Transitional Bilingual Instructional Program Accountability Task Force

2015

Authorizing legislation: ESSB 6002 Section 501(y)

(http://apps.leg.wa.gov/documents/billdocs/2013-14/Pdf/Bills/Session Laws/Senate/6002-S.SL.pdf)

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Executive Summary

The Transitional Bilingual Instructional Program Accountability Task Force (referred to throughout this document as the Task Force) is responsible for designing a performance-based assistance and accountability system for the state's Transitional Bilingual Instructional Program (TBIP). In designing the accountability system, the Task Force members reviewed the research literature and have identified evidence-based program designs and instructional strategies for English Language Learners (ELLs) to achieve English proficiency. The Task Force developed a set of recommendations, which include policy changes, statutory changes, and an increase in resources necessary to implement a statewide TBIP accountability system.

> "Schools need leaders who are advocates of emergent bilingual students and who put them at the center of all instruction and activities; and who see them in an enriching, and not a remedial light."
>
> **-Ofelia Garcia,** *City University of New York, New York State Initiative on Emergent Bilinguals*

It is crucial to the future of our nation that ELL students, and all students, have equal access to a high-quality education and the opportunity to achieve their full academic potential (U.S. Department of Education, 2015). Under Title VI of the Civil Rights Act of 1964 (Title VI) and the Equal Educational Opportunities Act of 1974 (EEOA), public schools must ensure that ELL students can participate meaningfully and equally in educational programs. The U.S. Department of Education (2015) states that districts must not only provide sufficient resources to English Language Learner students, but also must provide effective language assistance to English Language Learner parents, such as offering translated materials or a language interpreter. Washington State's Basic Education Act, Chapter 28A.180 RCW, provides for the implementation of transitional bilingual education programs in public schools, whereas, Chapter 392-160 WAC directs the administration of the Transitional Bilingual Instructional Program.

Washington State recognizes, values, supports, and encourages bilingualism as the best practice for developing language proficiency in English. The state program promotes a two-language system of instruction where students learn language concepts and knowledge in the primary language while also receiving instruction in English. This system allows teachers to build on growing language skills through the intentional delivery of instruction in two languages. However,

implementation varies across the state and while local discretion and decision-making is critical for meeting the unique needs of each community, a systemic structure is needed to best support the success of all Washington state students.

The focus of this report is to provide recommendations for a system of accountability that builds and maintains the necessary supporting structures while focusing strongly on program and student outcomes. Included is background information on bilingual students in Washington State as well as the programs that are in place to support those students.

Proviso Language and Implementation of Charge

In the 2014 Supplemental Budget, OSPI was directed to convene a task force to design a performance-based assistance and accountability system for the Transitional Bilingual Instruction Program. OSPI was required to submit a report with recommendations from the task force to the education and fiscal committees of the legislature by January 15, 2016.

The Transitional Bilingual Instructional Program Accountability Task Force was led by a neutral facilitator and used a consensus based decision-making protocol. The Task Force met monthly from October 2014 to December of 2015 to develop recommendations. Members prepared for meetings by completing homework assignments, drafting definitions and recommendations, and reviewing similar state laws, programs, and policies.

Summary of Recommendations

Audience	Recommendation
LEGISLATURE	• Provide funding that is adequate to support students and state programming. • Support and fund ongoing, job-embedded professional development. • Revise RCW to include the recommendations from the TBIP Accountability Task Force.

Audience	Recommendation
PESB	• Strengthen accountability for program review and program approval for primary endorsement programs (ELL, ELED, and Secondary) to include research based pedagogy, in addition to meeting and demonstrating the knowledge and skills found in the competencies for ELL/Bilingual endorsements. • Include ELL requirement with PGP requirement.
WSSDA	• Provide accessible and prompt information about effective ELL programming (for school board members) that are tied to requirements for school board approval of TBIP. • Strengthen training for school board members to support ELLs. • Add requirement for district evaluation of performance data on ELLs, including teacher qualifications as aligned to students served.
AWSP	• Support principal training and evaluation around ELLs, program models, and accountability at the local level, including integrating ELL with the TPEP. • Improve language acquisition strategies and include instructional leadership to support language acquisition.
WASA	• Strengthen training for school board members to support ELLs. • Require district evaluation of performance data on ELLs including teacher qualifications as aligned to students served.
SBE	• Develop a repository of best practices which includes the following: o Program type; o Grade level; o Languages spoken; o What is implemented in program; o Staffing/funding/allowable costs; and o Evidence from school and district improvement plans. • Support student growth measurements as part of the criteria for the ELA Award by tracking individual student progress and longitudinal program progress to track ELLs over time. • Implement ELA award criteria and focus less on current English Language Proficiency Assessments and more on student growth.

| Audience	Recommendation
	• Identify current English Language Proficiency Assessments as the metric for the ELA award criteria, rather than directly using the WELPA. • Use a 4 year cohort analysis to determine ELL awards, focusing on schools who have the greatest gains with the same cohort of students. • Create a Native Language award to recognize schools who preserve and maintain the tribal languages of their students.

OSPI	• Include guidance on allowable use of existing federal and state funds.
	• Revise OSPI website and all communications so that language is asset-based, accurate, matches the intent, and also infuses language requirements of common core.
	• Create a rubric for identifying examples of compliance tied to the CPR compliance checklist.
	• Identify parameters of "to the extent feasible" and create clear guidelines for when it's feasible for dual language.
	• Update program definitions in iGrants based on language outlined in this report.
	• Offer specific guidance and protocols to districts for:
	   ○ Including families in decision-making;
	   ○ Providing meaningful family engagement, meaningful participation for parents template; and
	   ○ Increasing training and conversations about how to facilitate authentic family engagement.
	• Provide technical assistance and guidance to districts around program implementation, encouraging dual language programs.
	• Professional development training should not only be of high quality and research-based, but also be of sufficient duration and depth.
	• OSPI is recommended to partner with an outside organization to conduct a longitudinal research study analyzing 4 year cohorts of students, focusing on elementary and middle schools who have the greatest student achievement and English language proficiency gains and reducing the number of long term ELLs in high school.
	• OSPI must provide clearer guidance about the allowable use of funds for level 4 exited students which should include both in-school and out-of-school academic supports.
	• Revise WAC language to include the recommendations from the Task Force.

AESD	• Develop a robust support structure to support all districts.
WEA	• Support recommendations of the Task Force to ensure teachers receive the support needed to successfully support ELLs.

Concerns Raised by Statewide Policy Groups

The Task Force reviewed recommendations from other statewide policy groups who have surfaced concerns about the state of English Language Learners in Washington. The table below identifies recommendations based on those concerns, as stated by the Educational Opportunity Gap Oversight and Accountability Committee and the Quality Education Council, two groups who were essential in the creation of the Task Force.

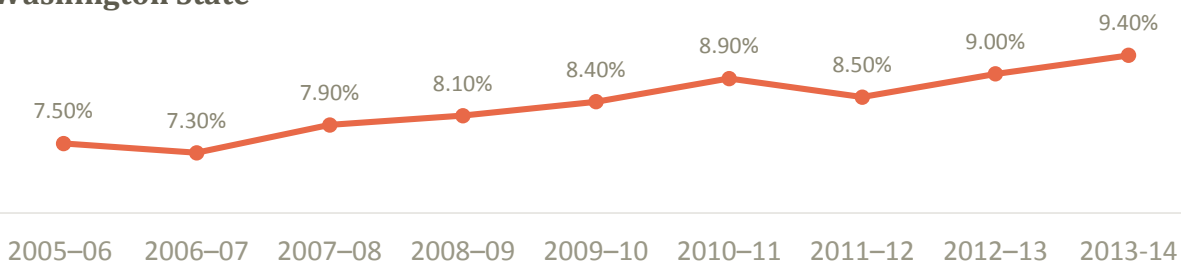| Group	Recommendations
Educational Opportunity Gap Oversight and Accountability Committee	• Enhance accountability for ELL programs. • New ELL Accountability Benchmarks are to be created by the Office of Bilingual and Migrant Education within OSPI. • Create an ELL Accountability Benchmark taskforce to review research and best practices for ELL instructional programs to identify appropriate performance benchmarks. • Use benchmarks to assess the instructional programs and interventions being employed by schools and school districts using TBIP funds. • Require that the Task Force represent diverse families, community members, and educators in schools with different languages spoken by students. (EOGOAC, 2013) (EOGOAC, 2014)
Quality Education Council	• English language learners will need additional TBIP support as well as transitional support after exiting the program. • Increase TBIP funding formula to 6.0 hours per week for middle school students and 8.0 hours per week for high school students using special literacy instruction which provides a structured, direct instruction approach. • Support LAP and TBIP to provide early intervention for struggling students. • Provide transitional support for students successfully exiting TBIP. • Transitional support should be provided at 3.0 hours per week for the first two years after exit. Even upon exit from TBIP, Level 4 students still show a need for additional support to achieve academically at that same level as all students. (QEC, 2013)

Introduction

Washington State recognizes, values, supports, and encourages bilingualism. Research has shown that students learning English in an effective bilingual instruction program are more academically successful in the long term than those in English-only programs (OSPI, 2015c). Student outcomes depend on the program model used and fidelity of implementation, which typically requires 5-7 years. In a study done by Thomas and Collier (2002) which examined many districts long-term student achievement data, results showed that the enrichment bilingual programs that accelerate student learning, such as Dual Language models, are the most promising models for schooling (Thomas and Collier, 2002).
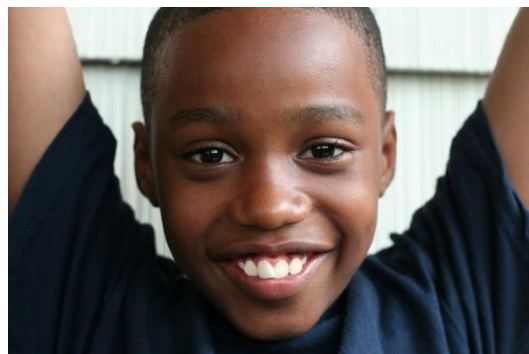
In 2013–14, there were 110,579 English Language Learner (ELL) students identified for service statewide, an increase of 5,539 students (5.3 percent) from the previous year (OSPI, 2015b). Students served by the TBIP program in 2013–14 spoke 219 different home languages with the most identified language being Spanish, which was spoken by 67.4 percent of students.

Figure 2: Percentage of Total Students that are English Language Learners in Washington State

2005–06	2006–07	2007–08	2008–09	2009–10	2010–11	2011–12	2012–13	2013-14
7.50%	7.30%	7.90%	8.10%	8.40%	8.90%	8.50%	9.00%	9.40%

Retrieved from: OSPI, Data and Reports http://www.k12.wa.us/DataAdmin/default.aspx#download

Academic Growth of English Language Learners

Student development is measured by tests, which examine cognitive growth as well as vocabulary and concept knowledge through problem-solving across the curriculum—mathematics, science, social studies, language arts, and literature (Thomas, W. and Collier, V., 2000). Policy makers recognize, as Thomas and Collier (2000) found, that while English Language Learners are acquiring English, their native-English pupils are making enormous progress in all school subjects as well as English language development. Therefore, Thomas and Collier (2000) ague that we must help English Language Learners not only acquire the

English language, but also accelerate their academic growth beyond that of typical native English-Speakers (p. 20).

While some students will demonstrate low test scores among both the English Language Learners (ELLs) and the native-English speakers, when these two groups of students are compared, state data on student outcomes reveal a gap between the academic performances of ELLs and Washington K–12 students overall.

Figure 3: 6th Grade Reading Scores by ELL

*2007-08 and 2008-09 based off of WASL results, 2009-10 and after are based off MSP results.

OSPI. Data and Reports—Assessment Data. Retrieved from http://www.k12.wa.us/DataAdmin/pubdocs/2008-13StudentScoreBreakdownbySubgroup.zip
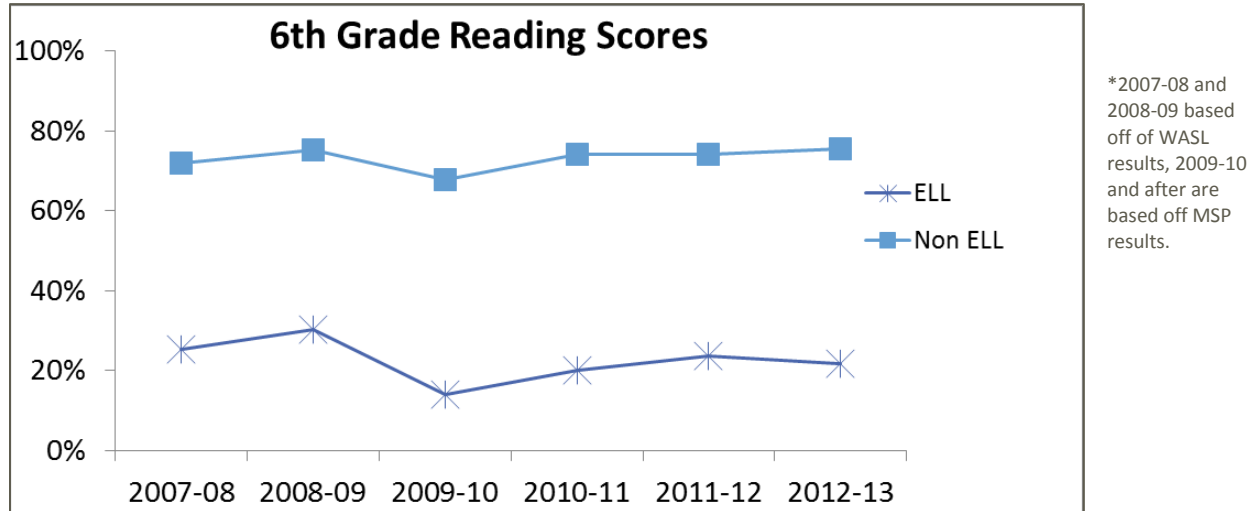
Figure 4: Washington State 6th Grade Math Scores by ELL

*2007-08 and 2008-09 based off of WASL results, 2009-10 and after are based off MSP results.

OSPI. Data and Reports—Assessment Data. Retrieved from http://www.k12.wa.us/DataAdmin/pubdocs/2008-13StudentScoreBreakdownbySubgroup.zip
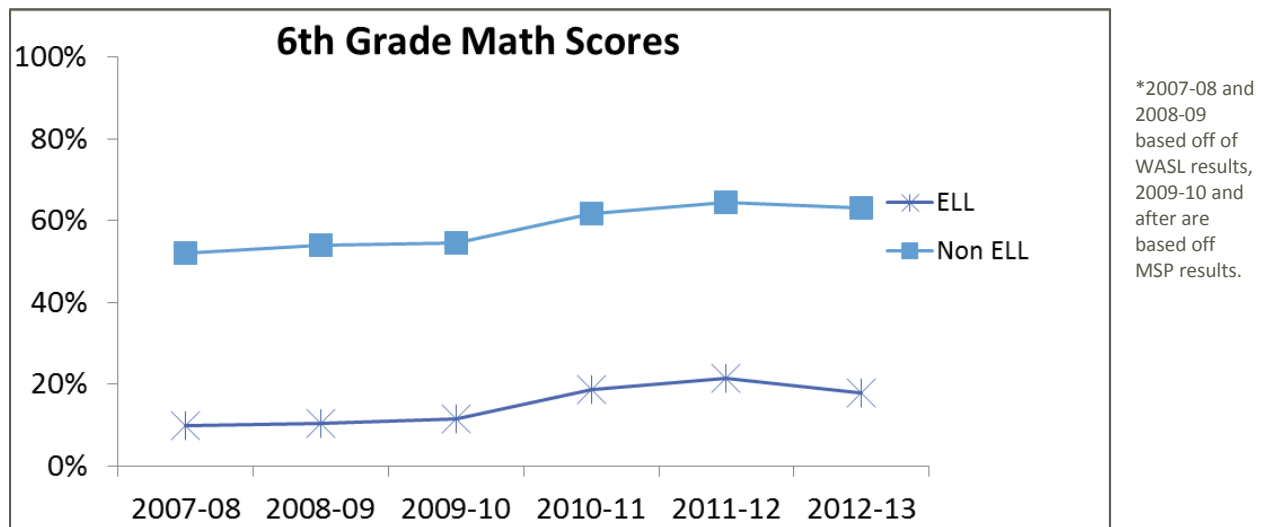
The state calculates Annual Measurable Achievement Objectives (AMAOs) for districts. AMAO 1 measures the annual increase in the number or percentage of children making progress in learning English. AMAO 2 measures the number or percentage of children attaining English proficiency. AMAO 3 measures the number or percentage of students learning English who reach academic standards in reading and math based on the state's assessments. The targets (all three AMAO for student learning reflect both Washington's transition to Common Core State Standards and high-quality assessments and Washington's vision that each student— including English language learners, students with disabilities, and students from historically underserved subgroups—engages in rigorous content and graduates are prepared to engage in the deeper learning essential for post-secondary success.

Students entering the public school system with little or no previous exposure to the English language are often unable to fully benefit from content instruction provided in English. Students may experience a high risk of academic failure unless the necessary language support is provided.

A total of 219 languages were represented in Washington Schools during the 2013-14 school year (OSPI, 2015b). Spanish was the most common non-English home language spoken by 74,306 students, or 67.4 percent of ELLs (see Figure 8). While Spanish continues to be the top non-English language, districts continue to serve a diverse range of languages. Forty-two districts served students from 20 or more language groups. Nineteen of these had 50 or more languages identified.

Figure 5. Percent of Students Achieving English Proficiency (AMAO II)
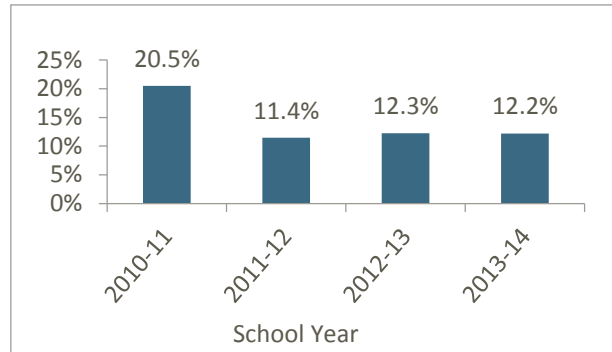

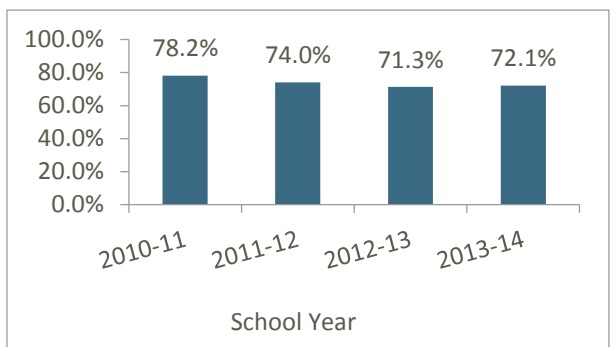**Figure 6. Percent of Students Making Gains in Learning English (AMAO I)**

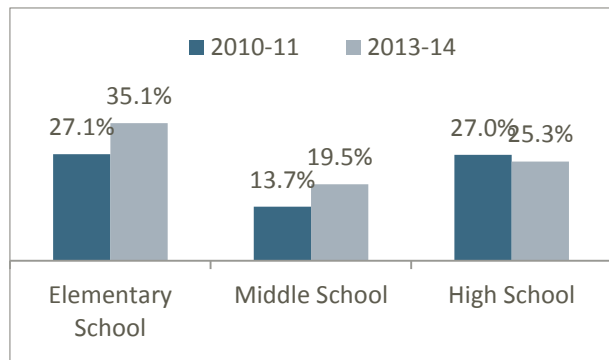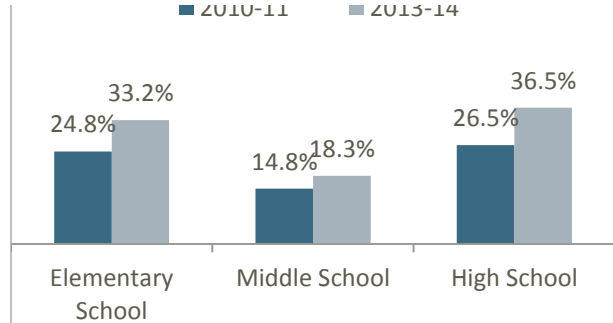**Figure 7a. Percent of Students Meeting AYP Reading Standard (AMAO III)**

Figure 7b. Percent of Students Meeting AYP Mathematics Standard (AMAO III)

Benefits of Bilingualism

Knowing more than one language must be valued and encouraged. When children continue to learn in their primary language, this does not interfere with English acquisition– it facilitates the process. Some of the benefits of bilingualism[1] are:

- **Intellectual:** The best way to ensure academic success and intellectual development is for parents and children to use the language they know best with each other. Bilingual children have greater mental flexibility and use those skills to their advantage in math.
- **Educational:** Students who learn English and continue to develop their native language do better in school than those who learn English at the expense of their first language. Once you can read in one language, it is easier to learn to read in another.
- **Personal:** A child's first language is critical to personal identity. Continuing to develop this language helps the child value their culture and heritage.
- **Social:** When the native language is maintained, important links to family and other community members are preserved and enhanced.
- **Economic:** The demand for bilingual employees throughout the world is increasing. The ability to speak, read, and write two or more languages is a great advantage in the job market. Bilingual students have the potential to become bilingual and biliterate, a skill that is highly valued in today's professional world.

Figure 8: 2013-14 Top 20 Languages Spoken in Washington

Language	Student
Spanish	74,306
Russian	4,673
Vietnamese	4,050
Somali	2,950
Ukrainian	1,994
Arabic	1,858
Tagalog	1,496
Korean	1,438
Marshallese	1,192
Punjabi	1,080
Cambodian	923
Chinese-Cantonese	845
Amharic	798
Chinese-Mandarin	757
Samoan	735
Chinese-Unspecified	702
Japanese	590
Nepali	513
Hindi	442
Tigrinya	423

Concentration of TBIP Students in Washington

Most Washington schools provide ESL instruction for ELL students. Of Washington's 295 districts, 205 districts reported ELL enrollments in the 2013–14 school year. Twenty-seven districts had an ELL headcount of at least 25 percent of their total student population. Most of these large, rapidly growing TBIP districts are located in the Puget Sound region; three are in eastern Washington (Kennewick, Pasco, and Yakima), and two are in southwest Washington (Evergreen and Vancouver). Thirty districts enrolled more than 1,000 ELLs. These districts collectively served 72 percent of all ELLs enrolled in the TBIP statewide.

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[1] Adapted from *If Your Child Learns in Two Languages* by Nancy Zelasko and Beth Antunez (U.S. Department of Education's Office of Bilingual Education and Minority Languages Affairs, August 2000)

Students Served by the Transitional Bilingual Instructional Program (TBIP)
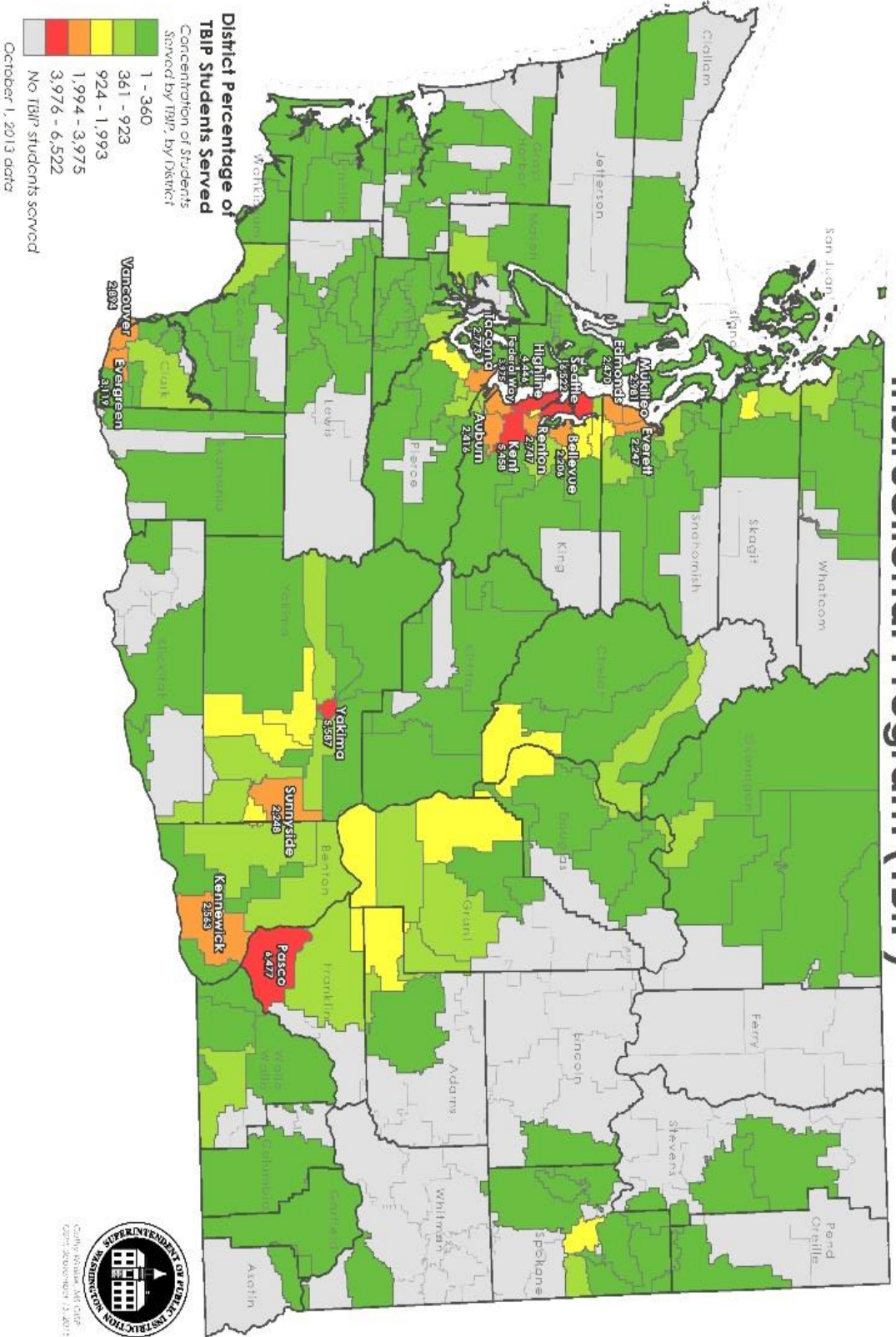
District Percentage of TBIP Students Served

Concentration of Students Served by TBIP, by District

- 1 - 360
- 361 - 923
- 924 - 1,993
- 1,994 - 3,975
- 3,976 - 6,522
- No TBIP students served

October 1, 2013 data

*Districts identified as "no TBIP students served" doesn't necessarily mean there are no ELLs in the district, only that they are not currently being served with TBIP funds.

Vancouver 2,974
Evergreen 3,119
Tacoma 2,079
Highline 4,444
Federal Way 3,975
Seattle 16,522
Edmonds 2,470
Mukilteo 2,981
Everett 2,247
Auburn 2,416
Kent 5,458
Renton 2,747
Bellevue 2,206

Yakima 5,587
Sunnyside 2,248
Kennewick 2,563
Pasco 6,477

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TBIP Concentration by District
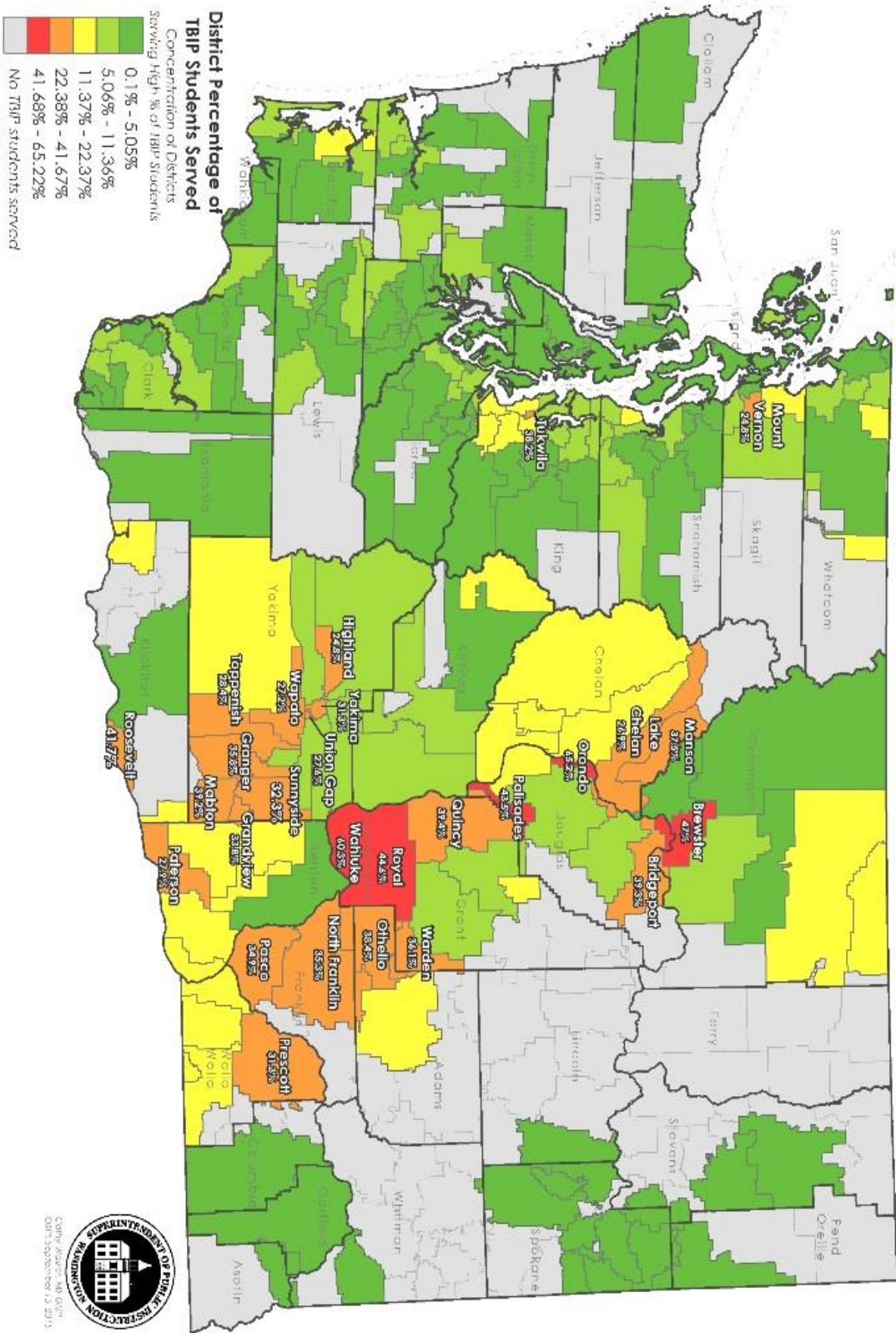
District Percentage of TBIP Students Served

Concentration of Districts
Serving High % of TBIP Students

- 0.1% – 5.05%
- 5.06% – 11.36%
- 11.37% – 22.37%
- 22.38% – 41.67%
- 41.68% – 65.22%
- No TBIP students served

October 1, 2013 data

*Districts identified as "no TBIP students served" doesn't necessarily mean there are no ELLs in the district, only that they are not currently being served with TBIP funds.

Assistance and Accountability System for the Transitional Bilingual Instructional Program

Engrossed Substitute Senate Bill 5329 (2014) identifies that it is the state's responsibility to create a coordinated system of assistance and accountability which provides an excellent and equitable education for all students, an aligned federal and state accountability system, and the tools necessary for schools and school districts to be accountable. These tools include "the necessary accounting and data reporting systems, assessment, systems to monitor student achievement, and a comprehensive system of differentiated support, targeted assistance, and, if necessary, intervention"[2]. As modeled after the accountability system for school improvement, the Task Force reviewed existing state and federal accountability measures for ELL students, as well as other state's systems of supports, to design a performance-based assistance and accountability system for the state's TBIP program.

An effective accountability system is premised on creating and maintaining partnerships across the federal, state and local levels to support students as they progress throughout the system.

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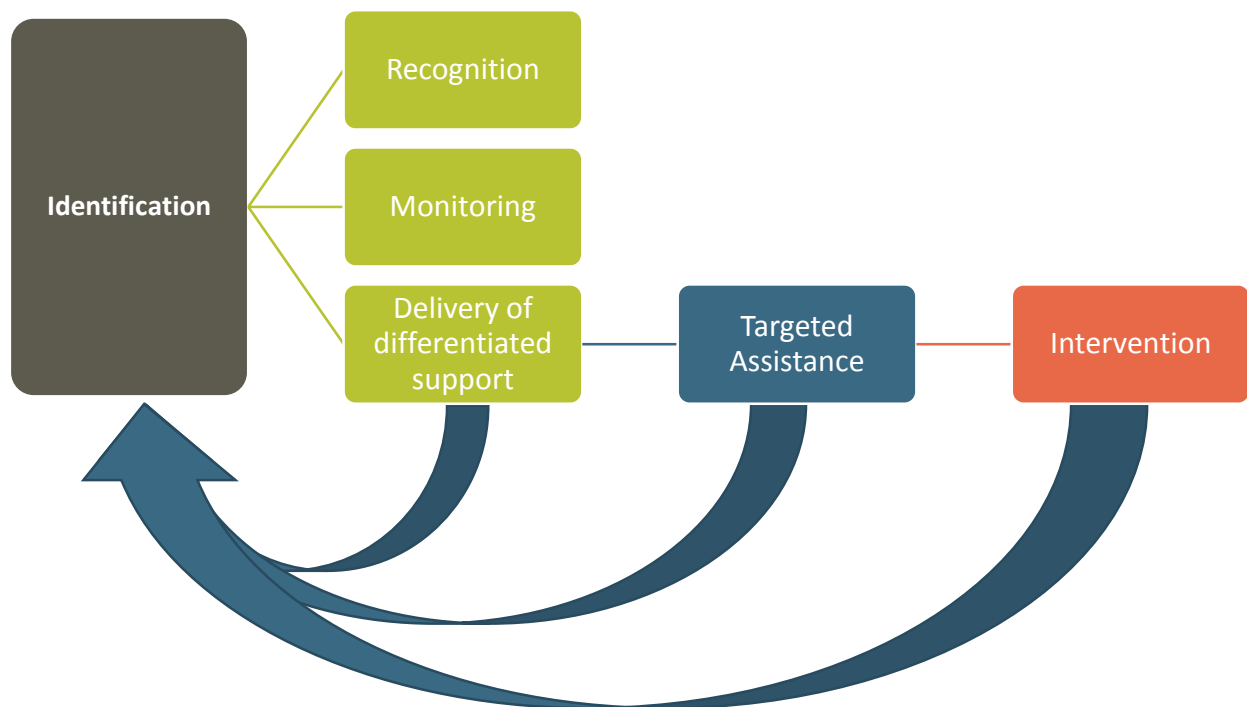
[2] Washington State Legislature. (2014). Engrossed Second Substitute Senate Bill 5329. *Transforming persistently failing schools.* Retrieved from: http://lawfilesext.leg.wa.gov/biennium/2013-14/Pdf/Bills/Senate%20Passed%20Legislature/5329-S2.PL.pdf

To have an effective accountability system, there must be a desired goal (e.g., compliance with state/federal requirements or improved performance), ways to measure progress toward the goal (e.g., indicators of meeting requirements or indicators of performance), criteria for determining when the measures show that the goal has or has not been met, recognition for meeting the goal, and increased support or guidance when not meeting the goal.

Program Elements	Target (Performance Goal)	Assistance & Accountability	Recognition
TBIP The Transitional Bilingual Instructional Program (TBIP) is a program within Washington's Basic Education Act—Chapter 28A.180 RCW. State law requires that school districts make available to each eligible ELL student a Transitional Bilingual Instructional Program (TBIP), or an alternative instructional program if the use of two languages is not feasible (WAC 392-160-010, 392-160-040).	Must have evidence on file showing districts are in compliance. All items must align with rubric created by the Office of Migrant and Bilingual at OSPI that identifies examples for meeting compliance in Consolidated Program Review (See appendix H for list of CPR items) Evidence of district and school Improvement plans that are aligned to Title III plans. The state will have the ability to define accountability through the Every Student Succeeds Act (ESSA), the reauthorization of No Child Left Behind, **Time:** 3 years **Student performance:** • ELL- Proficiency and Growth (SBE INDEX) • Language growth (cohort analysis over time) **By Who:** OSPI (OSPI workgroup- technical outline of the data elements to identification and exit criteria)	OSPI will provide a differentiated system of assistance and accountability. OSPI will also provide enhanced monitoring & support- to ensure TBIP funding is directed to specific allowable activities. In the case that a district does not meet ELL performance goals, OSPI will administer 10% (ex. 200 kids x allocation- 10%= redirect amount) repurposing of funds which will be used for audit and technical assistance. Technical assistance will include professional development, job embedded coaching (instructional and leadership) for 10-30 days per school. The amount of coaching is to be decided during audit. The audit team must review all documentation, conduct classroom walkthroughs, and interview staff, as modeled after the school improvement review process. Review must also include Collective Bargaining Agreement in accordance to federal law/civil rights law.	When schools or districts are identified as having met or exceeded performance goals, they are to be recognized in the following ways: • Receive public recognition through social media via newsletters, the OSPI website, or a press release. • Receive a banner or award to display in the schools identifying progress, school based recognition • Receive individualized teacher certificates of recognition • Qualify for the Washington Achievement Awards • Be included in the rubric as an exemplar district; part of best practices clearinghouse • Bumper Stickers or window decals
CEDARS Reporting The Comprehensive Education Data and Research System (CEDARS) is a longitudinal data warehouse of educational data. Districts report data on courses, students, and teachers. Course data includes standardized state course codes. Student data	All eligible students must be reported and entered into the system correctly.	In the case that a student has been misidentified or not identified for services, OSPI will notify districts and allow 30 days for corrective action.	

Program Elements	Target (Performance Goal)	Assistance & Accountability	Recognition
includes demographics, enrollment information, schedules, grades, and program participation. Teacher data includes demographics, certifications, and schedules.		If action is not taken in 30 days If action is not taken in 30 days, districts will be at risk for an equity and civil rights review.	
Professional Development Districts are required to report previous professional development funded through TBIP annually prior to the approval of either grant application for the future year.	All teachers working with ELLs must have documented ongoing, continual, job embedded ELL related PD (40 hours within 5 years). This will be reviewed during the Consolidated Program Review Process. Professional Development, as part of the Teacher Principal Evaluation Criteria, must include ELL related PD.	In the case that a district does not meet professional development targets, the district must submit to OSPI, a follow up plan which includes evidence of content, participants, and continued support for implementation (e.g., coaching or collaboration time)	Schools and Districts identified as having comprehensive, ongoing, continual, job embedded PD that focuses on ELLs, will receive public recognition through social media vie newsletters or the OSPI website, press release, or through certificates awarded to individual teacher recognizing their accomplishments.
Schools in Improvement Status As part of the federal Title I program, school improvement grants are provided to districts and schools with high numbers or percentages of students who qualify for FRPL. Priority for grant money was given to the persistently lowest achieving schools in the state which were identified using a variety of factors including Performance on statewide assessments, AYP Status, and Graduation rates Schools designated as Focus Schools (results by subgroup) will work with the OSPI to identify areas in need of improvement and create a school improvement plan to support the performance of the low performing subgroup(s).	Annual Yearly Progress - All students must reach 100% proficiency math and reading, beginning in 2014.	The Office of Student and School Success and the Office of Bilingual Education must work together to provide targeted assistance to identified focus schools including: • Increased guidance and support provided by outside expertise. • Ensuring that ELL students have access to a Highly qualified teacher as opposed to a paraeducator providing instruction • Support for focus schools, who are to be required to utilize the most effective program model for delivery of instruction.	Schools and Districts in Improvement Status who make significant improvements will be removed from the priority schools list.
Equity and Civil Rights School districts are responsible for providing equal educational opportunity to students with limited English proficiency. School districts must take steps to help students overcome language barriers and ensure that they can participate meaningfully in the district's educational programs.	All CPR items must be in compliance. For students that are dual served by both Special Education and Transitional Bilingual/ Title III, school districts must access students and maintain documentation that shows their dual qualification. For dual served students there must be an ELL teacher on the IEP team of the student. Report of ELL students who are identified for IEP's,	Report of ELL students who are identified for IEP's, Local CPR/Special Ed Review- including what additional data was used to identify proper identification= if student is improperly identified (LIST CPR/ SPED consequences).	Include Exemplars and examples of "what not to do" on the OSPI Equity and Civil Rights website.

Program Elements	Target (Performance Goal)	Assistance & Accountability	Recognition
	including what additional data was used to identify proper identification.		
AMAO AMOA 1: Annual increase in the number or percentage of children making progress in learning English. AMAO 2: Number or percentage of children attaining English proficiency AMAO 3: Number or percentage of students learning English who reach academic standards in reading and math based on the state's assessments.	Form AMAO 1 & 2 -- Identify bottom 10% of school districts- for technical assistance AMAO 3 – irrelevant and unattainable	Hold back a portion of funding for technical assistance through a 3rd party	Top 10%: Receive public recognition through social media vie newsletters or the OSPI website.

In order to create an effective system for assistance and accountability that supports students as they progress throughout the system, the Task Force is making recommendations in the following areas:

1. Increase accountability around Washington state Transitional Bilingual Instruction Program models,
2. Make revisions to RCW and WAC language,
3. Update the state board of education's English Language Acquisition (ELA) award,
4. Increase support for exited students,
5. Require more professional development and in-service training, and
6. Increase OSPI's capacity to provide technical assistance and accountability.

The following section describes how, with adoption of these recommendations, Washington state can move the needle to support all students, while at the same time maintaining the cultural, linguistic assets that students and families are bringing to our society.

Increase Accountability around Washington State Transitional Bilingual Instruction Program Models

Background: WAC 392-160-010(1) currently requires that districts "make available to each eligible student a transitional bilingual instructional program" as defined in WAC 392-160-005, which

a) Uses two languages, one of which is English, as a means of instruction to build upon and expand language skills to enable a student to achieve competency in English.
b) Teaches concepts and knowledge in the primary language of a student, while the student also acquires English language skills.
c) Tests students in the subject matter in English.

State law gives school districts broad discretion to select and implement programs. Clearly defined and delineated state level program models benefit schools and districts and facilitates the selection of a model that best meets the needs of their student populations.

Washington State currently recognizes six types of program models for the purposes of Transitional Bilingual Instruction Program (TBIP) funding and reporting. Currently, districts select a model based on student need and staff qualifications. Districts are required to explain their model, the research behind their decision, and develop a professional development plan for implementation. When any model other than dual language is selected, the districts must provide justification for selected model and identify how this model aims to support the needs of the students.

A current schedule of each TBIP eligible student must be kept on file indicating the type and amount of English language support services being provided.

To guide their discussion, the Task Force reviewed language from other states' programs. States reviewed included California, Arizona, Colorado, Minnesota, New Mexico, New York, and Utah. Program language examples provided detailed program definitions and included more robust teacher qualifications as well as ongoing professional development. Most included differentiation of instructional strategies for early grades and secondary.

Currently, Washington state recognizes six Transitional Bilingual Instruction Program models[3]:

Additive Bilingual Programs: Additive bilingual programs allow students to become fully literate and bilingual in two languages (English and partner language).
1. Dual Language (One/Two-Way Immersion or One/Two-Way Bilingual Education)
Subtractive Bilingual Programs: Subtractive bilingual programs produce students who are literate and fluent in English but not necessarily literate or fluent in the home language.
2. Developmental Bilingual Education (DBE or Late-Exit) 3. Transitional Bilingual Education (TBE or Early-Exit)
Alternative Instructional Programs (AIP) (Districts must meet AIP criteria.)
4. Content-Based Instruction (CBI) or Sheltered Instruction (SI) 5. Supportive Mainstream Instructional Model
Temporary Support:
6. Newcomer Program

RECOMMENDATIONS

Dual language is the strongest research based model and should be the target program statewide. The Supportive Mainstream Instructional Model is the minimum acceptable model. This program involves teachers trained in language acquisition and working with English Language Learner (ELL) students alongside the core curriculum. For efficient monitoring, program models must be specifically identified. Furthermore, the Office of Superintendent of Public Instruction must provide technical assistance and guidance to districts around program implementation.

Figure 9: Percentage of TBIP Students Enrolled, by Program 2013-14

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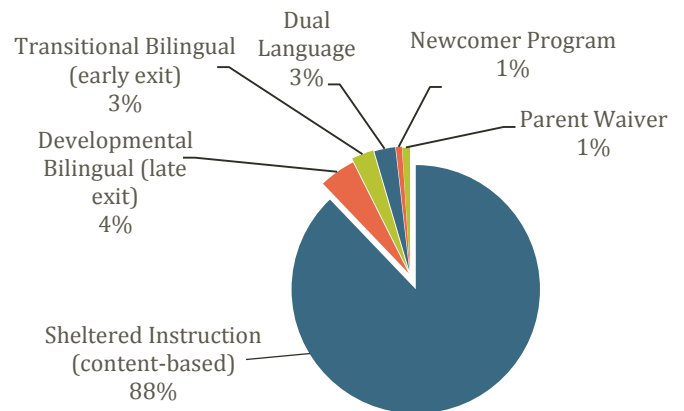
[3] A complete list of current program models and their definitions can be found in Appendix C.

Upon review of existing research and other state programs, the Task Force recommends the following language and descriptions be used to more clearly define model expectations:

Recommended Language for Bilingual Instructional Programs:

1. **Dual Language Program (One-Way Bilingual Education, Two-Way Bilingual Education or One Way Immersion, Two-Way Immersion):**

Two way-Dual Language Programs integrate language development with academic instruction for both native speakers of English and new speakers of English (ELL students).

One Way-Dual Language Programs integrate language development with academic instruction for new speakers of English (ELL students).

One way dual language programs that are primarily designed to serve Native English speakers are not considered part of the TBIP program. TBIP is only to serve identified ELL students.

This model differs from a Developmental Bilingual Education model in that instruction is provided to both native English speakers and English Language Learners in the same instructional setting simultaneously. The goal is for all students to become highly proficient in both their primary language and their second language while simultaneously gaining high academic achievement in both languages. Additionally, the goal of dual language programs is for all students to become bilingual, biliterate, and bicultural.

Dual Language Programs typically balance student's primary language and English language instruction 50/50 by means of content areas, unit of study, or by instructional time such as class period or day. Two way dual language programs have as close to a 50/50 mix of native speakers of English and target language. Teachers use techniques and strategies to make content accessible regardless of the language being used for instruction.

Students in a Dual Language Program may continue to be enrolled in the program after they have exited TBIP on the annual English language proficiency test. However, once the student exits TBIP based on the annual English Language Proficiency (ELP) test, they are no longer counted for TBIP funding. Such exited students would then be counted as "Exited TBIP Students" for up to two years. Refer to the guidelines on reporting and serving TBIP-eligible Exited Students.

2. **Developmental Bilingual Education (DBE or Late-Exit):**

Developmental Bilingual Education (DBE) or Late-Exit Bilingual programs are similar to Dual Language programs in that instruction is carried out in both English and the student's primary language, however they differ in that the primary language instruction is tapers off until all instruction is in English. Typically, Late- Exit programs in the first year begin with 90% of instruction occurring in the primary language and 10% in English. Instruction in English incrementally increases, while instruction using the primary language gradually

decreases over a period of five to six years. Students then transition into regular mainstream instruction in English.

Developmental Bilingual Programs typically divide primary language and English language instruction by means of content areas, unit of study, or by instructional time such as class period or day. As with Dual Language programs, students may continue in the Late-Exit program after they exit TBIP on the annual English language proficiency test. However, once the student exits TBIP based on the annual English language proficiency test, they are no longer counted for TBIP funding. Such exited students would then be counted as "Exited TBIP Students" for up to two years after scoring at exit level on the annual English language proficiency test. Refer to the guidelines on reporting and serving TBIP-eligible Exited Students.

3. Transitional Bilingual Education (TBE or Early-Exit):

Transitional Bilingual Education (TBE) or Early-Exit Bilingual programs are similar to late exit, however instruction takes place over 3 years before the student is in mainstream classroom. The purpose of a Transitional Bilingual Education or Early-Exit model is to use the student's primary language as a foundation to support English language development.

TBE models generally begin by initially providing 90% of instruction in the primary language and 10% in English, increasing English instruction systematically until all instruction is provided in English. TBE (Early- Exit) models differ from Developmental Bilingual (Late-Exit) models in that students move to English-only instruction more quickly. After completing the early exit model, the students move into mainstream English-only classes.

When a student exits TBIP on the annual English language proficiency test, the student may or may not continue to be served in a TBE model. However, once the student exits TBIP based on the annual English language proficiency test, they are no longer counted for TBIP funding. Such exited students would then be counted as "Exited TBIP Students" for up to two years after scoring at exit level on the annual English language proficiency test. Refer to the guidelines on reporting and serving TBIP-eligible Exited Students.

Recommended Alternative Instructional Programs:

4. Content-Based Instruction (CBI)

Content-Based Instruction (CBI) integrates English language development with academic content learning using English as the language of instruction. CBI model is used in classes comprised predominantly of English Language Learners with instruction delivered by teachers specifically trained in the field of second language acquisition and instructional strategies to support both English language development and academic grade-level content. CBI classes can be designed to meet core content credit requirements and/or to serve as language development support classes.

OSPI recommends that teachers be endorsed in either English Language Learning (ELL), English for Speakers of Other Languages (ESOL), or Bilingual Education and the content area of instruction. Alternatively, CBI courses may be team taught by ELL/ESOL teachers and content area teachers. The terms CBI will be used in CEDARS reporting and the LEP application for EDS.

5. Supportive Mainstream:

Students in this model access grade-level academic content and English language development through participation in their mainstream classrooms.

Language instruction is delivered throughout the day to ensure access to core content in English. The teachers delivering the core content must be specifically trained in second language acquisition and language acquisition strategies. Explicit English language acquisition instruction will also occur either individually or in small groups.

Districts implementing this model must ensure that sufficient time and resources are allocated for on-going professional development of classroom teachers who are responsible for providing access to grade-level curriculum for the English Language Learners in their classrooms.

6. Newcomer Programs:

Newcomer Programs provide specialized instruction to beginning level English Language Learners who have newly immigrated to the United States. The programs are useful for districts with large numbers of students with limited or interrupted formal education who may have low literacy in their primary language. Newcomer programs provide a foundation in both Basic English language skills and basic content instruction to facilitate students' transfer into a district's regular TBIP program while familiarizing newcomers with the American education system.

The amount of time that students spend in a Newcomer Program varies both in daily schedule and program length depending on the student's individual need. Districts must establish clear criteria for students to move out of the Newcomer Program and into the regular TBIP program. Criteria should be based on a combination of English language ability and length of time in the Newcomer Program.

Newcomer Programs should never constitute the district's entire English language development program, but should serve only as a foundation for students to move into the regular district TBIP program.

Revise RCW and WAC Language

Background: Washington's Basic Education Act, Chapter 28A.180 RCW provides for the implementation of transitional bilingual education programs in public schools whereas Chapter 392-160 WAC directs the administration of the Transitional Bilingual Instructional Program. A strong assistance and accountability system must have targeted laws and rules to guide program level work. To guide their discussion, the Task Force reviewed language from other states' programs. States reviewed included California, Arizona, Colorado, Minnesota, New Mexico, New York, and Utah.

RECOMMENDATIONS

The Task Force identified a need for increased accountability and in order to successfully implement a statewide accountability system, the Task Force recommends the following changes in statutory language. Full details of all revisions to Revised Code of Washington (RCW) and Washington Administrative Code (WAC) language in included in Appendix E.

✓ **Shift to a strengths based approach**

The Task Force identified the need for a shift to a strengths-based approach in Washington's bilingual instructional program. Therefore, all language throughout should be revised to exclude all language that speaks in a negative manner. Additionally, to encourage continuous improvement in schools across the state, professional development training should not only be of high quality and research-based, but also be of sufficient duration and depth, in an effort to ensure specific impacts across the state. This language is to be added to WAC 392-160-010 (3).

The Task Force is in favor of aligning Washington State definition of English Language Learner to match the federally stated definitions, per ESEA Title IX, Sec. 9101(25).

✓ **Limit the use of "Transitional" and "whenever Feasible" to strengthen district accountability.**

The term transitional implies movement or passing from one stage to another. Bilingual programs should aim to get student to English proficiency levels while maintaining the students' primary language. The inherent goal of bilingual instructional programming is for students to develop proficiency in two languages: English and the target language. The term "transitional" implies a shift from one language to another, in which a student transitions away from speaking his/her native language. Since bilingual programs facilitate students becoming bilingual, biliterate, and bicultural, the term "transitional" does not

readily apply. Program accountability is strengthened by removing or limiting the use of the phrase "whenever feasible".

✓ **Increase accountability for ELL students as a shared responsibility among all educators and school staff.**

When all staff (including but not limited to: administrators, teachers, counselors, and other staff) are supported by research-based professional development of sufficient duration and depth, school or district staff will be prepared to meet student needs.

✓ **Monitor and continuously strengthen implementation.**

Alternative Instructional Programs are being offered across the state at various levels of implementation and with various student outcomes. RCW 28A.180.090 identifies that monies shall be allocated to school districts for the sole purpose of operating an approved bilingual instruction program. The Task Force recommends that language be added to the WAC to specify that state funding for a bilingual instruction program shall be allocated by the superintendent of public instruction for approved program models, with additional funding provided to school districts with dual language models.

With all mandated programs, the responsibility still lies with individual districts, schools, and staff to ensure that programs are implemented with fidelity. Engrossed Substitute Senate Bill 5946 required the office of the superintendent of public instruction to convene a panel of experts to develop a state menu of best practices and strategies—including those to improve the reading and literacy of students who are English Language Learners—to ensure that all students are successful in school.[4] If school districts choose to use an alternative practice or strategy that is not on the menu, they must demonstrate improved outcomes for participating students over the previous two years, at a level commensurate with the best practices on the state menu.

✓ **Require districts to utilize Civil Rights language acquisition and access guidance from the Department of Education in their evaluation of bilingual instructional programs.**

Districts must provide English Language Learner (ELL) students who have disabilities with both the language assistance and disability-related services to which they are entitled. RCW 28A.180.090 directs the superintendent of public instruction to develop an evaluation system designed to measure increases in the English and academic proficiency of TBIP students.

Following federal guidance, Washington requires that all students be identified for services within 10 days of registration (Washington State Legislature, 2011). If identification does

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[4] Washington State. (2013). ESSB 5946. Strengthening student educational outcomes. Retrieved from: http://lawfilesext.leg.wa.gov/biennium/2013-14/Pdf/Bills/Senate%20Passed%20Legislature/5946-S.PL.pdf

not occur within 10 days of registration, the district will be out of compliance. All students should be identified and served as soon as possible. A student's positive legal right to services should not be impeded when he/she is not identified within 10 days.

Update the State Board of Education's English Language Acquisition (ELA) Award

Background: English Language Acquisition (ELA) is an indicator of school success and deserves to be acknowledged. The English Language Acquisition Award was created in March 2014 by the State Board of Education to recognize high performing schools in the area of English language acquisition. The award is intended to highlight the schools where ELL programs are demonstrating the most success and to provide other schools with the opportunity to replicate the best practices based on the characteristics of the local ELL students.

The award recognizes approximately the top five percent of elementary, middle, and high schools (who have assessed 20 or more students) based on the school's median point gain on the Washington English Language Proficiency Assessment (WELPA). Award-winning schools must also have met Annual Measurable Achievement Objective (AMAO) 1 and AMAO 2 federal accountability targets. There are two categories based on the number of students who took the WELPA, small programs (20 to 99 students) and large programs (100 plus students).

Meaningful access to the core curriculum is a key component in ensuring that EL students acquire the tools to succeed in general education classrooms within a reasonable length of time (U.S. Department of Education, 2015). Schools and districts are federally obligated to make sure that ELL students are not only receiving language assistance, but also accessing and making progress in core content areas so that they can meet appropriate grade-level standards, graduation requirements, and are college and career ready.

Analyze Student Achievement Measures over Time

Background: The progress of students who receive ELL services is tracked through various federal and state measures, primarily focused on a trend analysis of student achievement and English language proficiency. This trend analysis includes several years of data, however it measures separate groups of students over time. This approach does not provide a true reflection of the progress of individual students, but rather is only a reflection of each class of students. A longitudinal cohort analysis of student achievement and English language proficiency would follow one cohort of students over time, and provide a much more detailed and true analysis of the progress of students.

Create a Repository of Best Practices

Background: The current definitions, models, requirements, and assessments create confusion amongst educators about the best way to support English Language development. Currently, teachers are not required by the state to have an ELL endorsement to be a regular education content area teacher, nor are they required in teacher preparation programs to receive training on how to instruct ELLs. A repository of best practices will provide needed support to districts, schools, and teachers in the implementation of proven, research-based practices to increase language proficiency and academic content knowledge for English Language Learners. The repository will include a searchable database for schools to narrow down the type of program, grade level, type of students/language, strategies, staffing and use of funds to see examples of other programs proving successful in Washington state. The repository will be created using data and input from the teachers and students and will include language and examples from evidence provided in school and district improvement plans.

Recognize Tribal Language Acquisition

Background: While the Transitional Bilingual Instructional Program and Title III are focused on students gaining English language proficiency, Native American students are at risk of losing their Native languages. The majority of Native American students are fluent in English, but may also speak their tribal language at home or within the community.

RECOMMENDATIONS

The Task Force recommends that in the award criteria, the State Board of Education focus less on current English Language Proficiency Assessments and more on student growth. Additionally, WELPA (Washington English Language Proficiency Assessment) will phase out during the 2016-17 school year and ELPA21 (English Language Proficiency Assessment) will take its place. Award criteria should identify current English Language Proficiency Assessment as the metric instead of calling out WELPA directly. Program quality cannot be inferred based on student outcomes alone. The State Board of Education must work jointly with the Bilingual Education Advisory Committee and the Office of Superintendent of Public Instruction to develop a program quality rubric or checklist for identifying schools eligible for a program quality award.

Analyze Student Achievement Measures over Time

The TBIP Work Group recommends that a 4 year cohort analysis be used by the SBE in determining ELA awards, focusing on schools who have the greatest gains with the same cohort of students. Additionally, we recommend OSPI partner with an outside organization to conduct a longitudinal research study analyzing 4 year cohorts of students, focusing on elementary and middle schools who have the greatest student achievement and English

language proficiency gains. The goal of the study is to identify practices that reduce the number of long term ELL's in high school.

Figure 10. Recommended Award Criteria and Types of Awards

Type of Award	Metric	Eligible Programs
Bilingual/Biliterate (Platinum)	1) AMAO 1 – student levels 1 and 2 2) AMAO 1 – student level 3	• Dual Language (One/Two-Way Immersion or One/Two-Way Bilingual Education)
Not Bilingual (Regular)	1) AMAO 1 – student levels 1 and 2 2) AMAO 1 – student level 3	• Developmental Bilingual Education (DBE or Late-Exit) • Transitional Bilingual Education (TBE or Early-Exit) • Content-Based Instruction (CBI) or Sheltered Instruction (SI) • Supportive Mainstream Instructional Model
Seal of Biliteracy Award	Top 5 schools in the state with the highest percentage of high school graduates who have earned the Seal of Biliteracy.	N/A

Create a Repository of Best Practices

The State Board of Education must develop a repository of best practices which includes the following:

a) Program type,
b) Grade level,
c) Languages spoken,
d) What is implemented in program,
e) Staffing/funding/allowable costs, and
f) Evidence from school and district improvement plans.

To support student growth measurements as part of the criteria for the ELA Award, the State Board of Education must track individual student progress and longitudinal program progress which will track ELLs over time. A repository of best practices will provide needed support to districts, schools, and teachers in the implementation of proven, research-based practices to increase language proficiency and academic content knowledge for English Language Learners. The repository will include a searchable

database for schools to narrow down the type of program, grade level, type of students/language, strategies, staffing and use of funds to see examples of other programs proving successful in Washington state.

The repository will be created using data and input from the teachers and students and will include language and examples from evidence provided in school and district improvement plans.

Recognize Tribal Language Acquisition

In order to revitalize and preserve Native languages, schools who provide culturally responsive instruction that preserves Native languages should be highlighted. The TBIP Work Group recommends that the SBE create a Tribal Language award to recognize schools who revitalize, preserve, and maintain the tribal languages of their students.

Increase Support for Exited Students

Background: Exiting ELLs either too soon or too late raises civil rights concerns. ELL students who are exited too soon are denied access to ELL services while ELLs who are exited too late may be denied access to parts of the general curriculum. In monitoring all transitioned, former ELL students—when the student is not able to participate meaningfully in the district's educational program—the student is to be assessed to determine the reason for participation deficiencies, whether it is related to a student's previous ELL status of if other factors are at play. The student shall then be provided appropriate services based on the results of the assessment.

In no case should re-testing of an exited student's English language proficiency be prohibited. Districts are encouraged to use more than one measure to determine students' needs for assistance in reaching grade-level performance. Review of exited students' academic needs should occur throughout the school year and not be limited to annual assessment results.

Figure 11: Number of Distinct Ells Served by Time in Program (2013-14 School Year)

Time in Program	Total Served	Exited Students	% of Total Students	% of Total Exited
1 Year or Less	23,206	1,695	21.2%	13.1%
1-2 Years	22,107	2,483	20.2%	19.2%
2-3 Years	16,095	2,103	14.7%	16.3%
3-4 Years	12,901	1,837	11.8%	14.2%
4-5 Years	10,168	1,356	9.3%	10.5%
5-6 Years	7,220	1,093	6.6%	8.5%
More Than 6 Years	17,628	2,352	16.1%	18.2%

Source: Office of Superintendent of Public Instruction. Comprehensive Education Data and Research System (CEDARS) Data Collection.

Currently, an English Language Learner (ELL) may be exited from ELL programs, services, and status, only after a valid and reliable English Language Proficiency (ELP) assessment of all four language domains (listening, speaking, reading, and writing). To demonstrate proficiency on the ELP assessment, ELLs must have either separate proficient scores in

each language domain (i.e., a conjunctive score) or a composite score of "proficient" derived from scores in all four language domains.[5]

After students have exited an ELL program, school districts must monitor the academic progress of former ELLs for at least two years to ensure that:

1. That they have not been prematurely exited;
2. Any academic deficits incurred as a result of participating in the ELL program have been remedied; and
3. They are meaningfully participating in the standard program of instruction comparable to their never-ELL peers.

RECOMMENDATIONS

The Task Force recommends that districts be required to use more than one measure to determine when a student needs assistance in reaching grade-level performance. Such review of exited students' academic needs should occur throughout the school year and not be limited to annual assessment results. Meaningful English Language Learner program evaluations include longitudinal data that compare performance in the core content areas, graduation, dropout, and retention data for ELLS as they progress through the program, former ELLs, and never-ELLs (U.S. Department of Education).

- Each school district must provide evidence that all current ELLs or exited (former) ELLs have equal access to high-level programs and instruction to prepare them for college and career, including an established pathway to graduate high school on time.
- The Task Force further recommends that reviews should include parent or student assessment of academic need. Districts may use exited TBIP funds for professional development to assist teachers assigned to former ELLs in meeting the academic needs of all exited students. Additional education services may be provided through extension of all TBIP-funded bilingual instructional program models, until the student fully meets the goals of the program.
- OSPI must provide clearer guidance about the allowable use of funds for level 4 exited students which should include both in-school and out-of-school academic supports, utilizing the U.S. Department of Education guidance regarding the right for prematurely exited ELL students to be provided additional education services until the student fully meets the goal of the program.

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[5] U.S. Department of Education. (2015). English Leaner Tool Kit. Chapter 8: Monitoring and exiting English learners from EL programs and services. Retrieved from: http://www2.ed.gov/about/offices/list/oela/english-learner-toolkit/chap8.pdf

Require more Professional Development and In-Service Training

Background: Professional development (PD) for teachers and administrators is crucial for implementing English Language Learner (ELL) programs with consistency. Research confirms that knowledge about teaching in a general education classroom is not equivalent to the specialized training in language development that is needed in order to effectively meet the needs of ELLs (De Jong, 2005). The primary goals for professional learning are changes in educator practice and increases in student learning. Those responsible for professional learning, whether leaders, facilitators, or participants, commit to long-term change by setting clear goals and maintaining high expectations for implementation with fidelity (Learning Forward, 2015).

Many teachers in Washington state have students who qualify for ELL services in their classrooms. High quality professional development should be provided for all teachers and administrators to improve the instruction and assessment of ELL students. This professional development is intended to effectively build school and classroom infrastructures that support English Language Learners.

The use of quality language acquisition strategies needed to ensure the success of all students requires a shared responsibility that upholds the function of differentiated instruction. [WAC 392-160-010](#) requires school district board of directors to provide professional development training for administrators, teachers, counselors, and other staff on bilingual program models, and/or district's alternative instructional program, appropriate use of instructional strategies and assessment results, and curriculum and instructional materials for use with culturally and linguistically diverse students (Washington State Legislature, 2008). All school and district staff should be provided with PD that allows them to effectively differentiate instruction to meet the needs of English Language Learners in their classrooms.

RECOMMENDATIONS

Pre-Service Professional Development

The Task Force recommends that the Professional Educator Standards Board strengthen accountability for program approval of ELL endorsement program requirements in teacher education programs, to include research based pedagogy in addition to meeting and demonstrating the knowledge and skills found in the competencies for ELL/Bilingual endorsements. English Language Proficiency (ELP) standards should be integrated into all content area and endorsements. The Task Force also feels it critical that all administrative training programs include preparation to effectively oversee English language development programs at a school and district level.

In-Service Professional Development

All district professional development activities that are funded through TBIP or Title III funding must prepare school and district staff to:

- Improve the instruction and assessment of ELL students; and
- Enhance educators' ability to understand and use curricula, assessment measures, and instructional strategies specific to ELL children.

In partnership with OSPI, the Association of Washington State Principals (AWSP) must support principal training and evaluation around ELLs, program models, and accountability at the local level.

Furthermore, the Task Force recommends that the Washington State School Directors' Association (WSSDA) strengthen training for school board members to support ELLs.

All professional development must meet the following criteria[6]:

1. Be research-based and specific to the instructional needs of ELL students,
2. Be of sufficient intensity and duration to have a positive and lasting impact on teachers' performance in the classroom,
3. One-day or short-term workshops and conferences must be a component of an established comprehensive professional development program for teachers, and
4. Must be robust, integrated implementation plan that aligns and coordinates with other system wide programs.

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[6] Adapted from Learning Forward: The Professional Learning Association. http://learningforward.org/

Increase OSPI's Capacity to Provide Technical Assistance and Accountability

Background: The current infrastructure for supporting ELL students is based on a less effective model of "pull-out." Research demonstrates that effective dual language models are the most effective models for ELLs. To fully support the needs of ELL students in districts across the state and meet the district's need for support, the state must invest in an infrastructure capable of providing effective guidance and technical assistance for districts.

Figure 12: Total Statewide Counts of ELL Students over Time

School Year	Percent ELL	Total Oct 1. Enrollment	ELL Oct 1 Head Count
2005–06	7.50%	1,020,081	76,213
2006–07	7.30%	1,019,295	74,650
2007–08	7.90%	*1,021,834*	80,590
2008–09	8.10%	1,027,625	83,058
2009–10	8.40%	1,024,721	86,417
2010–11	8.90%	1,040,382	92,084
2011–12	8.50%	1,043,304	88,703
2012–13	9.00%	*1,050,900*	94,940
2013-14	9.40%	1,056,809	99,577

Source: Office of Superintendent of Public Instruction. Comprehensive Education Data and Research System (CEDARS) Data Collection.

The Migrant and Bilingual office at the Office of Superintendent of Public Instruction (OSPI) currently provides guidance and technical assistance to districts and manages the grant process. In 2013–14, there were 99,577 students identified for service statewide, an increase of 4637 students (4.9 percent) from the previous year. That same year, newly eligible students represented nearly 25 percent of total ELL enrollment. Thirteen districts reported an increase of 10–15 percent (OSPI, 2015). The demand for services from districts serving ELL students continues to grow on an upward trajectory. Figure 11 shows the increase in the number of ELL students served in WA public schools from 2005 to 2013. As the number of students served by the Transitional Bilingual Instructional Program continues to grow, the need for increased accountability, services, technical assistance, and support to districts increases.

With the growing number of students identified for service and our focus on closing the opportunity gap, there is a strong need for increased capacity to provide statewide technical assistance that moves above mere compliance, and provides onsite regional support aimed at improving practice and improving student outcomes.

Funding is an important component of any accountability system. In the 2013–14 school year, the state provided $88.2 million in funding for services to English Language Learners.

This was a 15.3 percent increase from 2012–13. Approximately 60 percent of TBIP funding is primarily used for salaries and benefits of instructional staff at the district and building levels. The 2013–14 school year showed a 0.66 percent increase in teacher FTE and a 4.4 percent increase in instructional aide FTE as compared to the prior year (OSPI, 2015b). There is currently no state funding for administrative and program support of TBIP to be implemented within the Office of Superintendent of Public Instruction. All TBIP funding is issued in the form of allocations to school districts.

Figure 13: TBIP Allocation, Students Served, and FTE Teachers

Year	TBIP Allocation	TBIP Students Served	FTE Teachers	FTE Teacher/ ELL Student Ratio
2013-14	$99,073,301	99,577	604	1 to 164
2012-13	$82,473,744	94,940	600	1 to 158
2011-12	$76,219,426	88,703	586	1 to 151

Source: OSPI. Report 1191 SN OSPI TBIP Apportionment for 2013-14 school year. Office of Superintendent of Public Instruction. Comprehensive Education Data and Research System (CEDARS) Data Collection.
OSPI. Final School District Personnel Summary Report-S275. Table 11, Program 65 (TBIP). Duty Routes 13, 32, 33, and 91.
*Teacher-student ratio based on staffing units funded.

Districts supplement their state TBIP funds and federal Title III funds with local levy dollars. In the 2013–14 school year, districts reported contributing approximately $24.7 million beyond state TBIP funding to provide English language instruction to ELLs (OSPI, 2015b).

In a time of teacher shortages, locating qualified teachers is a challenge for districts, especially those interested in dual language, bilingual programs. As a result, the number of ELL students per FTE teacher continues to increase. The U.S. Department of Education (2015) emphasizes that "paraprofessionals, aides, or tutors may not take the place of qualified teachers and may be used only as an interim measure while the school district hires, trains, or otherwise secures enough qualified teachers to serve its EL students" (p. 16-17). According to OSPI's school district summary report, the percentage of instructional staff continues to increase. In 2013-14, the student to staff ratio, when looking at FTE staff only, is 1 FTE teacher for every 171 students served by TBIP funds. This is up from 1 FTE teacher for every 159 TBIP students served in 2012-13.

Figure 14. Five-Year Staffing Trends (in FTEs) by School Year

Type of Staff (FTE)	2009–10	2010–11	2011–12	2012–13	2013-14
Teachers	529	562	586	600	604
Percent of Total FTEs	48%	49%	51%	50%	49%
Instructional Aides	583	575	573	595	621
Percent of Total FTEs	52%	51%	49%	50%	51%
Total FTEs (teachers + aides)	1,112	1,137	1,158	1,195	1,225

School districts have an obligation to provide the personnel and resources necessary to effectively implement their chosen ELL programs (U.S. Department of Education, 2015). Like title III funds, TBIP grant funds are meant to be used to supplement, not supplant funding. According to the U.S. Department of Education (2015), school districts are to regularly and adequately evaluate whether ELL program teachers have met the necessary training requirements, and if not, ensure they meet them in a timely manner.

With that, the use of classroom aides to supplement regular education instruction or tutor ELLs as opposed to teachers adequately trained to deliver the program is unacceptable. Historically, nearly half of all instruction to TBIP students are provided by Instructional Aides. In 2013-14, Instructional Aides represented 51% of Total FTEs. The Department of Education finds that state "endorsements or other requirements may not be rigorous enough to ensure that teachers of EL students have the skills necessary to carry out the school district's chosen EL program" (U.S. Department of Education, 2015). At minimum, every school district is responsible for ensuring there is an adequate number of teachers to instruct ELLs and that these teachers have mastered the skills necessary to effectively teach in the district's program for ELLs (U.S. Department of Education, 2015).

As the number of ELLs in Washington state continues to grow, it is the responsibility of the state to fully fund a public education system that has the capacity to provide for the educational needs of English Language Learners, thus removing the pressure on district's to supplement funding through local sources.

RECOMMENDATIONS

The Office of Superintendent of Public Instruction must provide professional development opportunities for improving practice and facilitating seamless program delivery for students in a consistent, timely, and cost effective manner. Fully supporting ELLs must include at minimum:

- Comprehensive technical assistance for schools and districts to support in-service training;
- Guidance to delivery of research-based bilingual, multicultural education programs;
- Appropriate progress monitoring and intervention; and
- Review the TBIP allocation used for certificated instructional staff and determine if the allocation is sufficient to provide enough for appropriate instructional staffing of TBIP programs.

In order to build and maintain capacity, LEAs (Local Education Agencies) must provide training for basic education staff, to support language acquisition strategies in all content areas. ELL programs are only to be delivered by educators who are adequately trained in English Language Acquisition strategies, in addition to content. Paraeducators and other instructional aides may not be used to supplant regular education instruction.

The TBIP Task Force recommends that an additional amount equal to 0.05% of the TBIP fiscal year allocation be directed to the Bilingual office at OSPI to provide funding for these recommendations.

The Task Force further recommends the Legislature invest in statewide technical assistance by funding the following levels of TBIP program support at the Office of Superintendent of Public Instruction:

Figure 15. Proposed Staffing Levels to Support TBIP

Staff Position	Current Staffing Levels	Proposed Staffing Levels
Program Director	0.10 FTE	0.10 FTE
Program Supervisor	0.45 FTE	2.00 FTE
Program Specialist	-	1.00 FTE
Administrative Assistant	0.50 FTE	.50 FTE

Program Supervisors in the Bilingual TBIP Department are required to provide leadership, technical assistance, and advocacy to promote the language development of English Language Learners and close the opportunity gap for ELLs. See Appendix J: TBIP Staffing and Capacity Overview for types of support to districts, inter-state and state level colleagues are reflected in program supervisor position descriptions.

Conclusion

A paradigm shift is needed that moves from viewing English language learners in a deficit based, negative, subtractive perspective to one that fully supports English language learners and identifies the value and enrichment that bilingual students and families bring to Washington State.

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Glossary

EL: English Learner.

ELL: English Language Learner.

CPR: Consolidated Program Review. Monitors multiple federally funded programs under the Elementary and Secondary Education Act (ESEA). The CPR process consists of an OSPI team reviewing school districts' federal and selected state programs.

EOC: End-Of-Course exams. Math and biology tests taken as students finish algebra 1/integrated math 1, geometry/integrated math 2, and biology.

HSPE: High School Proficiency Exams. Reading and writing tests for students through the class of 2016.

MSP: Measurements of Student Progress. Starting in the spring of 2015, Washington's assessment system changed to Smarter Balanced for English Language arts (formerly reading and writing) and math.

SBAC: Smarter Balanced Assessment Consortium. English Language Arts (ELA) and math tests.

SGP: Student Growth Percentiles

Subgroup: The provisions within Adequate Yearly Progress mandate that districts must assess 95% of students across 11 sub-groups: All students, American Indian, Asian, Pacific Islander, Black, Hispanic, White, 2 or more, students with disabilities, English Language Learners (ELLs), and low income.

WELPA: Washington English Language Proficiency Assessment. Determines student eligibility for English language development (ELD) services. The WELPA annually assesses growth in English language development by the state's English language learners. This assessment tests reading, writing, listening and speaking knowledge and skills.

Cultural Literacy: the ability to understand and participate fluently in a given culture. Knowledge of history, contributions, and perspectives of different cultural groups, including one's own group, necessary for understanding of reading, writing, and other media.

LEP: Limited English Proficiency.

LAP: Language Assistance Program.

EEOA: Equal Educational Opportunities Act

Accountability: The assignment of responsibility for conducting activities in a certain way or producing specific results.

Cultural Competency: RCW 28A.410.260 states that "cultural competency" includes knowledge of student cultural histories and contexts, as well as family norms and values in different cultures; knowledge and skills in accessing community resources and community and parent outreach; and skills in adapting instruction to students' experiences and identifying cultural contexts for individual students.

APPENDICES

Appendix A: <u>TBIP Accountability Task Force Authorizing Legislation – ESSB 6002 Section 501(y)</u>

Appendix B: <u>TBIP Guidelines and identification</u>

Appendix C: <u>TBIP Program Models</u>

Appendix D: <u>Dear Colleague Letter on English Language Learners</u>

Appendix E: <u>RCW/WAC Revisions Table</u>

Appendix F: <u>English Learners' Long-Term K-12 Achievement in Normal Curve Equivalents (NCEs) on Standardized Tests in English Reading Compared across Seven Program Models</u>

Appendix G: <u>EOGOAC 2015 Report and Recommendations</u>

Appendix H: <u>CPR Compliance Checklist – 2015-16 - Title III/CPR</u>

Appendix I: <u>Allowable Uses of TBIP Funds</u>

Appendix J: <u>TBIP Staffing and Accountability Memo</u>