



REPORT TO THE LEGISLATURE

UPDATE: Transitional Bilingual Instruction Program (TBIP)

2019

Authorizing legislation: [RCW 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 2017–18 school year, 136,357 students were identified as ELs, a 1.6 percent increase from 2016–17. Enrollment was highest in urban areas in the western part of the state and in the Yakima Valley.

ELs typically are eligible for TBIP services for three to four years. Each year, TBIP students take the English Language Proficiency Assessment for the 21st Century (ELPA21) to measure their growth in English. When a student attains proficiency in English on the annual ELPA21 assessment, they exit TBIP. New in 2017–18, ELs with significant cognitive disabilities were allowed to take an alternate English language proficiency assessment, the World-Class Instructional Design and Assessment (WIDA) Alternate ACCESS for English Language Learners, to measure their annual growth. Since this was the baseline year for this assessment, growth was not measured and TBIP exit procedures will be determined in 2018–19.

About one out of every eight ELs (14.3 percent) who took the ELPA21 in 2017–18 earned a Proficient score, allowing them to transition out of the TBIP. Seventy-five percent of ELs achieved a Progressing-Level 2 score and 10.7 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 2017–18 spoke 234 different home languages. The most identified language was Spanish, spoken by 63 percent of students. While Spanish continues to be the top language other than English, districts continue to serve students who speak a diverse range of languages. The next 10 most common languages were Russian, Vietnamese, Somali, Arabic, Ukrainian, Marshallese, Korean, Tagalog, Chinese Mandarin, and Chinese – Unspecified.

Total expenditures to support English language development services across the state was \$176.4 million, of which \$158.7 million was from TBIP funding. This was a 12.5 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 is codified in the Revised Code of Washington (RCW) Chapter [28A.180](#). Rules created by the Office of Superintendent of Public Instruction (OSPI) for the

implementation of TBIP are found in Chapter [392-160](#) of the Washington Administrative Code (WAC).

Under WAC 392-160-005, a Transitional Bilingual program of instruction is defined as a system of instruction 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) Introduces concepts and information in the primary language of a student and reinforces them in the English language.”

The Transitional Bilingual Instruction Act recognized that classes taught only in English are inadequate to meet the needs of English learners (ELs). This legislation also aligns with federal civil rights and English language development legislation in Title III of the Every Student Succeeds Act (ESSA). Through TBIP legislation, all eligible English learners in Washington shall receive bilingual instruction, or an approved alternative program of English language development instruction, until the student is proficient in English.

In 2004, TBIP was amended in [RCW 28A.180.090](#) and 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 (former ELs) throughout their K–12 career.

In 2016, TBIP was amended in [RCW 28A.180.040](#) based on recommendations from the Educational Opportunity Gap Oversight and Accountability Committee (EOGOAC) and the TBIP Accountability Task Force. The amendment requires all classroom teachers assigned using funds for the TBIP to hold an endorsement in bilingual education or English language learner, or both, by the beginning of the 2019–20 school year.

Update Status

English Learners Served

In the 2017–18 school year, the TBIP served 134,850 students, a 0.60 percent increase (836 students) over the previous year. More information is as follows:

- TBIP distinct count (students counted once regardless of multiple enrollments) 136,357 – 1,507 (parent waivers) = 134,850.
- TBIP headcount (number of students enrolled on October 1, 2017) 131,956 – 1507 (parent waivers) = 130,449.

- English learners (ELs) comprised 11.7 percent of the statewide student population on October 1, 2017. This was 0.6 percentage points higher than the previous year.
- Of Washington’s 295 school districts, 236 reported EL enrollments. This was an increase of 11 districts from the previous year.

Among districts with ELs:

- Thirty-six districts enrolled more than 1,000 ELs. These districts collectively served 79 percent of all ELs enrolled in the TBIP statewide.
- Fifty-three districts enrolled 500 or more ELs.
- Eighty-seven districts enrolled fewer than 50 ELs.
- Thirty-nine districts reported fewer than 10 ELs.

Most ELs served by the TBIP were enrolled in grades K–3. This group of ELs accounted for 50.6 percent of the TBIP enrollment in 2017–18. 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 percent of total TBIP enrollment in 2017–18.

Students served by the TBIP in 2017–18 spoke 234 different home languages. The most identified language was Spanish, spoken by 63 percent of students. While Spanish continues to be the top non-English language, districts continue to serve students who speak a diverse range of languages. The next 10 most common languages were Russian, Vietnamese, Somali, Arabic, Ukrainian, Marshallese, Korean, Tagalog, Chinese Mandarin, and Chinese – Unspecified.

Length of Program Participation

In 2017–18, 14.3 percent of ELs who took the annual English Language Proficiency Assessment for the 21st Century (ELPA21) transitioned out of the TBIP by achieving a status of Proficient. The median time-in-program was 3.5 years, an increase of 0.70 year from the prior school year. ELs in grades K–2 comprised 38.4 percent of TBIP students and their average length in program was less than two years. The average length of program participation for ELs in grades 3–5 was about four years, middle school grades 6–8 was over five years, and high school grades 9–12 was over four years.

Expectations, Monitoring, and Stakeholder Engagement

Staff at the Office of Superintendent of Public Instruction (OSPI) have focused on strengthening interagency collaborations and technical assistance to districts to support educators serving ELs. Staff provide districts with student outcome data, disaggregated by years in the TBIP, and years exited from the program so districts can more easily analyze their

data and evaluate the effectiveness of their program. Staff also support districts in data reviews and propose changes to instructional models to more effectively serve all eligible ELs.

In response to feedback received from the TBIP Accountability Task Force (2015), the Educational Opportunity Gap Oversight and Accountability Committee (EOGOAC) Annual Report (2018), the OSPI Bilingual Education Advisory Committee, the annual OSPI survey of district teachers and administrators who serve English learners, and input from families and students, the OSPI-hosted professional learning opportunities have increased for educators to:

- prioritize, build, and expand K–12 dual language programs for ELs;
- 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 included in-person workshops several times a year, learning walks through dual language schools, monthly webinars, 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 125,930 TBIP-eligible students. In the 2017–18 school year, the TBIP reported a 3.1 percent increase in students identified for services as compared to the previous school year. Over the 2017–18 school year, TBIP funds provided an average allocation of \$1,008 per eligible EL and \$633 per former EL who exited the TBIP within the past two years. Total expenditures to support English language development services across the state was \$176.4 million, of which \$158.7 million was from TBIP funding. This was a 12.5 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 2017–18 school year, districts reported contributing approximately \$17.7 million beyond TBIP funding to provide English language instruction to ELs.

In 2017–18, nearly all 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 2017–18 school year, 4,000 individual staff members provided instruction and support through the TBIP. Instructional paraeducators represented approximately 48 percent of the

total full-time equivalencies, which is the same percent as the previous year. [RCW 28A.180.040](#) requires all classroom teachers assigned using funds for the TBIP to hold an endorsement in bilingual education or English language learner, or both, by the beginning of the 2019–20 school year. As of January 2019, 88 percent of certificated staff funded by TBIP hold an English language learner or bilingual education endorsement. Nothing in state law encourages districts to use TBIP funds to hire certificated staff rather than paraeducators, so districts stretch funds and rely on paraeducators to provide the TBIP supplemental instruction to ELs. Effective supervision of paraeducators and TBIP service coordination by certificated staff with expertise in serving ELs is essential to achieving positive student outcomes.

Dual language is the priority educational program model for ELs who are eligible for TBIP services. Research indicates dual language models are substantially more effective in realizing higher academic achievement for ELs and the strongest instructional model for closing opportunity gaps for ELs. Additionally, students in dual language programs outperform peers on standardized tests in English. About 9.3 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 or through sheltered English instruction.

Washington state currently has 75 schools in 37 districts operating dual language programs. This is an increase of 20 schools, or 26 percent, with an additional 13 districts beginning dual language education designed for English learners and Native American students. Within the next two years, it is estimated that the state will need at least 75–100 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 100 districts are aiming to begin or expand dual language programs.

English Language Proficiency

Students in the TBIP are assessed annually on the ELPA21 to determine progress toward English language proficiency. New in 2017–18, ELs with significant cognitive disabilities were allowed to take an alternate English language proficiency assessment, the World-Class Instructional Design and Assessment (WIDA) Alternate ACCESS for English Language Learners, to measure their annual growth. Since this was the baseline year for this assessment, growth was not measured and TBIP exit procedures will be determined in 2018–19.

When a student achieves English proficiency on the annual ELPA21 assessment, they exit the TBIP. During the following two years, the former EL is monitored and supported with additional content-based language support. Former ELs may re-qualify for TBIP services if the school and family determine additional English language development is necessary for school success.

ELPA21 was first used in 2015–16 and resulted from the adoption of the [English Language Proficiency Standards](#) in December 2013. The WIDA Alternate ACCESS was adopted in 2017–18 to comply with Title I, Part A and Title III of the federal Every Student Succeeds Act (ESSA). The WIDA Alternate ACCESS was developed to align with Common Core State Standards, the Next Generation Science Standards, and aligns to the WIDA English Language Proficiency Standards which crosswalk with our adopted English Language Proficiency Standards.

The ELPA21 produces a proficiency status score of Emerging-Level 1, Progressing-Level 2, or Proficient-Level 3. Of the students who completed the 2017–18 annual ELPA21 (124,567 total, which is 91.4 percent of the state’s ELs), 10.7 percent scored at Emerging and 75.0 percent scored at Progressing. In addition, 14.3 percent scored Proficient, necessary to exit TBIP (see Table 1).

English learners who scored Emerging and Progressing will continue to receive TBIP services. The progress of these ELs will be calculated after ELPA21 develops a vertical score scale, WIDA Alternate ACCESS exit procedures are established, and OSPI has finalized the [English Learner Progress](#) measure for ESSA accountability in the Washington School Improvement Framework and in Washington’s ESSA Consolidated Plan.

Table 1: 2018 ELPA21 Annual Assessment Statistics

| Proficiency Level | Student Count | Percent |
|--|---------------|---------|
| Proficient – Level 3 (Transitions from TBIP) | 17,817 | 14.3% |
| Progressing – Level 2 (Continues in TBIP) | 93,425 | 75.0% |
| Emerging – Level 1 (Continues in TBIP) | 13,325 | 10.7% |
| Total Students Tested | 124,567 | 100% |

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 2017–18 school year, the SBA was used to measure student performance in mathematics and English language arts (ELA) for grades 3–8. English learners 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 2017–18 assessment results for ELs who scored Proficient on the ELPA21 and also met or exceeded the ELA and mathematics standards are noted for each grade tested in Table 2.

The highest achievement rate was tenth grade ELs who achieved Proficient and met or exceeded state ELA standards at a rate of 73 percent.

Table 2: ELA and Math Achievement for ELs Exiting TBIP in 2017–18 and State Average

| Grade Level of EL Attaining Proficient on ELPA21 | Met or Exceeded Standard in ELA | Percent Met or Exceeded Standard in ELA | Statewide Met or Exceeded Standard in ELA | Met or Exceeded Standard in Math | Percent Met or Exceeded Standard in Math | Statewide Met or Exceeded Standard in Math |
|--|---------------------------------|---|---|----------------------------------|--|--|
| 3 | 1096 | 53.5% | 55.5% | 1225 | 59.9% | 57.5% |
| 4 | 1126 | 46.4% | 57.3% | 1091 | 44.9% | 53.8% |
| 5 | 657 | 36.6% | 59.2% | 527 | 29.2% | 48.5% |
| 6 | 369 | 34.5% | 55.9% | 362 | 33.5% | 48.3% |
| 7 | 313 | 52.4% | 59.7% | 221 | 36.9% | 49.0% |
| 8 | 225 | 46% | 59.0% | 192 | 38.7% | 47.5% |
| 10 | 263 | 73.0% | 69.6% | 123 | 34.6% | 40.6% |

Academic Achievement of Former English Learners

[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 appendices to this report reflect the data that is provided to districts in monitoring students who have attained English proficiency and have transitioned from TBIP, referred to as former ELs.

In Tables 3 and 4 below, the state level academic performance data is displayed for ELA and mathematics. In both subjects, former ELs outperform the ‘All Students’ group with the exception of the first year after transition group on ELA. Former ELs in the fourth year of transition from the TBIP significantly outperform the ‘All Students’ group with 74.1 percent meeting or exceeding ELA standards compared to 59.4 percent. Similarly, for mathematics,

former ELs in the fourth year of transition outperform the 'All Students' group at a rate of 59.8 percent meeting or exceeding standards compared to 49.4 percent.

Table 3: 2017–18 ELA Achievement of Former ELs and State Average

| Student Group | Met or Exceeded Standard | Percent Met or Exceeded Standard | Tested |
|----------------------------------|--------------------------|----------------------------------|---------|
| Met All Students | 454,582 | 59.4% | 765,290 |
| Met EL | 8,157 | 14.4% | 56,696 |
| Met Upon Transition (Proficient) | 4,049 | 46.0% | 8,790 |
| Met 1 Year After Transition | 7,144 | 57.3% | 12,460 |
| Met 2 Years After Transition | 8,315 | 65.7% | 12,656 |
| Met 3 Years After Transition | 7,969 | 68.6% | 11,610 |
| Met 4 Years After Transition | 5,332 | 74.1% | 7,193 |

Table 4: 2017–18 Mathematics Achievement of Former ELs and State Average

| Student Group | Met or Exceeded Standard | Percent Met or Exceeded Standard | Tested |
|----------------------------------|--------------------------|----------------------------------|---------|
| Met All Students | 352,459 | 49.4% | 713,479 |
| Met EL | 9,358 | 16.1% | 58,016 |
| Met Upon Transition (Proficient) | 3,741 | 42.5% | 8,807 |
| Met 1 Year After Transition | 6,252 | 50.2% | 12,455 |
| Met 2 Years After Transition | 6,854 | 54.2% | 12,637 |
| Met 3 Years After Transition | 6,478 | 56.0% | 11,572 |
| Met 4 Years After Transition | 4,287 | 59.8% | 7,165 |

Conclusion and Next Steps

In state [Superintendent Reykdal's six-year vision](#), one of his priorities is that not only English learners, but all students, have access to dual language education beginning in kindergarten and extending at least through the eighth grade. To prioritize dual language as the TBIP model, staff at the Office of Superintendent of Public Instruction have convened statewide stakeholders to develop a framework for state-approved dual language programs designed for English learners and Native American students. Staff will continue to focus support on the development of high-quality dual language programs for TBIP-eligible students by:

- Increasing internal and external collaborations with key partners.
- Facilitating dialog to move toward the development of assessments in native languages.
- Providing a statewide professional learning network for dual language practitioners.
- Creating an online repository of classroom materials in various languages.
- Adopting Spanish language arts standards and English and Spanish language proficiency standards to support biliteracy development in dual language programs.

References

Educational Opportunity Gap Oversight and Accountability Committee (EOGOAC) Annual Report (2018), [RCW 28A.300.136](#), Recommendations and Status of English Language Learner Accountability, p. 31: http://www.k12.wa.us/WorkGroups/EOGOAC/pubdocs/EOGOAC-2018_LegislativeReport.pdf.

English Language Proficiency Assessment for the 21st Century (ELPA21): <http://www.elpa21.org/>.

TBIP Accountability Task Force Report (2015), [ESSB 6002 Section 501\(y\)](#), http://www.k12.wa.us/Workgroups/TBIP/pubdocs/TBIPTaskForce_Report2015.pdf.

Transitional Bilingual Instruction Act (1979), Revised Code of Washington Chapter 28A.180: <https://apps.leg.wa.gov/rcw/default.aspx?cite=28A.180>. Washington Administrative Code, rules for the implementation of TBIP, Chapter 392-160 WAC: <https://apps.leg.wa.gov/WAC/default.aspx?cite=392-160>.

Washington School Improvement Framework: http://reportcard.ospi.k12.wa.us/SchoolIndex_2018.aspx. English Learner Progress measure: <http://www.k12.wa.us/ESEA/ESSA/pubdocs/10WSIFEnglishLearnerProgress.pdf>.

Washington's ESSA Consolidated Plan: <http://www.k12.wa.us/ESEA/ESSA/pubdocs/ESSAConsolidatedPlan-Final.pdf>.

World-Class Instructional Design and Assessment (WIDA) Alternate ACCESS for ELLs: <https://wida.wisc.edu/assess/alt-access>.

APPENDICES

Appendices with 2017–18 TBIP Information and Data

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Source: 2017–18 TBIP Appendices, ELPA21 Performance

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Source: 2017–18 TBIP Appendices, ELPA21 and SBA Performance

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Source: 2017–18 TBIP Appendices, ELPA21 and SBA Performance



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