



REPORT TO THE LEGISLATURE

UPDATE: Transitional Bilingual Instruction Program (TBIP)

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Executive Summary

English learners (ELs) are students whose primary language is not English and whose English skills are lacking enough to delay their learning. In Washington state, the Transitional Bilingual Instructional Program (TBIP) helps those students become proficient in English.

During the 2015-16 school year, 130,308 students were identified as English learners (ELs), an 8.7 percent increase from 2014-15. Enrollment was highest in urban areas along Interstate 5 and in rural areas such as the Yakima Valley.

ELs typically stay in TBIP for about three years. Each year, TBIP students take the English Language Proficiency Assessment for the 21st Century (ELPA21). When a student passes the ELPA21, he/she exits TBIP. The use of ELPA21 was new in 2015-16 and resulted from the adoption of the [English Language Proficiency standards](#) in December 2013. Before that, Washington state used the Washington English Language Proficiency Assessment (WELPA).

About one out of every eight ELs (13.4 percent) who took the ELPA21 in 2015-16 earned a Proficient-Level 3 score, allowing them to transition out of TBIP. About 75 percent of ELs achieved a Progressing-Level 2 score and 11.6 percent scored as Emerging-Level 1. Students with scores of Emerging-Level 1 and Progressing-Level 2 continue to receive TBIP services.

Spanish was the most common of the 220 non-English languages spoken by Washington students (66.4 percent) in 2015-16. The next ten most common languages were Russian, Vietnamese, Somali, Chinese, Arabic, Ukrainian, Marshallese, Tagalog, Korean, and Punjabi.

Funding for TBIP increased to \$113.1 million in 2015-16. In addition, new funding through the [2015-17 operating budget](#) (Sec. 514) offered support for students after they transition out of TBIP. Students may receive support through TBIP funds for up to two years after they exit. The new funds supported 12,634 students in 2014-15 and 11,750 in 2015-16.

Background

The state's Transitional Bilingual Instructional Program (TBIP) has existed since the passage of [Engrossed Substitute Senate Bill 2149](#) in 1979. The bill, called "The Transitional Bilingual Instruction Act," recognized that "classes which are taught in English are inadequate to meet the needs of" English learners (ELs). Because of the bill, students who need bilingual instruction can receive it while they become proficient, or more proficient, in English.

Currently, TBIP is codified in the Revised Code of Washington Chapter [28A.180](#). Rules created by the Office of Superintendent of Public Instruction for the implementation of TBIP are found in [Chapter 392-160 WAC](#).

[RCW 28A.180.090](#) requires OSPI to measure increases in the English and academic proficiency of students who are eligible for TBIP services. OSPI also tracks the academic progress of former TBIP students throughout their K-12 career.

Program Funding and Expenditures

In addition to basic education funding provided for all students, districts receive TBIP state funds to provide supplemental instruction to support language development for ELs.

Funding to districts was based on a September through June average headcount of 113,676 TBIP-eligible students. In the 2015-16 school year, the TBIP reported a 3.8 percent increase in students identified for services as compared to the previous school year. TBIP provided an average allocation of \$1,000 per eligible student over the 2015-16 school year. Total expenditures to support EL programs across the state was \$140.5 million, of which \$113.1 million were from TBIP funding. This was a 13.3 percent increase in TBIP total expenditures from the previous year.

Districts supplement their TBIP funds and federal Title III funds with local levy dollars. In the 2015-16 school year, districts reported contributing approximately \$27.3 million beyond TBIP funding to provide English language instruction to ELs.

In the 2015-16 school year, nearly all of the TBIP funding for English language development services was used for instruction-related activities, with most of the funding dedicated to staffing.

Staffing and Instruction

In the 2015-16 school year, 3,670 individual staff members provided instruction and support through TBIP. The number of instructional staff charged to TBIP budget increased from the previous year and FTE increased by 10 percent. The number of certified teachers increased by 13.5 percent.

Instructional aides represented approximately 45percent of total TBIP FTEs in the 2015-

16 school year, a decrease of 0.2 percent from the previous year. Districts rely on instructional aids (IAs) to provide supplemental instruction to ELs. Therefore, effective supervision of instructional aides and coordination of program services are essential to student outcomes.

Washington state supports research-based dual language instructional models. Research demonstrates that students outperform their peers when provided with more intensive instruction in their primary language. In the 2015–16 school year, 11 percent of TBIP eligible students received content instruction in their primary language. The majority of ELs receive support through an English-as-a-Second Language (ESL) program.

Students Served

In the 2015–16 school year, the TBIP served 129,418 students, a 9.2 percent increase (10,892 students) over the previous year:

- Distinct Count (students counted only once regardless of multiple enrollments during the 2015–16 school year) 130,308–890 (parent waivers) = 129,418.
- Headcount (number of students enrolled on October 1) 112,889 –971 (parent waivers) = 111,918.
- ELs served in the TBIP comprised of 10.4 percent of the statewide student population on October 1, 2015. This was 0.2 percentage points higher than the previous year. Since 2005–06, the number of ELs served by TBIP has increased by 48.1 percent.
- Of Washington’s 295 districts, 211 reported EL enrollments. This was an increase of 10 districts since the previous year.

Among districts with EL students:

- Thirty districts had an EL headcount of at least 25 percent of their total student population.
- Thirty-four districts enrolled more than 1,000 ELs. These districts collectively served 73.5 percent of all ELs enrolled in the TBIP statewide. Seven of these districts reported an enrollment increase of 10 percent or more since 2014–15.
- Forty-eight districts enrolled 500 or more ELs.
- Seventy-two districts enrolled fewer than 50 ELs.
- Twenty-six districts reported fewer than 10 ELs.

Most ELs served by the TBIP were enrolled in grades K–3. This group of ELs accounted for 52.9 percent of the EL enrollments in 2015–16. As students gain proficiency in English

and exit TBIP services or leave the K–12 system, fewer TBIP eligible students are enrolled in the higher grade levels. Newly eligible ELs represented nearly 24.8 percent of total EL enrollment in 2015–16.

Languages Spoken

Students served by TBIP in 2015–16 spoke 220 different home languages. The most identified language was Spanish, spoken by 66.4 percent of students. The next ten most common languages were Russian, Vietnamese, Somali, Chinese, Arabic, Ukrainian, Marshallese, Tagalog, Korean, and Punjabi spoken by 20.5 percent of TBIP students.

While Spanish continues to be the top non-English language, districts continue to serve a diverse range of languages. Forty-eight districts served students from 20 or more language groups. Twenty districts served students from 50 or more language groups.

Among the 220 languages, 101 were each spoken by ten or fewer students statewide. The 11 most common languages were each spoken by 1,000 or more students. Among language groups with more than 100 students, the largest increase from 2014–15 was in the number of students speaking Spanish, and the greatest decrease was in the number of students speaking Vietnamese. In 64 districts, 95 percent or more of ELs identified Spanish as their primary language.

Length of Program Participation

In 2015–16, 13.4 percent of eligible students transitioned out of the TBIP. Of the ELs leaving the program:

- 87.2 percent exited by achieving the Proficient-Level 3 on the annual ELPA21, an increase of 2.2 percent over the previous year.
- 1.7 percent graduated prior to meeting the Proficient-Level 3 on the ELPA21.
- 2.2 percent were determined to have special education needs rather than English language limitations.
- 9 percent either dropped out, were expelled, moved out of the country or left for unknown reasons, a decrease of 6 percent from the previous year.

More than half (53.2 percent) of the exiting TBIP students were in the program for less than three years. The median time-in-program has decreased from 3.5 years in 2014–15 to 2.8 years in 2015–16.

English Language Proficiency

Of the 116,382 TBIP eligible students who took the spring 2016 ELPA21 annual assessment, 99.9 percent (116,286 students) completed all four parts of the test.

Students who complete the ELPA21 assessment earn an overall composite status of Emerging-Level 1, Progressing-Level 2 or Proficient-Level 3. Of the 116,286 students who completed the ELPA21 assessment, 11.6 percent scored at Emerging-Level 1 and 75 percent scored at the Progressing-Level 2. 13.4 percent met the Proficient-Level 3 necessary to exit TBIP services. Of the students who met the Proficient-Level 3, 15,118 were served by the TBIP and the remaining 410 were ELs whose parents waived TBIP services.

ELPA21 Test Statistics

Grade Level	Status Total	Percent Total Tested
Emerging	13,847	11.9%
Progressing	86,911	74.7
Proficient	15,528	13.3
Incomplete Test	96	0.001
N = 116,382		

ELs who scored Emerging-Level 1 and Progressing-Level 2 will continue to receive services into the next school year. The progress of these ELs will be calculated after the second year of ELPA21 administration and results will be included the 2016–17 TBIP Legislative Update.

English Proficiency and Academic Performance

Washington’s statewide academic assessment instrument, the Smarter Balanced Assessment (SBA), measures levels of a student’s academic performance against specific statewide performance standards. In the 2015–16 school year the SBA was used to measure student performance in mathematics and English Language Arts (ELA). Students in grades 3–8 were assessed on ELA and mathematics with the SBA. ELs are required to take the SBA even though they are in the process of developing the English language proficiency level necessary to succeed on these assessments.

The 2015–16 assessment results for 11th grade ELs who tested on both the ELPA21 and SBA show that 77.9 percent of ELs who scored Proficient-Level 3 (Transitional ELs) and exited TBIP services on the spring 2016 ELPA21 also met the ELA standard at or above grade level (see table 1). Their scores are above statewide 11th grade testers who earned 75.5 percent.

Table 1: Academic Achievement of Statewide Students and ELs Exiting TBIP in 2015–16

Grade Level	ELA				Mathematics			
	Statewide		Transitional ELs		Statewide		Transitional ELs	
	Total Tested	% Met Standard	Total Tested	% Met Standard	Total Tested	% Met Standard	Total Tested	% Met Standard
3	84,198	54.3%	2,661	56.6%	84,223	58.9%	2,669	64.1%
4	81,395	57.0%	2,664	55.8%	81,421	55.4%	2,672	52.3%
5	79,574	60.1%	1,659	54.2%	79,576	49.2%	1,658	34.9%
6	79,268	56.5%	1,065	41.1%	79,240	48.0%	1,078	30.0%
7	78,696	58.5%	392	53.8%	78,683	48.0%	392	44.6%
8	78,016	59.8%	276	50.7%	78,015	47.8%	282	43.2%
11	81,559	75.5%	177	77.9%	77,947	21.8%	164	25.6%
Total	562,706	60.3%	8,894	54.2%	559,105	47.5%	8,915	48.8%

Eleventh grade scores across the state were lower in mathematics with statewide scores at 21.8 percent, which is slightly lower than Transitional ELs who scored 25.6 percent. Third grade Transitional ELs met state mathematics standards at a rate of 64.1 percent, the highest rate among all Transitional ELs grade levels.

Table 2: Academic Achievement of Students who Exited TBIP During 2014-15

1st Year Former EL Grade Level	ELA		Mathematics	
	Total Tested	% Met Standard	Total Tested	% Met Standard
3	2,143	68.4%	2,143	74.2%
4	1,626	59.4%	1,626	59.9%
5	1,677	64.4%	1,677	48.0%
6	2,252	39.7%	2,253	30.1%
7	1,545	34.4%	1,545	25.6%
8	1,189	31.7%	1,188	24.7%
11	613	50.8%	11,026	43.4%
Total	11,045	50.8%	11,026	43.4%

*Information based on spring 2016 administration of the Smarter Balanced Assessment (SBA) in ELA and mathematics. Met standard scores include L2 basic and previously passed.

Among elementary grade levels, 1st year and 2nd year former ELs met state assessment standards at much higher rates than their middle and high school counter parts. This can be seen in Table 2 and Table 3 with most of the higher SBA assessment rates of students meeting state standards in lower grade levels.

The third through eleventh grade cohort of students is defined as follows:

- Data only include students who transitioned during the 2013–14 or 2014–15 school years on the ELPA21 assessment (Proficient-Level 3).
- ELA (reading and writing) and mathematics results reflect assessments taken during the 2015–16 school year.

Table 3 shows the percent of students meeting the state academic standards for mathematics and English Language Arts (ELA) on the Smarter Balanced statewide academic assessments during 2015–16 school year.

Table 3: Academic Achievement of Students who Exited TBIP During 2013-14

2nd Year Former EL		ELA		Mathematics	
Grade Level	Total Tested	% Met Standard	Total Tested	% Met Standard	
3	1,638	77.2%	1,637	82.3%	
4	1,679	73.6%	1,679	69.8%	
5	1,513	65.6%	1,512	49.4%	
6	1,106	58.4%	1,104	47.5%	
7	1,228	43.8%	1,228	35.0%	
8	692	45.5%	692	30.4%	
11	439	63.3%	425	12.4%	
Total	8,295	63.3%	8,277	54.2%	

*Information based on spring 2016 administration of the Smarter Balanced Assessment (SBA) in ELA and mathematics. Met standard scores include L2 basic and previously passed.

Educational Experience of Former ELs

[RCW 28A.180.090](#) requires OSPI to develop an evaluation system designed to measure increases in the English and academic proficiency of students who are currently eligible for TBIP services and to track the academic progress of former TBIP students until they finish their K–12 career.

The subgroup classification below follows the English Language Proficiency Typology adopted by Washington’s Bilingual Education Advisory Committee (BEAC) on May 17, 2013.

All Students includes every student in Washington state public schools.

Never ELs are students who have never been identified as ELs in Washington state.

Ever ELs are students who are currently or ever have been eligible for TBIP services in Washington state.

Current ELs are students eligible for TBIP services during the current school year (2015–16), with L1, L2 and L3 indicating language proficiency levels as determined on the spring 2016 ELPA 21.

Former ELs are those who transitioned on the annual WELPA one, two, three, or more years prior to 2015–16 school year.

Table 4: English Language Proficiency Typology

2015-16 SBA		ELA		Mathematics	
Grade Level	Total Tested	% Met Standard	Total Tested	% Met Standard	
All Students	562,706	60.3%	559,105	47.5%	
Never EL	446,869	64.9%	443,335	50.9%	
Ever EL	115,837	42.4%	115,770	34.4%	
Current EL	55,624	17.4%	55,950	18.9%	
Current L1-L2	42,642	9.3%	42,948	12.8%	
Current L3	8,894	54.2%	8,915	48.8%	
1st Year Post EL	11,045	50.8%	11,206	43.4%	
2nd Year Post EL	8,295	63.3%	8,277	54.2%	
>2 Years Post EL	37,317	73.0%	36,994	52.2%	

Information based on spring 2016 administration of SBAC ELA and Math assessments in grades 3-11. Met standard scores include L2 basic and previously passed.

The student counts in this table are based on the number of students who received scores and students with ‘no score’ attempts for state assessments.

The table above also accounts for a cohort of approximately 3,556 students who:

- Took the WELPA between 2004 and 2015 but did not transition
- Took the SBAC in 2016, but did not complete the ELPA21

These students represent the difference between current/transitioned ELs and those in the Ever EL category.

Currently funding for two years is provided for former ELs who have transitioned out of TBIP. This represents 12,634 students in 2014–15 and 11,750 in 2015–16. Former EL students, who transitioned out of TBIP during the 2013–14 school year outscored statewide students in meeting state standards in ELA and mathematics assessment. In mathematics, 2nd year Former ELs met state standards at 54.2 percent; and students statewide met state standards at 47.5 percent; while 43.4 percent of 1st year former ELs met state standards in the mathematics assessment.

In the state ELA assessment, students that exited TBIP two years ago earned state standard at 63.3 percent, students exited one year ago achieved 50.8 percent; and current ELs exiting in 2015-16 school year met state ELA standards at 54.2 percent. Overall, the

subgroup meeting state ELA standards at higher rates are former EL students that exited TBIP two or more years ago with a 73.0 percent meeting standard.

Current ELs who are not yet English proficient (L1–L2) are far below the state academic average when compared to Never ELs on the Smarter Balanced mathematics and ELA assessments. Current ELs tend to take longer to meet standard on state academic assessments than their Never EL counterparts. Once ELs gain proficiency in English (and achieve Proficient-Level 3), a higher percentage begin meeting state academic standards. While still well below overall statewide passing rates, upon transition from TBIP, former ELs meet academic standards at higher rates than any other English language proficiency type.

Conclusion and Next Steps

OSPI will continue to support districts and schools to improve academic achievement of current and exited students. The Bilingual Education program at OSPI has completed studies of four districts with high EL graduation rates and have compiled a summary of the key factors to their success. We have shared these key strategies and interventions with districts and will include them in the 2017-18 TBIP application.

Click here for appendices: [2015-16 Appendices](#)

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