



REPORT TO THE LEGISLATURE

UPDATE: Transitional Bilingual Instruction Program (TBIP)

February 2018

Authorizing legislation: RCW 28A.180.020

(<http://apps.leg.wa.gov/rcw/default.aspx?cite=28A.180&full=true#28A.180.020>)

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Executive Summary

English learners (ELs) are students whose primary language is not English and are eligible for English language development services through the Transitional Bilingual Instruction Program (TBIP). Eligible ELs receive TBIP services until they become proficient in English.

During the 2016–17 school year, 135,159 students were identified as ELs, a 3.7 percent increase from 2015–16. Enrollment was highest in urban areas along Interstate 5 and the Yakima Valley.

ELs are typically eligible for TBIP services for about three years. Each year, TBIP students take the English Language Proficiency Assessment for the 21st Century (ELPA21). When a student passes the annual ELPA21 assessment, they exit 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 (13.6 percent) who took the ELPA21 in 2016–17 earned a Proficient-Level 3 score, allowing them to transition out of the TBIP. About 73 percent of ELs achieved a Progressing-Level 2 score and 11.5 percent scored as Emerging-Level 1. Students with scores of Emerging-Level 1 and Progressing-Level 2 continue to receive TBIP services.

Students served by TBIP in 2016–17 spoke 225 different home languages. The most identified language was Spanish, followed by Russian, Vietnamese, Somali, and Arabic.

Total expenditures to support English language development services across the state was \$154.4 million, of which \$123.6 million was from TBIP funding. This was a 9.93 percent increase in the TBIP total expenditures from the previous year.

Background

The state’s Transitional Bilingual Instruction Program (TBIP) has existed since the passage of [Senate Bill 2149](#) in 1979, and TBIP is codified in the Revised Code of Washington (RCW) [28A.180](#). Rules created by the Office of Superintendent of Public Instruction (OSPI) for the implementation of TBIP are found in [Chapter 392-160 WAC](#).

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 in English.

[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.

English Learner Students Served

In the 2016–17 school year, the TBIP served 134,014 students, a 3.5 percent increase (4,596 students) over the previous year:

- Distinct count (students counted once regardless of multiple enrollments) 135,159 – 1,145 (parent waivers) = 134,014.
- Headcount (number of students enrolled on October 1) 121,347 – 948 (parent waivers) = 120,399.
- ELs served in the TBIP comprised 11.1 percent of the statewide student population on October 1, 2016. This was 0.7 percentage points higher than the previous year.
- Of Washington’s 295 districts, 225 reported EL enrollments. This was an increase of 14 districts from the previous year.

Among districts with ELs:

- Twenty-five 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 74.0 percent of all ELs enrolled in the TBIP statewide.
- Fifty districts enrolled 500 or more ELs.
- Eighty-two districts enrolled fewer than 50 ELs.
- Thirty-five districts reported fewer than 10 ELs.

Most ELs served by the TBIP were enrolled in grades K–3. This group of ELs accounted for 50.4 percent of the TBIP enrollment in 2016–17. As students gain proficiency in English and exit TBIP services or leave the K–12 system, fewer TBIP students are enrolled in the higher grade levels. Newly eligible ELs represented nearly 23.0 percent of total TBIP enrollment in 2016–17.

Students served by TBIP in 2016–17 spoke 225 different home languages. The most identified language was Spanish, spoken by 65 percent of students. While Spanish continues to be the top non-English language, districts continue to serve a diverse range of languages. The next ten most common languages were Russian, Vietnamese, Somali, Arabic, Ukrainian, Marshallese, Tagalog, Korean, Chinese, and Punjabi. Fifty-two districts served students from 20 or more language groups. Twenty districts served students from 50 or more language groups.

Among the 225 languages, 99 were each spoken by 10 or fewer students statewide. The 11 most common languages were each spoken by 1,000 or more students. In 65 districts, 95 percent or more of ELs identified Spanish as their primary language.

Length of Program Participation

In 2016–17, 13.8 percent of eligible students transitioned out of the TBIP by achieving a status of Proficient on the annual ELPA21 assessment. More than half (52.9 percent) of the exiting TBIP students were in the program for less than three years. The 2016–17 median time-in-program was 2.8 years (no change from the prior school year).

Expectations, Monitoring, and Stakeholder Engagement

As OSPI aligned services for English learners to address requirements in the Every Student Succeeds Act (ESSA), staff also took the opportunity to strengthen interagency collaborations and technical assistance to districts. The TBIP evaluation is one area further developed by formalizing the evaluation process within the grant application. OSPI provides districts with student outcome data, disaggregated by years in the TBIP and years exited from the program. Staff support districts in data reviews and propose changes to instructional models to more effectively serve all eligible ELs.

In response to feedback received from districts and families, the professional learning opportunities have increased for educators to:

- build dual language programs,
- provide a continuum of support to struggling ELs in core instruction, and
- provide support to ELs who are dual-qualified for special education services.

The professional learning provided includes in-person workshops several times a year, monthly webinars and online toolkits, and classroom resources.

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 May average headcount of 122,157 TBIP-eligible students. In the 2016–17 school year, the TBIP reported a 7.5 percent increase in students identified for services as compared to the previous school year. TBIP funds provided an average allocation of \$1,070 per eligible student over the 2016–17 school year. Total expenditures to support English language development services across the state was \$154.4 million, of which \$123.6 million was from TBIP funding. This was a 9.93 percent increase in the TBIP total expenditures from the previous year.

Districts supplement TBIP funds and federal Title III funds with local levy dollars. In the 2015–16 school year, districts reported contributing approximately \$30.8 million beyond TBIP funding to provide English language instruction to ELs.

In 2016–17, 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 2016–17 school year, 3,400 individual staff members provided instruction and support through the TBIP.

Instructional aides represented approximately 48 percent of the total full-time equivalent employees in the 2016–2017 school year, an increase of three percent from the previous year. Nothing in state law encourages districts to use TBIP funds to hire certificated staff rather than paraprofessionals, so districts rely on instructional aides to provide the TBIP supplemental instruction to ELs. Therefore, effective supervision of instructional aides and coordination of program services are essential to positive student outcomes.

Dual language is the priority educational program model for ELs who are eligible for TBIP services. Research indicates that dual language is a substantially effective means of addressing large achievement gaps for ELs. Additionally, students in dual language programs outperform peers on standardized tests in English. About 11 percent of TBIP students receive dual language education or bilingual education. The majority of ELs receive support through an English-as-a-Second Language (ESL) program.

Washington state currently has 55 schools in 24 districts operating dual language programs. Within the next two years, it is roughly estimated that the state will need at least 75 bilingual teachers annually to meet the demand for staffing of dual language programs. It is anticipated this annual staffing need will triple within the next five years as about 40 districts are aiming to begin or expand dual language programs.

English Language Proficiency

TBIP students are assessed annually on the ELPA21 assessment to determine progress towards English language proficiency. The ELPA21 assessment produces a proficiency status score of Emerging, Progressing or Proficient. Of the students who completed the 2016–17 annual ELPA21 assessment, 11.5 percent scored at Emerging and 72.8 percent scored at Progressing. 13.6 percent scored Proficient, necessary to exit TBIP services.

ELs who scored Emerging and Progressing will continue to receive TBIP services. The progress of these ELs will be calculated after OSPI has finalized the ESSA Accountability Framework.

Table 1: ELPA21 Test Statistics – Spring 2017

	Number	Percent
Exits Program		
Proficient – Level 3	17,754	13.60%
Qualifies for Program		
Progressing – Level 2	94,496	72.80%
Emerging – Level 1	15,012	11.50%
No Score (* includes tests that were incomplete, invalid or taken at wrong grade level. Also includes students who have qualified for but not yet transitioned out of English Learner services for whom no test is returned.	2,447	1.80%
Total	129,709	100.00%

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 2016–17 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 2016–17 assessment results for 11th grade ELs who tested on the ELPA21 and SBA show that 50.9 percent of ELs who scored Proficient (Transitional ELs) and exited TBIP services on the spring 2017 ELPA21 also met the ELA standard at or above grade level (see Table 1).

Third grade Transitional ELs met state mathematics standards at a rate of 59.5 percent, the highest rate among all Transitional ELs grade levels.

Table 2: Academic Achievement of Statewide Students and ELs Exiting TBIP in 2016–17

ELPA 21 Status	Grade in Spring 2017	Transitional Total Valid Scores on ELA	Transitional Percent Proficient in ELA	Statewide Percent Proficient in ELA	Transitional Total Valid Scores on Math	Transitional Percent Proficient in Math	Statewide Percent Proficient in Math
Proficient	3	2,635	49.7%	53.4%	2,642	59.5%	58.6%
Proficient	4	2,427	44.7%	56.0%	2,437	47.6%	55.0%
Proficient	5	1,635	41.0%	59.3%	1,643	31.8%	49.4%
Proficient	6	1,325	37.7%	56.0%	1,336	32.4%	49.0%
Proficient	7	573	45.2%	60.8%	579	33.0%	50.9%
Proficient	8	404	49.3%	59.4%	410	42.9%	48.9%
Proficient	11	116	50.9%	29.2%	198	26.3%	26.6%

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. Data can be found in the legislative appendices that reflect the data that is provided to districts in monitoring former ELs. In Tables 3 and 4 below, the state-level academic performance data is displayed for ELA and mathematics. In both subjects, EL students in the 4th year after transition outperform the ALL Students group with 73.8 percent of these students meeting the ELA standard (All Students 59.1 percent) and 58.7 percent meeting the mathematics standard (All Students 47.8 percent).

Table 3: 2016–17 State Academic ELA Assessment Results by Former Exited ELs

Test Subject	Subgroup	Subgroup Met	Subgroup Pcnt Met	Tested
ELA	Met All Students	342,683	59.1%	579,637
ELA	Met EL	8,154	14.3%	56,795
ELA	Met Upon Transition (Proficient)	4,358	45.5%	9,562
ELA	Met 1 Yr After Transition	6,791	58.1%	11,687
ELA	Met 2 Yrs After Transition	6,901	58.9%	11,705
ELA	Met 3 Yrs After Transition	5,881	68.2%	8,618
ELA	Met 4 Yrs After Transition	4,868	73.8%	6,588

Table 4: 2016–17 State Academic Mathematics Assessment Results by Former Exited ELs

Test Subject	Subgroup	Subgroup Met	Subgroup Pcnt Met	Tested
Math	Met All Students	276,912	47.8%	578,995
Math	Met EL	10,000	17.4%	57,238
Math	Met Upon Transition (Proficient)	4,217	43.9%	9,600
Math	Met 1 Yr After Transition	6,040	51.7%	11,675
Math	Met 2 Yrs After Transition	5,937	50.7%	11,690
Math	Met 3 Yrs After Transition	4,793	55.6%	8,615
Math	Met 4 Yrs After Transition	3,866	58.7%	6,584

Conclusion and Next Steps

In OSPI [Superintendent Reykdal’s six-year vision](#), he wants not only English learners, but *all* students to have access to dual language education beginning in kindergarten and extending at least through 8th grade. To support the expansion of dual language programs for TBIP-eligible students, OSPI is increasing internal and external collaborations with key partners, facilitating a statewide professional learning network for dual language practitioners, and building a strategic plan to support districts as they build dual language programs.

Click here for appendices: [2016–17 Appendices](#)

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