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UPDATE: Transitional Bilingual Instruction Program (TBIP)

2013–14

Authorizing legislation: [RCW 28A.180.020](#)

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

Migrant and Bilingual Education

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Special Programs and Federal Accountability

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Executive Summary

The Transitional Bilingual Instruction Act of 1979 ([RCW 28A.180](#)) provides for the Transitional Bilingual Instruction Program (TBIP) to meet the needs of children who come from homes where English is not the primary language spoken. In 2013–14, English Language Learners (ELLs) represented 110,579 students identified for service statewide, an increase of 5,539 students (5.3 percent) from the previous year. Enrollments continue to be concentrated in the urban areas along the Interstate 5 corridor and in rural areas such as the Yakima Valley.

TBIP provides temporary English language instructional support services until eligible English Language Learners develop English language skills sufficient to meet the exit criteria established by the state. The Washington English Language Proficiency Assessment (WELPA) measures ELLs English language proficiency in reading, writing, listening, and speaking and is administered to currently eligible TBIP students annually during February and March. Results from this assessment determine a student's continued eligibility or transition from TBIP. Approximately 12.2 percent of English Language Learners taking the annual assessment transitioned out of the TBIP in 2013–14, an increase of 0.8 percentage points over the previous year.

The median number of years of time-in-program for English Language Learners before transitioning out of the program has increased from 2.78 years in 2012–13 to 3.05 years in 2013–14. 72.1 percent of ELLs made progress as measured by comparing students' WELPA results from 2013–14 to their previous results toward English proficiency, an increase of 0.6 percent from the previous year.

A total of 219 languages were represented in Washington schools during the 2013–14 school year. Spanish was the most common non-English home language, spoken by 67.4 percent of ELLs. The next nine most common languages were Russian, Vietnamese, Somali, Chinese, Ukrainian, Arabic, Tagalog, Korean, and Marshallese, spoken by 19 percent of TBIP students.

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 program 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.

The 2013–15 Operating Budget ([Third Engrossed Senate House Bill 5034 –Section 514](#)) provides additional funding for transitional academic support for the first two years after a student exits the program. Tables 1 and 2 below provide the first year of data collected to evaluate the academic results of this new set of targeted students.

Table 1 shows the percent of students who passed the state assessments for the 3rd through 8th grade cohort of students who exited ELL programs in 2013 and who took grade level content assessments in both 2013 and 2014. Table 2 also shows data for 2013 and 2014, but the data for

each year represents a cumulative assessment pass rate in that content area for 10th grade students in the cohort exiting ELL.

Table 1: 3rd through 8th grade students who transitioned in 2012–13

Students Who Exited TBIP in 2012–13 SY	Reading % Met Standard			Math % Met Standard			Writing % Met Standard			Science % Met Standard			Reading Median SGP	Math Median SGP
	Total Tested	2013	2014	Total Tested	2013	2014	Total Tested	2013	2014	Total Tested	2013	2014	2014	2014
3rd	689	80.6	73.5	690	67.3	64.7								
4th	431	72.6	71.4	432	62.7	62.5	756	61.5					44	48
5th	745	59.3	69.3	744	56	55.1				1284	50.1		55	43
6th	499	48.4	47.8	505	40.5	39							59	55
7th	410	44.3	59.5	411	47.2	42	657	58.2					56	47
8th	758	37.7		765	33.9					763	31.4		66	53

* Blank Cells: Grades Not Tested in the Subject.

Table 2: 10th grade students who transitioned in 2012–13

Students Who Exited TBIP in 2012–13 SY	Reading % Met Standard			Math % Met Standard			Writing % Met Standard			Science % Met Standard			Reading Median SGP	Math Median SGP
	Total Tested	2013	2014	Total Tested	2013	2014	Total Tested	2013	2014	Total Tested	2013	2014	2014	2014
10th	501	66.7	74.5	290	32.8	42.1	493	69.8	80.7	434	36.4	46.5	63	46

Background

When students with little or no previous exposure to the English language enter the public school system, they are often unable to fully benefit from content instruction provided in English and may experience a high risk of academic failure unless the necessary language support is provided. The state’s Transitional Bilingual Instruction Program, which is codified in [RCW 28A.180](#), provides additional instructional supports to assist English Language Learners in acquiring the English proficiency necessary to access mainstream curriculum and assessments. [Chapter 392-160 WAC](#) authorizes OSPI to create rules for implementation of the TBIP. In the 2013–14 school year, the state’s TBIP reported a 5.3 percent increase in students identified for services as compared to the previous school year.

[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.

Update Status

The 2013–15 Operating Budget ([Third Engrossed Senate House Bill 5034 –Section 514](#)) provides additional funding for transitional academic support for the first two years after a student exits the program. This report provides data (see Tables below) to evaluate student achievement of this new set of targeted students.

In 2012–13 district data entry moved from the Migrant Student Data and Recruiting (MSDR) system in Sunnyside, WA to OSPI's centralized Comprehensive Education Data and Research System (CEDARS). In 2012–13 adjustments were made to counts reported through the new system to account for identified errors in reporting. For the 2013–14 report, data was only drawn from CEDARS. As with any system transfer, care should be taken in interpreting changes from previous years that may be due to the change in reporting systems between 2012–2014.

Program Funding and Expenditures

In addition to basic education funding provided for all students, districts receive additional TBIP state funds to provide supplemental instruction to support language development for ELLs. Funding to districts was based on an October through June average headcount of 99,577 TBIP eligible students. The state TBIP provided an average allocation of \$937.10 per eligible student over the 2013–14 school year. Total expenditures to support ELL programs across the state was \$111 million, of which \$88.3 million were from state TBIP funding. This was an 11.4 percent increase in TBIP total expenditures from the previous year.

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.

In the 2013–14 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. A total of 20 percent of statewide program expenditures reported were supplemental to state TBIP funding.

Staffing and Instruction

In the 2013–14 school year, 3,112 individual staff members provided instruction and support through the state's TBIP. The number of instructional staff charged to the TBIP budget decreased slightly from the previous year, however Full-Time Equivalents (FTE) increased by 2.5 percent. The number of certified teachers decreased by 4.8 percent, while the number of classified instructional aides increased by 2.0 percent from the previous year.

Instructional aides represented about 47 percent of the total TBIP FTEs in the 2013–14 school year, an increase of 1.8 percent from the previous year. Instructional aides continue to provide a significant amount of the instructional support to ELLs. Therefore, effective supervision of instructional aides and coordination of program services are essential to student outcomes. It is important to note that Washington state has legislated a transitional bilingual instruction program because students perform better when provided more intensive instruction in their primary language. In the 2013–14 school year, only 14 percent of TBIP eligible students received instruction in their primary language. Thus, for the majority of ELLs, their instructional program is more accurately defined as an English as a Second Language (ESL) program with instruction provided only in English.

Students Served

In the 2013–14 school year, the TBIP served 109,493 students, a 5.3 percent increase (5,539 students) over the previous year. The nine month average number of ELLs funded for TBIP was 101,926. Student numbers in this report reflect the following:

- Distinct Count (Students counted only once regardless of multiple enrollments) 110,579–1,184 (parent waivers) = 109,395 Head Count (Number of students enrolled on October 1) 100,441–864 (parent waivers) = 99, 577.
- In the 2013–14 school year, ELLs served in the TBIP comprised 9.7 percent of the statewide student population on October 1, 2013. This was 0.6 percentage points higher than the previous year. Since 2005–06, the number of ELLs served by TBIP in the state has increased by 32.6 percent.
- Of Washington’s 295 districts, 205 reported ELL enrollments in the 2013–14 school year, 2 more districts than the previous year.

Among districts with ELL students:

- Twenty-seven districts had an ELL headcount of at least 25 percent of their total student population.
- Thirty districts enrolled more than 1,000 ELLs. These districts collectively served 72 percent of all ELLs enrolled in the TBIP statewide. Thirteen districts reported an increase of 10–15 percent.
- Forty-seven districts enrolled 500 or more ELL students.
- Fifty-six districts enrolled fewer than 50 ELL students.
- Fifteen districts reported fewer than 10 ELLs.

Most ELLs served by the TBIP were enrolled in grades K–3. This accounted for 55.9 percent of the ELL enrollment in the 2013–14 school year. 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 students represented nearly 25 percent of total ELL enrollment in 2013–14.

Languages Spoken

Students served by the TBIP program in 2013–14 spoke 219 different home languages. The most identified language was Spanish, spoken by 67.4 percent of students. The next most common languages were Russian, Vietnamese, Somali, Chinese, Ukrainian, Arabic, Tagalog, Korean, or Marshallese, spoken by 19 percent of TBIP students.

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.

Among the 219 languages, 103 of them were each spoken by fewer than 10 students state-wide. The 10 most common languages were each spoken by 1,000 or more students. Among language groups with more than 100 students, the largest increase from 2012–13 was in the number of students speaking Spanish, and the greatest decrease was in the number of students speaking Korean. In 59 districts, 95 percent or more of ELLs identified Spanish as their primary language.

Length of Program Participation

In 2013–14, 15.4 percent of TBIP students left during the school year, an increase of 0.7 percentage points from the previous year. Seventy-eight percent of those leaving the program either transitioned out of the program via the annual WELPA or graduated from high school prior to meeting the transitional (exit) level. Nineteen percent of those leaving the program either dropped out or left for unknown reasons. Three percent who left the program were determined to have Special Education needs rather than English language limitations.

Less than half (48 percent) of the exiting TBIP students were in the program for less than three years. Both the median and mean amount of time students were served increased during the 2013–14 school year. The median time-in-program for English Language Learners upon transition has increased from 2.78 years in 2012–13 to 3.05 years in 2013–14. As measured by comparing students' WELPA results from 2013–14 to their previous results, 72.1 percent of ELLs made progress toward English language proficiency, an increase of 0.6 percent from the previous year.

English Language Proficiency

Of the 103,403 TBIP-eligible students who took the spring 2014 WELPA, 99 percent (102,260 students) completed all four parts of the test and received an overall composite score. The percent of tested students (12,728) who met the Transitional Performance Level and exited TBIP services was 12.3 percent. This was an increase of 814 students over the 2012–13 school year, representing a 9 percent increase in the number who transitioned.

Of the 76,849 TBIP students in 2013–14 who had a WELPA score from the prior year, students scoring at a Level 1 (Beginning English) showed the greatest gains, followed closely by Level 2

(Intermediate English). Level 3 (Advanced English) showed the lowest percentage of students making progress from the previous year.

English Proficiency and Academic Performance

Washington's statewide academic assessments, the Measurements of Student Progress (MSP), High School Proficiency Exam (HSPE) and the End-of-Course (EOC) math and science exams measure levels of a student's academic performance against specific statewide performance standards. ELLs taking the statewide assessments who do not yet have the English language skills needed to understand the reading texts or test questions, or to respond effectively in English, are at a disadvantage on these assessments.

The 2013–14 assessment results for ELLs who tested on both the WELPA and the MSP/HSPE show that 64.7 percent of ELLs who transitioned from TBIP services on the Spring 2014 WELPA also met the MSP/HSPE reading standard at or above grade level; 65.5 percent met their grade-level writing standard; 52.4 percent met the math standard; and 45.1 percent met the science standard.

In MSP/HSPE reading, students who scored Level 4 on the 2014 WELPA were close to the state percent of students meeting standard in 3rd and 8th grades and below the percentage of students meeting standard in 5th, 7th and 10th grades. At transition, the percent meeting standard for Level 4 students was 14.4 percentage points below the percent meeting standard for all students in reading.

In MSP/HSPE writing, the current Transitional Level 4 students were near the percent of students meeting standard in 4th and 7th grades and just below the percent of students meeting standard in 10th grade. At transition, the percent meeting standard for Level 4 students was 18.2 percentage points below the average for all students in writing.

In MSP/HSPE mathematics, Transitional Level 4 students were closer to the state percent of students meeting standard in 10th grade and below the percentage of students meeting standard in 3rd, 4th, 6th and 7th grades. Among 10th grade students, the current students at Transitioned Level 4 students who completed the required math courses and took the End of Course exams were significantly more likely to meet state standard on the HSPE than the average for all students. Overall, the 2014 Transitional Level 4 students were an average of 14.4 percentage points below the state average in math.

In MSP/HSPE science, Transitional Level 4 students were closer to the state average in 10th grade and further behind in 5th grade. The overall average for Transitional Level 4 students was 11.7 percentage points below the average for all students in science.

Educational Experience of Former ELLs

[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.

Table 3 shows the median Student Growth Percentile (SGP) and the percent of students meeting the state academic standards for math and reading on the statewide academic assessments (MSP and HSPE) during 2013–2014. For more information on SGP calculation, see:

<http://www.k12.wa.us/assessment/StudentGrowth.aspx>.

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

- All Students includes every student in Washington State public schools.
- Never ELLs are students who have never been identified as English Language Learners in Washington State.
- Ever ELLs are students who are currently or ever have been eligible for TBIP services in Washington State.
- Current ELLs are students eligible for TBIP services during the current school year (2013–14), with L1-L3 and L4 indicating language proficiency levels as determined on the spring 2014 WELPA.
- Former ELLs are those who transitioned on the annual WELPA one, two, three, or more years prior to 2013–14.

Table 3: English Language Proficiency Typology

	Reading				Math			
	Median SGP	Total Students	% Met Standard	Total Students	Median SGP	Total Students	% Met Standard	Total Students
All Students	52	289,408	75.2	372,518	46	226,239	60.9	290,579
Never ELL	52	234,181	78.3	299,965	46	180,440	64.2	232,383
Ever ELL	51	55,227	57.0	72,553	46	45,799	47.9	58,196
Current-ELL	46	18,971	30.9	30,503	42	17,474	27.4	26,023
Current L1-L3	44	16,091	24.5	25,872	41	14,941	22.3	22,148
Current L4	57	2,880	66.6	4,631	53	2,533	57.1	3,875
1st Year post L4	56	3,031	72.0	4,351	50	2,778	59.9	3,910
2nd Year post L4	53	3,209	74.5	4,430	48	2,804	65.7	3,898
>2 Years Post L4	55	25,790	81.9	27,608	48	19,978	70.1	20,945

Information based on Spring 2014 administrations of MSP and HSPE Math and Reading assessments.

The difference in total students between 2012–13 and 2013–14 is due to the Smarter Balanced field tests. The student counts in this table are based on the number of students who received scores for state assessments. Approximately one-third of students statewide took Smarter Balanced field tests and therefore didn't receive state assessment scores.

The table above also accounts for a cohort of 4,226 students who:

- Took the WELPA between 2004 and 2013 but did not transition;

- Took the MSP/HSPE in 2014, but not take the WELPA in 2014;
These students represent the difference between current/transitioned ELLs and those who are included in the Ever ELL category.

Current ELLs who are not yet English proficient (L1–L3) are far below the state academic average when compared to Never ELLs on state math and reading assessments (MSP and HSPE). Current ELLs made gains on state academic assessments at a pace much slower than their Never ELL counterparts. Once ELLs gain proficiency in English (and become a Current ELL L4), a much higher percentage begin meeting state standards. While still well below overall statewide passing rates upon transition, they have higher academic growth than any other English Language Proficiency (ELP) type, including Never ELLs. During the years following transition, this rate of increase gradually slows, while still exceeding the pace of Never ELLs.

Next Steps

The 2013–15 Operating Budget ([Third Engrossed Senate House Bill 5034—Section 514](#)) provides additional funding for academic support for the first two years after a student exits the TBIP program. This is the first year that data could be collected on the impact that additional support for transitioned students has had relative to academic gains on state assessments. The two tables below provide data to evaluate the academic results of this new set of targeted students. The third through 8th grade table shows the cohort of students who exited ELL programs in 2013 and who took grade level content assessments in both 2013 and 2014. The 10th grade table represents the percentage of the students in the cohort who passed the 10th grade content area assessment in either the year 2013 or the year 2014; it is a cumulative pass rate for this cohort.

3rd through 8th grade students who transitioned in 2012–13

Students Who Exited TBIP in 2012–13 SY	Reading % Met Standard			Math % Met Standard			Writing % Met Standard			Science % Met Standard			Reading Median SGP	Math Median SGP
	Total Tested	2013	2014	Total Tested	2013	2014	Total Tested	2013	2014	Total Tested	2013	2014	2014	2014
3rd	689	80.6	73.5	690	67.3	64.7								
4th	431	72.6	71.4	432	62.7	62.5	756	61.5					44	48
5th	745	59.3	69.3	744	56	55.1				1284	50.1		55	43
6th	499	48.4	47.8	505	40.5	39							59	55
7th	410	44.3	59.5	411	47.2	42	657	58.2					56	47
8th	758	37.7		765	33.9					763	31.4		66	53

* Blank Cells are: Grades Not Tested in the Subject.

The table above shows the academic results of the first cohort of exiting ELL students for which districts received financial support. The 3rd through 8th grade cohort of students is defined as follows:

- All of the cohorts only include students that transitioned during the 2012–13 school year on the WELPA assessment (received an L4).
- Students tested in both in the 2012–13 school year and in the 2013–14 school year for the subject noted. Where a subject (e.g., writing and science) is not tested for two consecutive grade levels, only those students testing in the 2012–13 school year are included.

10th grade students who transitioned in 2012–13

Students Who Exited TBIP in 2012–13 SY	Reading % Met Standard			Math % Met Standard			Writing % Met Standard			Science % Met Standard			Reading Median SGP	Math Median SGP
	Total Tested	2013	2014	Total Tested	2013	2014	Total Tested	2013	2014	Total Tested	2013	2014	2014	2014
10th	501	66.67	74.45	290	32.76	42.07	493	69.78	80.73	434	36.41	46.54	63	46

10th grade has a slightly different interpretation as students do not retake the 10th grade exams in subsequent grades if they have already passed the exams. For this reason, from 2012–13 to 2013–14 the cumulative percent met standard is provided. The 10th grade cohort of students is defined as follows:

- Tenth grade cohort includes students that transitioned during the 2012–13 school year on the WELPA assessment (received an L4).
- In the 2012–13 school year, these students took the 10th grade Reading HSPE, and 66.67 percent of the students met the standard.
- In the 2013–14 school year, students who had not passed the 10th grade Reading HSPE retook the test. An additional 7.78 percent of the students passed the exam, making the cumulative percent met standard for the cohort 74.45 percent.

In 2014–15 new sets of baseline data will be collected using the new Smarter Balanced assessment. There is no concordance between previous state assessments and the Smarter Balanced assessment. For this reason, in the next legislative TBIP report, the Agency will only supply new baseline data for students who have transitioned from TBIP and for whom districts receive additional funding allocations from the 2013–15 Operating Budget.

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