

# The Washington State Board of Education

Governance | Achievement | High School and College Preparation | Math & Science | Effective Workforce

<b>Title:</b>	State Transitional Bilingual Policy	
<b>As Related To:</b>	<input type="checkbox"/> Goal One: Advocacy for an effective, accountable governance structure for public education <input checked="" type="checkbox"/> Goal Two: Policy leadership for closing the academic achievement gap <input type="checkbox"/> Goal Three: Policy leadership to increase Washington's student enrollment and success in secondary and postsecondary education	<input type="checkbox"/> Goal Four: Effective strategies to make Washington's students nationally and internationally competitive in math and science <input type="checkbox"/> Goal Five: Advocacy for policies to develop the most highly effective K-12 teacher and leader workforce in the nation <input type="checkbox"/> Other
<b>Relevant To Board Roles:</b>	<input checked="" type="checkbox"/> Policy Leadership <input checked="" type="checkbox"/> System Oversight <input type="checkbox"/> Advocacy	<input type="checkbox"/> Communication <input type="checkbox"/> Convening and Facilitating
<b>Policy Considerations / Key Questions:</b>	Strategic oversight to provide direction for state accountability of the Transitional Bilingual Instructional Program is an issue the Board may want to explore in greater depth. What is the best way to reward/incentivize districts for their successes in helping English Language Learners develop English language skills, and to increase program accountability?	
<b>Possible Board Action:</b>	<input checked="" type="checkbox"/> Review <input type="checkbox"/> Adopt <input type="checkbox"/> Approve <input type="checkbox"/> Other	
<b>Materials Included in Packet:</b>	<input checked="" type="checkbox"/> Memo <input type="checkbox"/> Graphs / Graphics <input type="checkbox"/> Third-Party Materials <input type="checkbox"/> PowerPoint	
<b>Synopsis:</b>	<p>Senator Zarelli will speak to the bill and budget proviso that he sponsored during the 2011 Legislative Session to enable Transitional Bilingual Instructional Program (TBIP) funding formula changes. The formula provides differential per-pupil funding, based on students' levels of English proficiency. It also provides "bonus" money to districts exiting students from the highest level of TBIP eligibility. To the extent that the changes in the formula are revenue neutral—i.e., funding for the TBIP does not change—introduction of bonuses could potentially divert funding away from students traditionally served by the TBIP. While it is reasonable to expect that English Language Learners transitioning from the TBIP program will continue to need academic support, whether basic education funds can be used in this way is a policy and legal question yet to be determined. The Quality Education Council will be reviewing these issues. It is also not clear whether the funding formula changes will address the concerns raised by the Quality Education Council's TBIP Technical Work Group in 2010 about the need for more program accountability and for statewide teacher professional development to work more effectively with English Language Learners. Isabel Muñoz-Colón will speak to these issues from her expert perspective as former chair of the TBIP Technical Work Group and from her current role as Program and Policy Advisor for English Language Learner and Family Support in the city of Seattle's Office for Education.</p>	

## STATE TRANSITIONAL BILINGUAL POLICY

### Background

Over the past several years, Washington has reviewed its Transitional Bilingual Instructional Program (TBIP) under the auspices of the Quality Education Council (QEC), established by the Legislature in 2009 to “recommend and inform the ongoing implementation by the Legislature of an evolving program of basic education and the financing necessary to support such program.” The QEC established a TBIP Technical Work Group to review and make recommendations about the program. In addition, the state has commissioned several studies to recommend effective practices for working with English Language Learners,<sup>1</sup> and the Center for Strengthening the Teaching Profession, in collaboration with the University of Washington, produced a policy brief with recommendations for supporting teachers of English Language Learners.<sup>2</sup>

This background summary provides a chronology of the events that have taken place since 2009.

**2009 Legislature enacts Education Reform Bill; 2010 Legislature specifies funding distribution formulas.** The 2009 Legislature’s education reform bill<sup>3</sup> created the QEC and at the same time built a general funding structure for the Transitional Bilingual Instruction Program (TBIP). The following year, the 2010 Legislature specified that:

The minimum allocation for each level of prototypical school shall provide resources to provide, on a statewide average, 4.778 hours per week in extra instruction with fifteen transitional bilingual instruction program students per week.<sup>4</sup>

**Quality Education Council establishes TBIP Technical Work Group; Work Group makes recommendations in 2010.** The TBIP Technical Work Group summarized state English Language Learner (ELL) demographic and performance data and research on key components of effective ELL programs. It also recommended a statewide accountability system and funding formula changes.

Specifically, the Work Group recommended the development of an accountability system to identify districts that are underperforming and those making significant improvements in ELL performance. The system would include: 1) technical assistance support for struggling districts,

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<sup>1</sup> [Effective Practices for English Language Learners and their Implementation in Washington Schools](#). November 2009. Education Northwest; [What Teachers Should Know About Instruction for English Language Learners](#). November 1, 2008. Northwest Regional Educational Laboratory.

<sup>2</sup> [Supporting Teachers of English Language Learners](#). 2009. Center for Strengthening the Teaching Profession.

<sup>3</sup> [ESHB 2261](#)

<sup>4</sup> [SHB 2776](#)

and 2) sanctions for districts that did not improve academic achievement among ELLs. The Work Group also recommended:

- Assigning the Office of Superintendent of Public Instruction (OSPI), the State Board of Education (SBE), and other key stakeholders to develop the new accountability system.
- Adding two state-level FTEs to increase guidance, technical assistance, and professional development opportunities and monitor school districts on a three-year cycle.

The Work Group recommended a new funding model baseline formula that would increase the hours of funded instruction per week from 4.778 to 8 hours to provide more instructional time during the school day, instructional coaching time for teachers, family engagement opportunities, and extended day and year opportunities. Total costs would increase from \$83 million to \$139 million, based on a recommended increase in the total allocation per student from \$898 to \$1,689.<sup>5</sup> The Executive Summary of the Work Group's December 2010 Final Report is included in Attachment A.

**Quality Education Council includes some TBIP recommendations in its report to the 2011 Legislature.** In its January 2011 report to the Legislature<sup>6</sup> the QEC made the following recommendation.

- The Legislature and OSPI should support the strengthening of the Transitional Bilingual Instructional Program (TBIP) based on recommendations of the TBIP Working Group:
- a) OSPI should report TBIP student performance data through the online school report card.<sup>7</sup>
  - b) The Legislature should support the use of a multi-state assessment system for measuring student success in the TBIP.
  - c) The Legislature should direct OSPI to develop a system for monitoring program quality, and providing technical assistance, performance incentives and/or sanctions based on student achievement outcome measures and best practices.

**2011 Legislature enacts TBIP funding formula changes.** The 2011 Legislature made two changes that could have a profound impact on the TBIP. It did not change the minimum allocation for each level of prototypical school from the statewide average of 4.778 hours per week to the eight hours per week recommended by the TBIP Work Group. Instead, the Legislature added a provision to an education funding bill sponsored by Senators Murray and Zarelli to say:

To provide supplemental instruction and services for students whose primary language is other than English, allocations shall be based on the headcount number of students in each school who are eligible for and enrolled in the transitional bilingual instruction program under RCW 28A.180.010 through 28A.180.080. The minimum allocation for each level of prototypical school shall provide resources to provide, on a statewide average, 4.7780 hours per week in extra instruction with fifteen transitional bilingual instruction program students per teacher. Notwithstanding other provisions of this

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<sup>5</sup> Transitional Bilingual Instruction Program Technical Working Group Recommendations. Isabel Muñoz-Colón. November 16, 2010.

<sup>6</sup> [Quality Education Council Report to the Legislature](#). January 15, 2011.

<sup>7</sup> State TBIP student performance data on the World Language Proficiency Test (WLPT-II) is now included on the OSPI school report card.

subsection (1), the actual per-student allocation may be scaled to provide a larger allocation for students needing more intensive intervention and a commensurate reduced allocation for students needing less intensive intervention, as detailed in the omnibus appropriations act.<sup>8</sup>

Then, in the appropriations bill<sup>9</sup>, the Legislature directed OSPI to implement a new funding formula for the 2012-13 school year that is “scaled to provide more support to students requiring more intensive intervention.” The new program will also provide up to two years of bonus funding upon exit from the bilingual program to facilitate successful transition to a standard program of education.

The bill specifies the differential per-pupil amounts, and is based on the students’ demonstrated level of English proficiency, as judged by performance on the World Language Proficiency Test (WLPT-II). Students are exited from the TBIP after Level 3 (advanced). The bill would set per-pupil funding for students:

- With Level 2 (Intermediate) proficiency at the same level as would have been provided statewide prior to establishing differential per-pupil amounts.
- With Level 1 (Beginning/Advanced Beginning) proficiency at a higher percentage (125 percent of Level 2).
- With Level 3 (Advanced) proficiency at a lower percentage (75 percent of Level 2).

The bill also provides for up to two years of bonus funding, payable to the district that exits the student, for the length of time the student remains enrolled in the exiting district. Each bonus year would be funded at 100 percent of Level 2. The following table summarizes the new funding formula<sup>10</sup>.

	Percentage of Current Formula	Translated to Hours of Instruction	Translated to Per Pupil Amount
Level 1	125%	5.973	\$1,122
Level 2	100%	4.778	\$898
Level 3	75%	3.584	\$673
Exit Year 1	100%	4.778	\$898
Exit Year 2	100%	4.778	\$898

In 2009-2010, the vast majority of students tested on the WLPT-II statewide scored at Level 3.<sup>11</sup>

Level	Number of ELL Scored	Percentage of Total Tested
1	1,887	2
2	18,400	21
3	52,206	61

<sup>8</sup> [ESSB 5919](#), section 2 (10)(b)

<sup>9</sup> [HB 1087](#), section 514

<sup>10</sup> Table from PowerPoint presentation to QEC October 26, 2011 prepared by Kelci Karl-Robinson

<sup>11</sup> [Educating English Language Learners in Washington State, 2009-10](#). OSPI Report to Legislature, p. 27.

Percentages were calculated based on the total students tested: 85,951.

4	11,078 (exited)	13
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**Impact on districts.** Each district would be impacted differently by these changes. Some will receive a larger allocation from the state; others will receive less. The following table provides a snapshot of the ways some districts would be affected. The left, shaded side of the table shows the allocations under the current formula. The right side of the table illustrates how the allocations would change under the new formula, depending on the number of students at each level. Level 4 (transitional) is considered a “bonus year.” Under the current formula, students who reach Level 4 are no longer eligible for language support services.

**Impact of New TBIP Funding Formula\***

CURRENT TBIP FORMULA			NEW TBIP FORMULA					
District	# ELL students	Total Allocation	# ELL Level 1: \$1,122	# ELL Level 2: \$898	# ELL Level 3: \$673	# ELL Level 4: \$898	Total Allocation	Impact on Allocation
A	849	1,136,694	12	197	641	434	1,395,683	258,989
B	1179	1,408,980	22	257	901	476	1,599,777	190,797
C	2877	2,952,621	55	603	2219	558	2,911,291	(41,330)
D	4579	4,221,648	279	1516	2784	346	4,025,653	(195,995)

\*Based on actual district ELL populations

Note: Dollar amounts listed under each ELL Proficiency Level represent the funding per student at that level, based on the new formula. Districts used for the purpose of illustration include Lake Washington (A), Bellevue (B), Highline (C), Pasco (D)

The next table uses this same data but illustrates the percentage of English Language Learners in Levels 1-4 in each of the districts cited.

**Percentage of English Language Learners in Levels 1-4 in Sample Districts\***

District	# ELL including Level 4	#ELL Level 1	% ELL Level 1	# ELL Level 2	% ELL Level 2	# ELL Level 3	% ELL Level 3	# ELL Level 4	% ELL Level 4	Impact on Allocation
A	1284	12	0.9	197	15.3	641	50.0	434	34.0	↑
B	1656	22	1.3	257	15.5	901	54.4	476	28.7	↑
C	3435	55	1.6	603	17.5	2219	64.6	558	16.2	↓
D	4925	279	5.6	1516	30.8	2784	56.5	346	7.0	↓

\*Based on actual district ELL populations

Whether a district would experience an increase or decrease in allocation depends upon the proportion of TBIP students that it has at the various levels of English Language Proficiency. Because few students are in Level 1, districts with proportionally large numbers of students that have exited to Level 4 (transitional) are more likely to see an increase. Currently, districts receive no TBIP funding for students who have exited to Level 4.

**QEC charged with reporting to Legislature.** The QEC was charged to examine the revised funding model and provide a report to the education and fiscal committees by December 1, 2011 that includes recommendations for:

- Changing the prototypical school funding model for TBIP to align with the revised model.
- Reconcile the revised model with statutory requirements for categorical funding of the TBIP that is restricted to students eligible for and enrolled in that program.

- Clarifying the elements of the TBIP that fall under the definition of basic education and the impact of the revised model on them and on school districts.

At the October 26, 2011 QEC meeting, the Council clarified that the revised funding model should be revenue neutral to the TBIP program, meaning that the bonus year funding should not be taken from the TBIP program. The QEC members also “clarified that the bonus year funding would not begin until the 2013-14 school year.” The QEC will address the technical aspects of implementing the new funding model and its implications for basic education and is in the process of formulating its recommendations. The QEC has requested feedback from the SBE on these recommendations and on all of the proposed changes overall.<sup>12</sup>

### **Policy Consideration**

The funding formula changes were made to strengthen the TBIP. However, the new policy may have unintended consequences. The formula provides “bonus” money by diverting funding away from students traditionally served by the TBIP. The QEC is currently considering a recommendation that would require new money to pay for the bonus program.

It is reasonable to expect that English Language Learners transitioning from the TBIP program will continue to need academic support. The stated purpose<sup>13</sup> for the bonus is to “facilitate successful transition to a standard program of education;” consequently, the bonus money follows the student. However, the bill contains no explicit directive as to how the bonus funds are intended to be used.

One additional effect of the bonus may be to reward or incentivize districts for helping students achieve English Language Proficiency except, the bill stipulates that the districts which provided the support may not access the bonus money if the exited students transfer to another district.

In either case, as illustrated in the table presented earlier in this document, there will be clear district “winners” and “losers” as a result of the formula funding changes.

The Board will have the opportunity to hear from Senator Zarelli and will be able to talk with him about his rationale for the bonus funding and how he hopes it will benefit students.

The TBIP Technical Work Group also sought to strengthen the TBIP when it called for the need for more program accountability and for statewide teacher professional development to work more effectively with English Language Learners. Isabel Muñoz-Colón will speak to these issues from her expert perspective as former chair of the TBIP Technical Work Group that advised the QEC and from her current role as Program and Policy Advisor for English Language Learner and Family Support in the City of Seattle’s Office for Education.

Strategic oversight to provide direction for state accountability of the Transitional Bilingual Instructional Program is an issue the Board may want to explore in greater depth. Specifically, what is the best way to:

- reward/incentivize districts for their successes in helping English Language Learners develop English language skills
- increase program accountability?

<sup>12</sup> TBIP Revised Funding Formula. Quality Education Council. Kelci Karl-Robinson

<sup>13</sup> 2ESHB 1087

**Expected Action**

No action expected; for discussion purposes only.

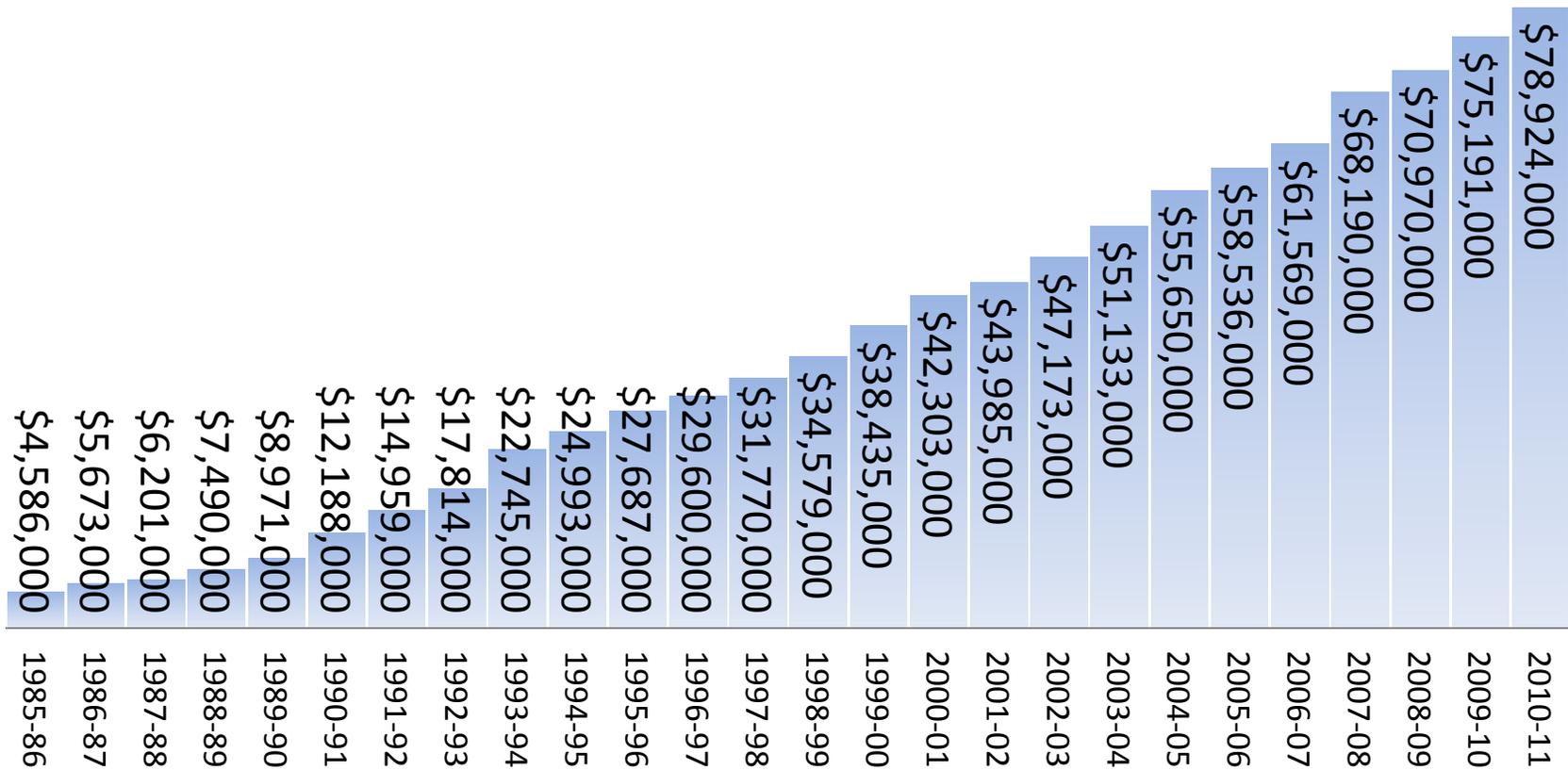
2011 Legislative Session  
Funding Formula Restructure

**Transitional Bilingual  
Instructional Program (TBIP)  
and  
English Language Learners (ELL)**

# Transitional Bilingual Instructional Program (TBIP)

- The statewide Transitional Bilingual Instruction Program (TBIP) was created by the Legislature in 1979.
- The TBIP is included in the Legislature's definition of basic education.
- State funding supports school staff and training intended to teach English to students in the public K–12 school system.
- State funding formulas provide enhanced funding for TBIP students above the basic education allocation.
- In school year 2010-11, this additional funding was \$901.46 per eligible bilingual student, net of 1.5% deduction for testing.
- Under the new prototypical funding formulas, beginning with school year 2011-12, the additional funding is expressed in hours per week (4.7780 hours per week per student).

# State Funding for TBIP



In school year 1989-90, there were 19,364 TBIP students (2.5% of total students) and state funding was \$9.0 million. For school year 2010-11, it was expected there would be 89,918 TBIP students (9.0% of total students) and state funding would be \$78.9 million.

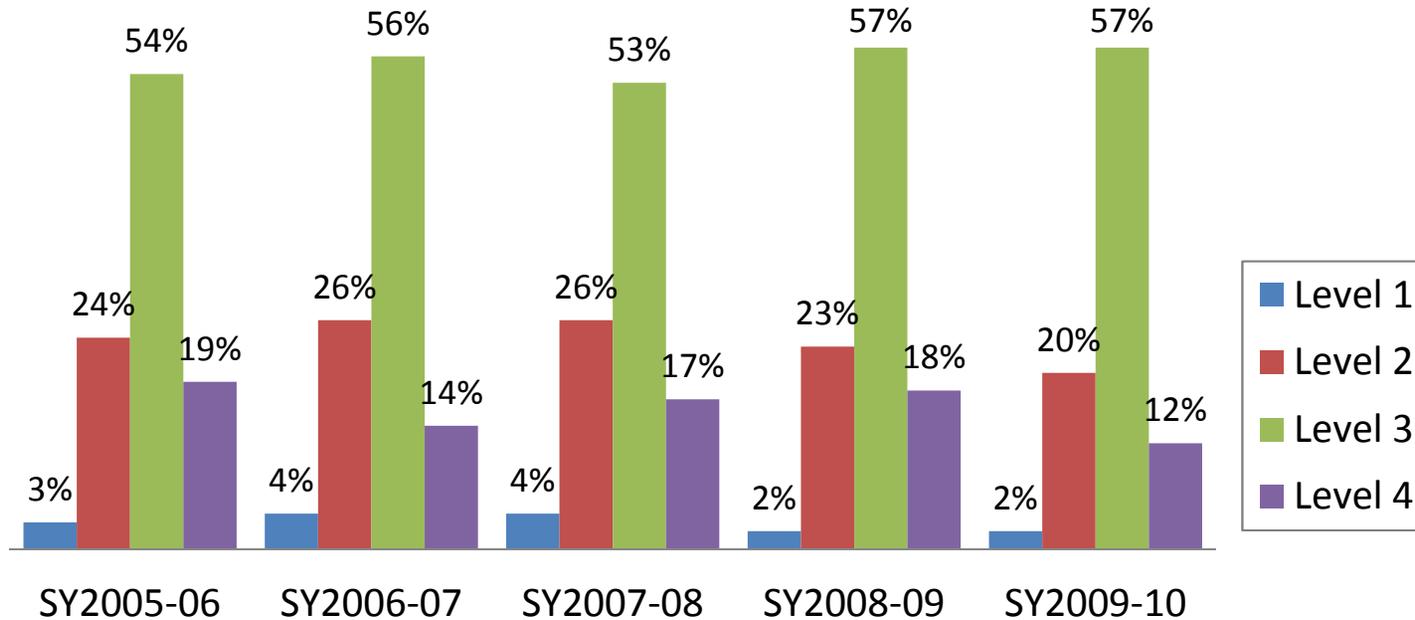
# Eligibility & Testing

- Under the transitional bilingual instructional program, eligible students have a primary language other than English and their English language skills are sufficiently deficient or absent to impair learning.
- Initial assessment must be made by the district to identify eligible students.
- An individual annual reassessment must be made for a student to continue in the program.

# Eligibility (continued)

- Since school year 2005-06, the state has used the Washington Language Proficiency Test (WLPT-II) to measure students' English language proficiency in reading, writing, listening, and speaking.
- The WLPT-II categorizes four levels of English language proficiency:
  - Level 1—Beginning (minimal or no English language proficiency)
  - Level 2—Intermediate
  - Level 3—Advanced
  - Level 4—Transitional (proficient enough to be instructed in an English-only program)
- Student scoring at Levels 1 through 3 are eligible for TBIP participation; Level 4 students transition to the regular program of instruction.

# WLPT-II Proficiency Levels



Source: "Educating English Language Learners in Washington State, 2009–10" Report to the Legislature, January 2011. Office of the Superintendent of Public Instruction.

During the 2011 session, Legislators were concerned about data showing a relatively high proportion of students at Level 3 from school year to school year. Based on the data, it appeared a number of students were "plateaued" at Level 3. Also of concern was a decline in the percentage of students successfully gaining proficiency (Level 4).

# TBIP Students by Time in Program

(SY2009-10)

Time in Program	Total Served	Exited ELL Students*	% of Exited Students
Less than 1 Year	14,276	785	6.8%
1 to < 2 Years	22,976	3,098	26.8%
2 to < 3 Years	17,418	2,986	25.8%
3 to < 4 Years	12,381	1,797	15.5%
4 to < 5 Years	7,978	761	6.6%
5 to < 6 Years	6,502	654	5.6%
6+ Years	9,938	1,499	12.9%
Total	91,469	11,580	100.0%

Source: "Educating English Language Learners in Washington State, 2009–10" Report to the Legislature, January 2011. Office of the Superintendent of Public Instruction.

\*Number of exited ELLs is a combined count of: transitioned (Level 4), graduated, dropped-out, special education and unknown reasons. Waived students are excluded.

Legislators were also concerned that – as of school year 2009-10 – over sixteen thousands students had spent over 5 years in the program.

# Staffing

- In the 2009–10 school year, 2,642 staff provided instruction in TBIP.
- Those providing instructional services to ELLs included 1,678 instructional aides and 964 teachers.
- 64% of staff providing instructional services were instructional aides; 36% were teachers.

Staff & Student Ratios (SY 2009-10)	Teachers	Aides	All
<b>Total Staff</b>	<b>964</b>	<b>1,678</b>	<b>2,642</b>
<b>Staff FTE</b>	<b>529</b>	<b>583</b>	<b>1,113</b>
Student / Staff Ratio <i>Based on total students served and total staff</i>	95	55	35
Student / Staff Ratio <i>Based on avg. number of students funded and FTE staff</i>	160	145	76

Source: "Educating English Language Learners in Washington State, 2009–10" Report to the Legislature, January 2011. Office of the Superintendent of Public Instruction.

# Academic Performance

- ELLs are required to take the Washington's statewide academic assessments, the Measurements of Student Progress (MSP) and the High School Proficiency Exam (HSPE).
- As expected, there is a strong relationship between English language proficiency and academic performance.
- There is a significant achievement gap between ELL students and all Washington's students in academic performance on standardized math, science, reading, and writing assessments. Even ELL students scoring at Level 4 fall behind all students statewide, with the percentage meeting academic standards 17 percent lower in reading, 15 percent in math, 10 percent in writing, and 25 percent in science.
- Legislators were looking for a way to help students gain proficiency more quickly and receive support transitioning to general programs of instruction.

# Can a Change to Funding Approach Help?

- Legislators were aware that overall state resources were dwindling but wondered if something could be done within the funding structure to help.
- The change is not intended to be a budget cut but to begin as a fiscally-neutral step. In fact, it is expected that, in the next several years, expenditures for the program will increase if the change is successful.
- Any savings would be a result of long-term success helping students gain proficiency.
- Members also realized that proficiency tests would have to be carefully monitored to prevent the unintended consequence of encouraging students being exited from the program prematurely.

# Modifications to Funding Formula

- Rather than providing the same funding for students at every level of proficiency, provide more funding to low-proficiency students and less funding to higher-proficiency students.
- In addition, add up to two years of funding upon exiting to assist with transition back to general instruction (bonus funding).

	Percentage of Current Formula	Translated to Hours of Instruction	Translated to Per Pupil Amount*
Level 1	125%	5.973	\$1,122
Level 2	100%	4.778	\$898
Level 3	75%	3.584	\$673
Level 4 (Exit Year 1)	100%	4.778	\$898
Level 4 (Exit Year 2)	100%	4.778	\$898

\*Per pupil amount based on SY11-12, subject to change

# Goals

- Provide more funding for less-proficient students,
- Provide financial incentive to districts to help students move from Level 3 to full proficiency,
- Assist students with the transition to regular program of instruction.

Currently, Learning Assistance Program funds are determined by overall Free- or Reduced-Price Lunch rates and are not increased if students move from the TBIP to a situation where they would benefit from LAP-like assistance.

# Role of Quality Education Council

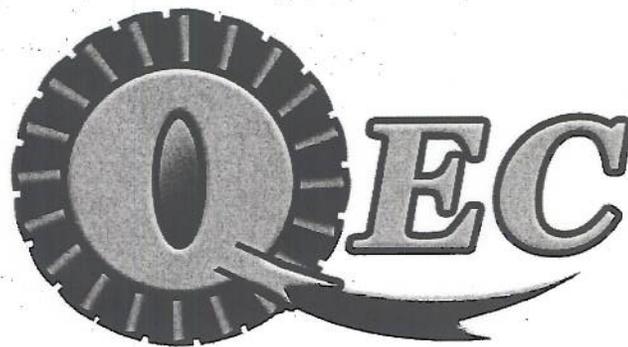
- Budget proviso assigned some tasks to the QEC in preparing for changing to the new formula in school year 2012-13.
- Excerpt from budget bill, 2ESHB 1087, Section 514 (5)(d):
  - (d) The quality education council shall examine the revised funding model developed under this subsection and provide a report to the education and fiscal committees of the legislature by December 1, 2011, that includes recommendations for:
    - (i) Changing the prototypical school funding formula for the transitional bilingual program to align with the revised model in an accurate and transparent manner;
    - (ii) Reconciling the revised model with statutory requirements for categorical funding of the transitional bilingual instructional program that is restricted to students eligible for and enrolled in that program;
    - (iii) Clarifying the elements of the transitional bilingual instructional program that fall under the definition of basic education and the impact of the revised model on them; and
    - (iv) The extent that the disparate financial impact of the revised model on different school districts should be addressed and options for addressing it.

# Follow Up

- The budget proviso also requires the superintendent of public instruction to report to the Senate and House of Representatives Ways and Means Committees and Education Committees annually by December 31st of each year, through 2018, regarding any measurable changes in proficiency, time-in-program, and transition experience.
- The formula restructure is intended to facilitate improved proficiency and results for students. The Legislature intends to monitor the results closely to ensure the restructure is having the desired effect.

# Transitional Bilingual Instruction Program Technical Working Group Recommendations

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**Quality Education Council**

**Final Report  
December 2010**

# Transitional Bilingual Instruction Program Report

## Executive Summary

The Legislature has directed the Quality Education Council (QEC) to recommend funding formulas consistent with its new definition of basic education. The 2010 Legislature specifically directed the QEC to recommend programs that close the achievement gap and improve graduation rates. Since our state's 91,000 English language learners (ELLs) have consistently lower graduation rates than their peers, the QEC convened the Transitional Bilingual Instruction Program (TBIP) Technical Work Group to identify best practices and effective programs that serve ELLs, and the level of funding needed to implement them. The TBIP Technical Work Group recommends:

### 1. Development and Implementation of a Statewide Accountability System

The TBIP Technical Work Group recommends the development of an accountability system, based on meaningful performance indicators, to identify districts that are underperforming, and to direct assistance to them, and to identify those districts where there is significant improvement. The accountability system should include sanctions for districts that do not improve academic achievement among ELLs.

### 2. Funding for Technical Assistance and Monitoring at the State Level

The TBIP Technical Work Group also recommends an additional two FTE be funded at the state level to increase guidance, technical assistance, and professional development opportunities, and to monitor districts on a three year cycle. The cost for two additional OSPI staff to monitor districts and provide technical assistance would be approximately \$291,000 per year.

### 3. Funding Formula Model Linked to Best Practice

The TBIP Technical Work Group recommends increasing the number of hours of TBIP instruction and teacher coaching from 4.778 to 8 hours a week. This will fund additional instructional time with students, coaching for teachers with ELLs in their classrooms, and extended day or summer programs. Using the assumptions below and the 2009-10 teacher average salary, the total is approximately \$139 million. This is an increase of \$55 million from the original assumption of 4.778 hours. The per pupil allocation would increase from about \$885.43 per student to \$1,505.14 per student.

Assumption	Original Assumption (4.778 hours)	Recommended Assumption (8 hours)
Number of ELLs	91,000	91,000
Hours per week	4.778	8
Teacher average salary	\$29,100	\$29,100
Total cost	\$26,500,000	\$139,000,000
Per pupil allocation	\$885.43	\$1,505.14

## *Transitional Bilingual Instruction Program Report*

**TBIP Funding Formula Model**

School Elements	Elementary	Middle	High
<b>School Characteristics</b>			
School Configuration	K-3/4-6	7-8	9-12
Prototypical Size	400	432	600
Class Size	25.3/27	28.53	28.74
Number of Core Teachers	17.75	18.17	25.05
State Average Percent ELL	12.6%	5.8%	4.6%
# of ELLs	50.21	25.06	27.60
<b>TBIP Instructional Staffing</b>			
<b>TBIP Instructional Staff</b> (instruction, teacher coaches, parent engagement)	<b>1.071</b>	<b>0.535</b>	<b>0.589</b>
<b>Current Allocation</b>	<b>.669</b>	<b>.344</b>	<b>.368</b>
<b>Increase in TBIP Instructional Staffing</b>	<b>.402</b>	<b>.201</b>	<b>.221</b>

The group also recommended an increase in the allocation for materials, supplies, and operating costs (MSOC) for professional development, curriculum, administrative and supply costs associated with serving ELLs. The following table shows the incremental increase in each of the MSOC categories. The total cost of the enhanced MSOC is \$17 million. Adding the cost of staffing, the total per pupil allocation for ELLs would be \$1,690.05.

**Per Student Materials, Supplies, and Operating Costs**

Category	New Basic Education Allocation	TBIP Incremental Increase
Professional Development	\$18.98	\$21.81
Curriculum & textbooks (Including assessments and online curriculum)	\$122.17	\$90.00
Technology	\$113.80	\$0.00
Security and Central Admin.	\$106.12	\$21.22
Other Supplies and Library Materials	\$259.39	\$51.88
Utilities and Insurance	\$309.21	\$0.00
Facility Maintenance	\$153.18	\$0.00
<b>Total</b>	<b>\$1,082.85</b>	<b>\$184.91</b>

The TBIP Work Group also assumed that teachers in schools serving ELLs need professional development on English language development strategies. The Work Group assumed that all TBIP-funded teachers would receive training each year. They also assumed that at least a third of all core teachers in each prototypical school would receive similar training. The table below illustrates how many staff and how much funding would be provided in a prototype school. The total cost for providing professional development days for just the TBIP-funded staff would be approximately \$3.9 million. Providing professional development for a third of teachers in schools that serve ELLs would cost approximately \$34 million.

# **Transitional Bilingual Instruction Program Report**

## **Professional Development In-service Costs**

School Elements	Elementary	Middle	High
Professional Development Days	5	5	5
TBIP Funded Staff	1.071	0.534	0.589
Cost per day for teachers	\$391.96	\$391.96	\$391.96
<b>TBIP Staff Cost for Professional Development</b>	<b>\$419.79</b>	<b>\$209.70</b>	<b>\$230.87</b>
Number of Core Teachers	17.75	18.17	25.05
% of General Education Teachers provided PD	33%	33%	33%
# of General Education Teacher provided PD	5.858	5.996	8.267
<b>General Education Teachers Cost for PD</b>	<b>\$2,296.13</b>	<b>\$2,350.22</b>	<b>\$3,240.37</b>
<b>Total Costs per prototype</b>	<b>\$4,395.10</b>	<b>\$3,398.72</b>	<b>\$4,394.71</b>

# *Transitional Bilingual Instruction Program Report*

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## **Executive Summary**

The Legislature has directed the Quality Education Council (QEC) to recommend funding formulas consistent with its new definition of basic education. The 2010 Legislature specifically directed the QEC to recommend programs that close the achievement gap and improve graduation rates. Since our state's 91,000 English language learners (ELLs) have consistently lower graduation rates than their peers, the QEC convened the Transitional Bilingual Instruction Program (TBIP) Technical Work Group to identify best practices and effective programs that serve ELLs, and the level of funding needed to implement them. The TBIP Technical Work Group recommends:

### **1. Development and Implementation of a Statewide Accountability System**

The TBIP Technical Work Group recommends the development of an accountability system, based on meaningful performance indicators, to identify districts that are underperforming, and to direct assistance to them, and to identify those districts where there is significant improvement. The accountability system should include sanctions for districts that do not improve academic achievement among ELLs.

### **2. Funding for Technical Assistance and Monitoring at the State Level**

The TBIP Technical Work Group also recommends an additional two FTE be funded at the state level to increase guidance, technical assistance, and professional development opportunities, and to monitor districts on a three year cycle. The cost for two additional OSPI staff to monitor districts and provide technical assistance would be approximately \$291,000 per year.

### **3. Funding Formula Model Linked to Best Practice**

The TBIP Technical Work Group recommends increasing the number of hours of TBIP instruction and teacher coaching from 4.778 to 8 hours a week. This will fund additional instructional time with students, coaching for teachers with ELLs in their classrooms, and extended day or summer programs. Using the assumptions below and the 2009-10 teacher average salary, the total is approximately \$139 million. This is an increase of \$55 million from the original assumption of 4.778 hours. The per pupil allocation would increase from about \$885.43 per student to \$1,505.14 per student.

## *Transitional Bilingual Instruction Program Report*

**TBIP Funding Formula Model**

School Elements	Elementary	Middle	High
<b>School Characteristics</b>			
School Configuration	K-3/4-6	7-8	9-12
Prototypical Size	400	432	600
Class Size	25.3/27	28.53	28.74
Number of Core Teachers	17.75	18.17	25.05
State Average Percent ELL	12.6%	5.8%	4.6%
# of ELLs	50.21	25.06	27.60
<b>TBIP Instructional Staffing</b>			
<b>TBIP Instructional Staff</b> (instruction, teacher coaches, parent engagement)	<b>1.071</b>	<b>0.535</b>	<b>0.589</b>
<b>Current Allocation</b>	<b>.669</b>	<b>.344</b>	<b>.368</b>
<b>Increase in TBIP Instructional Staffing</b>	<b>.402</b>	<b>.201</b>	<b>.221</b>

The group also recommended an increase in the allocation for materials, supplies, and operating costs (MSOC) for professional development, curriculum, administrative and supply costs associated with serving ELLs. The following table shows the incremental increase in each of the MSOC categories. The total cost of the enhanced MSOC is \$17 million. Adding the cost of staffing, the total per pupil allocation for ELLs would be \$1,690.05.

**Per Student Materials, Supplies, and Operating Costs**

Category	New Basic Education Allocation	TBIP Incremental Increase
Professional Development	\$18.98	\$21.81
Curriculum & textbooks (Including assessments and online curriculum)	\$122.17	\$90.00
Technology	\$113.80	\$0.00
Security and Central Admin.	\$106.12	\$21.22
Other Supplies and Library Materials	\$259.39	\$51.88
Utilities and Insurance	\$309.21	\$0.00
Facility Maintenance	\$153.18	\$0.00
<b>Total</b>	<b>\$1,082.85</b>	<b>\$184.91</b>

The TBIP Work Group also assumed that teachers in schools serving ELLs need professional development on English language development strategies. The Work Group assumed that all TBIP-funded teachers would receive training each year. They also assumed that at least a third of all core teachers in each prototypical school would receive similar training. The table below illustrates how many staff and how much funding would be provided in a prototype school. The total cost for providing professional development days for just the TBIP-funded staff would be approximately \$3.9 million. Providing professional development for a third of teachers in schools that serve ELLs would cost approximately \$34 million.

# Transitional Bilingual Instruction Program Report

## Professional Development In-service Costs

School Elements	Elementary	Middle	High
Professional Development Days	5	5	5
TBIP Funded Staff	1.071	0.534	0.589
Cost per day for teachers	\$391.96	\$391.96	\$391.96
<b>TBIP Staff Cost for Professional Development</b>	<b>\$419.79</b>	<b>\$209.70</b>	<b>\$230.87</b>
Number of Core Teachers	17.75	18.17	25.05
% of General Education Teachers provided PD	33%	33%	33%
# of General Education Teacher provided PD	5.858	5.996	8.267
General Education Teachers Cost for PD	\$2,296.13	\$2,350.22	\$3,240.37
<b>Total Costs per prototype</b>	<b>\$4,395.10</b>	<b>\$3,398.72</b>	<b>\$4,394.71</b>

# State Transitional Bilingual Policy

Washington  
State Board  
of Education

Kathe Taylor, Ph.D



# Transitional Bilingual Instructional Program (TBIP)

- Serves students who score at Levels 1, 2, and 3 on the Washington Language Proficiency Test (WLPT-II)

Proficiency Level	Number of Students	Percent of Students
Level 1—Beginner	1,863	2.3%
Level 2—Intermediate	18,192	22.1%
Level 3—Advanced	51,489	62.5%
Level 4—Transitional	10,775	13.1%

Source: TBIP Technical Working Group Recommendations Final Report. December 2010. p. 7

# System Oversight Role for State Board of Education

- The TBIP Technical Working Group\* recommended to the QEC:
  - Assign the OSPI, the SBE, and other key stakeholders to develop a new accountability system to identify districts that are underperforming and those making significant improvements in ELL performance.
- What is the best way to reward/incentivize districts for their successes in helping ELLs develop language skills? To increase program accountability?

\*Transitional Bilingual Instruction Program Technical Working Group Recommendations. Final Report. December 2010.

# TBIP Funding Formula Changes

- Intended to strengthen TBIP program.
- Provide differential per-pupil funding, based on levels of English proficiency.
- Districts would receive more money for students in Level 1; less money for students in Level 3.
- Districts would also receive “bonus” funds for students who exit to Level 4 (currently not funded by TBIP).

Transitional Bilingual Instruction Program Technical Working Group Recommendations. Final Report. December 2010.

# Policy Question: What are the implications of these funding changes for districts?

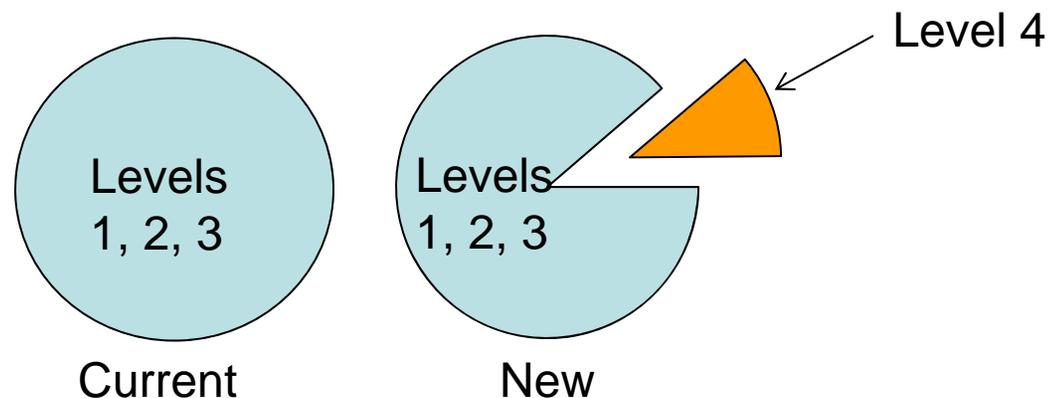
Percentage of ELLs in Levels 1-4 in Sample Districts

Dist.	# ELL with Level 4	# ELL Level 1	% ELL Level 1	# ELL Level 2	% ELL Level 2	# ELL Level 3	% ELL Level 3	# ELL Level 4	% ELL Level 4	Impact on Allocation
A	1284	12	0.9	197	15.3	641	50.0	434	34.0	↑
B	1656	22	1.3	257	15.5	901	54.4	476	28.7	↑
C	3435	55	1.6	603	17.5	2219	64.6	558	16.2	↓
D	4925	279	5.6	1516	30.8	2784	56.5	346	7.0	↓

.Based on QEC staff calculations; Table is on page 195 of memo

# Policy Question: What are the implications of these funding changes for students?

- If funding to TBIP does not change (revenue neutral), money could be diverted from Level 1, 2, 3 students to serve Level 4.



- QEC recommended against taking money for the bonus year from the TBIP at its October 26, 2011 meeting.

Transitional Bilingual Instruction Program Technical Working Group Recommendations. Final Report. December 2010.

# Policy Question: If funding is provided for Level 4 (transitional) students, what should that funding support?

Purpose of bonus is to “facilitate successful transition to a standard program of education.”

- Money follows the student.
- No direction as to how the money is to be used.

Transitional Bilingual Instruction Program Technical Working Group Recommendations. Final Report. December 2010.

# Considerations for Proposed Transitional Bilingual Instructional Program Funding Formula

Isabel Muñoz-Colón  
City of Seattle's Office for Education

# TBIP Funding Formula Technical Working Group

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- ▶ Considered the following options for differentiating funding to better match ELLs needs:
  - ▶ Proficiency Levels: Level 1 ELLs need more intensive services than Level 3, and therefore need more funding.
  - ▶ Grade Spans: High school ELLs need more support than elementary ELLs and therefore need more funding.
  - ▶ Combination of Proficiency Level and Grade Span: Level 1 high school students had a greater need for intensive services than Level 1 kindergarten students.

# TBIP Funding Formula Technical Working Group

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- ▶ **Group opted to not recommend differentiated model because:**
  - ▶ Administrative burden of accounting for students at each proficiency level outweigh benefits of trying to differentiate funding.
  - ▶ Actual numbers of Level 1 and 2 students was small relative to those in Level 3, therefore, it did not make sense to capture them in a separate formula.
  - ▶ Other local and federal funding could be used to support high needs students.

# Expert Input into Recommendations

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- ▶ **OSPI's Bilingual Education Advisory Council (BEAC)**
  - ▶ Represent a cross section of large and small districts from across the state
  - ▶ Wrote a report outlining their recommendations for improving services for ELL students in WA State
- ▶ **Roadmap ELL Policy and Data Work Groups**
  - ▶ Regional experts (33 members) from seven South King County School Districts, staffed by OneAmerica of Seattle
  - ▶ Preliminary recommendations that will be shared with BEAC, OSPI, and Quality Education Council

# Recommendation From BEAC and Roadmap ELL Working Groups

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- ▶ **Maintain TBIP Funding Formula Technical Working Group recommendations.**
  - ▶ Require SBE, OSPI and other key stakeholders to create an accountability system that holds districts accountable to the performance of ELLs.
  - ▶ Increase instructional support for ELLs from 4.778 hours to 8 hours.
  - ▶ Provide PD for ELL specialists and general education teachers and administrators.

**Note:** Bilingual Education Advisory Council (BEAC)

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# Draft Recommendation from Roadmap ELL Working Groups

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- ▶ If Legislature decides to move forward with new differentiated model:
  - ▶ Characterize new funding model as addressing programmatic needs of students and not as an accountability system.
  - ▶ Delay implementation of new funding model until the 2013-14 school year in order to understand impact of new English language proficiency assessment on distribution of students across levels.

# Draft Recommendation from Roadmap ELL Work Group

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- ▶ Calculate cost neutral conversion from the old to the new funding formula based on current definition of eligible ELL students – Level 1, Level 2, and Level 3.
- ▶ Count Level 4 funding as additional resources for transitioned ELLs and expanded legal definition of TBIP to included Level 4.
- ▶ Drive funding out based on placement and annual assessments data collected at the beginning of the school year to ensure that all Level 1 and 2 students are captured.

# Draft Recommendation from Roadmap ELL Work Group

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- ▶ Require QEC to develop new prototypical targets for differentiated funding model based on proficiency levels.
- ▶ **Require that SBE, OSPI, and key stakeholders develop and recommend to the Legislature a new TBIP accountability system that includes outcomes for current and exited ELL students.**

# Questions

## Contact Information

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Isabel Munoz-Colon, Policy and Program Advisor  
Office for Education, City of Seattle

[Isabel.munoz-colon@seattle.gov](mailto:Isabel.munoz-colon@seattle.gov)

Marissa Beach, Staff to CCER ELL Working Groups  
OneAmerica

[marissa@weareoneamerica.org](mailto:marissa@weareoneamerica.org)