individualized Education Program, 01/28/25, 11/04/25
51. Student V Service Logs, 02/25/25-01/26/26
52. Student W Individualized Education Program, 10/15/25
53. Student W Service Logs, 03/14/25-11/03/25

54. Student X Individualized Family Service Plan, 10/03/25
55. Student Y Composite Log, 02/26/25-02/04/26
56. Student Y Individualized Family Service Plan, 12/08/25
57. Student Z Composite Log, 03/11/25-02/04/26
58. Student Z Individualized Family Service Plan, 10/03/25
59. Student AA Composite Log, 09/18/25-02/05/26
60. Student AA Individualized Family Service Plan, 07/30/25
61. Student AB Individualized Family Service Plan, 11/17/25
62. Student AC Composite Log, 12/05/25-01/28/26
63. Student AC Individualized Family Service Plan, 11/06/25
64. Student AD Composite Log, 02/18/25-02/03/26
65. Student AD Individualized Family Service Plan, 07/16/25
66. Student AE Composite Log, 10/31/25-01/23/26
67. Student AE Individualized Family Service Plan, 10/16/25
68. Student AF Individualized Family Service Plan, 02/06/25
69. Student AG Composite Log, 02/12/25-02/03/26
70. Student AG Individualized Family Service Plan, 09/26/25
71. Student AH Child Progress Report, 01/23/26
72. Student AH Composite Log, 02/12/25-02/05/26
73. Student AI Individualized Family Service Plan, 02/04/25, 02/17/26
74. Student AI Child Progress Report, 09/05/25
75. Student AI Composite Log, 02/26/25-02/02/26
76. Student AJ Individualized Family Service Plan, 11/05/25
77. Student AJ Composite Log, 02/24/25-02/04/26
78. Student AK Individualized Family Service Plan, 06/02/25
79. Student AK Child Progress Report, 12/01/25
80. Student AL Individualized Family Service Plan, 09/04/25, 10/14/25
81. Student AL Composite Log, 09/23/25-10/15/25, 03/03/25-01/29/26
82. Student AM Individualized Family Service Plan, 09/04/25
83. Student AM Composite Log, 03/03/25-01/29/26
84. Student AN Individualized Family Service Plan, 04/18/25
85. Student AN Composite Log, 02/12/25-02/05/26
86. Student AO Individualized Family Service Plan, 03/05/25
87. Student AO Composite Log, 07/14/25-01/23/26
88. Student AP Composite Log, 12/09/25-02/03/26
89. Student AP Individualized Family Service Plan, 11/06/25
90. Student AQ Composite Log, 02/20/25-11/05/25
91. Student AQ Individualized Family Service Plan, 05/30/25

The Complainant submitted a *Reply* on February 16, 2026, providing an explanation and rebuttal and documents in support of the Complainant's position, as well as additional documents submitted on March 10 and April 14, 2026. The Complainant submitted the following relevant items:

92. Complainant's *Reply*, 02/14/26
93. Paid Administrative Leave Notice-Investigation Pending, 02/06/26

94. ESD Letter to Early Intervention/Early Childhood Special Education Families, 02/10/26

The Complaint Investigator interviewed the Complainant on May 6, 2026. On May 7 and 8, 2026, the Complaint Investigator interviewed ESD personnel. The Complaint Investigator reviewed and considered all of these documents, interviews, and exhibits in reaching the findings of fact and conclusions of law contained in this order. This order is timely.

II. ALLEGATIONS AND CONCLUSIONS

The Department has jurisdiction to resolve this Complaint under 34 CFR §§ 300.151-153 and OAR 581-015-2030. The Complainant's allegations and the Department's conclusions are set out in the chart below. The conclusions are based on the Findings of Fact in Section III and the Discussion in Section IV. This Complaint covers the one-year period from February 12, 2025, to the filing of this Complaint on February 11, 2026.

Allegations	Conclusions
When IEPs Must Be In Effect (for an individual student) The Complaint alleged the ESD violated the IDEA by not allowing Student A's assigned Physical Therapist to provide appropriate interventions, as described in Student A's IEP. (OAR 581-015-2220; 34 CFR § 300.323)	**Not Substantiated** The specific manual technique was not a mandated component of the IEP, and the temporary administrative pause did not result in a failure to deliver Student A's required monthly physical therapy minutes.
When IEPs Must Be In Effect (for a group of students) The Complaint alleged the ESD violated the IDEA by not providing physical therapy (PT), as a related service, in accordance with the IEPs or IFSPs of approximately 40 students, assigned to the Physical Therapist's caseload, since February 7, 2026. (OAR 581-015-2220, OAR 581-015-2830(1-4; 34 CFR §§ 300.323, 303.342(a)(e))[3]	**Not Substantiated** A brief, three-day service disruption during a personnel transition does not constitute a material failure because the ESD implemented alternative staffing and remained on track to fulfill all monthly service minutes.

[3] The initial notification letter framed this investigation strictly under IDEA Part B (school-age). However, because evidence confirmed the Complainant's caseload included infants and toddlers, the scope of this Final Order was expanded. This report incorporates IDEA Part C and early childhood state regulations to ensure an accurate compliance review for all IFSPs on the provider's schedule.

Free Appropriate Public Education (FAPE)	Not Substantiated
The Complaint alleged the ESD violated the IDEA by not providing approximately 40 students with a FAPE when physical therapy services were not provided since February 7, 2026.[4] (OAR 581-015-2040, OAR 581-015-2700(6)(9); 34 CFR §§ 300.17, 300.101, 303.13(a))	There is no evidence that the temporary three-day personnel transition compromised student safety, caused a loss of educational benefit, or resulted in a denial of FAPE.

REQUESTED CORRECTIVE ACTION
1. "Get these services back to this child so that we can try [to] resolve [their] pain and loss of function ASAP."

III. FINDINGS OF FACT

IDEA regulations limit complaint investigation to alleged violations occurring no more than one year before the Department's receipt of the special education complaint. This Complaint Investigation did not consider any IDEA violations alleged to have occurred before February 12, 2025. Any facts listed below relating to circumstances or incidents earlier than that date are included solely to provide the context necessary to understand the Students' disabilities and special education history.

Background Information

The ESD provides regional physical therapy (PT) services to students across multiple educational settings, including school-age, transition, Early Intervention (EI), and Early Childhood Special Education (ECSE) programs. The Complainant is a licensed Physical Therapist employed by the ESD, who was assigned to provide PT services for 43 students on their caseload. The scope of the Complaint Investigation involved the implementation of specific PT interventions for an individual student (Student A) on January 9, January 23, and February 6, 2026, and the provision of PT services to a group of 42 other students between February 7, 2026, following the Complainant's leave of absence, and the date of the Complaint, February 11, 2026. This period encompassed three school days.

1. A formal letter dated February 6, 2026, from the ESD Program Administrator informed the Complainant that the ESD was "initiating a review based on information the Complainant shared with the ESD Program Administrator." The letter stated, "The information you disclosed involves potential concerns related to the scope of practice for a licensed Physical Therapist and/or implementation of a student's IEP services." The letter also notified the

[4] *Id.*

Complainant they were being placed on immediate, paid administrative leave "pending the completion of the investigation."

2. According to the Complainant's PT schedule for February 7 through February 11, 2026, the following students were scheduled for PT service:
   a. February 7 and 8, 2026 were weekend days. Therefore, no PT service was scheduled.
   b. February 9, 2026: Student K, 45 minutes; Student V, 45 minutes; Student AI, 45 minutes; Student I, 30 minutes; and Student Z, 15 minutes.
   c. February 10, 2026: Student AD, 45 minutes; Student AG, 45 minutes; and Student AP, 45 minutes.
   d. February 11, 2026: Student X, 15 minutes; Student C, 30 minutes; Student AJ, 45 minutes; and Student AC, 45 minutes.
   e. There were also four other students on the Complainant's schedule for whom IEPs or IFSPs were not received during this Investigation.

3. An ESD letter dated February 10, 2026, and signed by the ESD Program Administrator, was sent to families whose children received PT services as part of their Individual Family Service Plan (IFSP). The letter stated that at the time, the ESD "temporarily" did not have a PT to provide services, but did not "anticipate this being an ongoing service disruption."

4. In an interview with the Complaint Investigator, the ESD Program Administrator stated that to cover the Complainant's caseload during their leave of absence, the ESD "shuffled caseloads" to other in-person PTs and utilized virtual PT facilitated by program staff. To the ESD Program Director's knowledge, no student's safety or physical access to the educational environment had been compromised as a result of the change in PT support.

5. In an interview with the Complaint Investigator, the Special Education Director stated that the ESD Program Administrator was the Complainant's direct supervisor and was also responsible for arranging substitute PTs or alternative PT services after the Complainant was placed on leave. The Special Education Director was not "fully versed" in the Complainant's service calendar and did not know if students were scheduled for services between February 7 and 11, 2026. Additionally, the Special Education Director stated they had no information regarding how the potential missed sessions for students on the Complainant's schedule were handled. However, to their knowledge, no students had their safety or physical access to their educational environment compromised due to a lack of PT support during the Complainant's absence.

Student A

6. Student A is 11 years old and attends an elementary school in a school district served by the ESD. Student A is eligible for special education services under the IDEA categories of Traumatic Brain Injury, Visual Impairment, and Orthopedic Impairment.

7. An IEP, dated April 24, 2025, outlined the following PT services for Student A:
   a. Present levels of performance:

i. PT background: Student A sustained a traumatic brain injury in 2017, resulting in a craniotomy and a continued need for a tracheostomy. They demonstrate high-to-moderate volitional movement in their right upper and lower extremities and use their right hand to communicate, occasionally matching physical prompts. Student A uses eye contact and nonverbal cues to signal comfort or enjoyment, though they have minimal cognitive ability to follow commands beyond responding to their name. Due to their medical needs, Student A requires nursing assistance for feeding and total support for all daily care. Transfers are performed via a Hoyer lift with a two-person assist. At school, Student A utilizes a sit-to-stand stander to promote weight-bearing and standing awareness, participates in manually facilitated mat work, and recently began using a gait trainer for mobility training.
ii. Orientation and mobility: Student A uses a gait trainer to practice walking distances with assistance. They require visual or tactile prompts to look down and exhibit asymmetrical head rotation, turning fully to the left but only 45 degrees to the right, while using a sideways glance to track objects.
iii. Functional mobility: Student A actively participates in PT focusing on mobility, strength, and exercise engagement. They independently transition from supine to log rolling, but cannot roll into prone independently and show difficulty maintaining that position. To ensure safety, Student A wears a brace on their right upper extremity to prevent interference with their tracheostomy, as this limb exhibits aggressive hitting and pinching. Their right lower extremity is highly active, characterized by rapid and powerful kicking. While the left upper extremity shows increased activity over the past year, it remains limited in range of motion with minimal volitional movement. However, their left lower extremity successfully tolerates weight-bearing in a stander.

b. Functional mobility goal: "[Student A] will mobilize [themselves] forward towards a target for approximately 5 feet, visually attend to and touch the target and continue for a total of 30 feet using a reciprocal lower extremity gait pattern while supported in the gait trainer and with minimal to moderate assistance and total knee extension."
i. Objective 1: "[Student A] will participate in transfers between sitting and standing and between [their] wheelchair and other seating surfaces with both feet touching the ground and two people providing moderate assistance."
(1) Measurement method: 50% of structured or functional opportunities.
ii. Objective 2: "[Student A] will perform 2 sets of 10 sit-ups each week with [their] legs extended and with [m]inimal assistance from an adult."
(1) Measurement method: 50% of structured or functional opportunities.
iii. Objective 3: "[Student A] will remain in a propped position on a wedge with an immobilizer on [their] left upper extremity and [their] arm in extension for 3 minutes."
(1) Measurement method: 50% of structured or functional opportunities.
iv. Present level: "Overall, [Student A] has completed 2 goals and is making some progress towards [their] other goals. [Student A] is tolerating sitting in the [stander] and sitting at tables for 15 minutes with fair to good alignment. [Student A is] able to tolerate being in [their] [stander] for 45 minutes. We will continue to work on [their] [gait] training to try and facilitate some progression with [their] gait mechanics. We will continue to work on [Student A's] assistance with transfers. [Student A] will continue to benefit from [PT] [s]ervices in the school setting. We will continue to work

on enhancing core stability through sit-ups with minimal assistance, encouraging reciprocal stepping with both lower extremities in the gait trainer, and find[ing] different and effective methods to increase motivation and engagement during gait trainer sessions."

c. Related services for PT provided by the regional programs PT in the Life Skills classroom for 60 minutes per month from April 25, 2025 through April 23, 2026.
d. Extended school year (ESY) services for motor skills provided by the regional programs PT in the Life Skills classroom for 30 minutes per week from April 24, 2025 through April 23, 2026.
e. Accommodations provided by the PT or licensed PT assistant (PTA) from April 24, 2025 through April 23, 2026:
    i. Wheelchair consultation in the Life Skills classroom for 60 minutes per year.
    ii. Gait trainer in all school settings for 5400 minutes per year.
    iii. PT lifting and handling procedure in the special education setting for 60 minutes per day.
    iv. Break tasks into small steps in all school settings for 60 minutes per day.
f. Supports for school personnel: PT consultation from the regional PT for 30 minutes per month from April 25, 2025 through April 23, 2026.

8. PT service logs from the Complainant, correlating to the April 24, 2025 IEP and dated August 4, 2025 through February 6, 2026, showed the following relevant information for Student A:
    a. August 4, 2025: 90 service minutes (30 minutes direct, 60 minutes consult).
    b. September 19, 2025: 90 service minutes (60 minutes direct, 30 minutes consult).
    c. October 3, 2025: 45 service minutes (20 minutes direct, 25 minutes consult).
    d. October 9, 2025: 45 service minutes.
    e. November 12, 2025: 60 service minutes (30 minutes direct, 30 minutes consult).
    f. December 5, 2025: 45 service minutes (30 minutes direct, 15 minutes consult).
    g. December 19, 2025: 45 service minutes (30 minutes direct, 15 minutes consult).
    h. January 9, 2026: 45 service minutes (30 minutes direct, 15 minutes consult). According to the Complainant's notes, Student A participated in an in-person physical therapy session that transitioned from upper extremity weight-bearing exercises to a "significant" clinical intervention for right lower extremity pain. The Complainant identified right-sided sacral rotation as the cause of joint dysfunction and performed a manual mobilization that immediately restored range of motion and eliminated pain during functional tasks, such as hygiene changes and a 10-minute stander trial. Throughout the session, Student A demonstrated improved motor planning by progressing to moderate assistance during weight-bearing trials on their left side. Following these successful outcomes, the Complainant re-established the daily stander protocol and planned future sessions to focus on postural training and continued upper extremity integration.
    i. January 23, 2026: 45 service minutes (30 minutes direct, 15 minutes consult). According to the Complainant's notes, Student A presented with painful guarding and significant limitations in their right lower extremity, which hindered hygiene care and the use of a stander. The Complainant identified several musculoskeletal misalignments, including sacral torsion and lumbar rotation, attributing these issues to the physical effects of a traumatic brain injury and prolonged sitting. Following manual mobilizations and trigger

point releases, Student A demonstrated increased range of motion and reduced guarding during hygiene simulations. The Complainant instructed staff on new stretching protocols and sacral stabilization techniques to be implemented in the school program. Additionally, the Complainant addressed an administrative concern regarding the distinction between school-based and medical therapy, pledging to research Student A's eligibility for concurrent medical services.

j. February 6, 2026: Zero service minutes. According to the Complainant's notes, they were prepared to provide services but received an unexplained directive from the ESD Program Administrator to cease treatment for Student A, leading the Special Education Teacher to inquire about alternative support for Student A. While the ESD Nurse noted Student A's pain had decreased following prior interventions, Student A remained protective of their hip and had not yet returned to using a walker. Furthermore, the Complainant identified a significant lateral deviation and posterior tilt in Student A's seating posture as the likely primary cause of their ongoing physical complications. The Complainant noted they were directed to "deny services/interventions under [my] scope of practice to treat [Student A] with medically necessary interventions to improve [their] participation and condition in the school setting."

9. In an interview with the Complaint Investigator, the Complainant shared that Student A, who is non-communicative, began demonstrating signs of pain ("wincing" and "grimacing") in their right lower extremities prior to Thanksgiving 2025. During a PT session on January 9, 2026, the Complainant determined that a "sacral rotation" was hindering Student A's ability to participate in hygiene tasks, sitting, and standing. The Complainant performed a "facilitated manual muscle energy technique" to return the sacrum to a neutral position. The Complainant clarified this was a "mobilization" and not a "Grade 5 thrust manipulation." Following the procedure, other School staff performed a "mock hygiene" session, and Student A reportedly did not grimace or guard their leg as they had previously. Student A also tolerated ten minutes in a stander, which they had previously been unable to use.

10. The Complainant confirmed that on January 9, 2026, the ESD Program Administrator issued a written directive via email for the Complainant to cease "manual manipulation" pending an investigation. The Complainant said they assured the ESD Program Administrator that the intervention was within their scope of practice, was a Medicaid-billable service, and was necessary to meet Student A's IEP goals for direct services. The Complainant claimed that while efforts were made to communicate, the ESD Program Administrator proposed meeting times that were either during the Complainant's existing appointments or after work hours, and failed to follow up despite knowing the Complainant's schedule. The Complainant also alleged that new administrators, including the ESD Program Administrator, were implementing handbook policies that allowed non-medical staff to determine the amount and nature of specialist services, which the Complainant claimed was "out of the realm of what they're allowed to do."

11. The Complainant admitted to performing the same treatment again on January 23, 2026 despite the directive, because they believed the Student was "back in pain" and "regressing." The Complainant described performing an even "broader treatment" than previously

administered to provide relief. The Complainant characterized their decision as an ethical choice based on three factors: the directive used incorrect medical terminology, it was issued by a non-medical professional, and the Complainant believed they were acting in "good faith" to help Student A. They said they told the ESD Nurse who was witnessing, "I was given this directive, but I'm not going to just let this kid sit here in pain when I have the skills to be able to help [them]. I just can't do it." The Complainant reported the treatment provided immediate relief, enabling Student A to successfully use the stander throughout the following week, though the amount of time Student A could tolerate the equipment eventually decreased.

12. The Complainant confirmed that on February 6, 2026 while performing therapy with Student A, they received a verbal directive via phone from the ESD Program Administrator to stop providing services to Student A immediately and leave the premises. The Complainant expressed concern that the lack of PT services would put Student A at risk for "contracture," a painful stiffening of joints and muscles that is difficult to rehabilitate.

13. In an interview with the Complaint Investigator, the ESD Nurse confirmed Student A began experiencing right leg and hip pain in late fall of 2025, prior to the winter break. This pain caused Student A to "guard" the area and "push away" or "grimace" during hygiene changes. The ESD Nurse described Student A's condition as "inconsistent," noting Student A's pain would be "better and not better … it just depended on the day."

14. The ESD Nurse also reported that following PT sessions with the Complainant on January 9 and 23, 2026, they observed Student A was initially "better" and "not so guarded" during hygiene changes, though these improvements were not consistent. During the time since the Complainant was directed to stop their PT interventions with Student A, the ESD Nurse reported Student A had been "pretty much the same" and had "good days and bad days." They added, "I wouldn't say there's been a regression or an improvement. It's just the way it is, I guess. Inconsistent." Regarding progress toward IEP goals related to PT, the ESD Nurse shared Student A had not been able to use equipment such as a stander since beginning to have hip pain, other than for approximately 10 minutes on January 9, 2026, but not since then. Additionally, Student A had not been able to use the gait trainer all year.

15. In an interview with the Complaint Investigator, the ESD Program Administrator stated they first became aware of the Complainant performing manual therapy when the Complainant verbally reported to them on January 9, 2026, that the Complainant had performed a "hands-on" adjustment of Student A's sacrum due to Student A being in pain. After hearing this, the ESD Program Administrator told the Complainant they were not sure that specific therapy was outlined in the IEP or something the IEP team had agreed to, and they wanted the Complainant to "look into that."

16. Noting that no specific ESD handbook or policy outlines the boundaries for PT, the ESD Administrator reviewed Student A's IEP, independently researched PT's scope of practice, and consulted with the Special Education Director, who reportedly advised that manual therapy services, such as the "hands-on" adjustment, were "unorthodox" in a school setting and did

not seem permissible. Working with the Special Education Director and the Superintendent, the ESD Program Administrator issued a written directive to the Complainant on January 9, 2026, to cease manual therapy, allowing the ESD time to research the PT scope of practice, seek legal counsel, and then meet with the Complainant to review everything.

17. The ESD Program Administrator reported that the Complainant performed manual therapy on Student A again on January 23, 2026, despite the directive issued on January 9, 2026 to wait for further research. This led to the Complainant being placed on undefined paid administrative leave while the ESD investigated the "full scope of what is or is not permissible or appropriate in an educational setting for a physical therapist to complete with students." The ESD Program Administrator stated that in the Complainant's absence, Student A's PT needs were being addressed via a virtual PT who worked with school staff to facilitate direct and consultative services.

18. In an interview with the Complaint Investigator, the Special Education Director confirmed that while they had not personally reviewed Student A's IEP, they did participate in a meeting with the ESD Program Director to discuss concerns regarding the "manual manipulation" services provided to Student A. The Special Education Director stated that, in their professional experience, they had not seen manual manipulation services provided in a school-based environment by a school-based physical therapist. Following these concerns, the Special Education Director recommended the ESD Program Director consult with Human Resources (HR) and "legal counsel" to determine if the services were appropriate and aligned with organizational requirements. To the Special Education Director's knowledge, the HR director was involved in reviewing procedures to ensure the ESD's actions remained in alignment with organizational policies and Collective Bargaining Agreements (CBAs), but the Special Education Director was not privy to the specific steps or policies involved in that process.

Student B

19. Student B is five years old and attends an elementary school in a district served by the ESD. Student B is eligible for special education services under the IDEA category of Developmental Delay.

20. An IEP, dated May 16, 2025, outlined the following PT services for Student B:
    a. Gross motor goal: "[Student B] will ascend and descend 7 [to] 8-[inch] stairs independently with [a] railing utilizing an alternating step pattern."
        i. Objective 1: "Jump over a 2-inch obstacle on the floor with two feet together."
        ii. Objective 2: Walk 8 feet independently on a 4 to 6-inch-wide beam.
        iii. Objective 3: Catch an 8-inch ball from 7 feet away and toss it back 8 out of 10 times without assistance.
        iv. Objective 4: Kick a stationary ball to a target 10 feet away, swinging the kicking leg backward and forward following the direction of the kick.
        v. Objective 5: Run 30 feet in less than 6 seconds with arms swinging freely and reciprocally in opposition to legs with trunk slightly forward.

b. Related PT services provided by the ESD PT in the OT/PT Room for 60 minutes "every month" from September 16, 2025 through May 15, 2026.
c. Support for school personnel: PT consultation by the ESD PT for 15 minutes "every month" from August 25, 2025 through May 15, 2026.

21. PT service logs from the Complainant, correlating to the May 16, 2025 IEP, showed the following relevant information for Student B:
    a. July 14, 2025: 15 direct service minutes.
    b. July 21, 2025: 20 direct service minutes.
    c. September 11, 2025: 5 direct service minutes.
    d. September 12, 2025: 5 minutes direct service, 15 minutes consult service.
    e. October 23, 2025: 15 minutes direct service, 20 minutes consult service.
    f. December 11, 2025: 30 minutes direct service, 15 minutes consult service.
    g. December 16, 2025: 30 direct service minutes.
    h. January 6, 2026: 30 minutes direct service, 15 minutes consult service.
    i. January 15, 2026: 20 minutes direct service, 10 minutes consult service.

Student C

22. Student C is nine years old and attends an elementary school in a district served by the ESD. Student C is eligible for special education services under the IDEA categories of Orthopedic Impairment, Visual Impairment, and Developmental Delay.

23. An IEP, dated May 6, 2025, outlined the following PT services for Student C:
    a. Motor skills goal: "[Student C] will ambulate in [their] gait trainer for 10 feet with alternating gait pattern and moderate manual and verbal assist for 75% of structured opportunities to be observed by educational staff and related services staff by May 2026."
        i. Objective 1: "[Student C] will roll from prone to supine and supine to prone independently for 3 out of 4 trials."
        ii. Objective 2: "[Student C] will maintain quadruped with minimal assistance for 45 seconds to be observed by educational staff and related services staff."
        iii. Objective 3: "[Student C] will sit unsupported on the floor for 3 minutes to be observed by educational staff and related services staff."
        iv. Objective 4: "[Student C] will stand wearing [their] immobilizers and with minimal assistance for 2 minutes, engaging in reaching and grabbing activities."
    b. Specially designed instruction (SDI) for gross motor skills provided by the regional PT in the home setting for 30 minutes per week from May 7, 2025 through May 5, 2026.
    c. Related PT services provided by the regional PT in the home setting for 30 minutes per week from May 7, 2025 through May 5, 2026.
    d. ESY PT services provided by regional PT in the home setting for 30 minutes per week from May 7, 2025 through May 5, 2026.
    e. Accommodations provided by the regional PT from May 7, 2025 through May 5, 2026:
        i. "Stander" in the home setting for 30 minutes per month.
        ii. "Kaye Bench with postural support" in the home setting for 30 minutes per month.
        iii. "Gait Trainer" in the special education setting for 30 minutes per month.

f. Support for school personnel: PT consultation by the regional PT for 120 minutes per year from May 7, 2025 through May 5, 2026.

24. PT service logs from the Complainant, correlating to the May 6, 2025 IEP, showed the following relevant information for Student C:
    a. May 12, 2025: 30 direct service minutes.
    b. May 19, 2025: Parent canceled PT service.
    c. June 2, 2025: 30 minutes direct service.
    d. July 15, 2025: 30 minutes direct service.
    e. July 29, 2025: 35 minutes direct service.
    f. September 10, 2025: 30 minutes direct service.
    g. September 17 and 24, 2025: Parent canceled PT service.
    h. October 1 and 8, 2025: Parent canceled PT service.
    i. October 15, 2025: 30 minutes direct service, 15 minutes consult service.
    j. October 22, 2025: 30 minutes direct service.
    k. November 5 and 12, 2025: 30 minutes direct service each session.
    l. December 3, 2025: 30 minutes direct service.
    m. December 17, 2025: 15 minutes direct service.
    n. January 14, 2026: Parent canceled PT service.
    o. January 28, 2026: 30 minutes direct service.

Student D

25. Student D is 15 years old and attends a high school in a district served by the ESD. Student D is eligible for special education services under the IDEA categories of Orthopedic Impairment and Deaf or Hard of Hearing.

26. An IEP, dated June 11, 2025, outlined the following PT services for Student D:
    a. Functional mobility goal: "[Student D's] functional needs within the school environment, focusing on [their] physiological well-being, opportunities for visual engagement, and maximizing [their] limited purposeful movement for interaction by the end of the next IEP Cycle in 3 out of 5 opportunities by teacher observation and /or data."
        i. Objective 1: "[Student D] will maintain optimal head control (as evidenced by head lifting 80% of the time) while positioned in modified quadruped over the bench for a minimum of 20 minutes, consistently demonstrating visual attention to a preferred stimulus, to engage with learning materials or peers."
        ii. Objective 2: "[Student D] will tolerate optimal positioning in [their] stander for a minimum of 30 minutes daily, with individualized spinal supports to promote neutral alignment, in 3 out of 5 opportunities, to facilitate visual access to classroom activities and peer interaction and hold [their] head up for 15 minutes."
        iii. Objective 3: "While positioned in [their] stander or modified quadruped, [Student D] will consistently activate 2 different cause-and-effect switches using isolated upper extremity movement (e.g., hand tap, elbow movement) in 3 out of 5 opportunities, to indicate preference or engage with a desired auditory/visual stimulus."

b. Related PT services provided by the regional PT or licensed PTA in all school settings for 60 minutes "every month" from June 12, 2025 through June 10, 2026.
c. Accommodation: "Wheelchair/Equipment clinic" provided by the regional PT or licensed PTA for 60 minutes "every year" from June 12, 2025 through June 10, 2026.
d. Support for school personnel: PT consultation by the regional PT or licensed PTA for 90 minutes "every month" from June 12, 2025 through June 10, 2026.

27. PT service logs from the Complainant, correlating to the June 11, 2025 IEP, showed the following relevant information for Student D:
    a. August 4, 2025: 30 minutes direct service, 30 minutes consult service.
    b. September 4, 2025: 30 minutes direct service, 25 minutes consult service.
    c. September 15, 2025: Student D was absent.
    d. October 6, 2025: Student D was absent.
    e. October 20, 2025: 20 minutes direct service, 20 minutes consult service.
    f. November 3, 2025: 30 minutes direct service, 15 minutes consult service.
    g. December 1, 2025: Student D was absent.
    h. December 15, 2025: 30 minutes direct service, 15 minutes consult service.
    i. January 6, 2026: 30 minutes direct service, 15 minutes consult service.

Student E

28. Student E is nine years old and attends an elementary school in a district served by the ESD. Student E is eligible for special education services under the IDEA category of Orthopedic Impairment.

29. An IEP, dated November 6, 2025, outlined the following PT services for Student E:
    a. Motor skills goal: "In one year, [Student E] will independently transfer from [their] wheelchair to a toilet in the school bathroom with standby assist for safety in 4 out of 5 trials."
        i. Objective 1: "[Student E] will independently perform a sit-to-stand transfer from [their] wheelchair to a simulated toilet with minimal assistance from one person for balance and stability."
        ii. Objective 2: "[Student E] will manually propel [their] wheelchair 200 feet within the school environment with minimal verbal cues to maintain an efficient push-pull pattern."
        iii. Objective 3: "[Student E] will maintain a high kneeling position for 30 seconds on a stable surface with minimal assistance from the [PT], in 3 out of 4 trials."
    b. SDI for motor skills provided by the ESD PT in a small group setting for 60 minutes per week from November 6, 2025 through November 5, 2026.
    c. Related PT services provided by the ESD PT in an "unspecified" setting for 60 minutes "every month" from November 6, 2025 through November 5, 2026.
    d. Support for school personnel:
        i. PT consultation provided by the ESD PT for 30 minutes "every month" from November 5, 2025 through November 6, 2026.

ii. Wheelchair consultation provided by the ESD PT for 60 minutes "every year" from November 5, 2025 through November 6, 2026.

30. PT service logs from the Complainant, correlating to the November 6, 2025 IEP, showed the following relevant information for Student E:
    a. December 3, 2025: 30 minutes direct service, 15 minutes consult service.
    b. December 17, 2025: 30 minutes direct service, 15 minutes consult service.
    c. January 7, 2026: 30 minutes direct service, 15 minutes consult service.
    d. January 21, 2026: 30 minutes direct service, 15 minutes consult service.
    e. February 4, 2026: 25 minutes direct service, 15 minutes consult service.

Student F

31. Student F is five years old and attends an elementary school in a district served by the ESD. Student F is eligible for special education services under the categories of Developmental Delay and Speech and Language Impairment.

32. An IEP, dated November 6, 2025, outlined the following PT services for Student E:
    a. Support for school personnel:
        i. PT consultation provided by the ESD PT for 15 minutes "every month" from May 16, 2025 through May 15, 2026.

33. PT service logs from the Complainant, correlating to the November 6, 2025 IEP, showed the following relevant information for Student F:
    a. May 22, 2025: 15 minutes direct service.
    b. September 2 and 12, 2025: Student F was absent.
    c. February 3, 2026: 5 minutes consult service.

Student G

34. Student G is six years old and attends an elementary school in a district served by the ESD. Student G is eligible for special education services under the IDEA category of Other Health Impairment (OHI).

35. An IEP, dated November 20, 2025, outlined the following PT services for Student G:
    a. Functional mobility goal: "[Student G] will demonstrate safe and effective ambulation with [their] prescribed AFO, maintaining a heel-strike to toe-off pattern and achieving a minimal contract time in mid-stance with the AFO for at least 30 feet, on three consecutive trials, to improve the efficiency and safety of [their] gait in school hallways and transitions."
    b. SDI for functional mobility provided by the ESD PT in all school settings for 30 minutes per week from November 20, 2025 through November 19, 2026.
    c. Related PT services provided by the ESD PT in all school settings for 60 minutes "every month" from November 20, 2025 through November 19, 2026.

d. Support for school personnel: PT consultation provided by the LEA PT for 30 minutes "every month" from November 20, 2025 through November 19, 2026.

36. PT service logs from the Complainant, correlating to the November 20, 2025 IEP, showed the following relevant information for Student G:
    a. January 20, 2026: Student G was absent.

Student H

37. Student H is six years old and attends an elementary school in a district served by the ESD. Student H is eligible for special education services under the IDEA category of Developmental Delay.

38. An IEP, dated May 16, 2025, outlined the following PT services for Student H:
    a. Gross motor skills goal: "[Student H] will walk up and down 10-13 stairs with a rail on one side and no adult assistance with an alternating gait pattern"
        i. Objective 1: "[Student H] will step up [and] down a 6" platform step in a forward direction with wall support or single hand support for guidance/encouragement only for 3 out of 4 trials."
        ii. Objective 2: "[Student H] will step up [and] down a 4" platform step in a forward direction without upper extremity support or loss of balance for 3 out of 4 trials."
        iii. Objective 3: "[Student H] will throw a ball with an overhead patter for 3 feet with an intended direction for 3 out of 4 trials."
        iv. Objective 4: "[Student H] will kick a stationary ball while sitting and or standing for 3 feet for 3 out of 4 trials."
    b. Related PT services provided by the ESD PT in the special education and general education class for 30 minutes "every month" from September 15, 2025 through May 15, 2026.
    c. Support for school personnel: PT consultation provided by the ESD PT for 15 minutes "every month" from August 25, 2025 through May 15, 2026.

39. PT service logs from the Complainant, correlating to the May 16, 2025 IEP, showed the following relevant information for Student H:
    a. June 4, 2025: 20 minutes direct service.
    b. July 14, 2025: Student H was absent.
    c. July 21, 2025: 15 minutes direct service.
    d. July 28, 2025: 25 minutes direct service.
    e. September 12, 2025: 15 minutes direct service, 15 minutes consult service.
    f. October 9, 2025: 20 minutes consult service.
    g. October 23, 2025: 15 minutes direct service, 20 minutes consult service.
    h. December 11, 2025: 30 minutes direct service, 5 minutes consult service.
    i. January 15, 2026: 15 minutes direct service, 15 minutes consult service.

Student I

40. Student I is 13 years old and attends a junior high school in a district served by the ESD. Student I is eligible for special education services under the IDEA categories of Orthopedic Impairment and Visual Impairment.

41. An IEP, dated December 2, 2025, outlined the following PT services for Student I:
    a. Gross motor skills goal: "[Student I] will tolerate standing in [their] correctly fitted stander for a total duration of 30 consecutive minutes with [m]odified [i]ndependent supervision (only requiring verbal cues for positioning/attention) a minimum of 3 days per week to promote bone density and bowel health."
        i. Objective 1: "[Student I] will hold a stabilized object (e.g., a therapeutic ball or adapted toy) between both hands at midline for a minimum of 1 minute while seated in [their] wheelchair (with appropriate support) to promote bimanual task engagement and improve arm control."
        ii. Objective 2: "While propelling in the gait trainer, [Student I] will maintain head/cervical alignment in neutral or less than 15 degrees of flexion for a minimum of 30 seconds during one 10-foot stretch with the use of appropriate visual cues and [moderate] adult assistance for propulsion to perform one of [their] visual tasks."
        iii. Objective 3: "[Student I] will achieve visible reciprocal leg movement with consistent foot contact (defined as contact for 50% of the stride) for a minimum distance of 15 feet in 2 out of 3 consecutive trials."
    b. Related PT services provided by the regional PT in all school settings for 60 minutes "every month" from December 2, 2025 through December 1, 2026.
    c. ESY PT services provided by the LEA/ESD PT at the ESY site for 60 minutes "every month" from July 7, 2025 through August 6, 2026.
    d. Accommodation: "Wheelchair Clinic" provided by the regional PT or PTA in the Life Skills classroom for 90 minutes "every year" from December 2, 2025 through December 1, 2026.
    e. Support for school personnel: PT consultation provided by the regional PT or PTA for 30 minutes "every month" from December 2, 2025 through December 1, 2026.

42. PT service logs from the Complainant, correlating to the December 2, 2025 IEP, showed the following relevant information for Student I:
    a. December 8, 2025: 30 minutes direct service.
    b. December 16, 2025: 5 minutes consult service.
    c. January 12, 2026: 30 minutes direct service, 15 minutes consult service.
    d. January 26, 2026: 30 minutes direct service, 25 minutes consult service.
    e. January 28, 2026: 30 minutes direct service, 15 minutes consult service.

Student J

43. Student J is five years old and attends an elementary school in a district served by the ESD. Student J is eligible for special education services under the IDEA category of Developmental Delay.

44. An IEP, dated May 16, 2025, outlined the following PT services for Student J:

a. Gross motor skills goal: "[Student J] can independently walk up and down stairs using an alternating foot pattern while using a single wall or rail for support."
    i. Objective 1: "[Student J] can independently jump horizontally starting by flexing [their] hips and knees and swinging [their] arms and with both feet leaving the ground simultaneously out of a hula hoop on the ground for 3 out of 4 trials."
    ii. Objective 2: "[Student J] can kick a ball 4 feet toward a target 3 feet away independently for 3 out of 4 trials."
    iii. Objective 3: "[Student J] can throw a 8" ball 4 feet with a 2[-]handed overhead throw to a person for 3 out of 4 trials."
    iv. Objective 4: "[Student J] can independently catch an 8" ball tossed to him from 4 feet away without trapping the ball for 3 out of 4 trials."
b. Related PT services provided by the ESD PT in the special education and general education settings for 30 minutes "every month" from September 15, 2025 through May 15, 2026.
c. Support for school personnel: PT consultation provided by the ESD PT for 15 minutes "every month" from August 25, 2025 through May 15, 2026.

45. PT service logs from the Complainant, correlating to the May 16, 2025 IEP, showed the following relevant information for Student J:
    a. September 11, 2025: 15 minutes consult service.
    b. September 26, 2025: 15 minutes direct service, 15 minutes consult service.
    c. December 16, 2025: Student J was absent.
    d. January 15 and 29, 2026: Student J was absent.
    e. February 5, 2026: Student J was absent.

Student K

46. Student K is ten years old and attends an elementary school in a district served by the ESD. Student K is eligible for special education services under the IDEA categories of Specific Learning Disability (SLD) and Speech and Language Impairment.

47. An IEP, dated February 20, 2025, outlined the following PT services for Student K:
    a. Functional mobility goal: "[Student K] will perform 10 jumping jacks with good arm and leg sequence for 4 out of 5 trials."
        i. Objective 1: "[Student K] will single leg hop 5 times on each leg with no loss of balance for 4 out of 5 trials."
        ii. Objective 2: "[Student K] will throw a 3-inch ball for 6 feet with an overhand throw and hit a 4 foot by 4 foot target for 4 out of 5 trials."
        iii. Objective 3: "[Student K] will dribble a basketball 5 times without slapping the ball, moving [their] feet and at waist level with one hand for 4 out of 5 trials."
        iv. Objective 4: "[Student K] will walk and dribble a basketball for 10 feet without slapping the ball, at waist level with one hand."
    b. Related functional mobility services provided by the ESD PT or PTA in all school settings for 60 minutes "every month" from February 20, 2025 through February 19, 2026.
    c. Support for school personnel: PT consultation provided by the ESD PT or PTA for 15 minutes "every month" from February 20, 2025 through February 19, 2026.

48. PT service logs from the Complainant, correlating to the February 20, 2025 IEP, showed the following relevant information for Student K:
    a. February 28, 2025: 25 minutes direct service, 15 minutes consult service.
    b. March 11, 2025: 20 minutes direct service, 10 minutes consult service.
    c. March 13, 2025: 30 minutes direct service, 15 minutes consult service.
    d. March 18, 2025: 30 minutes direct service, 10 minutes consult service.
    e. April 10, 2025: 25 minutes direct service, 10 minutes consult service.
    f. April 29, 2025: Student K was absent.
    g. May 8, 2025: Student K was absent.
    h. May 29, 2025: 30 minutes direct service, 15 minutes consult service.
    i. June 3, 2025: 30 minutes direct service, 15 minutes consult service.
    j. June 5, 2025: 20 minutes direct service, 10 minutes consult service.
    k. September 25, 2025: 30 minutes direct service.
    l. October 10, 2025: 10 minutes consult service.
    m. November 13, 2025: Student K was absent.
    n. January 16, 2026: Student K was absent.

Student L

49. Student L is seven years old and attends an elementary school in a district served by the ESD. Student L is eligible for special education services under the IDEA category of Developmental Delay.

50. An IEP, dated October 2, 2025, outlined the following PT services for Student L:
    a. Gross motor skills goal: "[Student L] will ascend and descend stairs with alternating gait pattern independently for 75% of structured functional opportunities as measured by staff observations."
        i. Objective 1: "[Student L] will kick a ball 5 feet with intended direction and complete hip swing-through post-kick for 75% of structured functional opportunities."
        ii. Objective 2: "[Student L] will underhand toss a ball and hit a target 7 feet away for 75% of structured functional opportunities."
        iii. Objective 3: "[Student L] will jump horizontally for 12 inches with both feet leaving the ground simultaneously for 75% of structured opportunities."
        iv. Objective 4: "[Student L] will catch an 8" ball 3-4 times in succession with palms facing up without trapping the ball to [their] chest for 75% of structured functional opportunities."
    b. Related PT services provided by the ESD PT in a small group setting for 60 minutes "every month" from October 2, 2025 through October 1, 2026.
    c. Support for school personnel: PT consultation provided by the LEA/ESD PT for 30 minutes "every month" from October 2, 2025 through October 1, 2026.

51. PT service logs from the Complainant, correlating to the October 2, 2025 IEP, showed the following relevant information for Student L:
    a. December 10, 2025: 30 minutes consult service.

b. December 12, 2025: Student L was absent.
c. December 19, 2025: 30 minutes direct service, 15 minutes consult service.
d. March 18, 2025: 30 minutes direct service, 10 minutes consult service.
e. February 6, 2026: 20 minutes direct service, 25 minutes consult service.

Student M

52. Student M is 12 years old and attends a middle school in a district served by the ESD. Student M is eligible for special education services under the IDEA categories of Orthopedic Impairment and Speech and Language Impairment.

53. An IEP, dated October 29, 2025, outlined the following PT services for Student M:
    a. Gross motor skills goal: "By the end of the IEP cycle, [Student M] will be able to walk a 100-foot obstacle course that includes uneven surfaces and negotiating obstacles and negotiating a 1 flight of 8 to 10 steps using an [*sic*] marked time foot pattern leading with [their] [l]eft leg without verbal cues and holding on to the right-side railing."
        i. Objective 1: "[Student M] can step over a four-inch barrier and being able to lead with both legs for 75% of structured or functional opportunities."
        ii. Objective 2: "[Student M] can walk backwards demonstrating improved hip extension for 15 feet for 75% of structured or functional opportunities."
        iii. Objective 3: "[Student M] can [k]ick a ball 10 feet with [their] left lower extremity for 6 feet through a 4-foot by 4-foot target."
        iv. Objective 4: "[Student M] can throw a ball overhead with [their] left foot stepping forward a distance of 10 feet and maintain [their] balance after [Student M] releases the ball for 75% of structured or functional opportunities."
        v. Objective 5: "[Student M] can walk a 3-inch wide, 3-inch-tall beam, 6 feet in distance with minimal upper extremity assistance on one side and no loss of balance for 75% of structured or functional opportunities."
        vi. Objective 6: "[Student M] can independently rise from the floor by 1/2 kneeling leading with [their] left leg and [their] hands on a wall or chair keeping [their] pelvis and trunk aligned and facing forward for 50% of structured or functional opportunities."
    b. Related PT services provided by the ESD PT or PTA in the academic learning center or general education classroom for 90 minutes "every month" from October 30, 2025 through October 28, 2026.
    c. Accommodation: Use of adaptive chair as necessary provided by the PT in all school settings for 100 minutes per day from October 30, 2025 through October 28, 2026.
    d. Support for school personnel: PT consultation provided by the ESD PT for 90 minutes "every year" from October 30, 2025 through October 28, 2026.

54. PT service logs from the Complainant, correlating to the October 29, 2025 IEP, showed the following relevant information for Student M:
    a. October 31, 2025: 20 minutes direct service, 20 minutes consult service.
    b. December 12, 2025: Student M was absent.
    c. January 16, 2026: 45 minutes direct service, 30 minutes consult service.

Student N

55. Student N is 17 years old and attends a high school in a district served by the ESD. Student N is eligible for special education services under the IDEA category of SLD .

56. An IEP, dated March 11, 2025, outlined the following PT services for Student N:
    a. Gross motor skills goal: "[Student N] will perform single leg forward lateral hops over a three-inch-high foam beam for six feet for 3 out of 4 opportunities."
        i. Objective 1: "[Student N] will perform 10 knee push ups without loss of stability for 3 out of 4 opportunities."
        ii. Objective 2: "[Student N] will throw a tennis ball and strike a 12-inch circle target from 7 feet away 10 times out of 15 throws."
        iii. Objective 3: "[Student N] will perform a standing long jump for 48 inches for 3 out of 4 opportunities."
        iv. Objective 4: "[Student N] will continuously jump rope for 10 jumps and self-twirling the rope for 3 out of 4 opportunities."
    b. Related PT services provided by the ESD PT in all school settings for 480 minutes "every year" from March 12, 2025 through March 10, 2026.
    c. Support for school personnel: PT consultation provided by the ESD PT for 240 minutes "every year" from March 12, 2025 through March 10, 2026.

57. PT service logs from the Complainant, correlating to the March 11, 2025 IEP, showed the following relevant information for Student N:
    a. May 5, 2025: 30 minutes direct service, 15 minutes consult service.
    b. September 15, 2025: 30 minutes direct service, 15 minutes consult service.
    c. September 29, 2025: 30 minutes direct service, 15 minutes consult service.
    d. October 6, 2025: 30 minutes direct service, 15 minutes consult service.
    e. October 20, 2025: 20 minutes direct service.
    f. November 3, 2025: 30 minutes direct service, 15 minutes consult service.
    g. December 15, 2025: 30 minutes direct service, 15 minutes consult service.
    h. January 5, 2026: 30 minutes direct service, 15 minutes consult service.
    i. February 2, 2026: 30 minutes direct service, 5 minutes consult service.

Student O

58. Student O is 13 years old and attends a middle school in a district served by the ESD. Student O is eligible for special education services under the IDEA category of OHI.

59. An IEP, dated March 21, 2025, outlined the following PT services for Student O:
    a. Functional mobility goal: "[Student O] will perform a 48-inch standing long jump for 3 out of 4 trials."
        i. Objective 1: "[Student O] will perform 10 pushups with a neutral spine and without upper trap compensation for 75% of structured opportunities."

ii. Objective 2: "[Student O] will catch a ball with one hand and throw the ball with counter limb movement for 20 feet to a target for 75% structured opportunities."
iii. Objective 3: "[Student O] will run 15 feet then leap three feet over a barrier and continue running without loss of balance or momentum."
iv. Objective 4: "[Student O] will perform 10 sit ups in 30 seconds."

b. Related PT services provided by the ESD PT in a small group setting for 60 minutes "every month" from March 31, 2025 through March 20, 2026.
c. Support for school personnel: PT consultation provided by the ESD PT or licensed PTA for 15 minutes "every month" from March 31, 2025 through March 20, 2026.

60. PT service logs from the Complainant, correlating to the March 21, 2025 IEP, showed the following relevant information for Student O:
    a. May 1, 2025: 40 minutes direct service, 15 minutes consult service.
    b. September 19, 2025: 10 minutes consult service.
    c. October 3, 2025: 5 minutes consult service.
    d. October 10, 2025: Student O was "not available."
    e. December 12, 2025: 25 minutes direct service, 15 minutes consult service.
    f. December 19, 2025: 30 minutes direct service, 15 minutes consult service.
    g. January 9, 2026: 30 minutes direct service, 15 minutes consult service.
    h. February 6, 2026: An in-person visit with Student O was documented in notes, but no service minutes were listed.

Student P

61. Student P is ten years old and attends an elementary school in a district served by the ESD. Student P is eligible for special education services under the IDEA category of OHI.

62. An IEP, dated May 8, 2025, outlined the following PT services for Student P:
    a. Functional mobility goal: "[Student P] will descend one flight of stairs (10-13 steps) with an alternating gait pattern while holding on to a handrail on the right side and minimal assistance on [their] left side, and [they] will ascend a flight of stairs (10-13 steps) with a hand rail on the right side and no assistance on the left for three out of four trials."
        i. Objective 1: "[Student P] will ambulate 500 feet without [their] wheelchair or manual assistance from an adult."
        ii. Objective 2: "[Student P] will ambulate for 10 feet and step over a four-inch barrier without losing [their] balance and without adult assistance with three out of five trials."
        iii. Objective 3: "[Student P] will catch a 6-inch gym ball from being thrown from 5 feet away with [their] hands and minimal trapping of the ball for three out of five trials."
        iv. Objective 4: "[Student P] will overhand throw a six-inch gym ball to another person 6 feet away for three out of five trials."
    b. Related functional mobility services provided by the ESD PT in all school settings for 60 minutes "every month" from May 8, 2025 through May 7, 2026.
    c. Accommodation: Use of a gait belt for walking provided by the PT in all settings for 90 minutes per week from May 8, 2025 through May 7, 2026.

d. Support for school personnel: PT consultation provided by the ESD PT or PTA for 30 minutes "every month" from May 8, 2025 through May 7, 2026.

63. PT service logs from the Complainant, correlating to the May 8, 2025 IEP, showed the following relevant information for Student P:
    a. May 9, 2025: 45 minutes direct service, 15 minutes consult service.
    b. May 16, 2025: 30 minutes direct service, 15 minutes consult service.
    c. May 21, 2025: 25 minutes direct service, 10 minutes consult service.
    d. May 30, 2025: Student P was absent.
    e. June 6, 2025: 25 minutes direct service, 10 minutes consult service.
    f. September 25, 2025: 30 minutes direct service, 20 minutes consult service.
    g. October 9, 2025: 30 minutes direct service, 15 minutes consult service.
    h. October 23, 2025: Student P was absent.
    i. November 13, 2025: 30 minutes direct service, 15 minutes consult service.
    j. January 15, 2026: 30 minutes direct service, 15 minutes consult service.

Student Q

64. Student Q is 13 years old and attends a school in a district served by the ESD. Student Q is eligible for special education services under the IDEA categories of SLD and Autism Spectrum Disorder (ASD).

65. An IEP, dated May 1, 2025, outlined the following PT services for Student Q:
    a. Motor skills goal: "[Student Q] will complete 10 jumping jacks independently for 3 out of 4 trials."
        i. Objective 1: "[Student Q] will perform a half kneel rise without assistance for 3 out of 4 trials."
        ii. Objective 2: "[Student Q] will throw a ball overhead with one arm and hit a 4 by 4 foot target from 8 feet away for 5 out of 10 trials."
        iii. Objective 3: "[Student Q] will catch a ball with both hand[s] and without trapping it with [their] body for 5 out of 10 trials."
        iv. Objective 4: "[Student Q] will kick a ball through a 4 foot target from 10 feet away for 3 out of 4 trials."
    b. SDI for motor skills provided by the LEA/ESD PT in the gymnasium for 30 minutes per week from May 1, 2025 through April 30, 2026.
    c. Related PT services provided by the LEA/ESD PT in a small group setting for 60 minutes "every month" from May 1, 2025 through April 30, 2026.
    d. Support for school personnel: PT consultation provided by the ESD PT for 30 minutes "every month" from May 1, 2025 through April 30, 2026.

66. PT service logs from the Complainant, correlating to the May 1, 2025 IEP, showed the following relevant information for Student Q:
    a. October 1, 2025: 30 minutes direct service, 15 minutes consult service.
    b. October 17, 2025: 30 minutes direct service, 15 minutes consult service.
    c. November 12, 2025: Student Q was absent.

d. December 10, 2025: 30 minutes direct service, 15 minutes consult service.
e. January 14, 2026: 30 minutes direct service, 15 minutes consult service.
f. January 28, 2026: 30 minutes direct service, 15 minutes consult service.

Student R

67. Student R is 15 years old and attends a high school in a district served by the ESD. Student R is eligible for special education services under the IDEA category of Orthopedic Impairment.

68. An IEP, dated November 13, 2025, outlined the following PT services for Student R:
    a. Functional mobility goal: "[Student R] will negotiate [their] wheelchair backwards down a four-inch curb with adult supervision and no manual assistance."
        i. Objective 1: "[Student R] will independently load [themselves] onto a school bus under adult supervision."
        ii. Objective 2: "[Student R] will pop a wheelie up a 4-inch curb and negotiate up the curb under adult supervision without manual assistance."
        iii. Objective 3: "[Student R] will climb out of [their] wheelchair and measure and fill [their] own tires with air [and] then climb back into [their] wheelchair and put the air pump back in its assigned place."
        iv. Objective 4: "[Student R] will dribble a basketball 5 times and shoot it towards the net."
    b. Related PT services provided by the regional PT or PTA in all school settings for 60 minutes "every month" from November 13, 2025 through November 12, 2026.
    c. Accommodations:
        i. "Wheelchair clinics" provided by the regional PT in the special education classroom for 90 minutes "every year" from November 13, 2025 through November 12, 2026.
        ii. "Stander (on hold pending doctor assessment)" provided by the regional PT in all school settings for 120 minutes per week from November 13, 2025 through November 12, 2026.
    d. Support for school personnel: PT consultation provided by the regional PT for 30 minutes "every month" from November 13, 2025 through November 12, 2026.

69. PT service logs from the Complainant, correlating to the November 13, 2025 IEP, showed the following relevant information for Student R:
    a. November 24, 2025: Student R was absent.
    b. December 9, 2025: 30 minutes direct service, 15 minutes consult service.
    c. January 12, 2026: Student R was absent.
    d. January 26, 2026: 30 minutes direct service, 15 minutes consult service.

Student S

70. Student S is 19 years old and attends a high school in a district served by the ESD. Student S is eligible for special education services under the IDEA categories of OHI, Visual Impairment, and Orthopedic Impairment.

71. An IEP, dated November 24, 2025, outlined the following PT services for Student S:
    a. Functional mobility goal: "[Student S] will independently rise from a chair and laterally cruise 6 feet, then use an anterior walker to walk 800 [feet] with consistent cadence and negotiate obstacles while an adult guides the walker by holding onto [Student S's] right side of the walker [minimum to moderate assistance] for 90% of the distance with each trial and return to sit using the cue of the chair seat by making contact with the back of [their] knees; reaching back for the seat and using a controlled descent independently in 4 out of 5 opportunities as measured by teacher observation and/ or data."
        i. Objective 1: "[Student S] will use [their] anterior walker to walk 400 feet, avoiding a person standing in [their] path in 4 out of 5 opportunities based on structured monthly observations."
        ii. Objective 2: "[Student S] will turn [their] anterior walker 90 degrees while standing still in 4 out of 5 opportunities based on structured monthly observations."
        iii. Objective 3: "[Student S] will, with [m]inimal assistance (0-25% assistance) to turn [their] anterior walker 180 degrees, [Student S] will back up to [their] chair, reach back to chair, and sit safely, including wiggling [their] hips back in 4 out of 5 opportunities based on structured monthly observations."
        iv. Objective 4: "[Student S] will independently [s]it [and] [s]tand from [their] [wheelchair] or seat to the table without resting [their] hands on the table until fully standing in 4 out of 5 opportunities."
        v. Objective 5: "[Student S] will independently [propel] [themselves] in [their] wheelchair 75 feet in four out of 5 opportunities."
    b. Related PT services provided by the regional PT or licensed PTA in all school settings for 480 minutes "every year" from November 24, 2025 through November 23, 2026.
    c. Accommodations provided by the regional PT in all school settings from November 24, 2025 through November 23, 2026:
        i. "Mobility devices" for 150 minutes per day.
        ii. "Gait belt" for 150 minutes per week.
        iii. "Equipment Clinic" for 90 minutes "every year."
    d. Support for school personnel: PT consultation provided by the regional PT or licensed PTA for 240 minutes "every year" from November 24, 2025 through November 23, 2026.

72. PT service logs from the Complainant, correlating to the November 24, 2025 IEP, showed the following relevant information for Student S:
    a. December 16, 2025: 30 minutes direct service, 15 minutes consult service.
    b. January 5, 2026: 30 minutes direct service, 15 minutes consult service.
    c. February 2, 2026: 30 minutes direct service, 15 minutes consult service.

Student T

73. Student T is 11 years old and attends an elementary school in a district served by the ESD. Student T is eligible for special education services under the IDEA categories of Intellectual Disability, Deaf or Hard of Hearing, and Speech and Language Impairment.

74. An IEP, dated March 18, 2025, outlined the following PT services for Student T:

a. Functional mobility goal: "[Student T] will hop 5 times on a single leg with both legs for improved mobility and balance 3 out of 4 trials as measured by data collections and PT assessment."
b. Related PT services provided by the regional PT or licensed PTA in the Life Skills class for 480 minutes "every year" from March 19, 2025 through March 17, 2026.
c. Support for school personnel: PT consultation provided by the regional PT for 30 minutes "every month" from March 19, 2025 through March 17, 2026.

75. PT service logs from the Complainant, correlating to the March 18, 2025 IEP, showed the following relevant information for Student T:
    a. April 17, 2025: 30 minutes direct service, 5 minutes consult service.
    b. May 22, 2025: 30 minutes direct service, 15 minutes consult service.
    c. September 19, 2025: Student T was absent.
    d. October 3, 2025: 30 minutes direct service, 15 minutes consult service.
    e. December 8, 2025: 30 minutes direct service, 15 minutes consult service.
    f. December 19, 2025: 30 minutes direct service, 15 minutes consult service.
    g. January 9, 2026: 30 minutes direct service, 15 minutes consult service.
    h. February 6, 2026: 30 minutes direct service, 15 minutes consult service.

Student U

76. Student U is 16 years old and attends a high school in a district served by the ESD. Student U is eligible for special education services under the IDEA category of OHI.

77. An IEP, dated October 15, 2025, outlined the following PT services for Student U:
    a. Functional mobility goal: "[Student U] can horizontally jump 48 inches with both feet leaving and landing simultaneously."
        i. Objective 1: "[Student U] can dribble a ball with alternating hands at chest high for 5 dribbles each."
        ii. Objective 2: "[Student U] can kick an 8- or 10-inch ball 15 feet between 2 cones 4-feet apart."
        iii. Objective 3: "[Student U] can jump down from 10 [inches] and up 4 [inches] at a 4 [inch] platform with feet together."
        iv. Objective 4: "[Student U] can perform a single leg hop for 5 hops on both of [their] legs."
    b. Related PT services provided by the ESD PT in a small group setting for 60 minutes "every month" from October 16, 2025 through October 14, 2026.
    c. Support for school personnel: PT consultation provided by the ESD PT for 30 minutes "every month" from October 16, 2025 through October 14, 2026.

78. PT service logs from the Complainant, correlating to the October 15, 2025 IEP, showed the following relevant information for Student U:
    a. November 3, 2025: 30 minutes direct service, 15 minutes consult service.
    b. December 1, 2025: 30 minutes direct service, 15 minutes consult service.
    c. December 15, 2025: 15 minutes direct service, 10 minutes consult service.

d. January 5, 2026: 30 minutes direct service, 15 minutes consult service.
e. February 2, 2026: 30 minutes direct service, 15 minutes consult service.

Student V

79. Student V is 15 years old and attends a high school in a district served by the ESD. Student V is eligible for special education services under the IDEA categories of OHI and Orthopedic Impairment.

80. An IEP, dated November 4, 2025, outlined the following PT services for Student V:
    a. Functional mobility goal: "[Student V] will initiate and complete the 'Drop, Cover, and Hold On' protocol by independently descending to the floor and positioning [themselves] under a desk/table within 10 seconds of a verbal cue, without behavioral protest or redirection, for 4 out of 5 trials. (Focuses on compliance and immediate response to safety cues)."
        i. Objective 1: "[Student V] will descend a flight of 10 stairs with one-hand-on-rail and [minimal assistance] via gait belt support (on [their] left side) for stability, requiring no redirection for loss of balance, for 3 consecutive trials. (Addresses the critical stair safety issue, formalizing and reducing the level of assistance on the currently relied-upon side)."
        ii. Objective 2: "[Student V] will demonstrate functional weight-bearing through [their] right forearm/hand by stabilizing a standard lunch tray (unloaded) against [their] body while ambulating 25 feet and negotiating a 90-degree turn, with only Standby Assistance (SBA) for safety, for 4 out of 5 trials."
        iii. Objective 3: "[Student V] will retrieve a requested item (e.g., ball, book) from a low shelf (knee height), carry it for 10 feet, and place it into a designated bucket, following a two-step verbal command, without verbal protest, for 4 out of 5 trials."
        iv. Objective 4: "If the device can be manufactured: [Student V] will push or pull a shopping cart using an assistive device with 10 [pounds] using the left hand and right forearm/wrist and negotiate objects and people for 15 feet for 4 out of 5 trials."
    b. Related PT services provided by the ESD PT in the independent skills center for 60 minutes per month from November 4, 2025 through November 3, 2026.
    c. Accommodation: "Gait belt for bus, evacuation training" provided by the PT in the community for 30 minutes per week from November 4, 2025 through November 3, 2026.
    d. Support for school personnel: PT consultation provided by the ESD PT for 30 minutes per month from November 4, 2025 through November 3, 2026.

81. PT service logs from the Complainant, correlating to the November 4, 2025 IEP, showed the following relevant information for Student V:
    a. November 10, 2025: 45 minutes direct service, 20 minutes consult service.
    b. November 24, 2025: Student V was absent.
    c. December 8, 2025: 30 minutes direct service, 15 minutes consult service.
    d. January 26, 2026: 30 minutes direct service, 15 minutes consult service.

Student W

82. Student W is 18 years old and attends a high school in a district served by the ESD. Student W is eligible for special education services under the IDEA categories of Orthopedic Impairment and SLD.

83. An IEP, dated October 15, 2025, outlined the following PT services for Student W:
    a. Functional mobility goal: "[Student W] will climb up 5 steps with a handrail [and] then walk approximately 20 feet, turn to the left 90 degrees, [and] then turn to the right, [and] then walk approximately 20 feet down 5 steps with the use of the handrail without losing [their] balance for 5 out of 5 trials."
        i. Objective 1: "[Student W] will kick a soccer ball through a 4-foot target from 10 feet away using a cane or a crutch to help support [their] balance for 3 out of 5 trials."
        ii. Objective 2: "[Student W] will hit a ball off of a tee for 3 out of 5 trials."
        iii. Objective 3: "[Student W] will ambulate 50 feet while using an assistive device with and stepping over a 3-inch barrier without losing [their] balance in 75% of structured opportunities."
    b. Related PT services provided by the regional PT or licensed PTA in all school settings for 60 minutes per month from October 15, 2025 through October 16, 2026.
    c. Support for school personnel: PT consultation provided by the ESD PT for 240 minutes per year from October 15, 2025 through October 14, 2026.

84. PT service logs from the Complainant, correlating to the October 15, 2025 IEP, showed the following relevant information for Student W:
    a. October 20, 2025: 20 minutes direct service, 20 minutes consult service.
    b. November 3, 2025: 30 minutes direct service, 15 minutes consult service.
    c. December 1 and 15, 2025: Student W was absent.

Student X

85. Student X is four years old and qualifies for ECSE services in a district served by the ESD.

86. An Individualized Family Service Plan (IFSP), dated October 3, 2025, outlined the following PT services for Student X:
    a. Direct PT services provided by the PT for 15 minutes per month at the ECSE site from October 3, 2025 through October 2, 2026.
    b. Support for program personnel: PT consultation provided by the PT for 15 minutes per month at the ECSE site from October 3, 2025 through October 2, 2026.
    c. Gross motor goal: "[Student X] will consistently use [their] newfound stability by performing tandem walking for five consecutive steps on a flat floor without losing balance or requiring physical assistance to improve [their] dynamic balance and body awareness for five out of seven attempts."
        i. Objective 1: "[Student X] will participate in a structured ball activity by successfully rolling a 7-9 inch ball to a target ten feet away with an alternating foot stride to establish a baseline for lower extremity coordination and improve motivation for ball skills."

ii. Objective 2: "[Student X] will independently step up and down a four to six-inch curb ten times during an outdoor play routine without requesting hand-held assistance or demonstrating a loss of balance, demonstrating improved functional independence and carryover of skills."
iii. Objective 3: "[Student X] will initiate and sustain independent running (defined as both feet airborne) for a distance of 20 feet in the gym or playground environment to improve locomotor skills and build confidence in speed and movement."

87. PT service logs from the Complainant, correlating to the October 3, 2025 IFSP, showed the following relevant information for Student X:
    a. November 12, 2025: 30 minutes.
    b. December 10, 2025: 30 minutes.
    c. January 21, 2026: 25 minutes.

Student Y

88. Student Y is three years old and qualifies for ECSE services in a district served by the ESD.

89. An IFSP, dated December 8, 2025, outlined the following PT services for Student Y:
    a. Direct PT services provided by the PT for 45 minutes, twice per month, in the home setting from December 8, 2025 through January 7, 2026.
    b. Gross motor goal: "[Student Y] will ambulate independently (minimum 20 feet) without an assistive device, demonstrating a step-through gait pattern (i.e., less of a marked time pattern) with no loss of balance, 3 out of 5 trials."
        i. Objective 1: "[Student Y] will demonstrate improved trunk and hip stability during a unilateral stance activity, maintaining a vertical upright posture with minimal lateral trunk deviation against the standing side for three seconds during the standing on-a 2-inch-block activity, 3 out of 5 trials."
        ii. Objective 2: "[Student Y] will ascend four standard-sized stairs using a reciprocal gait pattern (alternating feet) with contact guard assistance only, to promote motor planning and higher-level gait mechanics."
        iii. Objective 3: "[Student Y] will safely transition from the floor to standing via a half-kneel with minimal verbal cues, demonstrating the ability to lead with either leg to address flexibility and dynamic transitional strength."
        iv. Objective 4: "[Student Y] will sustain standing for five seconds (with or without a hand-hold for balance) to perform a higher-level functional skill, such as kicking a stationary ball forward two feet, using either leg, to promote dynamic balance and play skills."

90. PT service logs from the Complainant, correlating to the December 8, 2025 IFSP, showed the following relevant information for Student Y:
    a. October 15, 2025: The family did not answer the door to receive PT services.
    b. November 5, 2025: 45 minutes.
    c. December 3, 2025: The family did not answer the door to receive PT services.
    d. December 17, 2025: 45 minutes.
    e. January 7, 2026: 20 minutes.

f. January 21, 2026: 45 minutes.
g. February 4, 2026: 40 minutes.

Student Z

91. Student Z is four years old and qualifies for ECSE services in a district served by the ESD.

92. An IFSP, dated October 3, 2025, outlined the following PT services for Student Z:
    a. Direct PT services provided by the PT for 15 minutes, twice monthly, at the ECSE site from October 6, 2025 through October 2, 2026.
    b. PT consultation services provided by the PT for 15 minutes, twice monthly, at the ECSE site from October 3, 2025 through October 2, 2026.
    c. Accommodations:
        i. "Rifton seating" provided by the PT for 2.5 hours, four times per week, per the ECSE calendar at the ECSE site from October 6, 2025 through October 2, 2026.
    d. Support for school personnel: PT consultation provided by the PT for 15 minutes per month, per the ECSE calendar, at the ECSE site from October 3, 2025 through October 2, 2026.
    e. Gross motor goal: "[Student Z] will ascend and descend 10-13 stairs with reciprocal gait and utilize a handrail independently for 4 out of 5 opportunities."
        i. Objective 1: "[Student Z] will throw a ball 3 feet towards a target."
        ii. Objective 2: "[Student Z] will run 25 feet in a straight line with proper knee flexion and hip extension and narrow base of support."
        iii. Objective 3: "[Student Z] will walk a foam beam 3 inches wide with minimal upper extremity assistance."
        iv. Objective 4: "[Student Z] will jump forward 4 inches with both feet leaving the ground simultaneously."

93. PT service logs from the Complainant, correlating to the October 3, 2025 IFSP, showed the following relevant information for Student Z:
    a. October 13, 2025: 15 minutes.
    b. November 12, 2025: 15 minutes.
    c. January 12, 2026: 25 minutes.
    d. January 21, 2026: 30 minutes.
    e. February 4, 2026: 30 minutes.

Student AA

94. Student AA is two years old and qualifies for EI services in a district served by the ESD.

95. An IFSP, dated July 30, 2025, outlined the following PT services for Student AA:
    a. Direct PT services provided by the PT for 45 minutes per week, per the early intervention calendar, in the home setting from September 8, 2025 through July 29, 2026.
    b. Gross motor goal: "[Student AA] will ambulate with two[-]hand support for 10 feet for 75% of opportunities."

i. Objective 1: "[Student AA] will transition from supine/ prone to sit Independently."
ii. Objective 2: "[Student AA] will transition from sit to quadruped Independently."
iii. Objective 3: "[Student AA] will transition from sit[ting] to high kneeling Independently."
iv. Objective 4: "[Student AA] will creep for 10 feet Independently."
v. Objective 5: "[Student AA] will pull [themselves] to stand independently."
vi. Objective 6: "[Student AA] will laterally cruise in both directions for 5 feet Independently."

96. PT service logs from the Complainant, correlating to the July 30, 2025 IFSP, showed the following relevant information for Student AA:
    a. September 18 and 25, 2025: 45 minutes each visit.
    b. October 2, 9, and 16, 2025: 45 minutes each visit.
    c. October 23, 2025: Student AA was sick.
    d. October 30, 20025: Student AA's PT appointment was canceled due to a family emergency.
    e. November 6, 2025: 45 minutes.
    f. November 13, 2025: In-person session notes were written, but zero minutes were recorded. During an interview with the Complaint Investigator, the Complainant confirmed this was an error and should have listed 30 to 45 service minutes.
    g. December 4 and 18, 2025: 45 minutes each visit.
    h. January 9, 2026: Student AA's family canceled the PT visit.
    i. January 16, 2026: 45 minutes.
    j. January 22, 2026: Student AA was sick.
    k. January 29, 2026: 45 minutes.
    l. February 5, 2026: 45 minutes.

Student AB

97. Student AB is five years old and qualifies for ECSE services in a district served by the ESD.

98. An IFSP, dated November 17, 2025, outlined the following PT services for Student AB:
    a. Direct PT services provided by the PT for 15 minutes per month, per the ECSE calendar, at the ECSE site from November 18, 2025 through August 31, 2026.
    b. Gross motor goal: "[Student AB] will descend a full flight of stairs (10-12 steps) using a handrail and a marked-time pattern with only Standby Assistance (SBA) and no manual cueing, for 4 out of 5 opportunities."
        i. Objective 1: "[Student AB] will independently initiate a two-foot jump by performing hip/knee flexion and arm swing, with or without lift-off from the ground (i.e., preparing to jump), in 4 out of 5 opportunities upon cue."
        ii. Objective 2: "[Student AB] will ambulate 5 consecutive steps in a tandem stance (heel-to-toe) on a 4-inch wide floor line with only [SBA] for safety, for 3 out of 5 trials."
        iii. Objective 3: "[Student AB] will execute a forward kick to propel a standard playground ball at least 3 feet toward a target (e.g., a cone), for 4 out of 5 attempts during a structured play session."

iv. Objective 4: "[Student AB] will run continuously for a distance of 20 feet, demonstrating a brief period of non-support (flight phase), for 3 out of 5 opportunities during structured gross motor play."

99. PT service logs from the Complainant, correlating to the November 17, 2025 IFSP, showed the following relevant information for Student AB:
    a. December 18, 2025: 30 minutes.
    b. January 8, 2026: 25 minutes.
    c. February 5, 2026: In-person session notes were written, but zero service minutes were recorded. During an interview with the Complaint Investigator, the Complainant confirmed this was an error and should have listed 15 minutes of service.

Student AC

100. Student AC is 11 months old and qualifies for EI services in a district served by the ESD.

101. An IFSP, dated November 6, 2025, outlined the following PT services for Student AC:
    a. Direct PT services provided by the PT for 15 minutes, two times per month, per the EI calendar, in the home setting from November 14, 2025 through November 5, 2026.
    b. Gross motor goal: "[Student AC] will independently maintain a prone on hands (straight elbow) position for 15 seconds to engage trunk extensors and shoulder girdle musculature, enabling visual exploration and reaching with greater stability."
        i. Objective 1: "[Student AC] will independently transition from prone to supine and supine to prone to both the left and right sides, utilizing a consistent rolling pattern bilaterally across 5 observed trials."
        ii. Objective 2: "[Student AC] will initiate and hold a vertical trunk position with light tactile cueing at the hips for supported sitting (hips and pelvis supported) for a minimum of 10 seconds to progress toward independent sitting and dynamic balance."
        iii. Objective 3: "[Student AC] will consistently demonstrate a forward protective extension reaction on an unstable surface (e.g., therapy ball) and maintain a low kneeling position to reduce the risk of head injury and develop weightbearing tolerance in the arms and hips."
        iv. Objective 4: "[Student AC] will maintain a supported standing position with knees partially extended, hips aligned over the feet, and demonstrate reciprocal weight shifting for a total of 15 seconds with minimal support at the trunk."

102. PT service logs from the Complainant, correlating to the November 6, 2025 IFSP, showed the following relevant information for Student AC:
    a. December 5 and 10, 2025: 45 minutes each visit.
    b. December 17, 2025: Student AC's family did not show for the PT appointment.
    c. January 14, 2026: 35 minutes.
    d. January 21, 2026: Student AC's family canceled the PT appointment.
    e. January 28, 2026: 45 minutes.

Student AD

103. Student AD is two years old and qualifies for EI services in a district served by the ESD.

104. An IFSP, dated July 16, 2025, and revised January 6, 2026, outlined the following PT services for Student AD:
   a. Direct PT services provided by the PT for 45 minutes, four times per month, per the EI calendar, in the home setting or the ECSE site from July 16, 2025 through July 15, 2026.
   b. Consultation to outside agencies provided by the PT for 15 minutes, one time per month, per the EI calendar, via phone or at the ECSE site from July 16, 2025 through July 15, 2026.
   c. Gross motor goal: "[Student AD] will ambulate 20 feet independently and step over 3 2-inch barriers without loss of balance and continue to ambulate" for 75% structured opportunities.
      i. Objective 1: "[Student AD] will rise up from and descend to the floor independently."
      ii. Objective 2: "[Student AD] will ambulate 5 feet independently."
      iii. Objective 3: "[Student AD] will stand independently for 2 minutes."
      iv. Objective 4: "[Student AD] will kick a ball with intent and without loss of balance."
   d. Gross motor goal added January 6, 2026: "[Student AD] will walk 20 feet on an uneven surface such as grass without losing [their] balance" for 75% of structured opportunities.
      i. Objective 1: "[Student AD] will ambulate 20 feet independently and step over [three] 2-inch barriers without loss of balance and continue to ambulate on an even surface."
      ii. Objective 2: "[Student AD] will squat and lift a toy and carry it 5 feet."
      iii. Objective 3: "[Student AD] will negotiate 5 stairs [independently] using a marked time pattern and a handrail."
      iv. Objective 4: "[Student AD] will kick a ball with intent and without loss of balance."

105. PT service logs from the Complainant, correlating to the July 16, 2025 IFSP, showed the following relevant information for Student AD:
   a. July 22 and 29, 2025: 45 minutes each visit.
   b. September 9, 2025: Student AD's family did not answer the door for the PT's visit.
   c. September 16, 2025: 38 minutes.
   d. September 23 and 30, 2025: 45 minutes each visit.
   e. October 7, 14, and 21, 2025: 45 minutes each visit.
   f. November 4, 2025: PT appointment canceled by Student AD's family.
   g. November 24, 2025: 7 minutes (Student AD's family was unable to stay for the entire appointment.)
   h. December 2, 9, and 16, 2025: 45 minutes each visit.
   i. January 6 and 13, 2026: 45 minutes each visit.
   j. January 19, 2026: Student AD's family canceled the PT appointment.
   k. January 27, 2026: 45 minutes.
   l. February 3, 2026: 45 minutes.

Student AE

106. Student AE is one year old and qualifies for EI services in a district served by the ESD.

107. An IFSP, dated October 16, 2025, outlined the following PT services for Student AE:
   a. Direct PT services provided by the PT for 30 minutes, one time weekly, per the EI calendar, in the home setting from October 24, 2025 through October 15, 2026.
   b. Gross motor goal: "[Student AE] will achieve assisted bipedal mobility using appropriate bracing … and an assistive device (e.g., gait trainer or walker), successfully traversing a distance of 20 feet across a continuous, level surface to reach a functional goal (e.g., a toy or person)."
      i. Objective 1: "[Student AE] will independently perform a modified floor-to-sit and sit-to-floor transfer using upper extremity support and rolling strategies, demonstrating safety and control in 4 out of 5 opportunities."
      ii. Objective 2: "[Student AE] will transition from sitting to a tolerated supported kneeling position using a stable, low-level support surface (e.g., a small bench or toy box) for upper extremity support, successfully performing the transition in 3 out of 5 attempts."
      iii. Objective 3: "[Student AE] will actively demonstrate dynamic weight shifts onto one extended arm while reaching across midline with the opposite hand for a toy in a high-prone position, holding the single-arm support for 5 seconds in 5 out of 5 trials."
      iv. Objective 4: "[Student AE] will increase the distance of [their] primary floor locomotion strategy (lizard crawl) to 15 feet across a continuous surface to retrieve a toy, completing the task in 4 out of 5 trials."

108. PT service logs from the Complainant, correlating to the October 16, 2025 IFSP, showed the following relevant information for Student AE:
   a. December 5, 2025: Student AE was sick.
   b. December 12 and 19, 2025: 30 minutes.
   c. January 9, 2026: 30 minutes.
   d. January 16, 2026: 38 minutes.
   e. January 23, 2026: 30 minutes.

Student AF

109. Student AF is five years old and qualifies for ECSE services in a district served by the ESD.

110. An IFSP, dated January 22, 2025, and revised February 6, 2026, outlined the following PT services for Student AF:
   a. Direct PT services provided by the PT for 15 minutes, one time monthly, per the ECSE calendar, at the ECSE site from January 22, 2025 through January 20, 2026.
   b. Consultation services to the community preschool provided by the PT for 15 minutes per quarter, per the ECSE calendar, from January 22, 2025 through January 20, 2026.
   c. Consultation services to the ECSE team provided by the PT for 15 minutes per quarter, per the ECSE calendar, at the ECSE site from January 22, 2025 through January 20, 2026.
   d. Gross motor goal: "[Student AF] will negotiate standard size stairs with [a] single railing with an alternating step pattern ascending and a marking time pattern descending" for 75% of structured opportunities.

i. Objective 1: "[Student AF] will walk 15 feet, step up/down a single 6" curb/step independently without … support and without loss of balance."
ii. Objective 2: "[Student AF] will catch an 8[-inch] ball from 7 [feet] away 5 out of 10 times."
iii. Objective 3: "[Student AF] will kick a stationary ball to a target 7 [feet] away."
iv. Objective 4: "[Student AF] will jump with a two-footed take off for 12-15 inches."
v. Objective 5: "[Student AF] will walk a foam beam without any hand assistance for 6 feet."

111. No PT service logs were provided for Student AF. The Complainant stated, "I think [Student AF] moved. I'm not really sure."

Student AG

112. Student AG is one year old and qualifies for EI and ECSE services in a district served by the ESD.

113. An IFSP, dated September 26, 2025, outlined the following PT services for Student AG:
a. Direct PT services provided by the PT for 45 minutes, one time weekly, per the EI calendar, in the home setting from September 26, 2025 through October 2, 2026.
b. Gross motor goal: "[Student AG] will maintain independent propped sitting for 30 seconds, demonstrating a protective response by extending one arm to the side when [their] center of gravity is challenged by a gentle push" for 75% of structured opportunities.
i. Objective 1: "[Student AG] will hold [their] head steady at midline/vertical with [their] chin tucked for at least 60 seconds while in a supported sitting position."
ii. Objective 2: "[Student AG] will tolerate and maintain an upright position in [their] stander for a total of 45 minutes per day (in 2 sessions), actively tracking a moving toy across [their] midline for 2 repetitions."
iii. Objective 3: "[Student AG] will prop on both forearms on a firm surface, maintaining [their] head vertical for 15 seconds, and sustain the grasp of a hand-held toy with one hand for 5 seconds while propping."
iv. Objective 4: "[Student AG] will actively initiate a segmental roll from supine to sidelying (to the right and left) using head/shoulder flexion and minimal facilitation, 3 out of 5 attempts."
v. Objective 5: "[Student AG] will participate in rolling from [their] back to [their] side both directions to interact with [their] environment."

114. PT service logs from the Complainant, correlating to the September 26, 2025 IFSP, showed the following relevant information for Student AG:
a. September 30, 2025: 45 minutes.
b. October 7, 14, and 21, 2025: 45 minutes each visit.
c. November 4 and 25, 2025: 45 minutes each visit.
d. December 1, 2025: 25 minutes.
e. December 2, 9, and 16, 2025: 45 minutes each visit.

f. January 6, 2026: 45 minutes.
g. January 13, 2026: No one answered the door for the PT's home visit appointment.
h. January 20, 2026: 30 minutes.
i. January 27, 2026: 45 minutes.
j. February 3, 2026: In-person session notes were written, but zero service minutes were recorded. During an interview with the Complaint Investigator, the Complainant confirmed this was an error and should have listed 45 service minutes.

Student AH

115. Student AH is three years old and qualifies for EI and ECSE services in a district served by the ESD.

116. An IFSP, dated June 2, 2025, outlined the following PT services for Student AH:
a. Direct PT services provided by the PT for 30 minutes per month, per the EI calendar, in the home setting from June 2, 2025 through June 8, 2025.
b. Direct PT services provided by the PT for 15 minutes per month, per the ECSE calendar, at the ECSE site from September 22, 2025 through June 1, 2026.
c. Direct PT consultation and coordination services for 15 minutes per month, per the ECSE calendar, at the ECSE site from September 22, 2025 through June 1, 2026.
d. Consultation to the ECSE team from the PT for 15 minutes per month, per the ECSE calendar, at the ECSE site from September 15, 2025 through June 1, 2026.
e. Gross motor goal: "[Student AH] will negotiate a flight of 10 stairs (up and down) using a side-stepping pattern with both hands on the rail, with no more than 1 loss of balance with supervision," for 75% of trial opportunities.
i. Objective 1: "[Student AH] will walk 20 feet using a 'stepping over' pattern (clearing small obstacles/2-inch hurdles) to encourage increased hip and knee flexion."
ii. Objective 2: "[Student AH] well [*sic*] step up on a 3[-]inch step [i]ndependently."
iii. Objective 3: "[Student AH] will [i]ndependently transfer to a modified toilet that is modified with a ledge and handrails and safely sit."

117. PT service logs from the Complainant, correlating to the January 9, 2026 IFSP, showed the following relevant information for Student AH:
a. September 18, 2025: 25 minutes.
b. September 25, 2025: 20 minutes.
c. November 6, 2025: Student AH was absent.
d. December 4, 2025: 25 minutes.
e. January 8, 2026: 120 minutes.
f. January 22, 2026: 30 minutes.
g. February 5, 2026: 25 minutes.

Student AI

118. Student AI is two years old and qualifies for EI services in a district served by the ESD.

119. An IFSP, dated April 4, 2024[5], outlined the following PT services for Student AI:
   a. Direct PT services provided by the PT for 45 minutes, four times per month, in the home setting from April 4, 2024 through April 3, 2025.
   b. Gross motor goal: "[Student AI] will floor-sit independently while playing with toys and interacting with [their] family," in 75% of structured opportunities.
      i. Objective 1: "[Student AI] will demonstrate good head control in all positions."
      ii. Objective 2: "[Student AI] will pivot on [their] tummy [*sic*] both directions."
      iii. Objective 3: "[Student AI] will prop on [their] elbows or hands while on [their] tummy and shift [their] weight from side to the other to reach for toys."
      iv. Objective 4: "[Student AI] will push up on extended arms while on [their] tummy."
      v. Objective 5: "[Student AI] will segmentally roll from tummy to back and back to tummy over left and right shoulders."
      vi. Objective 6: "While supine, [Student AI] will grasp [their] feet with [their] hands and roll onto either side."
      vii. Objective 7: "[Student AI] will lift [their] head 60 degrees while on [their] tummy."

120. PT service logs with services from a different PT, correlating to the April 4, 2024 IFSP, showed the following relevant information for Student AI within the investigative timeframe:
   a. February 12 and 26, 2025: 45 minutes.
   b. February 21, 2025: 75 minutes.
   c. March 5, 2025: 45 minutes.
   d. March 6, 2025: 25 minutes.
   e. April 2, 2025: 45 minutes.[6]

Student AJ

121. Student AJ is one year old and qualifies for EI services in a district served by the ESD.

122. An IFSP dated November 5, 2025 outlined the following PT services for Student AJ:
   a. Direct PT services provided by the PT for 45 minutes per week, per the EI calendar, in the home setting from November 5, 2025 through November 13, [2026]. The original stop date for services was November 13, 2025, but the District confirmed this was a clerical error.
   b. Gross motor goal: "[Student AJ] will walk independently for 10 feet without any upper extremity assistance," for 75% of structured opportunities.
      i. Objective 1: "[Student AJ] will transfer from supine to prone and prone to supine on both sides."
      ii. Objective 2: "[Student AJ] [will] transition from supine to sit [i]ndependently."
      iii. Objective 3: "[Student AJ] will sit unsupported for 5 minutes and hold a toy in each hand."
      iv. Objective 4: "[Student AJ] will pull [themself] to stand against a stable object."
      v. Objective 5: "[Student AJ] will cruise with assistance from a stable object."

[5] The only other IFSP received for this Investigation for Student AI was dated February 17, 2026, which was outside of the investigative timeframe.

[6] Other PT service logs were provided for Student AI, but did not correlate to the IFSPs received for the investigative timeframe.

vi. Objective 6: "[Student AJ] will walk 5 feet with 1[-]handed assistance."

123. PT service logs from the Complainant, correlating to the November 5, 2025 IFSP, showed the following relevant information for Student AJ:
   a. November 12, 2025: 30 minutes.
   b. November 26, 2025: 45 minutes.
   c. December 3, 2025: 45 minutes.
   d. December 10, 2025: 40 minutes.
   e. December 17, 2025: 45 minutes.
   f. January 7, 14, 21, and 28, 2026: 45 minutes each session.
   g. February 4, 2026: 45 minutes.

Student AK

124. Student AK is three years old and qualifies for EI and ECSE services in a district served by the ESD.

125. An IFSP dated June 2, 2025 outlined the following PT services for Student AK:
   a. Direct PT services provided by the PT for 30 minutes, one time per month, per the EI calendar, at the EI site from June 2, 2025 through August 18, 2025.
   b. Direct PT services provided by the PT for 15 minutes per month, per the ECSE calendar, at the ECSE site from September 15, 2025 through June 1, 2026.
   c. PT consultation for 15 minutes per month, per the ECSE calendar, at the ECSE site from September 15, 2025 through June 1, 2026.
   d. Consultation to the ECSE staff from the PT for 30 minutes per month, per the ECSE calendar, at the ECSE site from September 15, 2025 through June 1, 2026.
   e. Gross motor goal: "[Student AK] will ascend and descend 1 flight of stairs (approximately 10 steps) with one-hand upper extremity support using a step-to gait pattern for 3 out of 4 trials, with minimal verbal cues."
      i. Objective 1: "[Student AK] will perform a bilateral jump forward from a flat surface with both feet leaving the ground simultaneously for 2 out of 5 trials, with visual and/or verbal cues."
      ii. Objective 2: "[Student AK] will kick a stationary ball forward towards a large target (both feet leaving the ground simultaneously) for 3 out of 5 trials."
      iii. Objective 3: "[Student AK] will run for 20 feet demonstrating an emerging flight phase (both feet leaving the ground simultaneously) for 3 out of 5 trials."
      iv. Objective 4: "[Student AK] will maintain a tandem stance (heel-to-toe) for 3 seconds on a flat surface, for 2 out of 3 trials."
      v. Progress dated October 28, 2025 indicated no progress could be reported due to absences.

126. The District reported that no PT logs existed for Student AK and although they also did not have attendance records, the District understood Student AK had "significant absences" from school during the 2025-26 school year. During an interview with the Complaint Investigator, the Complainant confirmed the family was not bringing Student AK for services.

Student AL

127. Student AL is five years old and qualifies for EI and ECSE services in a district served by the ESD.

128. An IFSP dated October 14, 2025 outlined the following PT services for Student AL:
   a. Direct PT services provided by the PT for 15 minutes, per the ECSE calendar, at the EI/ECSE site from October 14, 2025 through October 13, 2026.
   b. Consultation to staff from the PT for 15 minutes per month, per the ECSE calendar, at the ECSE site from October 14, 2025 through October 13, 2026.
   c. Gross motor goal: "[Student AL] will ambulate for 75 feet and negotiate a 2-inch barrier (or single low step) without loss of balance, demonstrating functional mobility in the school/home environment," for 3 out of 5 trials.
      i. Objective 1: "[Student AL] will negotiate stairs [independently] with marked time pattern while holding a handrail [independently]."
      ii. Objective 2: "[Student AL] will transition from floor to stand[ing] using a half-kneeling or modified half-kneeling pattern with minimal assist for stability, 3 out of 5 trials."
      iii. Objective 3: "[Student AL] will squat to retrieve a small object from the floor and return to standing without falling, maintaining hands-free balance, 3 out of 5 trials."
      iv. Objective 4: "[Student AL] will step over a 1-inch obstacle (e.g., a low piece of tape, a book) while walking [independently], 3 out of 5 trials."
      v. Objective 5: "[Student AL] will ascend/descend 4 steps (stairs or incline) holding a handrail or adult's hand with supervision [standby assistance]."

129. PT service logs from the Complainant, correlating to the October 14, 2025 IFSP, showed the following relevant information for Student AL:
   a. October 14, 2025: 20 minutes.
   b. October 15, 2025: 30 minutes.
   c. The District confirmed in their *Response* that they did not have any PT service logs for Student AL after October 15, 2025.
   d. During their interview with the Complaint Investigator, the Complainant confirmed they did not provide services to Student AL beyond October 15, 2025 because the family moved or did not show up for services.

Student AM

130. Student AM is four years old and qualifies for ECSE services in a district served by the ESD.

131. An IFSP, dated September 4, 2025, outlined the following PT services for Student AM:
   a. Direct PT services provided by the PT for 30 minutes per month, per the ECSE calendar, at the ECSE site from September 4, 2025 through September 3, 2026.
   b. Accommodation: Seating in a "Rifton chair" provided by the PT for 2.5 hours, three times per week, per the ECSE calendar, at the ECSE site from September 8, 2025 through September 3, 2026.

c. PT consultation for ECSE staff for 15 minutes per month, per the ECSE calendar, at the ECSE site from September 8, 2025 through September 3, 2026.
d. Gross motor goal: "[Student AM] will consistently and independently navigate a standard flight of stairs (approximately 10 steps) with a handrail, utilizing an alternating gait pattern for both ascent and descent," for 75% of structured and functional opportunities.
    i. Objective 1: "[Student AM] will perform a two-foot jump forward from a flat surface, landing with both feet simultaneously, after a verbal cue ('one, two, three'). This will address the current need for manual facilitation and move toward independent initiation."
    ii. Objective 2: "[Student AM] will walk a 4-inch beam for at least 3 feet with a single-hand support from a therapist or instructional assistant. This refines the existing skill by reducing the level of assistance."
    iii. Objective 3: "[Student AM] will participate in a structured throwing activity by tossing a large, soft ball 4 feet toward a target with a verbal cue. A new focus on participation and following commands is key before mastery of the skill."
    iv. Objective 4: "[Student AM] will walk a distance of 15 feet and step over a two[-]inch barrier while actively attempting to reduce trunk rotation and narrow [their] base of support, as prompted by a therapist or verbal cues. This directly targets the persistent compensatory gait pattern observed in the notes."

132. PT service logs from the Complainant, correlating to the September 4, 2025 IFSP, showed the following relevant information for Student AM:
a. September 11, 2025: 30 minutes.
b. October 13, 2025: 15 minutes.
c. October 16, 2025: 25 minutes.
d. November 13, 2025: 38 minutes.
e. December 11, 2025: Student AM was absent.
f. January 15, 2026: 25 minutes.
g. January 29, 2026: Student AM was absent.

Student AN

133. Student AN is three years old and qualifies for ECSE services in a district served by the ESD.

134. An IFSP, dated April 18, 2025, outlined the following PT services for Student AN:
a. Direct PT services provided by the PT for 30 minutes per month, per the ECSE calendar, at the ECSE site from May 13, 2025 through April 17, 2026.
b. Consultation services to the ECSE staff from the PT for 15 minutes per month, per the ECSE calendar, at the ECSE site from May 13, 2025 through April 17, 2026.
c. Gross motor goal: "[Student AN] will mobilize [themself] forward in [their] gait trainer 70 [inches] independently, using a reciprocating gait pattern, moving [in a] forward direction to reach a goal such as a toy, then reaching and grabbing it," 60% of the time over four visits.

i. Objective 1: "[Student AN] will stand at furniture and laterally step each direction [(3 steps)] to obtain [a] desired object with [minimum/moderate] assistance for weight shifting and stability."
ii. Objective 2: "[Student AN] will participate in transitions between sitting and tall kneeling, and between tall kneeling and standing at furniture via via [*sic*] half kneel."
iii. Objective 3: "[Student AN] will participate in transitions between bench sitting and standing at furniture with [minimum/moderate] assistance."
iv. Objective 4: "[Student AN] will bench sit independently with feet flat on floor and adequate back/chair support at spine/trunk, and manipulate objects at table."
v. Objective 5: "[Student AN] will maintain tall kneeling at furniture while playing with toys."

135. PT service logs from the Complainant, correlating to the April 18, 2025 IFSP, showed the following relevant information for Student AN:
a. April 23, 2025: 30 minutes.
b. April 30, 2025: 40 minutes.
c. May 7, 2025: 30 minutes.
d. May 13, 2025: 60 minutes.
e. May 29, 2025: 30 minutes.
f. June 6, 2025: 60 minutes.
g. July 14, 21, and 22, 2025: Student AN was absent.
h. September 11, 2025: 25 minutes.
i. September 23, 2025: 15 minutes.
j. September 25, 2025: 20 minutes.
k. October 14, 2025: 25 minutes.
l. November 5, 2025: 30 minutes.
m. November 13, 2025: Student AN was absent.
n. December 11, 2025: 40 minutes.
o. December 15, 2025: 10 minutes.
p. January 22 and 29, 2026: Student AN was absent.
q. February 5, 2026: 30 minutes.

Student AO

136. Student AO is four years old and qualifies for EI and ECSE services in a district served by the ESD.

137. An IFSP, dated March 3, 2025, outlined the following PT services for Student AO:
a. Direct PT services provided by the PT for 15 minutes per month, per the ECSE calendar, at the ECSE site from March 3, 2025 through March 4, 2026.
b. PT consultation for ECSE staff for 15 minutes per month, per the ECSE calendar, at the ECSE site from April 1, 2025 through March 3, 2026.
c. Gross motor goal: "[Student AO] will walk with neutral position of [their] feet with a heel to toe pattern on uneven surfaces for 15 feet," for 75% of structured opportunities.

i. Objective 1: "[Student AO] will jump forward 24 inches with both feet leaving the ground simultaneously."
ii. Objective 2: "[Student AO] will negotiate a flight of stairs [independently] using alternating gait and a handrail for safety."
iii. Objective 3: "[Student AO] will kick a ball 4 feet without a loss of balance."
iv. Objective 4: "[Student AO] will walk and step over a 2-inch barrier without loss of balance."

138. PT service logs from the Complainant, correlating to the March 3, 2025 IFSP, showed the following relevant information for Student AO:
a. July 21, 2025: 20 minutes.
b. September 11, 2025: 20 minutes.
c. October 27, 2025: Student AO was absent.
d. December 11 and 18, 2025: Student AO was absent.
e. January 23, 2026: 40 minutes.

Student AP

139. Student AP is one year old and qualifies for EI services in a district served by the ESD.

140. An IFSP, dated November 6, 2025, outlined the following PT services for Student AP:
a. Direct PT services provided by the PT for 30 minutes, one time per week, per the EI calendar, at the EI site from November 6, 2025 through November 5, 2026.
b. Gross motor goal: "[Student AP] will lizard crawl for 3 feet and pivot in either direction to retrieve a toy for 3 out of 5 trials."
i. Objective 1: "[Student AP] will sit independently and unsupported for a duration of 30 seconds with hands-free manipulation of a single toy, in 3 out of 5 trials, to promote core strength and balance."
ii. Objective 2: "[Student AP] will attain and sustain a prone prop position on forearms for a minimum of 20 seconds, actively scanning the environment, in 4 out of 5 trials, to improve neck and upper trunk extensor endurance."
iii. Objective 3: "[Student AP] will perform a controlled transition from sitting to prone with minimal assistance (e.g., light contact guard) to increase [their] active control during descent and promote movement autonomy."
iv. Objective 4: "[Student AP] will accept and bear partial weight through [their] legs while held in supported standing at a stable surface (e.g., sofa back) for 10 seconds, demonstrating intermittent knee extension in 3 out of 5 trials."

141. PT service logs from the Complainant, correlating to the November 6, 2025 IFSP, showed the following relevant information for Student AP:
a. December 9, 2025: 45 minutes.
b. December 16, 2025: Student AP's family missed the PT session.
c. January 13, 20, and 27, 2026: Student AP's family missed the PT session.
d. February 3, 2026: Student AP's family missed the PT session.

Student AQ

142. Student AQ is three years old and qualifies for EI and ECSE services in a district served by the ESD.

143. An IFSP, dated May 30, 2025, outlined the following PT services for Student AQ:
   a. Direct PT services provided by the PT for 30 minutes, one time per month, per the EI calendar, in the home setting from May 30, 2025 through August 8, 2025.
   b. There were no PT-associated goals in Student AQ's IFSP.

144. PT service logs, correlating to the May 30, 2025 IFSP, showed the following relevant information for Student AQ:
   a. June 5, 2025: 30 minutes.
   b. July 28, 2025: 30 minutes.

IV. DISCUSSION

When IEPs Must Be In Effect (for an individual student)

The Complaint alleged the District violated the IDEA by not allowing the Student's assigned Physical Therapist to provide the appropriate interventions, as described in the IEP or IFSP.

At the beginning of each school year, a school district must have in effect an IEP for each child with a disability within the district's jurisdiction. School districts must provide special education and related services to a child with a disability in accordance with an IEP. As soon as possible following development of the IEP, special education and related services must be made available to the child in accordance with the child's IEP. Each school district must ensure the IEP is accessible to each regular education teacher, special education teacher, related service provider and other service provider who is responsible for its implementation; and inform each teacher and provider of his or her specific responsibilities for implementing the child's IEP and the specific accommodations, modifications and supports that must be provided for or on behalf of the child in accordance with the IEP.[7]

The core of this issue is whether the ESD's directive to cease "manual mobilization" constituted a failure to implement Student A's IEP. A school district violates the IDEA only when it commits a material failure to implement an IEP. A material failure occurs when the services provided to a child with disabilities fall significantly short of the services required by the child's IEP.[8]

In this case, Student A's IEP required physical therapy for 60 minutes per month. It did not explicitly mandate "manual mobilization," "facilitated manual muscle energy techniques," or "sacral adjustment." Notably, the Complainant acknowledged that a specialist's clinical scope of practice is defined by state licensing statutes rather than an IEP document. Because these

[7] OAR 581-015-2220; 34 CFR § 300.323
[8] *Van Duyn v. Baker School Dist. 5J*, 502 F.3d 811 (9th Cir. 2007)

specialized manipulations are not agreed-upon elements of the IEP, a change or restriction in their use does not constitute a deviation from the mandated special education program.

An educational institution retains the administrative authority and professional responsibility to oversee safety protocols, ensure treatments are "orthodox" for a school environment, and monitor the scope of practice under its jurisdiction. The ESD's directive to temporarily pause manual therapy while seeking legal counsel and researching clinical boundaries was a valid exercise of administrative oversight. The Complainant's subsequent choice to intentionally violate a supervisor's direct order is an employment and personnel matter, not an IDEA failure. The IDEA does not empower an individual provider to unilaterally override school district administration or establish non-educational, medical intervention protocols outside of the IEP team consensus.[9]

Furthermore, service logs demonstrated Student A's physical therapy needs were not neglected. In January 2026, the Complainant provided 45 minutes of service on January 9 and 45 minutes on January 23, culminating in 90 total service minutes for the month. This exceeded the Student A's monthly 60-minute IEP allocation. While the subsequent directive on February 6, 2026, resulted in zero minutes for that specific session, it occurred at the beginning of the monthly compliance window. The ESD remained capable of fulfilling February's 60-minute requirement through its newly established alternative staffing and virtual PT coverage.

Because Student A's mandatory service times were fulfilled or on track to be fulfilled, the ESD did not materially fail to implement the IEP. Under judicial precedent, a minor variance or temporary administrative disruption does not constitute an implementation failure as long as the student continues to receive the core benefits and required allocations of their program.[10] Furthermore, a disagreement over clinical methodology not codified in the IEP does not constitute a denial of special education services. It is a well-settled principle of special education law that school districts retain discretion to choose the specific methods, techniques, and therapeutic protocols used to implement an IEP, and individual providers cannot unilaterally mandate a specific clinical methodology.[11]

The Department does not substantiate this allegation.

When IEPs Must Be In Effect (for a group of students)

The Complaint alleged the District violated the IDEA by not providing physical therapy, as a related service, in accordance with the IEPs of approximately 40 students, assigned to the Physical Therapist's caseload, since February 7, 2026.

At the beginning of each school year, a school district must have in effect an IEP for each child with a disability within the district's jurisdiction. School districts must provide special education and related services to a child with a disability in accordance with an IEP. As soon as possible following development of the IEP, special education and related services must be made

[9] *Letter to McAndrews and Ramirez*, 124 LRP 33702 (OSEP 2024)
[10] *Van Duyn v. Baker School Dist. 5J*, 502 F.3d 811 (9th Cir. 2007)
[11] *Board of Education v. Rowley*, 458 U.S. 176 (1982)

available to the child in accordance with the child's IEP. Each school district must ensure the IEP is accessible to each regular education teacher, special education teacher, related service provider and other service provider who is responsible for its implementation; and inform each teacher and provider of his or her specific responsibilities for implementing the child's IEP and the specific accommodations, modifications and supports that must be provided for or on behalf of the child in accordance with the IEP.[12]

For a child referred to the part C program, early intervention, and determined to be eligible under this part as an infant or toddler with a disability, a meeting to develop the initial IFSP must be conducted within the 45-day time period of referral.[13] The IFSP must be written before EI services or ECSE and related services are provided to the child; begin as soon as possible following the meeting; and be provided year round for children receiving EI services, unless agreed to otherwise by the parents; or be in effect by the child's third birthday and at the beginning of the school year for children receiving ECSE services. If a child's third birthday occurs during the summer, the child's IFSP team must determine when services begin under the IFSP. Contractors and subcontractors must ensure that the IFSP is available as soon as possible and at no cost to the parents. They must also ensure copies of the IFSP are available to each regular preschool teacher, EI/ECSE specialist, related service provider and other service provider who is responsible for its implementation; and inform each teacher and provider of their specific responsibilities for implementing the child's IFSP and the specific accommodations, modifications and supports that must be provided for on behalf of the child in accordance with the IFSP. Contractors or subcontractors must also provide EI or ECSE and related services to a child with a disability in accordance with an IFSP.[14]

The investigative window for this group allegation was narrow, spanning February 7, 2026, to the filing of the complaint on February 11, 2026. Because February 7 and 8, 2026 were weekend days, no PT sessions were disrupted or scheduled. Consequently, the total period of alleged non-compliance encompassed only three school days, February 9, 10, and 11, 2026.

A school district violates its implementation mandates only when it commits a material failure, meaning the elements of the program actually delivered fall significantly short of what is required by a student's educational plan. A minor, short-term discrepancy or a brief administrative transition period does not inherently equate to an actionable implementation failure under the IDEA.[15]

A review of the Complainant's schedule confirmed that a total of 12 students with completed files for this Investigation, were scheduled for services during this three-day window:

1. February 9, 2026: Students K, V, AI, I, and Z.
2. February 10, 2026: Students AD, AG, and AP.
3. February 11, 2026: Students X, C, AJ, and AC.

[12] OAR 581-015-2220; 34 CFR § 300.323
[13] 34 CFR § 303.342(a)
[14] OAR 581-015-2830(1-4); 34 CFR § 303.342(e)
[15] *Van Duyn v. Baker School Dist. 5J*, 502 F.3d 811 (9th Cir. 2007)

For the Part B school-age students in this cohort (such as Students K, V, I, C, and M), their mandatory physical therapy allocations were structured on a monthly or annual cycle rather than a daily frequency. An isolated three-day gap at the beginning of a calendar month fails to meet the threshold for a material implementation failure, as the ESD remained fully on track and capable of delivering the total mandated monthly minutes across the remaining weeks of that month.

For the Part C early intervention infants and toddlers in this cohort (such as Students AC, AD, AE, AG, and AJ), who operate under weekly or monthly service structures, federal and state regulations mandate that services be provided continuously in natural environments in accordance with the IFSP. However, a short-term disruption driven by an immediate personnel action (placing a provider on administrative leave) does not necessarily constitute a regulatory violation when the agency acts in good faith to maintain program continuity.

In this case, the record indicated the ESD took timely administrative steps to mitigate service gaps during the Complainant's sudden absence. The ESD Program Administrator shuffled regional caseloads to existing in-person physical therapists and secured a contracted virtual physical therapy provider to facilitate direct and consultative services. Furthermore, both the ESD Program Administrator and the Special Education Director confirmed that no student's safety or physical access to their educational environment was compromised during this three-day structural transition. Because the service delays were brief, non-systemic, and immediately addressed through alternative staffing measures, the ESD maintained the overarching implementation of both its Part B IEP and Part C IFSP obligations.

The Department does not substantiate this allegation.

FAPE

The Complaint alleged the District violated the IDEA by not providing approximately 40 students with a FAPE when physical therapy services were not provided since February 7, 2026.

School districts must provide a FAPE to all school-age children with disabilities for whom the district is responsible. “School-age children” are children who have reached five years of age but have not yet reached 21 years of age on or before September 1 of the current school year. The requirements of this rule also apply to children with disabilities who have been suspended or expelled from school.[16]

A FAPE means special education and related services that are provided at public expense, under public supervision and direction, and without charge; meet the standards of the SEA, including the requirements of this part; include an appropriate preschool, elementary school, or secondary school education in the State involved; and are provided in conformity with an IEP.[17]

Early childhood special education means free, specially designed instruction to meet the unique needs of a preschool child with a disability, three years of age until the age of eligibility for

[16] OAR 581-015-2040; 34 CFR §§300.17, 300.101
[17] 34 CFR § 300.17

public school, including instruction in physical education, speech-language services, travel training, and orientation and mobility services. Instruction is provided in any of the following settings: home, hospitals, institutions, special schools, classrooms and community childcare or preschool settings, or both.[18]

Early intervention means services for preschool children with disabilities from birth until three years of age. These services are: Based on scientifically-based research, to the extent practicable; designed to meet the child's developmental needs and the needs of the family related to enhancing the child's development as identified by the IFSP team, in any one or more of the following areas: physical development; cognitive development; communication development; social or emotional development; or adaptive development; selected in collaboration with the parents; provided under public supervision by personnel qualified in accordance with criteria established by rules of the State Board of Education and in conformity with an IFSP, at no cost to parents, meet all applicable state requirements; to the maximum extent appropriate, are provided in natural environments; and include the following types of intervention services: family training, counseling, in-home visits; special instruction; speech-language pathology and audiology services, and sign language and cued language services; occupational therapy; physical therapy; psychological services; service coordination; medical services only for diagnostic or evaluation purposes; early identification, screening, and assessment services; health services necessary to enable the child to benefit from other early intervention services; nursing services, nutrition services, social work services; vision services; assistive technology devices and services; and transportation and related costs that are necessary to enable a child and the child's family to receive another early intervention service.[19]

To substantiate a violation for a systemic FAPE or service denial, the record must contain objective evidence demonstrating that students failed to receive educational benefit, suffered actual regression, or had their physical access to learning compromised due to the ESD's actions. The facts in this record failed to support such a finding.

The operational window for this allegation is restricted to a three-day period between February 9 and February 11, 2026, as the preceding days fell on a weekend. Under established administrative and judicial standards, an isolated, minor service delay driven by an immediate personnel transition does not disrupt the legal baseline of a student's overarching educational progress.[20] The ESD's administrative action kept the school-age students on track to fulfill their mandated monthly or annual IEP service minutes.

For the early intervention cohort, the ESD acted in explicit alignment with the good faith efforts mandates.[21] On February 10, 2026, within the three-day window, the ESD issued a formal, written notification to all impacted families. The notice outlined the temporary personnel transition and explicitly conveyed the ESD's intent to prevent ongoing service disruptions.

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[18] OAR 581-015-2700(6)

[19] OAR 581-015-2700(9); 34 CFR §§300.13(a)

[20] *Endrew F. v. Douglas County School District RE-1*, 137 S. Ct. 988 (2017)

[21] 34 CFR § 303.346

Because alternative staffing measures were immediately established and there is no evidence of students lacking educational benefit across the three days, the ESD maintained compliance across both its Part B and Part C responsibilities.

The Department does not substantiate this allegation.

V. CORRECTIVE ACTION[22]

In the Matter of South Coast Education Service District (ESD)
Case No. 026-054-022

Based on the facts provided, no corrective action is ordered.

Dated: this 5 Day of June 2026



_____

Ramonda Olaloye
Assistant Superintendent
Office of Enhancing Student Opportunities

E-mailing Date: June 5, 2026

Appeal Rights: Parties may seek judicial review of this Order. Judicial review may be obtained by filing a petition for review within sixty days from the service of this Order with the Marion County Circuit Court or with the Circuit Court for the County in which the party seeking judicial review resides. Judicial review is pursuant to the provisions of ORS § 183.484. (OAR 581-015-2030 (14).)

[22] The Department's order shall include any necessary corrective action as well as documentation to ensure that the corrective action has been completed (OAR 581-015-2030(13)). The Department expects and requires the timely completion of corrective action and will verify that the corrective action has been completed as specified in any final order (OAR 581-015-2030(15)). The Department may initiate remedies against a party who refuses to voluntarily comply with a plan of correction (OAR 581-015-2030(17) & (18)).