



REPORT TO THE LEGISLATURE

UPDATE: Transitional Bilingual Instruction Program (TBIP)

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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

In 2014–15, 119,844 students in Washington were English Language Learners (ELLs). This was an 8.2 percent increase from the previous year. Nearly all of these students (118,526) were enrolled in the Transitional Bilingual Instruction Program (TBIP). Enrollment was highest in urban areas along Interstate 5 and in rural areas like the Yakima Valley.

TBIP provides funding for districts to serve ELLs until they pass the Washington English Language Proficiency Assessment (WELPA). The test is administered annually to TBIP students. Results from this assessment determine a student's eligibility for TBIP.

In 2014–15, 16.8 percent of ELLs who took the WELPA transitioned out of TBIP. This was an increase of 27 percent from last year. This increase was likely due to clearer directions and improved rubrics. These changes most benefited students close to proficiency.

In December 2013, Washington adopted the English Language Proficiency (ELP) Standards that aligned with the Common Core State Standards. As a result of this change, we needed an English language proficiency assessment that aligned to the new standards. The 2014–15 school year was the last year we used the WELPA. In 2015–16, districts will begin using the English Language Proficiency Assessment for the 21st Century (ELPA21). The ELPA21 (<http://www.elpa21.org>) is aligned with ELP Standards (<http://www.k12.wa.us/MigrantBilingual/pubdocs/ELP/WA-ELP-Standards-K12.pdf>).

The ELPA21 does not have scoring alignment with the current WELPA. New baselines for transition rates for ELLs will be established in the 2015–16 school year.

Overall ELLs spent slightly more time in TBIP and made more progress towards proficiency in 2014–15. The median number of years in TBIP increased from 3.05 to 3.46. The rate of progress towards proficiency increased from 72.1 to 78.1 percent.

There were 215 home languages spoken by Washington students in 2014–15. Spanish was the most common non-English home language, spoken by 67.3 percent of ELLs. The next ten most common languages were Russian, Vietnamese, Somali, Chinese, Arabic, Ukrainian, Tagalog, Korean, Marshallese, and Punjabi.

The state increased funding for TBIP 11.8 percent to \$98.6 million in 2014–15. Salaries and benefits of district and building instructional staff accounted for 94 percent of spending. Teacher and instructional aide staffing increased by 7.1 and 0.9 percent respectively.

The 2015–16 Operating Budget ([ESSB 6052- Section 514](#)) provides new funding to support students after they transition out of TBIP. Students may receive support through TBIP for up to two years after they exit. OSPI will use data to evaluate the impact of this new spending.

Background

When linguistically diverse learners enter the public school system, language supports funded through TBIP provide students with equitable access to content instruction in English.

The state's Transitional Bilingual Instruction Program, which is codified in Chapter [28A.180 RCW](#), provides these instructional supports to assist English Language Learners in acquiring the English proficiency necessary to access standards-based curriculum and assessments. This RCW also authorizes OSPI to create rules for implementation of the TBIP. The rules can be found in [Chapter 392-160 WAC](#).

[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.

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 ELLs. Funding to districts was based on a September through June average headcount of 109,511 TBIP eligible students. In the 2014-15 school year, the state's TBIP reported an 8.4 percent increase in students identified for services as compared to the previous school year. The state TBIP provided an average allocation of \$1,000 per eligible student over the 2014-15 school year. Total expenditures to support ELL programs across the state was \$124 million, of which \$98.6 million were from state TBIP funding. This was an 11.7 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 2014-15 school year, districts reported contributing approximately \$25 million beyond state TBIP funding to provide English language instruction to ELLs.

In the 2014-15 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 6.2 percent of statewide program expenditures reported were supplemental to state TBIP funding.

Staffing and Instruction

In the 2014-15 school year, 3,273 individual staff members provided instruction and support through the state's TBIP. The number of instructional staff charged to the TBIP budget increased slightly from the previous year, and FTE increased by 8 percent. The number of certified teachers increased by 7.1 percent, while the number of classified instructional aides increased by 0.9 percent from the previous year.

Instructional aides represented about 45.6 percent of the total TBIP FTEs in the 2014–15 school year, a decrease of 1.4 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. In addition, Washington State continues to support dual language bilingual instructional models based on research that demonstrates students perform better when provided more intensive instruction in their primary language. In the 2014–2015 school year, 11 percent of TBIP eligible students received content instruction in their primary language. The majority of ELLs receive support through an English-as-a-Second Language (ESL) program.

Students Served

In the 2014–15 school year, the TBIP served 118,526 students, a 7.6 percent increase (9,033 students) over the previous year:

- Distinct Count (students counted only once regardless of multiple enrollments during the 2014–15 school year) 119,844 – 1,318 (parent waivers) = 118,526.
- Headcount (number of students enrolled on October 1) 110,772 – 1,034 (parent waivers) = 109,738.
- In the 2014–15 school year, ELLs served in the TBIP comprised of 10.2 percent of the statewide student population on October 1, 2014. This was 0.5 percentage points higher than the previous year. Since 2005–06, the number of ELLs served by TBIP in the state has increased by 22 percent.
- Of Washington’s 295 districts, 201 reported ELL enrollments in the 2014–15 school year, 4 fewer districts than the previous year.

Among districts with ELL students:

- Twenty eight districts had an ELL headcount of at least 25 percent of their total student population.
- Thirty-three districts enrolled more than 1,000 ELLs. These districts collectively served 76 percent of all ELLs enrolled in the TBIP statewide. Ten of these districts reported an enrollment increase of 10 percent or more since 2013–14.
- Forty-nine districts enrolled 500 or more ELL students.
- Fifty-eight 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 53.6 percent of the ELL enrollment in the 2014–15 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 24 percent of total ELL enrollment in 2014–15.

Languages Spoken

Students served by TBIP in 2014–15 spoke 215 different home languages. The most identified language was Spanish, spoken by 67.3 percent of students. The next ten most common languages were Russian, Vietnamese, Somali, Chinese, Arabic, Ukrainian, Tagalog, Korean, Marshallese, and Punjabi spoken by 21 percent of TBIP students.

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

Among the 215 languages, 99 were each spoken by ten or fewer students statewide. The ten 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 Nepali. In 63 districts, 95 percent or more of ELLs identified Spanish as their primary language.

Length of Program Participation

In 2014–15, TBIP exit code data indicated that 18.4 percent of eligible students stopped receiving TBIP services. Of the ELLs leaving the program:

- Eighty-five percent exited by achieving the Transitional Performance level on the annual WELPA, an increase of 7 percent over the previous year.
- Two percent graduated prior to meeting the Transitional Performance level on the WELPA.
- One and a half percent were determined to have special education needs rather than English language limitations.
- Fifteen percent either dropped out or left for unknown reasons, a decrease of 4 percent from the previous year.

Less than half (49 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 2014–15 school year. The median time-in-program for English Language Learners upon transition has increased from 3.05 years in 2013–14 to 3.46 years in 2014–2015. Although ELLs were spending more time in TBIP, 78.1 percent made progress toward English language proficiency as measured by the WELPA. This was an increase of 5.9 percent from the previous year.

The 2014–15 academic year was also the last year the state implemented the annual WELPA. Beginning in February 2016 Washington school districts will administer the English Language Proficiency Assessment for the 21st Century (ELPA21). For more information on ELPA21 see: <http://www.elpa21.org>. The ELPA21 assessment is aligned with Washington’s English Language Proficiency (ELP) Standards which were adopted in December 2013. For more information on the ELP Standards see: <http://www.k12.wa.us/MigrantBilingual/pubdocs/ELP/WA-ELP-Standards-K12.pdf>.

The ELPA21 assessment does not have concordance with the WELPA assessment. In the 2015–16 TBIP legislative report, new baselines for transition rates for ELLs in Washington’s K–12 public schools will be established.

English Language Proficiency

Of the 111,134 TBIP eligible students who took the spring 2014 WELPA, 98.4 percent (109,343 students) completed all four parts of the test and received an overall composite score. Of the tested students 16.8 percent (18,721) met the Transitional Performance level (Level 4) necessary to exit TBIP services, representing an increase of 4.5 percent over the previous year.

Students who had a WELPA score from the previous year of a Level 1 (Beginning English) showed the greatest gains, followed by students who had a Level 2 (Intermediate English) and then students who had a Level 3 (Advanced English). As the state implements the new ELPA21 assessment in 2015–16, new baselines for proficiency and transition rates for ELLs in Washington’s K–12 public school will be established.

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 2014–15 the SBA was used to measure student performance in mathematics and English Language Arts (ELA) and End-of-Course (EOC) exams were used to measure science proficiency at the high school level. Students in grades K–8 were assessed on ELA and mathematics with the SBA and the Measurements of Student Progress (MSP) was used to assess science proficiency in grades 5 and 8. ELLs 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 2014–15 assessment results for ELLs who tested on both the WELPA and SBA show that 35.3 percent of ELLs who transitioned from TBIP services on the spring 2015 WELPA (achieved Level 4) also met the ELA standard at or above grade level; 34.0 percent met the mathematics standard; and 35.7 percent met the science standard.

On the ELA assessment, students who scored Level 4 on the 2014 WELPA were close to the statewide percent of students meeting standard in 3rd and 4th grades and significantly lower than the percentage of students meeting standard in 6th, 7th, 8th, and 11th grades.

On the mathematics assessment, students who scored Level 4 on the 2014 WELPA were closer to the statewide percent of students meeting standard in 3rd and 4th grades and lower than the statewide percentage of students meeting standard in 6th, 7th, 8th, and 11th grades.

On the MSP and EOC science assessments, students who scored Level 4 on the 2014 WELPA performed significantly lower than the statewide percent of students meeting standard in 5th, 8th, and 10th grades.

Table 1: Current Academic Achievement of Students who Exited TBIP During 2012-13.

Grade Level	% Met Standard in ELA	% Met Standard in Mathematics	% Met Standard in Science
3	72.1%	77.1%	
4	66.2%	62.7%	
5	61.4%	42.4%	58.4%
6	48.6%	40.4%	
7	41.8%	33.9%	
8	39.2%	32.0%	38.5%
10			45.8%
11	18.3%	8.0%	

Information based on spring 2015 administration of the Smarter Balanced Assessment (SBA) in ELA and mathematics and of Measurements of Student Progress (MSP) and End of Course (EOC) science assessments.

Blank cells: Grades not tested in the subject.

Table 2: Current Academic Achievement of Students who Exited TBIP During 2013-14.

Grade Level	% Met Standard in ELA	% Met Standard in Mathematics	% Met Standard in Science
3	63.8%	70.7%	
4	54.6%	55.1%	
5	58.5%	48.0%	62.3%
6	36.3%	27.1%	
7	38.9%	32.7%	
8	39.1%	36.4%	39.2%
10			49.4%
11	14.2%	10.3%	

Information based on spring 2015 administration of the Smarter Balanced Assessment (SBA) in ELA and mathematics and of Measurements of Student Progress (MSP) and End of Course (EOC) science assessments.

Blank cells: Grades not tested in the subject.

The data in Table 1 show that the cohort of students receiving a second year of academic support generally met standard at higher rates than the cohort of students during their first year post exit of TBIP as represented in Table 2. Both cohorts met standard at higher rates in the lower grade levels. Students in both cohorts met or exceeded the 3rd and 4th statewide results in mathematics and ELA.

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

- Data only include students who transitioned during the 2012–13 or 2013–14 school years on the WELPA assessment (achieved Level 4).
- ELA (reading and writing) and mathematics results reflect assessments taken during the 2014–15 school year. Data from prior school year assessments are not available for comparison since the Smarter Balanced Assessment is new to the state of Washington.
- 2014–15 school year assessments in science consist of the MSP and EOC. Since these assessments are not tested for two consecutive grade levels, only those students testing in the 2014–15 school year are included.

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 percent of students meeting the state academic standards for mathematics and English Language Arts (ELA) on the Smarter Balanced statewide academic assessments during 2014–15. The Smarter Balanced Assessment combines reading and writing into the ELA results. For more information on the Smarter Balanced statewide assessments, see: <http://www.k12.wa.us/smarter/default.aspx>

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 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 (2014–2015), with L1–L3 and L4 indicating language proficiency levels as determined on the spring 2015 WELPA.

Former ELLs are those who transitioned on the annual WELPA one, two, three, or more years prior to 2014–15.

Table 3: English Language Proficiency Typology

	% Met Standard in ELA	% Met Standard in Mathematics
All Students	51.4%	44.9%
Never ELL	55.2%	47.8%
Ever ELL	36.0%	33.0%
Current ELL	14.3%	17.4%
Current L1-L3	8.4%	12.8%
Current L4	35.1%	33.8%
1st Year Post Exit (L4)	49.0%	46.4%
2nd Year Post Exit (L4)	56.5%	50.9%
>2 Years Post Exit L4	59.8%	49.6%

Information based on spring 2015 administration of the Smarter Balanced Assessment (SBA) in ELA and mathematics and of Measurements of Student Progress (MSP) and End of Course (EOC) science assessments.

Current ELLs who are not yet English proficient (L1–L3) are far below the state academic average when compared to Never ELLs on the Smarter Balanced mathematics and ELA

assessments. Current ELLs tend to take longer to meet standard on state academic assessments than their Never ELL counterparts. Once ELLs gain proficiency in English (and become a Current L4), a much higher percentage begin meeting state academic standards. While still well below overall statewide passing rates, upon transition from TBIP Former ELLs meet academic standards at higher rates than any other English Language Proficiency type.

Conclusion and Next Steps

New funding to support TBIP alumni is expanding our work and will improve outcomes for ELLs. OSPI will continue to support districts and schools to improve academic achievement of TBIP alumni. We are studying districts with high ELL graduation rates. We anticipate completing the study by summer and sharing key strategies or interventions with districts in the fall.

Washington is using a new test for ELLs (ELPA21) this year. OSPI will set new baselines for transition rates and include them in the 2015–16 TBIP Legislative Update.

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