



Randy I. Dorn • State Superintendent
Office of Superintendent of Public Instruction
Old Capitol Building • P.O. Box 47200
Olympia, WA 98504-7200

UPDATE: Transitional Bilingual Instruction Program (TBIP)

2012–2013

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

Gil Mendoza, Assistant Superintendent

Special Programs and Federal Accountability

Prepared by:

- Helen Malagon, Director (Helen.Malagon@k12.wa.us, 360-725-6147)
- Paul McCold, Ph.D., Administrative Program Specialist (Paul.McCold@k12.wa.us, 360-725-6147)
- Joan Johnston Nelson, Ph.D., Program Supervisor (Joan.Nelson@k12.wa.us, 369-725-6147)

Executive Summary

In 2012–13, 104,025 English language learners (ELLs) received state services through the Transitional Bilingual Instruction Program (TBIP). This was an increase of just over 9% from the previous year. Most students live in urban areas along Interstate 5 corridor and in rural areas like the Yakima Valley.

TBIP is funded through the Transitional Bilingual Instruction Act of 1979 ([RCW 28A.180](#)) and provides English language instructional support until eligible students can meet the program's exit criteria. The Washington English Language Proficiency Assessment (WELPA) measures ELLs' proficiency in reading, writing, listening and speaking and is given to current TBIP students annually in February and March. Test results determine a student's continued eligibility or transition from TBIP. About 12.5% of ELLs who took the WELPA transitioned out of the TBIP in 2012–13.

The median time needed for ELLs to transition out of the program has remained fairly stable for the past seven years at about 2.8 years. The percentage of ELLs who made progress toward attaining English proficiency decreased 2.6% from the previous year.

A total of 199 languages were represented in Washington schools during the 2012–13 school year. Spanish was the most common non-English home language, spoken by 67% of ELLs. The next 17% of TBIP students spoke Russian, Vietnamese, Somali, Chinese, Ukrainian, Korean, Tagalog or Arabic.

In the 2012–13 school year, the state provided \$82.5 million in supplemental funding for services to English language learners. This was an 8.2% increase from 2011–12, but only 3.6% more than 2010–11. Ninety-seven percent of program funding is primarily used for salaries and benefits of instructional staff in districts and schools. There was a 2.4% increase in teacher Full-time Equivalent (FTE) and a 3.9% increase in instructional aide FTE in 2012–13.

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.

Background

When students with little or no previous exposure to the English language enter our schools, they are often unable to fully benefit from content instruction provided in English. They are at a high risk of academic failure unless the necessary language support is provided.

The TBIP provides additional instructional supports to help English language learners (ELLs) in acquiring the English language needed to access mainstream curriculum and assessments. [Chapter 392-160 WAC](#) authorizes OSPI to create rules for implementation of the TBIP.

Update Status

During 2012–13 district data entry moved from the Migrant Student Data and Recruiting (MSDR) system at Sunnyside school district to OSPI's CEDARS enrollment data system. Adjustments have been made to counts reported through the new system to account for identified errors in reporting, and OSPI is working with districts to ensure data is reported correctly in the future.¹

Some changes from previous years may be due to this change in reporting system and the learning curve associated with new data entry procedures. Results may not fully reflect movements of TBIP students into and out of program services.

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 95,333 TBIP eligible students.

The state TBIP provided an average allocation of \$865 per eligible student over the 2012–13 school year. Total expenditures to support ELL programs across the state were \$99.7 million. At the time of this report, districts had reported expenditures of \$76.6 million of the \$82.5 million appropriated by the state for TBIP.

Districts supplement their state TBIP funds through other resources. In the 2012–2013 school year, districts reported contributing approximately \$23.1 million beyond state TBIP funding to provide English language instruction to ELLs.

In the 2012–13 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. Twenty-three percent of the total statewide program expenditures reported were supplemental to state TBIP funding.

¹ The TBIP Annual Report provides a complete description of the transition to CEDARS and more detailed data including district level enrollment data and a full list of languages spoken across the state <http://www.k12.wa.us/MigrantBilingual/BilingualProgram.aspx>.

Staffing and Instruction

In the 2012–13 school year, 2,807 staff provided instruction and support through the state’s TBIP. The total number of instructional staff charged to the TBIP budget increased by 1.8% from the previous year and FTE increased by 3.1%. This includes both teachers and support staff. The number of certificated teachers decreased by 2.6%, but the FTE for certificated teachers increased by 2.4%. This means that, in general, teachers funded through TBIP spent more of their time serving ELLs.

The number of classified instructional aides increased by 4.8% from the previous year. Instructional aides were about 49.8% of the total TBIP FTEs in the 2012–13 school year, an increase of 3.9% 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 the 2012–13, 67% of the 195 districts receiving TBIP funds reported providing specific language acquisition in-service trainings to teachers and instructional aides.

The state legislated a transitional bilingual instruction program and research has found that students perform better when provided more intensive instruction in their primary language. Unfortunately, only 10% of TBIP eligible students received instruction in their primary language during the 2012–13 school year. 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 2012–13 school year, the TBIP served 104,025 distinct students, a 9.8% increase (9,297 students) over the previous year. The nine month average number of ELLs funded for TBIP was 95,333. Student numbers in this report reflect the following:

- Distinct Count (Students counted only once regardless of multiple enrollments) 104,980 – 955 (parent waivers) = 104,025.
- Head Count (Number of students enrolled on October 1) 95,852 – 912 (parent waivers) = 94,940.

In the 2012–13 school year, ELLs served in the TBIP were 9% of the statewide student population.² This was 0.5% higher than the previous year. Since 2005–06, the number of ELLs served by TBIP in the state has increased by 21.9%.

Of Washington’s 295 districts, 195 reported ELL enrollments in the 2012–13 school year. This was three more districts than the previous year. The number of districts reporting ELL enrollments has remained about the same for the past eight years. Of the 195 districts indicating ELL enrollment,

- 24 districts had an ELL headcount of at least 25% of their total student population.

² Based on October 1, 2012 headcount.

- 31 districts enrolled more than 1,000 ELLs. These districts collectively served 72% of all ELLs enrolled in the TBIP statewide. Spokane, Kennewick, and Evergreen (Clark) each reported an increase of more than 20%.
- 47 districts enrolled 500 or more ELLs.
- 83 districts enrolled fewer than 50 ELLs.
- 39 districts reported fewer than 10 ELLs .

Most ELLs (56%) served by the TBIP in 2012–13 were enrolled in grades K–3. 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. Nearly 25% of ELLs in 2012–13 were newly eligible students. Almost 65% of new ELLs were in kindergarten.

Languages Spoken

Students served by the TBIP program in 2012–13 spoke more than 199 different home languages. The most identified language was Spanish, spoken by 66.8% of students. The next seven top languages (spoken by 17.6% of all Washington ELLs) were Russian, Vietnamese, Somali, Chinese, Ukrainian, Arabic and Tagalog.

While Spanish continues to be the top non-English language, districts serve a diverse range of languages. Forty-five districts served students from 20 or more language groups. Nineteen of these had 50 or more languages identified.

Eighty-one of the 199 languages identified were each spoken by fewer than 10 students state-wide. 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 was in the number of students speaking Karen, with the greatest decrease being in the number of students speaking Burmese.

In 61 districts, 95% or more of ELLs identified Spanish as their primary language. For the past 22 years, Spanish has accounted for home language identified by 67% of ELLs in Washington State.

Length of Program Participation

As reported by the districts into CEDARS, approximately 14.7% of the ELLs enrolled left the TBIP during the 2012–13 school year, a decline of 0.8% from the previous year. Eighty-one 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. Fifteen percent of those leaving the program either dropped out or left for unknown reasons, and 3.4% who left the program were determined to have special education needs rather than English language limitations.

More than half (55%) of those exiting TBIP services were in program for less than three years. Both the median and mean amount of time students were served decreased from 2006–2007 to 2012–2013. The median time-in-program for students who exited on the annual WELPA has remained fairly consistent over time, at approximately 2.8 years.

English Language Proficiency

Of the 96,849 TBIP eligible students who took the spring 2013 WELPA, 98.7% (95,574 students) completed all four parts of the test and received an overall composite score. Of tested students, 12.3% (11,914) met the Transitional Performance Level and exited TBIP services. This was a 16% increase over the previous year.

Of the 70,260 TBIP students who had previously tested on the spring 2012 WELPA, 71% made progress in English proficiency on the spring 2013 WELPA. 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 a student's academic performance against specific statewide performance standards. ELLs taking the statewide assessments who do not 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 2012–13 assessment results for ELLs who tested on both the WELPA and the MSP/HSPE, show that 62% of ELLs who transitioned from TBIP services on the spring 2013 WELPA also met the MSP/HSPE reading standard at or above grade level; 63% met their grade-level writing standard; 55% met the math standard; and 44% met the science standard.

In MSP/HSPE reading, students who scored Level 4 on the 2013 WELPA were above the state average in 3rd grade, at the state average in 4th grade, and increasingly below the state average in grades 5 through 10. Overall, ELLs who transitioned on the WELPA scored an average of 10.8% below the average for all students on the MSP/HSPE in reading.

In MSP/HSPE writing, the current Transitional Level 4 students were near the state average in 4th grade and well below the average in 7th and 10th grades. At transition, Level 4 ELLs scored an average of 10.4% below the average for all students in writing.

In MSP/HSPE mathematics, Transitional Level 4 students were just above the state averages in 3rd and 4th grades, below average in 5th grade, and well below average in 6th through 8th grades. Among 10th grade students, the current Transitioned Level 4s 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 2013 Transitional Level 4s were an average of 6.3% below the state average in math.

In MSP/HSPE science, current Transitional Level 4s were just below state average in 4th grade, and well behind the state average in 7th and 10th grades. The overall average for Transitional Level 4s was 10.4% below the average for all students in science.

Educational Experience of Former ELLs

[RCW 28A.180.090](#) requires OSPI to develop an evaluation system to measure the English and academic progress of current TBIP students and former TBIP students until they finish their K-12 career.

Table 1 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 2012–2013. 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 (2012–2013), with L1-L3 and L4 indicating language proficiency levels as determined on the Spring 2013 WELPA.
- **Former ELLs** are those who transitioned on the annual WELPA one, two, three, or more years prior to 2012–2013.

Table 1. English Language Proficiency Typology. Information based on spring 2013 administrations of MSP and HSPE Math and Reading assessments.

Subgroup	Math				Reading			
	SGP	Students	% met	Students	SGP	Students	% met	Students
All Students	50	485,214	62%	636,988	50	425,910	73%	548,097
Never ELL	50	398,511	66%	519,728	50	348,845	78%	445,743
Ever ELL	52	86,703	48%	117,260	49	77,065	55%	102,354
Current ELL L1 - L3	47	24,512	24%	39,844	43	22,831	25%	37,053
Current ELL L4	60	4,602	53%	6,774	58	4,191	62%	6,179
Former ELL L4 + 1	55	4,407	56%	6,285	54	3,955	67%	5,669
Former ELL L4 + 2	55	10,662	61%	13,776	51	9,857	73%	12,610
Former ELL L4 + 3	55	6,977	71%	8,591	52	6,440	84%	7,720
Former ELL L4 > 3	53	22,711	67%	25,190	52	18,479	81%	19,308

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 average Never ELL counterparts.

Once they gain proficiency in English (Current ELL L4), however, a much higher percentage begin meeting state standards. While still well below average upon transition, ELL students improve in their academic performance at a faster pace than any other ELP type, including Never ELLs. During the years following transition, this rate of increase gradually slows, while still exceeding the pace of Never ELLs.

Conclusion and Next Steps

The number of English language learners in Washington's public schools increased half a percent from the previous year. Districts use many strategies to meet the instructional needs of the ELL population, however, understanding and applying the foundational competencies for working with ELLs provides the supports that best benefit English language learners.

The 2013–15 Operating Budget provides additional funding to districts through the Transitional Bilingual Instruction Program for supplemental academic support for the first two years after a TBIP student transitions out of the program. This additional funding begins with the 2013 administration of the Washington English Language Proficiency Assessment (WELPA). OSPI's role in administering and evaluating use of this funding is yet to be determined.

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