

LOYOLA MARYMOUNT UNIVERSITY

The New Ecology of Biliteracy in California:
An Exploratory Study of the Early Implementation of
the State Seal of Biliteracy

by

Tanya M. DeLeon

A dissertation presented to the Faculty of the School of Education,
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in partial satisfaction of the requirements for the degree
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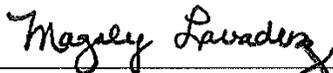
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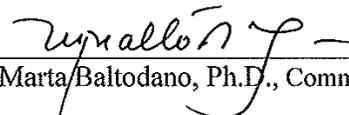
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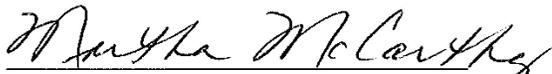
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For my mother and father.

With love to Michael, Charlie, and David.

Impossible without Dr. Magaly Lavadenz, my dissertation chair.

This study is dedicated to all of the biliteracy leaders and parent advocates that have worked to build cohesive biliteracy pathways in California since Proposition 227 through individual and collective agency.

You can never step into the same river twice.
— Heraclitus

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ABSTRACT

The New Ecology of Biliteracy in California:
An Exploratory Study of the Early Implementation of
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by

Tanya M. DeLeon

Nearly 25,000 graduating high school students across California have earned state recognition for achieving proficiency in multiple languages in 2014. This exploratory, mixed-methods study investigated the early implementation of the State Seal of Biliteracy (SSB) in California. Sixty-two district personnel were surveyed, three SSB directors were interviewed, and a document review was conducted. Overall, the study revealed four themes that influence the implementation of the SSB at the district level: Intentional Creation of an Ecology of Biliteracy, Developing Notions for Biliteracy Scripts and Assessment, Privileging Sequential Biliteracy Development—Scarcity of Biliteracy Pathways, and Individual and Collective Agency for Biliteracy. Hornberger’s (2003) continua of biliteracy was used as a theoretical framework to analyze this study’s findings.

CHAPTER ONE

INTRODUCTION

Background of Study

Since 2012, graduates of K–12 public schools in California have had the opportunity to earn the State Seal of Biliteracy (SSB), a special insignia on high school diplomas certifying that the graduate is literate in English plus another language. In the program’s first year, 165 districts self-selected to participate in the state program, which promotes bilingualism as an outcome of K–12 public schools through the passage of an assembly bill (AB 815). In a news release dated July 16, 2014, the State Superintendent of Instruction shared that nearly 25,000 graduating high school students from the class of 2014 across California have earned the Seal. These numbers represent a significant jump from the 10,000 seals recorded in 2012 (California Department of Education [CDE], 2014). In a span of 15 years, California has shifted from restricting bilingual education for English Learners through Proposition 227, to promoting students’ bilingual ability through Assembly Bill 815, the State Seal of Biliteracy. The passage of this assembly bill is both a clear interruption of previous English-only policies and a pedagogical innovation for California public schools.

California has been joined by eight other states in adopting Seals of Biliteracy through legislation or policy at the State Board of Education: New York, Illinois, Minnesota, Texas, Washington, Louisiana, Oregon, and New Mexico. The move to establish a State Seal of Biliteracy for all students in these states represents a shift in priorities for public schooling and an exciting trajectory for school reform. At the time of publication of this study, eight other

states were in process of establishing Seals of Biliteracy: New Jersey, Virginia, Massachusetts, Rhode Island, Utah, Wisconsin, and DC Public Schools (Californians Together, 2014).

The State Seal of Biliteracy is California's response to the complex communication skills that will be needed to ensure a bright future in a more globalized world. To this end, in 1996, California Passed Assembly Bill 3488 and set aside \$1 million dollars for "mastery of high school curriculum." In 2012, Assembly Bill 815 appropriated funds from AB 3488 to establish the State Seal of Biliteracy. The SSB builds upon the three-year language component that is a part of the California University System's A-G prerequisite requirements for college. Additionally, in the move toward better standards that will prepare students for future success, multilingualism has been included in frameworks that promote college and career readiness such as the Partnership for 21st Century Learning (Manger, Soule, & Wesolowski, 2011).

The State Seal of Biliteracy is an interesting phenomenon to study because it has both grassroots and top-down components that are complex and currently in formation. The Assembly Bill was modeled after the local practice of awarding a Seal of Biliteracy in Glendale Unified School District, a district renown for its multilingual programs and English Learner (EL) achievement (Olsen & Spiegel-Coleman, 2010). Glendale Unified is one of a handful of districts in California that have successfully implemented biliteracy programs from the elementary level through high school. With the introduction of biliteracy as the aim of K-12 education (García, 2009), what counts as legitimate knowledge (Apple, 2003) is explicitly outlined and redefined through the State Seal of Biliteracy. Yet, the literature on school reform and implementation science reminds us that change is a process, not an event (Fixsen, Naoom, Blase, Friedman, & Wallace, 2005; Hall, 2013; Hall & Hord, 1987). So while the Seal of Biliteracy represents a real

victory for policy implementers, it is safe to say that implementation of the State Seal will vary widely. Because the construct of biliteracy is a new innovation for public schools, an Innovation Configuration Map (Hall, 2013; Hall & Hord, 1987; Hall & Loucks, 1978) can assist in visualizing the components of a successful implementation. This study utilized components of an Innovation Configuration map to help analyze the study's findings.

State Seal of Biliteracy

The State Seal of Biliteracy (SSB), per Assembly Bill 815 (Brownley, Chapter 618, Statutes of 2011), became effective January 1, 2012. This program established a new measure of educational excellence for high school graduates who have attained a high level of proficiency in speaking, reading, and writing one or more languages in addition to English. The State Seal of Biliteracy enhances previous understandings of mastery of a High School Curriculum by privileging multilingualism. With the advent of Common Core State Standards (CCSS) and the call from business and community leaders for public schools to teach 21st Century Learning Skills, the State Seal of Biliteracy supports the new framework of the 4Cs: creativity, communication, critical thinking, and collaboration (Manger et al., 2011). In an increasingly globalized society, it will be beneficial for California graduates to communicate effectively in more than one language.

The attainment of the State Seal of Biliteracy means that by graduation, a student has achieved proficiency in the literacy of two languages (Brownley, Chapter 618, Statutes of 2011). According to AB 815, proficiency in English must be achieved through completion of all English language arts requirements for graduation with an overall grade point average of 2.0 in those

classes and a score of proficient or above on the 11th-grade State Assessment in English language arts. Proficiency in a world language can be established through one of four methods:

1. Passing a foreign language Advanced Placement (AP) examination with a score of 3 or higher or an International Baccalaureate examination with a score of 4 or higher.
2. Successful completion of a four-year high school course of study in a foreign (world) language and attainment of an overall grade point average of 3.0 or above in that course of study.
3. Passing a district-created examination of a foreign (world) language that has been approved by the State Superintendent of Public Instruction.
4. Passing the Scholastic Assessment Test (SAT) II foreign language exam with a score of 600 or higher. (California Department of Education, 2012)

The State Seal of Biliteracy appears on the transcript of the graduating senior and is a statement of accomplishment for future employers and for college admissions. A gold, embossed insignia is affixed to the student's diploma in recognition of this special award. In California, the program is optional for school districts, but offers a relatively low-cost way for districts to recognize graduates who distinguish themselves by meeting the state's criteria.

The State Seal of Biliteracy criteria allows for multiple measures to demonstrate second language proficiency, but relies solely on standardized cut scores to determine proficiency in English. This component will need to be updated to reflect the state's transition from the California Standards Test (CST) to Smarter Balanced Assessments (SBAC).

An implication of the State Seal of Biliteracy criteria is that it begins to quantify the number of graduates that achieve at high levels in English Language Arts and a World Language. This new data can help add a layer of self-awareness and accountability to pathway programs that promote biliteracy. The percentage of graduates meeting the criteria for the award could provide another way to measure the success of literacy approaches and programs that serve language minority students and promote multiliteracies. Used in this fashion, the State Seal of Biliteracy rates could help inform how well a program is meeting the three prongs of *Castañeda v. Pickard* (1981), a law established to ensure that English Learners have adequate access to programs that are based on sound educational theory, are implemented effectively, and are evaluated to make sure they are meeting the needs of English Learners.

Given that 22% of California's total student enrollment is currently comprised of English Learners, many advocates of English Learners are urging the state and local districts to create a strategic plan for addressing the achievement of such a significant student population (Genesee, Lindholm-Leary, & Saunders, 2006; Gold, 2006; Lindholm-Leary, 2012; Olsen & Spiegel-Coleman, 2010). At this time, because the SSB is in the early stages of implementation, this study attempts to capture a baseline of how the SSB is being implemented in California. It is the hope of the policy implementers that the award will lead to deeper systematic changes in the pathways to achieving biliteracy in California public schools (Californians Together, 2011).

Californians Together

Founded in 1998 after the passage of Proposition 227, Californians Together (Cal Tog) is a coalition of parents, teachers, educational advocates, and civil rights leaders committed to promoting a quality education for English Learners. Californians Together has sponsored other

bills in addition to the State Seal of Biliteracy. Another Assembly Bill, AB 2445, attempted to establish the State Seal of Biliteracy in 2006, but was vetoed by the governor.

Through a broad network of support from a variety of educational advocates, Californians Together has assisted in the establishment of Seals of Biliteracy in many other states. California was the first to pass the Assembly Bill in 2011, but New York followed in 2012; Texas, New Mexico, and Illinois in 2013; and Washington and Oregon in 2014. At the time of publication of this study, 16 states had replicated or were in the process of replicating the SSB program.

Additionally, Californians Together provides ongoing supports for implementing Seals of Biliteracy through webinars, online resources for best practice, and partnerships with county offices of education. As a result, there are multiple opportunities for districts to create a collaborative community of support for the State Seal of Biliteracy.

The recommended implementation steps from Californians Together for the State Seal of Biliteracy include:

1. Clarify purpose(s) and rationale for giving the Seal. Rationale needs to resonate with your school, community, district and state.
2. Determine the level of pathway awards to be granted.
3. Define criteria for granting award.
4. Develop outreach and application process.
5. Design the award and the process for award presentation.
6. Seek endorsements. Spread the word. (<http://sealofbiliteracy.org>)

There is growing literature that supports the idea that local leaders shape and interpret policies (Chrispeels, 1997; Ricento & Hornberger, 1996). Encouraging all learners to aspire to be biliterate helps to recast the image of the English Learner as a student with precious language resources. This perspective flips the English Learner paradigm to see once-marginalized students through an asset-based lens.

Problem Statement

California, like every state in the nation, is on a quest to produce graduates to meet the needs of a changing, 21st-century world. Multilingualism is being redefined as an important skill set for all learners, not limited to language minority students. However, the State Seal addresses and reframes the historic marginalization of English Learners in California, who in 2011–2012 accounted for 22% of the over 6 million students enrolled in the state’s public school system (dq.cde.ca.gov/dataquest). English Learners are an important subgroup of students in California that require specialized supports in order to close the achievement gap (Coleman & Goldenberg, 2009; Gold, 2006; Hakuta, Butler, & Witt, 2000). A growing body of literature has shown that simultaneous literacy instruction that includes primary language support can close this achievement gap effectively (Collier & Thomas, 2002; Slavin & Cheung, 2005). This finding is problematic because only 23% of ELs received access to primary language support services in 2010–2011 (See Table 1). A shifting ecology of biliteracy provides a climate in which pedagogical innovation such as biliteracy can be implemented. To better understand how this education policy came to be, this study situates the SSB using the ecological framework of the continua of biliteracy (Hornberger & Skilton-Sylvester, 2003).

The State Seal of Biliteracy proposes a new ecological framework and incentive for students to maintain their native language while gaining proficiency in English. Fifteen years after English-only programs were enacted in California, the Seal provides an opportunity to protect and advocate for minority languages, an important component for closing the achievement gap for language minority students (Baker, 2006; Collier & Thomas, 2002; García, 2009; Gold, 2006). This new global perspective presents both opportunities and challenges for language minority students, because English Learners have the potential of being excluded from the very language programs that could benefit them most (Valdes, 1997).

Based on a review of data provided by California Department of Education from the state Language Census (California Department of Education, 2011), English Learners' participation in programs that offer primary language support has decreased by 6% over the last 10 years. All the while, dual immersion programs have increased in California from 47 programs (in 1994) to 233 programs (in 2010) (<http://www.cde.ca.gov/sp/el/ip/twowaydata.asp#Table1>). The increase of popularity of dual immersion programs, and the overall decrease of participation of ELs in programs that offer primary language support suggest that English Learner participation in the State Seal of Biliteracy should be carefully monitored. It is important to note that, as of 2011, these data are no longer available to the public on the CDE website, which will further challenge the monitoring of English Learner's access to primary language support services and opportunities to earn the State Seal of Biliteracy.

Table 1

Language Census (R30) Ten-Year Data Comparison

Year	Total Number of English Learner (EL) Students	ELs Receiving Primary Language Instructional Services ^a	ELs Without Primary Language Instructional Services	Percent ELs Receiving Primary Language Support %
2003–2004	1,598,535	455,888	1,142,647	29
2004–2005	1,591,525	448,951	1,142,574	28
2005–2006	1,570,454	426,666	1,143,788	27
2006–2007	1,568,738	414,139	1,154,599	26
2007–2008	1,553,091	407,934	1,145,157	26
2008–2009	1,513,233	388,972	1,124,261	26
2009–2010	1,475,988	370,852	1,105,136	25
2010–2011	1,441,901	330,232	1,111,669	23
2011–2012	1,387,665	Not Available	Not Available	Not Available
2012–2013	1,346,333	Not Available	Not Available	Not Available

Note. Adapted from Language Census data by California Department of Education (CDE), Educational Demographics Unit, retrieved from <http://data1.cde.ca.gov/dataquest/dataquest.asp>.

^a*Primary Language Instructional Services* is a combination of two figures reported by CDE: ELs Receiving ELD and SDAIE with Primary Language (L1) Support and ELs Receiving ELD and Academic Subjects through the Primary Language (L1)

Purpose of the Study

The purpose of this exploratory, mixed-methods study was to uncover and identify early implementation practices of the State Seal of Biliteracy award in order to support the ongoing implementation of the award that promotes linguistic diversity in California. Because the State Seal of Biliteracy is a new phenomenon in education that has not yet been heavily researched, this study also takes a phenomenological, exploratory approach (Hatch, 2002). First, a comprehensive survey was created and used to capture the multiple factors that led to the implementation of the State Seal at the district level in California public schools. Next, three district personnel were interviewed about their district’s SSB implementation, English Learner participation, and pathways to biliteracy. Finally, the researcher conducted a document review of the interview participants’ districts to triangulate and confirm the study findings. This study analyzed the SSB’s complex sociocultural issues with Hornberger’s continua of biliteracy

framework (2003). In telling the story of the early implementation of the State Seal of Biliteracy, this study investigated the extent to which English Learners have participated in the pathway programs leading to the Seal.

Research Questions

The research questions for this study were based on the most salient literature on school reform and biliteracy, but due to the novelty of the State Seal of Biliteracy awards in California, an aspect of this study is exploratory. An exploratory, mixed-methods research design is supported by a combination of approaches that enhance the data collection process (Creswell, 2009). Three questions guided the investigation of this mixed-methods study:

1. What factors led to the implementation of the State Seal of Biliteracy at the school, district, or county level in California?
2. To what degree did early adopting districts of the California State Seal of Biliteracy implement language programs leading to the Seal?
3. To what extent do English Learners (ELs and RFEPs/Former English Learners) participate in pathway programs leading to the Seal?

Significance of the Study

Implementation is a complex process that deserves greater study (Fixsen et al., 2005). This study explored how California school districts implemented the State Seal of Biliteracy awards in the first two years of the program, 2011–2012 and 2012–2013. Districts that chose to implement SSB during this historic time of limited resources demonstrate the importance of emphasizing biliteracy for their student populations. Studying the context of implementation

gives researchers the opportunity to see how English-only policies are interrupted by policies that promote biliteracy.

Furthermore, this program came to light during the transition between NCLB and the new Common Core Standards, when virtually all schools in California are labeled in “program improvement.” The State Seal of Biliteracy stands in contrast to many other state programs that deal with corrective measures and sanctions for underperformance. In awarding the Seal, districts have demonstrated attainment of biliteracy as a new measure of educational excellence. This study hopes to capture and share the critical factors that contributed to district implementation from the voices of the practitioners, or district personnel. In listening to the voices of the early adopters, this study could potentially help other districts identify and overcome the roadblocks for implementation. Finally, the achievement of English Learners is a critical step in closing the achievement gap in California. Programs like the State Seal of Biliteracy hope to leverage the assets that students bring to school, which for many students is a home language other than English.

Theoretical Framework

A Continua of Biliteracy

This study attempted to locate the State Seal of Biliteracy in the context of language policy theory and research by analyzing the Seal through the continua of biliteracy framework (Hornberger, 2003). Now that 15 years have passed since the referendum on bilingual education in California, the mainstream discourse of bilingual education has widened to include not only English Learners, but also all learners under the umbrella of biliteracy. According to Hornberger (2003), biliteracy is defined as “any and all instances in which communication occurs in two or

more languages in and around writing” (p. 35). This study proposes that there is a new ecology of biliteracy in California. The term *ecology of biliteracy* embraces the ecology of language paradigm, which is a conceptual framework to explain language behavior and change (Ricento, 2000). According to Ricento, the ecology of language framework is the most useful framework for the future, because it is sensitive to both the micro processes of language use and the macro processes of the sociopolitical forces that shape language use (Hornberger, 2003; Ricento, 2000). For this reason, the continua of biliteracy (Hornberger, 2003) was selected to analyze the recent implementation of the State Seal of Biliteracy in California.

Hornberger’s model (2003) is an ecological framework designed to situate the challenges of language planning in multilingual settings. Inspired by Einar Haugens’s essays on the Ecology of Language (1971), Hornberger’s model explores the interdependence and interconnectedness of biliteracy development in society. Through this framework, “change is not only possible, but expected” (Baker, 2003, p. 88). Ecological models have been used “thinly” in educational research to describe environment or surroundings (Weaver-Hightower, 2008). What distinguishes Hornberger’s framework is its ability to analyze more complex relationships and interdependencies, and to empower diverse actors. The ecology metaphor “sheds light on strategy for advocates and activists” (Weaver-Hightower, 2008, p. 162) According to Baker (2003), the continua is a powerful tool for critiquing bias, absence, and unequal power relations.

The continua of biliteracy consists of four sets of continua that capture the context, development, content, and media of biliteracy. Two sets of continua in particular, the context and media of biliteracy, are highlighted in this study as the researcher looks for evidence of practices that support or challenge the implementation of Seal of Biliteracy. The study is

delimited to these two components which are explained in greater detail in the literature review (Chapter Two) and the instrumentation sections (Chapter Three). This study attempts to show how the context of biliteracy in California, which promoted English-only policies enacted through Proposition 227, has been radically altered and interrupted. Chapter Two will take a closer look at the literature to illustrate a shifting ecology of language and practices.

Hornberger's model provides a tool to address unequal balance of power across languages and literacies, giving voice to traditionally less powerful forms of discourse. Responding to the call to describe instances of agency on the less dominant side of the continua, many researchers have used qualitative studies to examine how language policy is mediated from the bottom up (Coyoca & Lee, 2009; Dorner, 2010; Johnson, 2010; Lee, Hill-Bonnet, & Gillispie, 2008; Martin-Beltrán, 2009). The model also serves to challenge the binary oppositions prevalent in the field of bilingualism. The interrelated aspects of each continua are explained in greater detail in the literature review.

Through critical reflection on the continua, it is Hornberger's hope that researchers, community members, and policy members can begin to see themselves as agents who have the power to transform language practices. "There is urgent need for language educators, language planners, and language users to fill those ideological and implementational spaces as richly and fully as possible, before they close in on us again" (Hornberger, 2002, p. 30). The Seal of Biliteracy presents an opportunity to dialogue about the goals and benefits of biliteracy within the larger educational community. This research study layers the continua of biliteracy framework upon the school reform concept of Innovation Configuration Maps in an effort to make the State Seal of Biliteracy implementation steps more comprehensible.

Research Design and Methodology

Setting

This study focused on the early adopters of California's State Seal of Biliteracy program. According to the U.S. Census Bureau, California has a population of 37,253,959 people who are 39% White, 38% Latino, 14% Asian, and 7% African American (U. S. Census, 2010). The American Community Survey (ACS) (U. S. Census, 2012) estimates that 43.5% of California's population 5 years-old and over speaks a language other than English in the home (U.S. Census, 2012). The public school districts in the culturally and linguistically diverse State of California are the setting for this study on the State Seal of Biliteracy. This study attempted to sample a majority of participants across the 165 districts that first offered the Seal.

Participants

The study participants were school personnel (directors, EL coordinators, TOSAs, counselors, principals, assistant principals) who directly led the implementation of the State Seal of Biliteracy in California in their district or school. The survey was offered to 151 districts that participated in year one or two of the Seal from 2012 to 2013. By reaching out to these participants, the survey attempted to capture perspectives from a wide variety of districts and counties that serve the culturally diverse students in California. The second part of the investigation included structured interviews of a convenience sampling of three participating school districts in Southern California. These districts were sampled from one geographic area, as a sample of convenience to the researcher. To protect confidentiality, the researcher changed all names and geographically defining features of participant's districts.

Data Collection Procedures

Prior to beginning the data collection procedure, this study was approved by the Internal Review Board (IRB) of Loyola Marymount University. The researcher received informed consent from all participants in this study. The data for this mixed-methods study was collected in three phases using Creswell's Sequential Explanatory Design (See Figure 5). First, the quantitative data were collected through the online survey. Next, the qualitative interviews with three school leaders from participating Seal of Biliteracy districts were conducted. Finally, the researcher completed a document review of the three interview participants' districts in order to help triangulate the findings.

The data collected in this study were analyzed through a combination of descriptive statistics (Gay, Mills, & Airasian, 2009) and inductive qualitative analysis (Hatch, 2002). The themes, patterns, and interpretations are outlined in a code book by the researcher that is included in Appendix A. The outline of themes/implementation factors for the SSB is one of the major findings of the study. The instrumentation or data collection tools are described in more detail in each of the following sections as well as in the appendix sections.

Instrumentation

Survey. The researcher developed a computer-based survey instrument to collect data from the participants (See Appendix B). Qualtrics was used to create a 50-question SSB Survey that was administered via an email link (See Appendix E). The survey received 62 responses with 45 participants completing the entire survey. For this reason, the participation rate fluctuated from 45 respondents (30%) to 62 Respondents (41%) on a variety of questions. The

survey window was open for two months, until at least 30% of the 151 intended participants were sampled.

Content validity of the survey was established through a rigorous, multistep process. First, the researcher drafted survey questions aligned with the research objectives and major findings from the literature review. The draft survey was then reviewed by experts in the field of biliteracy who helped establish the validity of the questions. The expert panel included a retired English Learner expert from a County Office of Education as well as two university faculty with doctorates in the field of English Learner achievement and biliteracy. The expert panel gave feedback on the wording of each question and advised the researcher on what to omit and what questions to add to the survey. Additionally, the expert panel viewed the computer version of the survey and commented on its intelligibility and ease of use. It was established that the survey could be completed in about 30 minutes, which was deemed acceptable. Once this process was completed, the researcher revised the survey, which is described in greater detail in Chapter Three. The protocol used to guide the expert panel in giving feedback on the survey draft is included in Appendix C. The survey was also used as a method to find willing participants for the qualitative interviews. Participants were asked to enter their email address if interested in a face-to-face interview with the researcher about the Seal of Biliteracy.

Interviews. To better probe research questions, the researcher interviewed three participants who were responsible for the awarding of the State Seal of Biliteracy in their districts. The researcher elected a sample of convenience from a set of 10 survey participants who volunteered to participate in the interviews. The researcher conducted a semistructured interview using the Biliteracy Leader Interview Protocol (Appendix D). The interviews were

audiotaped and transcribed. Follow-up interviews were conducted via telephone and/or email and lasted approximately 30 minutes in length. The demographic details of the interview participants districts were obtained via Data Quest <http://data1.cde.ca.gov/dataquest/> and are included in Chapter Three. Pseudonyms were used to protect the anonymity of all participants and their school districts.

Document review and protocol. Analysis of public documents or unobtrusive data related to the Seal of Biliteracy produced an important data set to help confirm the findings of this mixed-methods study (Hatch, 2002). Unobtrusive data consist of board resolutions, meeting minutes, brochures, website descriptions of the State Seal of Biliteracy, and letters or communications to students/parents. The researcher collected and analyzed at least three biliteracy-related documents from the interview participants' districts.

From a democratic perspective, these public documents are the artifacts or evidence of implementation in each district. Furthermore, these artifacts can help gauge English Learner participation in pathways that lead to the State Seal of Biliteracy.

Innovation Configurations (Hall & Hord, 1987), or maps that help visualize discrete components and levels of implementation of an innovation, have been used in the field of educational research for over 30 years to help define the essential components of an innovation. Because the research on biliteracy is so emergent, an Innovation Configuration of the State Seal of Biliteracy can greatly assist school communities in describing the innovation in operation. Additionally, in order to assist with analysis and interpretation, the protocol utilized Hornberger's continua (2002) to assess the traditional power dynamics of biliteracy. Using an Innovation Configuration map as a guide, the researcher created a document review protocol to

assist the analysis of unobtrusive data that support the State Seal of Biliteracy within a school district.

Positionality and Reflexivity

I grew up in a bilingual household in which knowing two languages was praised. My grandmother, a single, working mother from Mexico City with five children, built her own business around serving Latinas in Los Angeles. In addition to being a poet and entrepreneur, she was a pioneer in Spanish radio in Los Angeles, which framed my early belief in language as an asset for collaboration, compassion, and social mobility. I read Jonathan Kozol's *Savage Inequalities* (1992) in a sociology class in college, which hooked me to the field of transformative education. I began teaching first grade in a bilingual classroom in Southern California in September 1997. During a time of great ambiguity around bilingualism in the state of California caused by Proposition 227, I continued to network with others in my community to affect change on a very local level through bilingual charter schools. Understanding the impact of the SSB is an ongoing project for me. My circular journey has brought me away from the margins of charter schools, back to the core of traditional public schools, where the majority of English Learners are served. The Seal of Biliteracy connects to the spirit of what brought me to work in the field of education in the first place: for me, it is a calling for transformation, participation, and democracy.

Finally, this movement toward bilingualism is primarily a public school phenomenon, which is both curious and inspiring. As public schools struggle to redefine themselves and become relevant to the future of the country, the Seal becomes a counternarrative to the negative perception of public education. The passage of the Seal represents hope for a democratic public

education system that aspires to be responsive to its people, the assets that they bring to school, and what all children could achieve in our public schools: biliteracy.

Limitations

School districts voluntarily participate in the State Seal of Biliteracy program. Districts do not have to award the State Seal. Local Educational Agencies and/or participants have self-selected to implement this award in their district, which limits the representativeness of the districts in this study. The results of this study are not generalizable to districts that did not elect to adopt the State Seal of Biliteracy. The survey results were limited by the nature of self-reporting and the challenges of collecting data with surveys (Fowler, 2008). The study was also limited by the unavoidable errors inherent in sending surveys via email. The survey invitation can be blocked by a Spam filter, or the survey contact submitted to California Department of Education could have been promoted to another role, another district, or retired. Both of these examples would result in a diminished participant sample that could be a limitation to this study. Another limitation to this study is district's policies for conducting research. A number of leaders invited to participate in this study could not participate in the SSB survey because their district would not allow it.

Additionally, the three participants who volunteered to interviewed for this study worked in districts that began their language programs in secondary school, which limited a deeper exploration of simultaneous, elementary literacy programs.

Delimitations

The boundaries of this study were delimited to include districts in California that were early adopters of the State Seal of Biliteracy. Districts that did not participate in the State Seal of

Biliteracy program were excluded from the study. In the future, a study of nonparticipating districts would be an interesting area of further study to add to the understanding of the State Seal of Biliteracy. In addition, the researcher chose a sample of convenience to facilitate the interview portion of the data collection. As a sample of convenience to the researcher, interview participants were delimited to three Southern California counties: Los Angeles, Orange County, and San Diego. Due to resource limitations, the interview participants were selected for their geographic proximity to the researcher.

Finally, the use of the continua of biliteracy framework was delimited to just two out of the four continua: Context of Biliteracy and Media of Biliteracy. The rationale for this delimitation is that these two continua are the most appropriate for analyzing the kind of data collected in this study: the survey and interview data of school leaders. The other aspects of the continua would be beneficial for research that examines actual instances of instruction or language production.

Summary/Organization of the Study

The purpose of this study was to investigate the implementation of the State Seal of Biliteracy in California. This study endeavors to understand the factors that led to the implementation of the Seal from the district leader's perspective. To this end, this study used a mixed-methods approach in the form of a survey, semistructured interviews, and a document review to collect data.

The passage of Assembly Bill AB 815 thrust bilingualism and biliteracy into the realm of the "official knowledge" of the state (Apple, 2003). Just as California's Proposition 227 inspired English-only initiatives in other states (Farruggio, 2009; Gort, de Jong, & Cobb, 2008; Rios-

Aguilar, González Canché, & Sabetghadam, 2012), the Seal of Biliteracy inspired the nation's shift toward a goal of biliteracy for all students.

Chapter One introduces the background of the problem: California's quest for bilingual graduates to meet the needs of a changing, 21st-century workforce. The State Seal of Biliteracy is California's response to the complex communication skills that will be needed to ensure a bright future in a more globalized world. The State Seal also addresses and reframes the historic marginalization of English Learners in California: children whose home language has been limited through English-only policies such as Proposition 227. The State Seal of Biliteracy provides an incentive for students to maintain their native language while gaining proficiency in English. The participation of English Learners in the State Seal program is an important subgroup to monitor for equity and access to programs that produce proficiency in English plus a world language. The continua of biliteracy is used to provide an understanding of how the ecology of biliteracy has shifted to support the framework of 21st-century learning. Three research questions are presented. Chapter One introduced the mixed-methods research methodology that was used to capture the data.

Chapter Two provides a review of the literature to support the three research questions proposed in this study. The review of the literature begins with a deeper explanation of the continua of biliteracy framework, bilingualism through the lens of the continua, effects of biliteracy, ecologies of biliteracy and an overview of implementation science literature. The continua of biliteracy was used to analyze key literature, highlighting important patterns and connections. Chapter Two concludes with the new development of the recognition of

bilingualism and provides an analysis of the key literature highlighting important patterns and connections.

Chapter Three describes the methodology that was used to conduct the study. This chapter explains how data related to the three research questions were collected and analyzed. Chapter Three also outlines the process for creating reliable survey instruments, establishing a survey with content validity and the study's interview protocol. Lastly, the process for the document review is described in order to triangulate and confirm the findings.

Chapter Four presents the results of the study and shares the main findings from the research. This chapter explains in detail how the data from the survey, interviews, and document review were analyzed. A thematic approach (Hatch, 2002) was used to present the main findings of the study. The four themes presented highlight patterns, connections, and questions that arose from the perspective of the early adopters of the State Seal of Biliteracy in California.

Chapter Five reframes the findings in Chapter Four in light of the literature. Suggestions for improving and/or widening the implementation of the Seal are discussed. Chapter Five also offers recommendations for future research based on the unique findings of this study.

Definition of Terms

AB - Assembly Bill. A proposed law introduced by a member of the legislature, approved by the legislature, and signed into law by the governor.

Biliteracy - Proficiency in English and one or more world languages as defined by a set criteria (AB 815). According to Hornberger (2003), biliteracy is defined as “any and all instances in which communication occurs in two or more languages in and around writing,” (p. 35).

Early Adopters - Districts in California that implemented the State Seal of Biliteracy program in 2012 or 2013.

Language Ecology - A resource-based view of language (Hornberger, 2003).

Hegemony - the ability of dominant groups of a society to establish the “common sense” of that society (Apple, 2003).

Implementation - a specified set of activities designed to put into practice an activity or program of known dimensions (Fixsen et al., 2005, p. 5).

LEA - Local Education Agency (also referred to interchangeably as “district” in this study)

Globalization - The blurring of territory that was clearly demarcated by language and culture (García, 2009)

Language Orientation - Language as a problem, language as a right, language as a resource orientations that exist in society (Ruiz, 1984).

Innovation - A process or product that represents a change from current practice (Hall, 2013).

CHAPTER TWO

LITERATURE REVIEW

This chapter reviews the relevant literature related to biliteracy including bilingualism through the lens of the continua, effects of biliteracy, ecologies of biliteracy, and an overview of implementation science. This literature review examines how the literature contributes to the understanding of the implementation of the State Seal of Biliteracy, a recent innovation of the California public school system. Additionally, this chapter outlines and explores the variety of language programs that school districts can implement in order to support students' pathway to biliteracy, or mastery of another language in addition to English.

The State Seal of Biliteracy is an innovation for California public schools because it reframes biliteracy, or proficiency in English and a world language, as a positive and possible outcome of K–12 public education. Implementation researchers have suggested that innovations are sometimes not successful because they are often drastically altered during implementation (Fixsen et al., 2005). English Learners are a significant subgroup in California, and their access to programs that lead to the achievement of the State Seal of Biliteracy can be negatively impacted by weak levels of implementation. Furthermore, the study of the implementation of the Seal of Biliteracy sought to answer Hakuta's (2011) call to "document and develop further insight into successful community initiatives that can amplify linguistic diversity" (p. 172).

Theoretical Framework

This study drew heavily upon Hornberger's continua of biliteracy as a tool for analyzing the State Seal of Biliteracy in the context of language policy theory. The continua model was developed by Hornberger and her colleagues (Hornberger, 2003; Hornberger & Skilton-

Sylvester, 2003) through extensive research on language use in multilingual settings. Hornberger's theoretical framework stands out for its use in a variety of recent studies of biliteracy (de la Luz Reyes, 2012; Reyes & Moll, 2012). The continua gives a language for contextualizing this study through four nested concepts that are integral to understanding the complex construct of biliteracy: the context of biliteracy, the development of biliteracy, the content of biliteracy, and the media of biliteracy. The purpose of the model is to challenge the binary oppositions that are so prevalent in the field of bilingualism and instead highlight the continuity of experiences and practices along each continuum. Hornberger stated explicitly that allowing people to draw upon all points of the continua ensures greater chances that a person will reach full biliterate development (Hornberger, 2003).

Figure 1 (Power Relations in the Continua Model) shows the traditional power weighting of the biliteracy continua in an effort to help all language planners (school leaders, teachers, and policy makers) to grant agency and voice to the practices that have traditionally been on the less powerful ends of the continua (Hornberger & Skilton-Sylvester, 2003). Hornberger developed notions of an ecological framework for biliteracy nurtured by the work of Einar Haugen who coined the term "ecology of language" in 1972. Under this new umbrella term, linguists were able to break free from practices that focused solely on language description, to practices that affirmed language cultivation and preservation (Hornberger, 2003). The addition of the continua of biliteracy (See Figure 1) components serve to deepen the analysis of the program implementation from a sociocultural perspective as well as from a school reform perspective.

Traditionally Less Powerful

Traditionally More Powerful

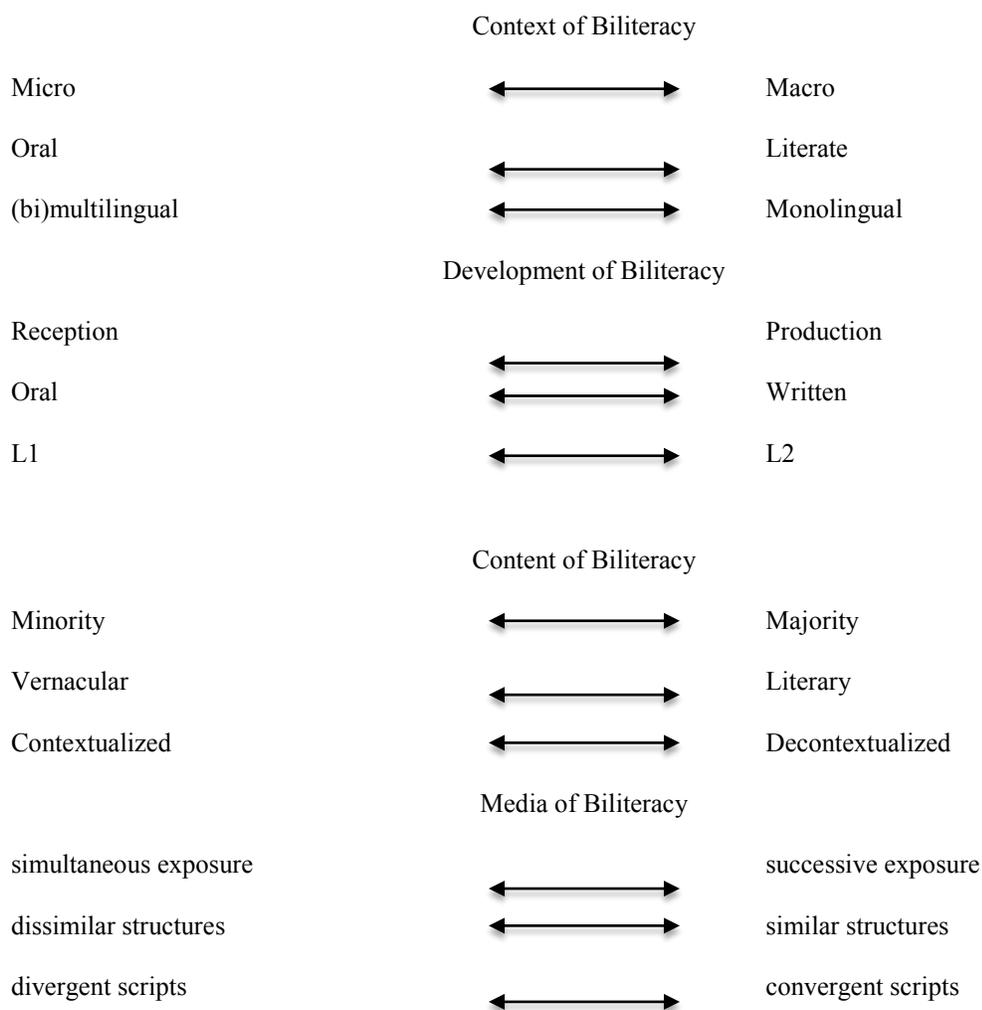


Figure 1. Power relations in the continua model.

Note. Adapted from N.H. Hornberger, & Skilton-Sylvester, E. (2003). *Continua of biliteracy: An ecological framework for educational policy* (4th ed.), Bristol, UK: Multilingual Matters, p. 39. Used by permission.

One of the critiques of the continua of biliteracy as a theoretical framework is that its complexity is a barrier for implementation. In his forward to Hornberger’s continua anthology, Jim Cummins (2003) candidly wrote, “Despite my initial excitement, I didn’t know how to use the original continua of biliteracy framework. . . . I did not know where to start” (Cummins, 2003, p. viii). As changing demographics alter the linguistic landscape in the United States to

include more students with language resources, understanding Hornberger's framework becomes more significant.

This literature review utilizes the continua lens to analyze the historic and theoretical background of biliteracy. Additionally, the continua framework is used to analyze the data collected in this mixed-methods study, as described in Chapter Three. Before presenting and discussing the four components of the continua in greater detail, this chapter will review the changes and adaptations to the continua framework over time.

Hornberger's framework was initially presented as a model of three overarching but interrelated conceptual schemes: biliterate contexts, development, and media (Hornberger, 2003). The continua's next major revision came in 2003, when Hornberger and Skilton-Sylvester added a fourth scheme—content of biliteracy—to propose types of knowledge that could be relevant to learners. This iteration of the continua included a matrix uncovering traditional power relations along the continua (See Figure 1). This evolution, according to Cummins, transformed the continua to add a critical dimension that clearly identifies the kinds of actions that policymakers, leaders and teachers can take to bring about change (Hornberger, 2003). Although the revisions to the continua help to broaden its use in educational research, the relationships in the framework continue to be a challenge because of the complexity of the phenomenon of biliteracy itself.

Over the years, researchers have delimited the framework to investigate one or two aspects of the continua (Hornberger, 2003). The continua is commonly clustered by linking media and content as one focus, and development and context as another area of focus. In reality, all aspects of the continua can be paired equally to investigate an aspect of biliteracy.

The authors have noted that they deliberately do not want the model to be pinned down by one visual representation. That said, this study would like to propose a semantic list or continua shorthand to assist researchers in selecting aspects of the continua that best align with a study's primary research questions. This list was derived from Hornberger's (2012) explanation of the continua.

1. Context (Where/When?)
2. Media (By What Means?)
3. Development (How?)
4. Content (What?) (Hornberger & Link, 2012, p. 268)

The Context of Biliteracy

This part of the continua can trace its roots to the sociolinguistics movement of the 1960s and describes *where* and *when* biliteracy is situated (Hornberger & Link, 2012). Three sets of continua are presented as interrelated parts of the context of biliteracy. The micro-macro continuum provides insights about the individual or local level along the continuum to the society or global level. Next, the oral-literate continuum highlights the traditional privileging of the literate over the oral structures of language. Finally, the bilingual-monolingual continuum has traditionally privileged monolinguals, but that is beginning to change dramatically due to the increased demands brought on by globalization. This construct is presented as a continuum rather than a dialectic due to the fact that even monolingual speakers have high and low functions or different varieties and styles of a monolingual language (Hornberger, 2003). The creation of the State Seal of Biliteracy by the state assembly stands to challenge the more recent hegemony of monolingualism in California Public Schools.

Media of Biliteracy

This set of three continua seeks to draw attention to program structures and instructional approaches that help maximize learner's development of biliteracy. This continua answers *by what means* biliteracy is developed (Hornberger & Link, 2012). The simultaneous exposure-successive exposure continuum has traditionally privileged a systematic, successive approach to bilingualism that has framed simultaneous exposure as a weakness (Hornberger, 2003). This study drew heavily on this continuum as it explores districts' elementary pathways to biliteracy. The similar-dissimilar structures continuum seeks to find connections between L2 and L1, so that learners can build upon pre-existing knowledge. Finally convergent-divergent scripts, or writing systems, have shown to have little influence on the development of biliteracy (Hornberger, 2003).

Development of Biliteracy

This continuum describes *how* biliteracy is achieved (Hornberger & Link, 2012). The communicative resources of biliterate individuals are defined by three interrelated continua: reception-production, oral-written, and L1—L2. The prevailing belief has been that receptive actions such as listening and reading precede the more productive acts of speaking and writing. This binary relationship is challenged by the notion that biliteracy development can begin at any point and proceed in any direction (Hornberger, 2003). Similarly, the oral-written continuum is presented to challenge the unidirectionality of a sequential understanding of language development. Finally, the L1—L2 continuum proposes that there is never a fixed answer to how best to promote biliteracy development. For example, each individual context should determine the levels of primary (L1) or second language (L2) instruction in order to achieve biliteracy.

Questions about what transfers and what interferes with biliteracy development can be proposed along this continuum (Hornberger, 2003).

Content of Biliteracy

This set of continua is concerned with *what* content is privileged in the curriculum (Hornberger & Link, 2012). Three sets of continua are presented to help researchers and language educators negotiate the cultural content of language curriculum. The minority-majority continuum seeks to be inclusive of all of the knowledge that the individual brings to school. The vernacular-literary continuum welcomes an approach to content that allows for vernacular texts to be included in the curriculum. Finally, the contextualized-decontextualized continuum hopes to create a space for more contextualized experiences for language learners as they gain biliteracy skills. Academic or school-based knowledge has traditionally privileged the decontextualized end of the continua, especially in the area of remediation or basic skills. Because language teaching is never neutral, educators can also draw attention to traditionally less powerful ends of the content continua in order to give voice and agency to the resources that all learners bring to the classroom.

In this study, the continua of biliteracy framework was used to organize the literature on biliteracy and bilingualism as well as to analyze the study's findings in Chapters Four and Five. In the next section, the continua is used as an organizational tool for providing an overview of the context, or history, of biliteracy in the United States and California. Literacy is viewed as a social practice within the continua framework (Hornberger, 2003), which highlights the social and historic context in which biliteracy is nested.

Bilingualism through the Lens of the Continua

History

History of bilingualism in education in United States. The revisions to the continua of biliteracy remind us that power relations are an important component of any study of biliteracy (Hornberger, 2003). From its roots as a country made up of people of different origins, the United States has a long tradition of bilingual education (Baker, 2006; García, 2009; Kloss, 1998). In his landmark historic study of bilingualism in the United States, Kloss (1998) described a continuum of language policies that can fluctuate between language repression to tolerance and language promotion. Promotion is defined by bilingual policies that are supported by state resources, such as the State Seal of Biliteracy. Although there have always been elements of “one country, one language” mentality in the United States, Kloss (1998) cited many historic instances of tolerance and inclusion of which he coins the “American Bilingual Tradition.” Evidence of these official bilingual policies are reflected in Louisiana’s period between statehood and the Civil War (1845–1852), New Mexico’s bilingual policies dating back to transition from territorial status in 1852, and the official bilinguality of Puerto Rico and American Samoa (Kloss, 1998). The passage of SB 815, the State Seal of Biliteracy, is definitely an example of language promotion policies in California. Seen through Hornberger’s lens, the United States has a multitude of examples of biliteracy that span the entire multilingual/monolingual continuum.

Through an historical framework, García (2009) illustrated how power, race, and class intersect and impact U.S. language policy. From the beginning of European settlement, a fear of foreigners paved the way for restrictive language policies. Tolerance of German, French, and

Spanish dwindled by the early 20th century. Indigenous languages, in particular, came under deep suspicion and were forbidden in government-run boarding schools (García, 2009).

Language policy in the United States is shaped both by federal policies and by the state or local authorities. Renewed tolerance for language difference began to build during the civil rights era in the second half of the 20th century. The late 20th century gave way to “official English” and new restrictions on languages other than English. The executive power of the governor plays an important role in shaping state and local language policies. Additionally, local school boards can expand or restrict curriculum that can repress or promote language instruction in schools. *Stewart v. School District of Kalamazoo*, (1874) confirmed the right of school boards to add non-English languages to the school curriculum (Kloss, 1998). In spite of many instances of tolerance, foreign language instruction is a sensitive topic that has been the target of the dominant majority even in tolerantly governed states, such as California.

Kloss’s study documented evidence of a bilingual tradition in both public and nonpublic schools. Through World War I, groups of immigrants were allowed almost complete freedom to cultivate their mother tongues in nonpublic schools such as Catholic Schools (Kloss, 1998). German Catholic schools were well developed by the 1880s. By 1886, approximately 165,000 students participated in bilingual parochial schools.

There is a long tradition of support for bilingualism in public schools as well. In 1881, the Illinois State Supreme court ruled in *Powell v. Board of Education* that school boards could introduce foreign language instruction in the elementary school in places where the laws do not explicitly permit instruction in foreign languages as subject matter and where these laws demand an English-only curriculum (Kloss, 1998). The impact of this case shows the importance of

language advocacy at the local level. The Powel case allows schools to be responsive to the wishes and aspirations of the local community.

Ruiz (1984) situated bilingual education in the geopolitical context of the previous 65 years. From the end of World War II to the present, language diversity has been seen as a problem (WWII–the early 1970s), a right (The 1970s–1980s), and a resource (mid 1980–present). Although these general themes or patterns exist, the local context and resources determine whether linguistic difference is seen as a right, a problem, or a resource in any given community. Reflecting this context-based reality, Ruiz (1984) recommended that a variety of approaches be employed to bring about a cooperative and productive language planning effort. Baker (2006) wrote that these language orientations are implanted in the subconscious of every person.

If “orientations determine what is thinkable about language in society” (Ruiz, 1984, p. 16), then there is a great responsibility upon researchers and practitioners to articulate these orientations in strategic and comprehensible ways. Ruiz (1984) posited three distinct orientations toward language planning: language-as-a-problem, language-as-a-right, and language-as-a-resource. These stages are not a clean linear framework, as García (2009) has explained, “The three conceptions and different kinds of bilingual education types that reflect these orientations *co-exist* in the twenty-first century, depending on the wishes of people and societies, as well as their histories and needs” (p. 17).

In spite of these recent gains, the electorate’s overwhelming support for Proposition 227 is a prime example of how the “language as a problem” discourse is alive today. In a recent opinion essay in the *LA Times*, Laurie Olson and Shelly Spiegel-Coleman (2010) challenged the

orientation that language difference is a weakness. They highlighted two districts in California that have taken a “language as a resource” approach to educating English learners: Glendale and Chula Vista. The English learners in these districts have academically surpassed the Academic Performance Indexes of the ELs in districts with a rigid approach to Proposition 227, like Los Angeles Unified (Olsen & Spiegel-Coleman, 2010). Likewise, the spread of the State Seal of Biliteracy to diverse states such as New York, Illinois, Minnesota, Texas, Washington, Louisiana, Oregon, and New Mexico indicates that the electorate is rethinking the benefits of multilingualism. Through the articulation of the benefits of biliteracy for its students and economy, California has led the way for this dramatic transformation of language policy.

In addition to policies of language restriction, Kloss (1998) documented evidence of policies that demonstrate overall tolerance and promotion of non-English languages in the United States. This openness is reflected in the treatment of Germans in Pennsylvania and Ohio and early Hispanos in California, Texas, and Colorado (Kloss, 1998). Additionally, the regard for immigrant languages in public libraries through out the United States is indicative of policies that promote tolerance and inclusiveness. Finally, the almost-complete freedom to cultivate ethnic tongues in nonpublic schools prior to World War I is unique to the United States and demonstrates the historic nature of policies that promote inclusion of non-English languages. In California, however, the tolerance and promotion of non-English languages has not always been positive. In 1988, California passed a constitutional amendment making English the official language of the state (García, 2009). Restrictive language policies, such as Proposition 227, provide the most recent context for biliteracy programs in public schools. This literature review

attempts to provide examples along both ends of the continuum (Hornberger, 2002) to define the context for biliteracy in California.

History of language policy in California. There has been a long history of language diversity in the United States going back to the Treaty of Guadalupe Hidalgo (Wiley, Lee, & Rumberger, 2009). Although California was explored by the Spaniards in 1542, it wasn't until 1769 that it was officially occupied by the system of California Missions (Kloss, 1998). California officially became a part of Mexico in 1822, but this annexation would soon be challenged by the American occupation of California in 1846. The Gold Rush of 1848 dramatically altered the demographics of California with a mass migration of White settlers. By 1880, only 1% of California's 865,000 inhabitants was Mexican born (Kloss, 1998).

In 1867, groups of German- and French-speaking settlers helped to establish Cosmopolitan Schools in San Francisco (Kloss, 1998). The curriculum of the Cosmopolitan Schools consisted of one-and-a-half hours of German or French instruction in the primary grades. The upper grades provided 50% of instruction in the target language. In 1900, the Cosmopolitan School movement created a school movement in Los Angeles. Curiously, it took 46 years for Spanish to receive the same status as German and French in the California School system—it was not achieved until 1913. Cosmopolitan Schools were supported by California Education Code 1967, Section 660-663:

In every city, which according to the federal census of 1920 has at least 500,000 inhabitants, the school board shall establish and maintain at least one public school in which along with the courses in English Language prescribed and permitted for the elementary schools there shall also be taught French, Spanish, Italian and German, or one of them. (Kloss, 1998, p. 236)

In 1965, the above section of the Education Code was repealed and another law replaced it, making foreign language teaching mandatory in the upper grades of all public schools (Kloss, 1998). Current requirements for high school graduates to apply to University of California School System require 2 years of foreign language study in high school, but 3 years of study is recommended. The shifting of the law suggests that there is something less desirable about teaching foreign language to our youngest citizens—children at the elementary level. Seen through the lens of the continua of biliteracy, there is currently a privileging of successive exposure to biliteracy rather than a simultaneous exposure as was proposed by Cosmopolitan Schools. Is there a perception that teaching foreign language in the upper grades is less of a threat to assimilation and identity? This question deserves to be further probed in the literature.

Figure 2 provides a timeline of U.S. Bilingual Education Policy from 1954–2012, when California Passed the State Seal of Biliteracy Assembly Bill.

1954	<i>Brown v. Board of Education</i>
1957	Sputnik
1958	National Defense Education Act--increased funding for foreign languages
1964	Title VI of Civil Rights Act
1968	Title VII Elementary and Secondary Education Act (ESEA) Bilingual Education Act, not bilingual ed. but \$ for districts with high ELs
1974	<i>Lau v. Nichols</i>
1978	Reauthorization of Bilingual Education Act. Expanded LEP category. Inclusion of Lau Remedies/Guidelines
1981	Official English* by 2007, 28 states had passed English-only laws.
1981	<i>Castañeda v. Pickard</i>
1998	California's Proposition 227 passed
2002	<i>No Child Left Behind</i> legislation as a reauthorization of the Elementary and Secondary Act of 1965 and a repeal of Bilingual Education Act, the beginning of high stakes testing in English
2012	California's State Seal of Biliteracy passed

Figure 2. A timeline of U.S. bilingual education policy, 1954–2012.

Note. Adapted From C. Baker, (2006). *Foundations of bilingual education and bilingualism* (4th ed.). Bristol, UK.; Multilingual Matters, p.201.. Used by permission.

Language policy in California mirrors that of the United States in that there are a series of policies and corresponding movements of backlash that are driven in large part by the majority's reaction to demographic shifts in immigration (García, 2009; Ruiz, 1984). After World War I, a huge influx of Mexican workers migrated to California (Kloss, 1998). While Spanish continues to be the largest minority language in California, it was in fact Chinese immigrant rights that brought the issue of minority student's access to education to the forefront of federal civil rights policy.

Lau v. Nichols (1974), a landmark in federal bilingual education policy, was a lawsuit brought on behalf of Chinese students against the San Francisco Unified School District in 1970.

In 1974, the case was accepted into the Supreme Court, which ruled that “There is no equality of treatment merely by providing the students with the same facilities, textbooks, teachers and curriculum; for students who do not understand English are effectively foreclosed from any meaningful education” (Baker, 2006, p. 192). Lau was the first case that made ELs a protected class whose civil rights were protected from discrimination based on national origin (Hakuta, 2011). This verdict outlawed English mainstreaming programs and resulted in nationwide “Lau Remedies” such as English as a Second Language classes, English tutoring, and some forms of bilingual education.

Lau remedies under President Carter mandated bilingual education when schools had 25 or more LEP students from the same language group. Lau remedies were withdrawn in 1981 by President Reagan because the programs were too costly and difficult to maintain by districts (Hakuta, 2011). At the same time that the Lau Remedies were withdrawn, the Castañeda Standards determined that the appropriateness of programs for ELs should be guided by three standards: programs are based on sound educational theory, are implemented effectively, and are evaluated to make sure they are meeting the needs of English Learners. According to Hakuta (2011), the Castañeda Standards helped organized the field of education by linking theory to programs, implementation, and outcomes.

Meanwhile, between 1987 and 2000, California experienced a dramatic increase of students from multilingual backgrounds that would drastically alter the language ecology and raise familiar questions about the language of instruction in public schools.

Proposition 227. In the summer of 1998, 61% of voters in California supported Proposition 227– an initiative that significantly changed the instruction of English Learners in

California (Parrish, Linqunti, Merickel, Quick, Laird, & Esra, 2002). Aided by the discursive power of English, proponents of Proposition 227 successfully promulgated a myth that “bilingual education was unpopular among the very groups it was intended to serve” (Crawford, 1997, p. 4). The California law allows schools to provide bilingual education, but only through a parental waiver; otherwise instruction is to be provided only or nearly all in English (Gold, 2006). Proposition 227’s rapid transition to English contradicts many leading experts in the field of language acquisition who describe the window for an English Learner to achieve oral proficiency at 3–5 years, and the window to achieve academic English proficiency at 4–7 years (Hakuta et al., 2000).

Since 1998, a large body of research has emerged trying to make sense of the aftermath of Proposition 227. A landmark study by WestEd commissioned by the California Department of Education explored the effects and unintended consequences of the first 5 years after the proposition (Parrish et al., 2002). The WestEd Report found

enormous variation and confusion exist regarding the availability, clarity, and granting of parental exception waivers to allow EL students to be instructed bilingually. This has led to significant differences in policy interpretation and practice, resulting in very uneven implementation across districts. (p. ix)

This uneven implementation of the waiver process can be an explanation of the decline of services in Primary Language Support as indicated in Table 1. Another consequence of Proposition 227 was the formation of English Learner advocacy groups such as Californians Together, the group that would eventually advocate for and establish the State Seal of Biliteracy in California.

In the decade following Proposition, 227, the literature supporting bilingual education changed to reflect greater awareness of stakeholder agency. Due to a contingency on parental

waivers, Linton (2007) highlighted that bilingual programs in California today are rarely the default option for parents of LEP or English-dominant students.

The context of biliteracy in California is a complex phenomenon with numerous historical opportunities and challenges for biliteracy attainment. Through the continua of the biliteracy framework, a hopeful portrait emerges of unlimited opportunities for control and resistance within the power dynamics of the continua. Language policy in California has seen language as a problem, language as a right, and language as a resource (Ruiz, 1984). The following section of the literature review highlights key forms of bilingualism, which provide an overview of bilingual theory or program. Hornberger's media of biliteracy, or the relationships between the two languages, is used as the framework from which to begin the discussion about bilingual theory. The continua of biliteracy framework privileges contextualized knowledge, which subverts the traditional power dynamic of how literacy is privileged in schools. Thus, the continua seeks to grant agency to practices that promote the academic success of English Learners through the practice of cultural affirmation (Reyes & Moll, 2012).

Theory

The media of biliteracy is a topic of much debate and variation within the field of biliteracy. In a very personal piece detailing his four-decade career as a language researcher, Hakuta (2011) lamented that bilingual education research is not seen as credible by the general public. Furthermore, he contended that the research topic of bilingual education has distracted researchers from attending to the need of program improvement (2011). In the same breath that he discouraged research questions about the language of instruction, Hakuta encouraged the study of the benefits of bilingualism. This is a slippery slope that poses a dilemma for future

research on biliteracy because it privileges conversations of biliteracy outcomes over conversations of the process of biliteracy.

Strong forms of bilingualism. As bilingual education efforts around the world expand, so have the bilingual frameworks that define bilingualism. “With the world enmeshed in the complexity of globalization and the interrelationships between the states and the regions, bilingualism has become a welcomed resource for global understanding” (García, 2009, p. 117). García (2009) outlined four models of bilingual education that underlie two distinct theoretical frameworks: monoglossic (subtractive, additive) and heteroglossic (recursive and dynamic). García (2009) emphatically believes that no one model is superior to the other. The best model, in García’s view, is always dependent on the resources, history, and needs of the community. In the footnotes of the introduction, García offered the following explanation, “We are aware that not all societies involve these multimodal networks, and thus through out the book we make room for options that can also function in isolated and rural contexts” (p. 396, notes). García’s conceptual framework for bilingual education builds upon the flexible, continua model posited by Hornberger (2003) as well as the responsive orientations for language planning posited by Ruiz (1984). This study utilizes these dynamic conceptual lenses while adding the lens of globalization, which has altered the rapidly changing educational landscape with broad implications for college and career readiness. Having reviewed bilingualism through the lens of the continua, we will review the current literature on language programs.

Programs

There are numerous typologies of bilingual education, but this study highlights the four broad types of programs that bilinguals most frequently encounter in California.

Mainstreaming. Mainstreaming is the most common language program for language minority students in California. It provides 100% immersion in an English-only environment without any primary language support. By law, language minority students must receive 30 minutes of English Language Development (ELD) support. This program leads to monolingualism in English (Baker, 2006).

Transitional. Before Proposition 227, this was the most common form of Bilingual Education in California. Students were taught in their primary language (L1) in grades kindergarten through third and then transitioned to English-only Mainstream (described previously). Although it provides supports for a language transition, this program leads to relative monolingualism in English (Baker, 2006).

Mainstream with foreign language teaching. World languages are taught in 30-minute to hour-long lessons per day, similar to subjects of science or mathematics in high school. The challenge with this model, also found in Canada and UK, is that few students become fluent speakers of the second language (Baker, 2006). In these classes, language is typically the content of the curriculum rather than the medium of instruction. Alternately, research has shown that other models are more effective at promoting the fluency necessary to achieve bilingualism and biliteracy.

Dual language (two-way) bilingual education. Approximately equal numbers of language minority and language majority students are taught in the same classroom, and both languages are used for instruction. These programs have grown in popularity since 1963, when a Spanish dual language program was first established in Dade County, Florida. If student demographics do not allow for a balanced ratio of students, this program can be easily modified

to a *one-way immersion* model in which both languages are utilized as a means of instruction for a more homogenous student population (Gómez, Freeman, & Freeman, 2005). Dual language programs have been critiqued within the literature as elite forms of bilingualism that have the potential to exclude language minority students through the replication of dominant cultural values (Valdes, 1997). In a large-scale study, Lindholm-Leary and Block (2010) showed evidence that dual language programs are effective in closing the achievement gap for high poverty, high Hispanic student populations in California. The sample for this large-scale study included 659 Hispanic students in dual language programs from four low socioeconomic schools in California. Similarly, Gómez, Freeman, and Freeman's (2005) study explored the promising success of a dual immersion model in Texas and its effect on English Learner achievement. This study included over 240 students from five schools within two school districts in the Rio Grande Valley of South Texas. Data from this study show that the 50/50 content model was effective in helping Spanish- and English-dominant students reach the Texas State Standards in both math and English.

Table 2 shows strong and weak forms of bilingual education according to Baker (2006). Baker's research posits that strong forms of bilingual education lead to the highest levels of bilingualism and biliteracy. Researchers have documented many instances of effective dual language programs in California (Gold, 2006; Lindholm-Leary & Block, 2010). In spite of the many varieties of programs, opportunities for bilingual education continue to be limited in districts across California. Since Proposition 227, English Learners have access to these program options through a parental exception waiver, which may establish a roadblock or hindrance to access to pathway programs that support biliteracy (Parrish et al., 2002). Currently,

California's pathway to biliteracy is bolstered by the University of California's requirement of 2 years to 3 years of foreign language study. As a result, virtually all high schools across California provide foreign language courses in the secondary setting (mainstreaming with foreign language teaching). In a report titled *The California Campaign for Biliteracy*, the limitations of a high school-only pathway to biliteracy is discussed: "by waiting to enroll in foreign language courses until high school, students significantly reduce their chances of reaching meaningful levels of bilingual language proficiency" (Olsen, 2014 p. 7). Taking those programs aside, California's foreign language offerings are very limited when one considers the cognitive, economic, and academic benefits of biliteracy for all, which is a component of college and career readiness. This study investigated and described the pathway programs that currently exist within districts that offer the Seal.

Table 2

Strong and Weak Forms of Bilingual Education

Monolingual Forms of Education for Bilinguals				
Type of Program	Typical Type of Child	Language of the Classroom	Societal and Educational Aim	Aim in Language Outcome
Mainstreaming	Language Minority	Majority Language	Assimilation/ Subtractive	Monolingualism
Mainstreaming with pull out ESL	Language Minority	Majority Language with Pull-out L2 lessons	Assimilation/ Subtractive	Monolingualism
Segregationist	Language Minority	Minority Language (forced, no choice)	Apartheid	Monolingualism
Weak Forms of Bilingual Education for Bilinguals				
Transitional	Language Minority	Moves from minority to majority language	Assimilation/ Subtractive	Relative Monolingualism
Mainstream with foreign language teaching	Language Majority	Majority language with L2/FL lessons	Limited Enrichment	Limited Bilingualism
Separatist	Language Minority	Minority Language (out of choice)	Detachment/ Autonomy	Limited Bilingualism
Strong Forms of Bilingual Education for Bilingualism and Biliteracy				
Immersion	Language Majority	Bilingual with initial emphasis on L2	Pluralism and Enrichment. Additive	Bilingualism & Biliteracy
Maintenance/ Heritage Language	Language Minority	Bilingual with emphasis on L1	Maintenance, Pluralism and Enrichment. Additive	Bilingualism & Biliteracy
Two Way/Dual Language	Mixed	Minority and Majority	Maintenance, Pluralism and Enrichment. Additive	Bilingualism & Biliteracy
Mainstream Bilingual	Language Majority	Two Majority Languages Pluralism	Maintenance, Biliteracy and Enrichment. Additive	Bilingualism

Note. Adapted from C. Baker (2006). *Foundations of bilingual education and bilingualism* (4th ed.). Bristol, UK: Multilingual Matters. Used by permission.

Alternative settings. Recent studies (Baur & Gort, 2012; Rodríguez, 2010) have explored the early biliteracy development of children within a range of contexts, which include the home and preschool settings. Manyak (2006) has posited that advocates should consider both short- and long-term strategies to support children's bilingualism and biliteracy development. After-school programs and nonschool settings are potential sites of partnership for promoting bilingualism in the larger community. A strategy that incorporates both the formal school setting and the out-of-school settings should be explored concurrently (Manyak, 2006). Rodríguez's (2010) study of three families with young Latina girls ages 15 months to 3 years suggests that raising a family bilingually might require support of the minority language outside the home. Her study makes recommendations for early childhood programs to capitalize on the language resources that young children bring to school.

Furthermore, educators and community leaders need not wait for programs to be established at the school site to begin to promote bilingualism in alternative settings. This strategy appears to be at the forefront of the State Seal of Biliteracy movement, which is offering an award to all graduates in all districts knowing that very few programs currently exist in traditional districts beyond the high school language departments. Although they represent weaker forms of biliteracy, according to Baker (2006), alternative settings also can create opportunities for simultaneous exposure to biliteracy as posited by the continua of biliteracy (Hornberger, 2003).

Effects of Biliteracy

The research is beginning to show wide and promising effects of biliteracy that impact the cognitive, economic, and academic outcomes for individuals and for society. Taken in their totality, these studies help describe the current hospitable ecology for biliteracy that helps to establish and promote programs such as the State Seal of Biliteracy in California.

Cognitive Effects

Recent research from Morales and colleagues found strong evidence supporting the cognitive benefits of bilingualism in the area of executive function (Morales, Calvo, & Bialystok, 2013). Bialystok, Craik, & Freedman's (2007) studies have demonstrated an advantage for bilingual children in working memory when tasks contain increased cognitive demands. Additionally, bilingualism has been featured in mainstream online newspapers such as *USA Today*, reporting on bilingualism as a protection against the onset of dementia (Bialystok, Craik, & Freedman, 2007; Painter, 2013). Bialystok et al.'s (2007) research argued that bilinguals show symptoms of dementia 4 years later than monolinguals. In addition to cognitive effects, this section will discuss the economic and academic impacts for students who are proficient in English and a world language.

Economic Effects

Based on annual statistics from the World Bank, California is now ranked the world's eighth largest economy, slightly ahead of Russia. Education in world languages and cross-cultural competencies enhances California's connections to foreign markets. In 2006, the U.S. State Department launched National Security Language Initiative (NSLI-Y) to award high school students merit-based scholarships to participate in international home-stay immersion programs

in the seven target languages: Arabic, Chinese (Mandarin), Hindi, Korean, Persian (Tajik), Russian, and Turkish. The purpose of NSLI-Y is to prepare American youth to be leaders in the global world, to support an international dialogue, and to support American interests and engagement abroad (<http://www.nsliforyouth.org>). Language policy will always reflect strategic interests of the United States around the globe. The seven target languages indicate a strong national interest in areas of economic growth, military engagement, terrorism, and cold war history. Despite a high national security interest, NSLI target languages are rarely taught in U.S. public high schools.

Academic Effects

Numerous large-scale research studies have investigated the achievements of English Learners within various bilingual education programs and settings (See Table 3). The following is a review of the most salient research in the area of bilingual education effectiveness. This literature confirms a disconnect between theory and practice in the field of bilingualism, as an overwhelming majority of these studies show the effectiveness of bilingual programs across contexts and methodologies, yet the overall participation of English Learners in bilingual programs in California is in a pattern of decline (See Table 1). Seen through the lens of the continua of biliteracy (Hornberger, 2003), each research study speaks to a different dimension of the biliteracy continua, which is also highlighted in this review. The continua lens was used to organize the bilingual education effectiveness research into three broad categories: (a) Early Ecologies of Biliteracy, (b) Restricted Ecologies of Biliteracy, and (c) Shifting Ecologies of Biliteracy, indicating that more than ever before, contemporary research studies are shifting to include the traditionally less powerful sides of the continua of biliteracy.

Table 3

Summary of Large-Scale Research Studies Organized Around Continua of Biliteracy

Continua Dimension	Study & EL Population	Forms of BE (Baker)	Findings	Implications
<u>Context</u>				
Early Ecologies (1981–1998)	Baker & de Kanter (1981)	Transitional Bilingual (Weak)	Positive effect of BE in 11 of 25 studies	Echoes Hornberger’s call for privileging the local (or micro) context
	National sample from 25 studies		Programs should be determined by local context.	Transitional Bilingual programs were not recommended by Federal Government
	Ramirez et al. (1991)	Transitional Bilingual (Weak)	Latino students who received L1 instruction through elementary school have better academic outcomes than students who received the majority of their instruction through English	Seminal study to support the effectiveness of Bilingual Programs as a means of closing achievement gap of Latino students
<u>Development</u>				
	Thomas & Collier (2002)	8 different types (Weak and Strong)	Drop out rate is highest for ELs in ELM classes	Established the instructional validity of 2-way immersion programs; Showed that using L1 could achieve powerful outcomes in L2
	5 urban and rural school districts in US		58% of ELs attending 2-way immersion classes met state standards, higher than any other group	
	Rolstat, Mahoney, & Glass (2005)	Meta-analysis of (Strong and Weak forms of BE)	Bilingual approaches superior for ELs based on data (meta-analysis)	Critiqued NCLB’s quick transition to English

Table 3, *continued*.

Continua Dimension	Study & EL Population	Forms of BE (Baker)	Findings	Implications
<u>Content</u>				
Shifting Ecologies (2005–2014)	Greene (1997)	Meta-analysis of (Strong and Weak forms of BE)	The use of at least some native language in the instruction of ELs produces improvements in standardized test scores taken in English	Reexamined Rosell & Baker (1996) and found that many of their studies were unable to be found, and researchers did not control for outside factors.
	Lindholm Leary, 2010	2-Way (Strong)	Hispanic students participating in dual language programs have similar or higher levels of achievement	Dual language programs could be explored to close the achievement gap
	659 Hispanic students in dual language programs in 4 low SES schools			
	U.S. Department of Education (2012)	Literature review of programs that support English Learners (Strong and Weak)	Well-designed Language Programs (LIEPs) go beyond choosing a language of instruction, they also implement instructional practices that produce positive results.	This study was commissioned by the Federal Government and opens the door for more programs that effectively promote biliteracy. Echoes the need for context specific programs.
<u>Media</u>				
Shifting Ecologies (2005-2014)	Literacy Squared Project (Escamilla, 2010) 1500 ELs in longitudinal study	(Strong)	Simultaneous exposure had positive affect on biliteracy attainment	Highlighted the power of simultaneous literacy programs
	Goldenberg (2008)	(Weak and Strong)	Reviewed two major EL studies from 2006: National Literacy Panel (NLP) and CREDE	Showed that teaching students to read in L1 promotes achievement in English

Note. Adapted from N.H. Hornberger, & Skilton-Sylvester, E. (2003). *Continua of biliteracy: An ecological framework for educational policy* (4th ed.), Bristol, UK: Multilingual Matters, p. 39. Used by permission.

The following sections provide a discussion of the bilingual education effectiveness research through the lens of the continua of biliteracy. The table above includes the most seminal large-scale quantitative studies in the field of bilingualism up until the publication of this study. The studies in this section address the academic achievement of language minority EL students. Additionally, seen from the historic lens of the context of biliteracy, the metaphor of ecology can be applied to the body of research itself. These studies encapsulate the relationship between language and the environment in a particular time in space. Beginning with Baker and de Kanter (1981) and culminating with the LIEP Study (U.S. Department of Education, 2012), a shift from debates about language of instruction to a focus on content and instructional practices that benefit English Learners is evident. Mirroring ecology of language, policies evolve grow and change. The researcher frames the effectiveness literature in three segments beginning with the Early Ecologies of Biliteracy (1981–1998). The passage of Proposition 227 in 1998 heralds the era of the Restricted Ecologies (1998–2005), while the Shifting Ecologies (2005–2014) contain a collection of research that begins to highlight a fuller portrait of biliteracy, beyond the language of instruction, as defined by Hornberger’s continua.

Ecologies of Biliteracy

Early Ecologies (1981–1998)

The use of large-scale studies to investigate the effectiveness of bilingual education heralded the Early Ecologies of Biliteracy. These studies created the context for future biliteracy studies up until the historic passage of Proposition 227 in 1998. Although not all bilingual education programs are designed to promote biliteracy, Garcia (2009) has argued that all bilingual education programs take into account the concept of biliteracy even when the

educational goal is monoliteracy. Even though this finding may seem counterintuitive, it reveals the interconnectedness of the continua of biliteracy.

Context of biliteracy. The context of biliteracy scheme attempts to focus on questions of where and when biliteracy is taken into account. At the time of publication, Baker and de Kanter's (1981) federally funded research study was the most comprehensive review on the subject of academic achievement within bilingual programs. Because of its historic place as a seminal example of bilingualism research, this study examines its contributions through the lens of the context of biliteracy. Although the study confirms that special programs can improve achievement of language minority children, due to lack of consistent empirical evidence, this study concluded that transitional bilingual programs should not be mandated by the federal government. The study began by selecting 300 studies on bilingual programs, but limited the sample to 28 studies that met the methodological criteria for soundness as determined by the researchers. This criteria only included studies with random assignments for the most rigorous research design.

Several findings from the Baker and de Kanter (1981) study remain relevant for today's educational setting seen through the lens of Hornberger's Context of Biliteracy continuum. Privileging the monolingual end of the context continuum, the researchers did not feel it was necessary for nonlanguage subjects to be taught in the student's primary language. If subject matter is taught in English, the researchers recommended that curriculum should be structured differently than it is for native English speakers. Additionally, language immersion programs, such as dual immersion, were shown to have promising results in this study, which privileged a

more global form of multilingualism. Finally, the researchers also called for an increase in the quality of Title VI Program evaluations.

The implications for the federal government were clear: the researchers called for fundamental change in federal policy so that schools could develop programs that serve the unique needs of students. The researchers pointed out that 11 of 25 studies reported a positive effect of Transitional Bilingual Education, therefore the federal government should not constrain the options of local schools (Baker & de Kanter, 1981). The study concluded that the most effective language programs respond to each unique setting, as deemed by the local school district, which echoes Hornberger's call for privileging the micro end of the context of biliteracy continua. This recommendation has mixed implications when not all communities have the resources or capacity to implement programs that could benefit their most vulnerable student populations.

Another seminal, large-scale research study was conducted by Ramirez and colleagues in 1991. Like Baker and de Kanter (1981), Ramirez studied transitional bilingual programs, which are weak forms of bilingualism, according to Baker (2006). Ramirez's study found that Latino students who received L1 support in elementary school had better academic outcomes in English than students who received the majority of their instruction through English.

Restricted Ecologies of Biliteracy (1998–2005)

The dual forces of the passage of Proposition 227 at the local level, and NCLB's pressure to measure English proficiency on the federal level, created an era of restricted language ecology for educators and students in California. During this time, several studies examined the academic achievement of students in a variety of program types, but as in the earlier studies, the

outcomes measured in these studies were limited to one end of the biliteracy continua: English proficiency.

Impact of NCLB on innovation in schools. Looking back at the legacy of the most recent wave of federal school reform in the United States, No Child Left Behind, the 2001 reauthorization of the Elementary and Secondary Education Act (ESEA), many educators have publicly lamented the loss of innovation in the public school system. Although the idea of the subgroup targets was well intentioned, narrowing the performance targets to language arts and mathematics further created a system of inequality and an uninspired, shallow curriculum that did not cultivate balance as defined by the continua of biliteracy (Hornberger & Link, 2012). During NCLB, researchers began to take note of the removal of the word “bilingual” from federal offices (Wiley et al., 2009). For example, the Office of Bilingual Education and Language Minority Affairs (OBEMLA) was changed to the Office of Language Acquisition, Language Enhancement and Academic Achievement (OELA) (García & Baker, 1995; Wiley et al., 2009). In contrast to NCLB, current school reform efforts stress 21st-century skills, innovation, and a set of common standards for the nation—the Common Core State Standards. These new innovation-friendly concepts and policies have been fertile ground for the State Seal of Biliteracy to take root. Before we explore these new directions in federal and state educational policies, it is important to take stock of the impact of the restrictive policies on innovation in public schools.

Hornberger (2012) identified high-stakes testing as a roadblock in educational policy that inhibits the proliferation of language programs in public schools. Although there is grant money available for states to implement high quality language programs in ESEA 2010 Reauthorization

Blueprint for Reform, high-stakes testing continues to be a barrier for districts' innovative practices (Hornberger & Link, 2012). It is yet to be determined whether the adoption of new Common Core Standards and new Smarter Balanced assessments will create a more positive climate for the implementation of language programs. The nation is currently in limbo with the promise of the new assessments and the hope of a new way of teaching. Innovative programs such as dual immersion are popular because the programs systematically produce high results for all subgroups of students (Collier & Thomas, 2002; Gómez et al., 2005; Lindholm-Leary & Block, 2010). As reviewed in the previous literature, dual language programs have been effective in closing the achievement gap of English Learners. Because world language study is a component of the University of California's A-G Requirements, early language study is on the pathway toward what has been coined by educators as "college and career readiness."

Development of biliteracy. Collier and Thomas's (2002) 5-year research study focused on the academic achievement of language minority students in U.S. public schools. This study included quantitative and qualitative approaches to collect and analyze over 210,000 student records from five urban and rural school districts in the United States. The analysis highlighted Hornberger's concept of development of biliteracy by analyzing the achievement outcomes from eight different program types. This study found that the drop-out rate was highest for English Learners in the English mainstream classes (Collier & Thomas, 2002). Additionally, 58% of English Learners attending 50-50 two-way immersion programs met or exceeded state standards in English reading by the end of third and fifth grade. The Collier and Thomas (2002) study was instrumental in establishing the instructional validity of two-way immersion models.

Furthermore, this study revolutionized the field of biliteracy by showing empirical evidence that

programs that privileged traditionally less powerful instructional approaches for instructing English Learners, such as multilingual curriculum and instructional support in the primary language (L1), could achieve better results than those that privileged traditionally more powerful approaches, such as English-only programs.

Rolstad et al. (2005) provided a meta-analysis of studies from 1985 to the time of publication, claiming that bilingual education is superior to all English approaches. Since the Lau case of 1974, schools have a legal responsibility to provide effective programs for language minority students. Rolstad's study clearly denounced policies that ban native language instruction because they cannot be justified by the research. The researchers critiqued the high-stakes sanctions of NCLB for promoting a quick transition to English, which could be harmful to English Learners (Rolstad, Mahoney, & Glass, 2005). This study critiqued Baker and de Kanter (1981) for failing to define Transitional Bilingual Programs systematically. Rolstad et al. (2005) asserted that federal language policy should "at best encourage the development and implementation of bilingual education approaches in all U.S. schools serving English Language Learners" (p. 590). This study aligns well with Hornberger's recommendation that educators create a space for the less powerful ends of the continua so learners can draw upon all of their resources as they develop biliteracy.

Shifting Ecologies of Biliteracy (2005–2014)

The present era of bilingual education effectiveness studies represent shifting ecologies of biliteracy that begin to privilege traditionally less powerful aspects of biliteracy based on the continua of biliteracy framework (Hornberger, 2003). These studies were greatly influenced by expanding notions of equity in schooling such as the call for college and career readiness and the

Partnership for 21st Century Skills. These studies are analyzed through the lens of the content and media of biliteracy.

College and career readiness. In the era of new Common Core Standards, educators have worked in partnership with leaders from the business world to redesign national standards with the hope that graduates will be prepared for success in college and beyond. Given the complex challenges of our age, many educators echo the belief that standards must address both content knowledge as well as the skills that will best prepare students for the future. Mastery of global languages has positioned itself within this framework as an asset for career and college readiness. The linguistic complexity of the world is a byproduct of life in the 21st century. In a race to create the most innovative programs, maintaining a model of monolingual schooling in light of increased globalization and changing opportunity will leave states behind (García, 2009).

The push for career and college readiness has been transformed by globalization, or the interchange between nations. Language planning and educational reform occur within the larger context of nation building (Ruiz, 1984; Tyack & Cuban, 1995). Attitudes toward bilingual education mirror our tolerance of difference in the larger society. Baker (2006) noted that the economic circumstances can encourage the acquisition of foreign language learning. Political circumstances can also impact language learning at the college level. Wiley, Lee and Rumberger (2009) noted that in colleges and universities, federal monies are allocated to support languages needed for international competitiveness and national security, which is reflected in the increase of programs for the study of Arabic, Korean, and Chinese.

In spite of the many political and ideological obstacles in the way, bilingual education has an important role to play in the preparation of students for global citizenship. Cross-cultural

competency, as defined by Zhao (2009), is the “ability to live in and move a cross different cultures easily” (p. 174), a skill that will be more in demand as technology makes the world more connected. The State Seal of Biliteracy, which is inclusive of majority and minority children, aims to help graduates achieve these essential cross-cultural competencies.

Zhao (2009) called for educators to respond to the challenges of globalization with creativity and hope:

Instead of instilling fear in the public about the rise of other countries, bureaucratizing education with bean-counting policies, demoralizing educators through dubious accountability measures, homogenizing school curriculum, and turning children into test takers, we should inform the public about the possibilities brought about by globalization, encourage education innovations, [and] inspire educators. (p. 198)

The Partnership for 21st Century Skills is a broad coalition of educators and business leaders who have joined together to align schooling outcomes with the skills students will need to be successful in our changing world.

Partnership for 21st Century Skills (P21). Motivated by the gap between what most students learn in school and the important skills that they will need to succeed in future, The Partnership for 21st Century Skills is a national organization that develops partnerships among education, business, community, and government leaders (Manger, 2011). The U.S. Department of Education provided \$1.5 million in matching funds to create the Partnership for 21st Century Skills, founded in 2003. Top technology companies such as Apple, Time Warner, Microsoft, Cisco, and Dell have collaborated within the Partnership to create a new model for education that includes world language study in its framework.

The ability to communicate effectively in diverse environments (including multilingual environments) is an important skill outlined in the P21 skills framework. By outlining Learning

and Innovation Skills, also referred to as the 4Cs, the Partnership for 21st Century Learning sought to turn educators' attention toward (a) Critical Thinking, (b) Communication, (c) Collaboration, and (d) Creativity. The Partnership's inclusion of multilingual communication for college and career readiness aligns with the intent of the State Seal of Biliteracy. In both instances, the business community is dialoguing with educators about the skills that would be most advantageous to graduates in the modern workplace. Additionally, many districts have added an oral presentation component to their State Seal Criteria, which enhances student's 21st-century skills in the area of public speaking and communicating effectively in more than one language.

Content of biliteracy. The next era of bilingual education effectiveness research begins to shift power to the less dominant ends of the continua. The two studies highlighted in this section help to establish the fact that biliteracy approaches are not harmful to the acquisition of English, as previously believed. Lindholm-Leary and Block's (2010) large quantitative study leveraged the more powerful decontextualized end of the continuum to examine the English achievement of 659 Hispanic students in dual language programs in four schools. The setting was limited to schools with at least 66% low socio-economic status and 80% Hispanic students, also referred to as segregated settings. Findings included that Hispanic students participating in low-SES dual language programs achieve at similar or higher levels than peers in comparison groups (Lindholm-Leary & Block, 2010). The implications of this data indicate that dual programs, even in segregated settings, are powerful tools that should be further explored to close the achievement gap between Hispanic and non-Hispanic Students. This study served to privilege traditionally less powerful ends of the continua of biliteracy by validating the

effectiveness of multilingual programs in low-SES, high Hispanic communities. Lindholm-Leary and Block's (2010) study confronts a common criticism of dual language immersion as an elite form of bilingualism.

The U.S. Department of Education commissioned a study by Synergy Enterprises in 2012 to assist practitioners with resources that could help them implement effective Language Instruction Educational Programs (LIEPs) (U.S. Department of Education, 2012). LIEPs is a term that comes directly out of the Elementary and Secondary Education Act (ESEA) Blueprint for Reform (U.S. Department of Education, 2010). The purpose of the LIEPs report is to direct practitioners to resources that could help them implement effective programs for English Learners. This report highlighted the national achievement gap for English Learners. The National Assessment of Educational Progress (NAEP) Scores from 2009 show that more than 70% of English Learners are below basic in reading and mathematics (U.S. Department of Education, 2012). NAEP scores from 2009 present a decrease in EL performance from 2007. *No Child Left Behind* (NCLB), the primary educational policy of the last decade, did not reverse this achievement gap. Although the report ascertains that there are not enough experimental studies to support definitive conclusions about the use of primary language for English Learners, the researchers confirmed that based on findings from recent meta-analyses, bilingual approaches produce higher positive outcomes for ELs than ESL approaches. One key finding highlighted by this report is increased clarity on the assertion that EL's exposure to content knowledge should be concurrent with their second language acquisition. Secondly, the report remains neutral on the use of primary language in the classroom, as federal policy defers these decisions to states and school districts (U.S. Department of Education, 2012).

An implication of this report is the important role of local leaders and school boards to establish high quality programs for English Learners. Another important issue raised in this report is the distinction between language of instruction and instructional practices. Many studies have found that instructional practices may matter more than language of instruction (August & Shanahan, 2006; Parrish et al., 2002; Slavin & Cheung, 2005; Slavin, Madden, Calderon, Chamberlain, & Hennessy, 2011). Well-implemented LIEPs go beyond choosing a language of instruction, they also systematically implement instructional practices that help produce positive academic results for English Learners (U.S. Department of Education, 2012). Finally, the LIEP report highlighted the power of communities that view home language as an asset. Positive beliefs and respect of student's culture can leverage student academic outcomes (Collier & Thomas, 2002). The shift away from arguments of language of instruction is beginning to be evident in the literature of biliteracy (Hakuta, 2011); the new strategy is to shine light on instructional practices that lead to high student achievement for English Learners such as Goldberg (2008), which showcases the benefits of bilingualism through an evidence-based chain of reasoning.

Media of biliteracy. Goldberg's (2008) research study synthesized findings from two major studies on English Learners that were conducted in 2006: The National Literacy Panel on English Learners and the Center for Research on Education, Diversity and Excellence (CREDE) report. The NLP report included quantitative and qualitative studies, while the CREDE considered only studies with quantitative methodologies. Goldenberg also reported on the results of the National Study of English Learners from 2001–2002 that highlighted the fact that 60% of English Learners are in English-only programs and 40% of ELs nationally are in

programs with primary language support. This number is significantly higher than English Learners in California, who according to CDEs most recently reported figures (2010–2011), only 23% are receiving primary language support. Goldenberg (2008) also raises the question that there is no way to know the amount of primary language support is provided in these settings. Finally, an important implication that is shared in Goldenberg's review is the finding that teaching English learners to read in their primary language promotes achievement in English. This finding supports a simultaneous biliteracy approach to instruction that privileges a traditionally less powerful side of Hornberger's (2003) continua.

The Literacy Squared Project (Escamilla, 2010) highlighted the power of making explicit connections across languages within simultaneous literacy programs, which is a specific component of Hornberger's (2003) Media of Biliteracy continuum. Studies that measure the attainment of biliteracy as its own construct are rare within the literature, and simultaneous exposure to multiple languages has historically been a less powerful acquisition strategy in the literature (Hornberger, 2004). The Literacy Squared project, a five-year longitudinal study on Spanish/English bilinguals, stands out as a first of its kind. Students in this study received literacy instruction in Spanish and English within a transitional bilingual-type program from first grade on (Escamilla, 2010). Drawing on data from over 1,500 participants during the longitudinal study (2006–2009), Escamilla found that introducing literacy simultaneously in English and Spanish had a positive effect on biliteracy attainment. This finding serves to broaden support for simultaneous exposure to multiple languages as advocated by Hornberger.

The continua model, as posited by Hornberger helps to analyze the effectiveness research within an ecological framework that is essentially hopeful. The continua provide practical

suggestions for educators and language planners to enhance learners' access to the complementary ends of the continua in order to promote a more just ecology of languages in any given setting. The continua remind us that power lies in each of us to interrupt the traditional literacy practices to include practices that invite critical reflection, engagement, and participation. The declining rates of EL participation in biliteracy programs stand in opposition to this hopeful and promising research. In this study, biliteracy research is presented alongside the literature of school reform in an effort to understand and interrupt this negative trend of language endangerment of English Learners.

Biliteracy and School Reform

As the world becomes more globalized, multilingual skills are being redefined as new basic skills needed to succeed in the modern world. In *Tinkering Toward Utopia*, Tyack and Cuban (1995) highlighted the complex interplay between the purposes of schooling, the urgency to improve society, and the reality of institutional change. The idealized image of what an “American” citizen must be has played a central role in defining school reform efforts in the United States (Tyack & Cuban, 1995). While the policy debate frames education as winners and losers, Tyack and Cuban (1995) interpreted this discourse not as a zero sum game, but as a trusteeship of the public good.

Given the diverse multilingual demographic in California, progressive districts and policymakers are attempting to maximize the assets that English Learners bring to school. For this reason, the State Seal of Biliteracy makes sense for California and takes an ecological view of the language resources in its student population. Curiously, the Seal is not limited to students of language minority background; rather it seeks to award all students who meet the seal criteria

on the pathway to bilingualism and biliteracy, which reframes biliteracy as advantageous to all citizens of a more global, interconnected economy. The SSB is an example of a language program that has the potential to promote language diversity.

Kerchner, Menefee-Libee, Steen Mulfinger, & Clayton (2008) advised school reformers to be mindful of maintaining balance in order to achieve changes in the educational system, “Contemporary progressives will need to create a workable balance between elite and populist politics” (p. 240). This remark echoes Tyack and Cuban’s concept of a trusteeship of the public good that is not alienated from the will of the masses. Advocates of bilingual education have historically faced many obstacles to bringing programs into fruition because of the stigma attached to specialized programs for immigrants. The advent of the State Seal of Biliteracy should be studied and understood as an example of strategy and partnership with a variety of stakeholder groups as well as implementation science, the educational research that supports innovations in schools.

Implementation Science

The field of implementation science is relatively new, but one study stands out for its synthesis of the programs in the area of human services (health, education). Fixsen and colleagues (2005) proposed a conceptual view of implementation that has five essential components: a source, destination, communication link, feedback and influence. According to Fixsen et al. (2005), a well-defined implementation study measures a program’s effect on the intended consumers. Implementation is a highly complex process that happens in the context of a community.

The study presented four fundamental indicators of successful implementation: (a) carefully selected practitioners supported by coaching and training; (b) organizations that support regular processes and outcome evaluations; (c) communities involved in selection and evaluation of local programs, and (d) state and federal funding in alignment with program and poses no threats (Fixsen et al., 2005). Fixsen's synthesis provides a solid foundation for future inquiry into implementation science and affords thoughtful tools to analyze implementation of the State Seal of Biliteracy. Additionally, Fixsen et al.'s (2005) levels of implementation provide a helpful tool for understanding the variations inherent in any act of implementation. The stages of the implementation process include exploration and adoption, program installation, initial implementation, full operation, innovation and finally, sustainability.

Policy Implementation in Education

The most recent literature around policy implementation in education frames policy as a forum for participation and input from stakeholders (Furgol & Helms, 2011). Seen through this dynamic lens, implementation becomes a process that defines and redirects policy, creating opportunities for stakeholder influence. Ricento and Hornberger (1996) highlighted the multiple opportunities for agency that exist between the policymakers and the practitioners:

In countries with highly centralized state structures, as well as in countries with decentralized structures, several layers of intermediate actors (e.g., state boards of education, commissioners of education, program directors) may lie between the persons or bodies who promulgate and disseminate broad policy guidelines and those who actually implement a particular policy, for example, classroom teachers. (p. 417)

These layers of actors are compressed greatly, so much so that teachers and parents themselves can become agents of language planning.

Tri-Level Reform

Michael Fullan's (2009) concept of Tri-Level Reform has provided a fitting conceptual framework for understanding the creation of the State Seal of Biliteracy in California. Fullan's approach to system change highlighted the need for sustained reform through greater connectivity. The term *permeable connectivity* is used to describe the desired interaction, communication and mutual influence between three players: the district, the state, and the school/community.

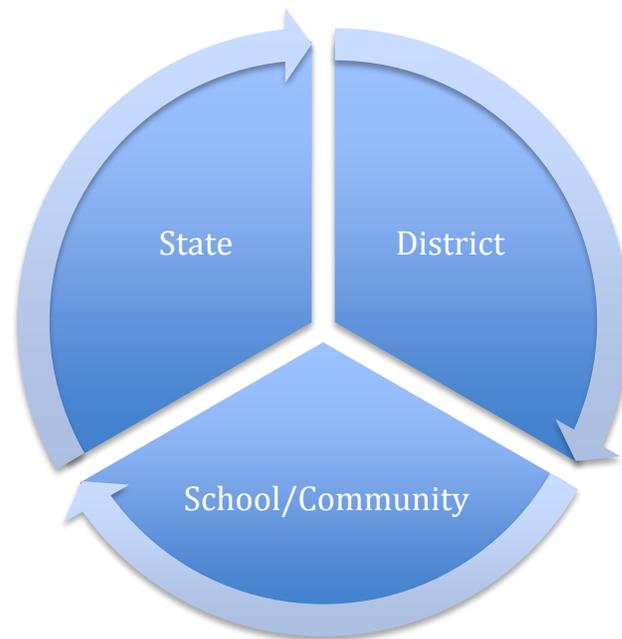


Figure 3. Tri-level reform.

Note. Adapted from M. Fullan (2003). *The challenge of change: Start school improvement now!* Thousand Oaks: Sage Publications. Used by permission

This investigation into the literature highlights the opportunities for biliteracy engendered by the framework for 21st-century learning and the equity-driven college and career readiness framework from the ESEA reauthorization. The broadening of curricular focus from the NCLB to the Common Core era provides an environment for skills such as bilingualism to be included

in the overall framework of 21st-century learning and college and career readiness (Hornberger & Link, 2012). The State Seal of Biliteracy is a prime example of tri-level reform where state, district, and local aspirations become aligned and speak to each other through *permeable connectivity*. To fully understand the significance of this accomplishment and its impact on current language policy in California, it is important to examine how policies such as the State Seal of Biliteracy promote linguistic diversity. This study focused on the district's role in interpreting and reshaping the SSB policy.

Finally, because this study argued that the SSB is an innovation for public schools, its implementation is a process that can vary greatly based on the district demographics, resources, and practices. For this reason, the literature about Innovation Configuration Maps, a well-known tool in school reform circles, adds relevant layers to the discussion.

Innovation Configuration (IC) Maps

Innovations outline the major components of a new practice in operation (Hall & Hord, 1987). Because the Seal of Biliteracy is a new practice for California public schools, Innovation Configuration (IC) maps can be helpful tools to aid their implementation. IC maps are tools that help practitioners (Principals, teachers, etc.) visualize and brainstorm the components of an ideal implementation of a new program or practice (National Staff Development Council, 2003). They can be used to define quality and evaluate fidelity. This study used an IC map to evaluate SSB documents from interview participant's districts, such as brochures, websites, and letters.

Innovation Configurations have a long history in the field of education and were developed out the concerns-based Adoption Model (Hall & Hord, 1987; Hall & Loucks, 1978). As researchers from the Texas Research and Development Center were interviewing teachers

about their levels of use of the innovation of team teaching, it became apparent that their use and description of the innovation varied dramatically. The difference in how innovations are used led researchers to the concept of the IC Map. Since their initial development, IC maps have been used in numerous research and evaluation studies (Roy & Hord, 2006). Their purpose is to facilitate the change process by helping practitioners assess the degree of implementation. In this study, the IC Map is used to analyze biliteracy documents of three school districts.

Hall and Loucks (1978) outlined 5 steps for creating an Innovation Configuration map:

1. Interviewing developers and facilitators for essential components of the innovation.
2. Interviewing and observing a small sample of users for variations.
3. Developing interview questions and interviewing (probe about each component learned about in step 1 and 2).
4. Construct a component checklist and analyze checklist to reveal a pattern.
5. Locate the dominant innovation Configuration Patterns. (p.11)

These steps will be incorporated in Chapter Three to describe the process of creating a document review rubric and an Innovation Configuration Map of the State Seal of Biliteracy based on the findings of this study.

The National Staff Development Council has promoted Innovation Configuration maps as a way of making school reform more participatory and concrete (National Staff Development Council, 2003). These maps were developed through a multistep approach that begins with visioning and then tries to capture actions along a continua of acceptable and nonacceptable outcomes (variations). In the context of biliteracy promotion, acceptable outcomes are actions that serve to challenge the dominant power structures (Hornberger, 2003) and promote biliteracy.

Intermediary Organizations

Implementing an innovative policy such as the State Seal of Biliteracy may require expertise from an organization outside of the school district. Honig (2013) has highlighted the

role of intermediary organizations in the policy implementation landscape. Utilizing a case study approach, Honig addresses a research-practice gap between what is known about these increasingly prominent participants. Intermediaries are defined as organizations that operate between policy makers and implementers. The functions of intermediary organizations are context specific, but they exist to address the limitations in meeting policy demands. Intermediate organizations depend upon practitioners to define their function. Their relationship with practitioners is contingent on the policy demands (Honig, 2013). This study explored the role of Californians Together as an intermediary organization supporting the implementation of the SSB.

Summary of Themes

In promoting biliteracy for all, the State Seal of Biliteracy presents a new measure of academic excellence for California. This move also affords a dramatic shift in how the state measures English Learner achievement. The Seal provides a new paradigm for social and economic advancement that includes biliteracy as an asset—something that should be cultivated and maintained. This presents a shift from past practice in which English Learners were meant to be “normalized” and Americanized, stripped of their native language as soon as possible (Bondy, 2011). This study affirmed the use of the continua of biliteracy framework as a tool to help language learners access research-based practices that will enhance and support their continued biliteracy. The opportunity to earn the California State Seal of Biliteracy in multiple world languages brings the state’s educational programs in greater alignment with our global economy, national security interests as well as the changing demographics of public schools.

The continua of biliteracy is in effect a blueprint for “innovative and excellent” educational reform that might at last reconcile the schizophrenia of US educational policy

that for most of the nation's history has sought with one hand to enhance English speakers' foreign language capacity while with the other to eradicate ELLs' language expertise, often in those very same languages. Such a reform is particularly pressing as schools and communities across the US experience ever-increasing linguistic and cultural diversity. (Hornberger & Link, 2012, p. 274)

The State Seal of Biliteracy is an innovation because it makes bilingualism an aim of public education. The legitimacy of the award, brought forth through a democratic legislative body such as the California State Assembly, brings bilingualism out of the margins of educational policy so that the conversation about the effects of bilingualism can take place in a public forum. This study documents the initial implementation of this award, which intersects the three major bodies of literature of biliteracy: the achievement of ELs, biliteracy and school reform, and Implementation Science. This study specifically looked at the access and participation of English Learners to the Seal of Biliteracy Award.

This study adds to the literature by documenting the early implementation of the State Seal of Biliteracy, an award that quantifies the number of students in a district who are proficient in English as well as a world language. Over time, the data from the Seal of Biliteracy will be able to tell a story about which districts have implemented high quality pathway programs that lead to the Seal. This data, collected over time and disaggregated to show the biliteracy achievement of English Learners, could possibly provide evidence that Castañeda Standards are upheld by the quality and outcomes of district language and literacy programs. Through the many components of the study, this research also interprets the impact of the State Seal of Biliteracy as a means of reinvigorating and reforming public education.

Chapter Three explains the methodology used to conduct the study and elucidates how data related to the three research questions were collected and analyzed. Chapter Three also

outlines the process for creating a reliable survey instrument, interview protocol, and document review to triangulate and justify the reliability of the findings.

Chapter Four presents the results of this exploratory, mixed-methods study and shares the main findings from the research. This chapter explains in detail how the data were collected, organized, and analyzed. The results of the study highlight patterns, connections, and questions that arise from the perspective of the district leaders that were early adopters of the State Seal of Biliteracy in California.

Chapter Five reframes the findings in Chapter Four with insights from the theoretical framework and analysis of the literature. Suggestions for improving and/or widening the implementation of the Seal are discussed. Finally, Chapter Five offers recommendations for future research, reflections on practice, and policy implications.

CHAPTER THREE

METHODOLOGY

Introduction

With the passage of Seals of Biliteracy in nine states (California, New York, Illinois, Minnesota, Texas, Washington, Louisiana, Oregon, and New Mexico) and the prospects of similar programs in New Jersey, Virginia, Massachusetts, Rhode Island, Utah, Wisconsin, and DC Public Schools, there is an unprecedented amount of momentum and support for biliteracy in the United States at this time. Through the passage of assembly bills sponsored by Californians Together, a broad coalition of English Language Learner advocates, a new measure of educational excellence has shifted the ecology of biliteracy. As the benefits of bilingualism become clearer, the ecology of languages in the United States becomes more receptive to language diversity, which merits deeper investigation. The establishment of the State Seal of Biliteracy program in California through a broad base of community and business interests is a good example of Michael Apple's (2003) recommendation for groups to act collectively in order to impact educational policies. While the passage of the State Seal is a hopeful turn of events for biliteracy in California, data from 10 years of the state's language census indicate a pattern of decline for primary language support in programs that serve English Learners. For this reason, it is important to monitor the participation of English Learners (and former English Learners) in the State Seal of Biliteracy.

This chapter describes how the Seal of Biliteracy study was conducted; how the evidence was collected, recorded, analyzed, and organized. This study employed a Sequential Explanatory Design (Creswell, 2009) for mixed-methods investigation into the early

implementation of the Seal of Biliteracy in California (See Figure 5). After careful review of the literature presented in Chapter Two and collaboration with experts in the field of biliteracy, the researcher developed an online survey instrument (Fowler, 2008) that was used to gather participant data from 62 school personnel responsible for awarding the State Seal of Biliteracy. The survey included both closed and open-ended questions to help capture the voices and experiences of the participants. Next, the researcher developed a qualitative interview protocol to interview a purposive sample of three district leaders who awarded the Seal. Finally, the researcher used an Innovation Configuration map to analyze biliteracy-related documents from each district in the interview sample.

The rationale for a mixed-methods study is based upon the emergent nature of the Seal of Biliteracy, an award given as recently as 2012 in California. Because not much has been written about the Seal of Biliteracy, this study required a qualitative, exploratory component (Creswell, 2009). Through the interview process, the researcher had the opportunity to listen to participants and build an understanding based upon their experiences from which to give recommendations to the field. Figure 5 details the sequential explanatory design of the study, which began from quantitative survey data collection of the entire sample of districts that awarded the SSB in California $N = 151$.

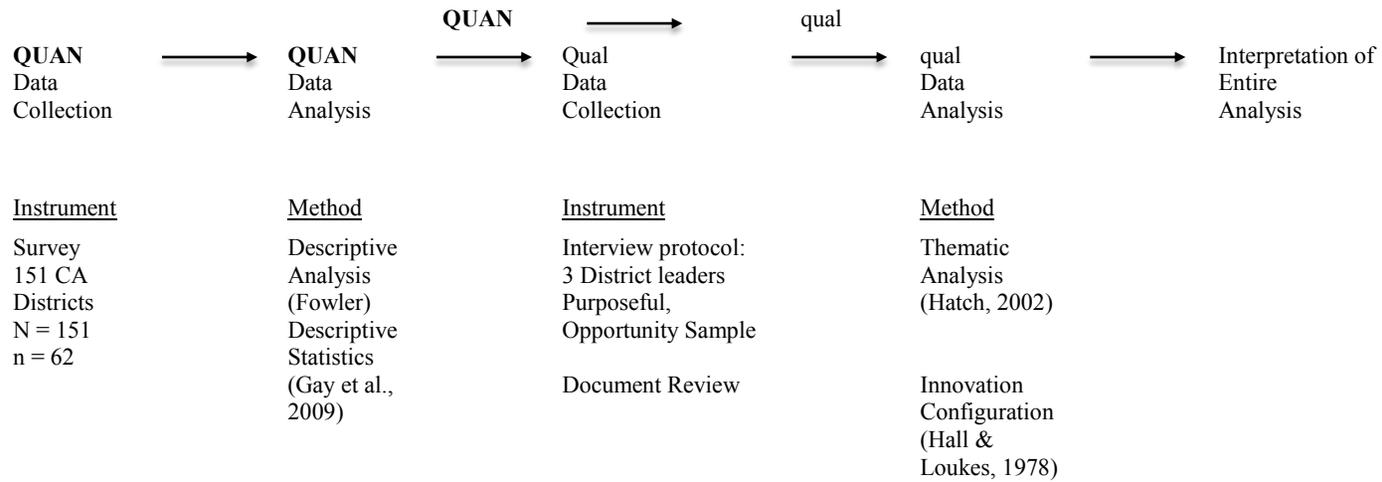


Figure 4. Sequential explanatory design.

Note. Adapted from J.W. Creswell (2009). *Research Design: Qualitative, Quantitative, and Mixed Methods Approaches* (3rd ed.), Thousand Oaks: Sage Publications, p. 209. Used by permission.

Research Purpose

The purpose of this study is to describe the variations within the early implementation of the State Seal of Biliteracy in California in order to make recommendations to the field that will increase biliteracy opportunities and achievement for public school students in California. Through broad coalitions between educators, business leaders, and the community, bilingualism is being reframed as a skill for success in the 21st century. Furthermore, it is important to revisit the participation of English Learners in pathway programs that lead to the attainment of the Seal of Biliteracy. This study investigated EL participation in the award as another measure of equity and access to close the achievement gap of learners who enter school with a home language other than English. Because the implementation of the Seal is in its infancy, the researcher hopes that the data collected in this study will serve as a snapshot of California to be used to gauge future changes to the language ecology of California including: an increase in the numbers of award recipients and languages awarded, increased access for English Learners to the Seal, and coherent pathway programs at the elementary level that lead to high achievement in English plus a world language. Finally, because many other states in the nation are adopting similar Biliteracy Award programs, the timing of this research study can help other states adopt similar innovations and learn from the implementation experiences of biliteracy attainment in California.

Exploratory Mixed-Methods: Rationale

Biliteracy and implementation are both complex phenomena to study. For this reason, a mixed-methods research methodology is the best strategy to gather and examine accounts by early adopters of the State Seal of Biliteracy in California using both quantitative and qualitative approaches. Because not much has previously been written about the State Seal of Biliteracy,

this study is by design *exploratory* in nature (Creswell, 2009). This study can also be described as *interactive* (Creswell & Plano Clark, 2011) because the two methods are mixed before the final interpretation. Through a combination of surveys, interviews, and document analysis, a richer data set can be gathered from which to triangulate findings that will be of value to the field. As posited by the theoretical framework (Hornberger, 2003) and literature review, this study endeavors to examine how a language policy, such as AB 815, is interpreted and mediated at the district level by the study participants.

In using a mixed approach, the quantitative survey findings were used to inform the structured interview protocol for the qualitative interviews. In addition, the data from the interviews were used to clarify any questions raised in the analysis of the quantitative data. Finally, document analysis, a component of qualitative research methodology enhanced with the perspective of the continua framework, helped to further triangulate the data, and increased the generalizability of the findings. The limited time for this study to be completed as a graduation requirement, limited the researcher to the explanatory design. The survey collection had to be started before the interview phase, as the survey was the main method of recruiting interview participants for the study. The explanatory design describes the sequential nature of the data collection. Both postpositivist and constructivist approaches were intermeshed within this approach (Creswell & Plano Clark, 2011). The quantitative approach focused on identifying and measuring statistical trends, whereas the qualitative approach allowed multiple perspectives to be taken and a deeper understanding to be probed. This explanatory mixed-methods study is also *exploratory* by nature because of the newness of the topic of biliteracy.

Restatement of the Theoretical Framework

The continua of biliteracy framework represents a rich tool with which to describe and analyze multilingual language policy, such as the State Seal of Biliteracy. The model suggests that the more learners are allowed to draw upon the entire range of experiences and skills along the continua, the greater their chances are for achieving the strongest form of biliterate development (Hornberger, 2003; Hornberger & Skilton-Sylvester, 2003). For the purposes of this study, Hornberger's Continua will be delimited to the context and media of biliteracy. These two sets of continua were used to help analyze the literature on biliteracy in Chapter Two as well as to interpret the significance of findings of the study in Chapter Five. The rationale for delimiting the study helped the researcher to interpret the types of data captured by the survey and interview methodologies. This study did not observe instances of actual teaching or individual biliteracy development, which explains why the Development of Biliteracy (how) and Content of Biliteracy (what) sets of continua are not as useful in analyzing the data that was collected through the survey and interview of school leaders.

Furthermore, this study was delimited to the media and context continua in order to analyze the policy evidence found within school documents (Board resolution, brochure, application, award criteria, Master Plan for English Learners) which support the attainment of biliteracy as defined by Hornberger. The Development and Content of Biliteracy continua strands highlight instances of individual biliteracy attainment, which were not a focus of this study. A critique of Hornberger's Continua is that it is difficult to interpret the significance of the continua in application. For this reason, the researcher analyzed the concepts of Hornberger's continua with the assistance of an Innovation Configuration Map (Hall & Loucks,

1978) to help visualize and interpret the components of the framework using a rubric. Because the State Seal of Biliteracy is an innovation for California Public Schools, it lends itself well to an Innovation Configuration map, as discussed in Chapter Two.

Restatement of Research Questions

As stated in Chapter One, due to the novelty of the State Seal of Biliteracy awards in California, an aspect of this study was exploratory (Creswell, 2009). Three research questions guided the investigation of this mixed-methods study:

1. What factors led to the implementation of the State Seal of Biliteracy at the school, district or county level in California?
2. To what degree did early adopting districts of the California State Seal of Biliteracy implement language programs leading to the Seal?
3. To what extent do English Learners (ELs and RFEPs/Former English Learners) participate in pathway programs leading to the Seal?

Research question one is the fundamentally exploratory question of the study. What are the factors that impact the SSB in these early stages of implementation? The secondary research question investigates if there are coherent pathway programs within the districts that are in alignment with the goal of biliteracy as an aim of 21st-century schooling. Because the SSB award is so new, it is important to capture the current state of language learning opportunities presently available to children in K–12 districts. The third research question seeks to capture EL participation in the Seal in order to take a current snapshot of EL access to biliteracy pathways. English Learners are a significant subgroup in California whose access to pathways that lead to

the Seal has been historically limited through Proposition 227 and decreased primary language supports.

Through survey, interview, and a document review, this study sought to fully answer these three questions in order to help improve the equitable access of biliteracy attainment and opportunities for all students. Because at the time of this study the State Seal of Biliteracy program was in the pilot stages, this research can help local districts, community organizers, and state leaders help provide the proper supports for the award to have maximum impact on student possibilities and achievement in years to come. Additionally, the use of the continua of biliteracy provides a nuanced critique of the unique ecology of biliteracy that is ever changing in California.

Sample

Prior to beginning this research study, this project was reviewed and approved by the IRB of Loyola Marymount University to ensure that no human subjects would be harmed during the study. In phase one of the study, the researcher collected survey information from 62 early adopters of SSB in California using an online survey created through Qualtrics, a survey creation and management program. According to data from the California Department of Education, there were currently 151 school districts in California who awarded the State Seal of Biliteracy in the 2012–2013 year. The survey window remained open until 30–50% of the respondents had participated in the survey. Contacts for the school districts were provided through information from the California Department of Education Seal of Biliteracy Website. In order to encourage survey completion and an adequate sample size, two \$20 gift certificates were raffled off to survey participants.

In phase two of the study, an opportunity sample of participants from three early-adopting districts was selected for an in person interview with the researcher that was audiotaped. Participants volunteered to be interviewed through the Seal of Biliteracy Survey. Each district leader was interviewed individually by the researcher for an hour using the protocol included in Appendix D. Prior to being interviewed, the researcher received informed consent from the participants in the study. The Biliteracy Leader Interview Protocol was developed with input from the first phase of the data collection. Follow-up interviews lasting from 15 to 30 minutes in length were conducted via telephone after the initial round of in-person interviews. Interview participants were chosen through a sample of geographic convenience to the researcher as well as by a selective sampling of their role in their organization. To increase comparisons across the group, the researcher selected district leaders with similar roles in their organizations. Twenty-dollar gift certificates were offered to each participant in appreciation for his/her time and collaboration with the researcher. The interview participants' districts were used as the sample for the document review. All participant identities were concealed through pseudonyms in accordance with IRB procedures.

Demographics

This study was limited to the 151 districts in California that awarded the State Seal of Biliteracy in 2012. This group of 151 was the “target population” from which the study sought to generalize. California districts represent a linguistically and economically diverse group of students; by ensuring an adequate sample size, the researcher hoped to reflect the same diversity in the sample population. Participants were school personnel who were directly involved in the implementation of the State Seal of Biliteracy in their district/LEA: directors, assistant

superintendents, TOSAs. A table of the survey participants is included in Chapter Four. This study was conducted through an online survey of 138 school personnel, which was a significant percentage of the total population under study ($N = 151$).

Participants and Selection Criteria

In phase one of the study, the participants were selected because of their role in having been responsible for awarding the State Seal of Biliteracy in their district. This list of school personnel was generated by the California Department of Education. In phase two of the study, semistructured interviews, the participants from three SSB districts were selected purposefully and also through a sample of convenience that was geographically accessible to the researcher. The purposeful sample also reflected the researcher's attempt to select districts that varied demographically. Additionally, in an effort to keep the leadership perspective aligned, the researcher selected three participants with the same role in their district; for example three directors or three principals or three assistant superintendents. This purposeful sampling allowed the researcher to make generalizations about a specific leadership role or perspective.

Methods of Data Collection

Procedure

The details of this study's procedure are outlined in each component of the methods section. In summary, the researcher created three tools: the SSB Survey, The SSB interview protocol, and the Document Review Protocol. First, the online survey invited the participation of all districts that awarded the SSB in 2012 and/or 2013. Next, the researcher interviewed three school personnel responsible for the SSB award in their district. Finally, the document review protocol was utilized to analyze biliteracy-related documents. In accordance with the sequential

explanatory design of this study, all of the data were analyzed to provide the interpretation of the entire analysis, presented in Chapter Four.

Instrumentation

Seal of Biliteracy survey. A computer-based survey instrument was created using Qualtrics survey software (See Appendix B). The survey is a tool to collect data and statistics on the sample of SSB adopters. The survey was designed to measure variables connected to the primary research questions: (a) Factors that impacted implementation of the Seal; (b) Pathways or programs leading to the Seal; and (c) English Learner participation. The survey was created by the researcher using Qualtrics web-based survey instrument with input from experts in the field of biliteracy to increase the survey's content validity. The survey was distributed through an email link sent directly to the school personnel who were on the state's SSB coordinator list (See Appendix E). The survey window was open for approximately two months, February–March 2014. During this time, 62 school personnel responded to the survey, with 45 participants completing the entire 50-question survey.

Due to the oversaturation of email, one of the challenges of this study was increasing the participation rate of the online survey. The survey captured the responses of 62 educators comprised of directors, coordinators, TOSAs, principals, assistant principals, EL program specialists, school counselors, and research analysts spanning in location from San Diego County to Yolo County (see Table 4). The survey participation of 31% ($n = 45$) to 41% ($n = 62$) of a population of 151 [$N = 151$] served to strengthen the validity of the findings.

Using public data available on the California Department of Education (CDE) State Seal of Biliteracy website, the researcher was able to download an Excel spreadsheet that had all of

the participating districts from the 2012–2013 school year, number of students awarded, languages awarded, and contact information for the coordinator responsible for awarding the State Seal of Biliteracy from each participating district. This CDE database provided a contact for each school that awarded the State Seal of Biliteracy. For the purposes of this study, the researcher sorted the entire list by district and sent only one survey link to each district that participated in the State Seal award program.

This database was not only a resource for the researcher, but can also be used to help local Seal coordinators locate potential resources in their areas or to match their language needs. The contact list from CDE only provided telephone numbers, so the researcher had to independently search for and confirm each email address. The email addresses were critical to this part of the study, since the Qualtrics survey was sent via an email link. Although this was a time-consuming process, it proved to be very helpful to verify the email contacts on the front end of the study. Of the 151 emails sent, only 13 bounced back. This work on the front end helped to minimize survey error as the researcher found that many of the contacts on the list had moved on, retired, and/or changed positions within their organization. If this were the case, the researcher searched the district website for a suitable person to send the survey link to. In the email reminders sent from the researchers, the participants were told that they could forward the survey link to another person in their organization better suited to complete the survey. Once the survey link was activated, however, it could no longer be utilized by another user.

Of the 151 districts included in the Excel sheet from the California Department of Education, the researcher was able to email the survey link to 138 of them. Of these 138, the survey had 64 responses. To minimize error, the survey had participants confirm that they

indeed had a role in supporting the California State Seal of Biliteracy. Of the 64 respondents, two answered “no” to this question, which prohibited them from taking the survey and lowered the possible survey participant number to 62. This feature was added to the survey to increase the reliability of the data. Therefore, there were 62 valid responses to the survey, and this number is referred to as the survey sample. To increase survey participation, weekly survey reminders were sent to nonrespondents during the first month the survey was open. Three survey reminders were sent in all counting the original invitation to take the survey. The survey window was open for two months, from February to March 2014.

Item development. Questions for the survey were organized around the State Seal of Biliteracy implementation steps recommended by Sealofbiliteracy.org. The survey sought to measure to what degree each step, or variable, was implemented by a participating district. According to Fowler (2008), instrument design has two components: deciding what to measure and creating questions that will be good measures. Because there is so much that we do not know about the State Seal of Biliteracy, the researcher included many open-ended questions to try to capture the experience of participants. These responses may or may not follow the standard implementation steps.

Content validation. To increase content validity, two experts in the area of biliteracy were invited to pretest the survey and provide a critical review of the draft survey questions. A biliteracy expert from a community advocacy group and an English Learner expert from a higher education setting were recruited to help refine the survey instrument and assist with item development. They shared almost 50 years of experience in the field of biliteracy and English Learners. The researcher is truly grateful for their collaboration.

The protocol for evaluating the survey is included in this study (See Appendix F). In summary, respondents were asked to take the online survey, mark suggestions on a paper copy of the survey, and summarize their recommendations on a separate survey review protocol. Based on the expert/participant feedback, the survey questions were modified to increase content validity. Feedback from the expert panel determined that the survey takes approximately 30 minutes to administer, which was an acceptable length of time to the researcher. The final draft of the State Seal of Biliteracy survey contains 52 questions and is divided into sections with the following headings: Introduction (30 questions), Pathway Awards (5 questions), World Language Programs (5 questions), and Demographic Information (12 Questions). Each section has questions that will help the researcher identify and gauge the participation of English Learner students in the Seal of Biliteracy implementation and pathway programs leading to the Seal. Because survey length is a factor that can influence survey completion (Fowler, 2008), the State Seal of Biliteracy Survey employs skip logic, which allows the survey to assign subsets of questions to representative subsets of participants. For example, only participants who have implemented pathway awards were asked specific questions about pathway awards. So, although the survey was lengthy, the skip logic built into the online survey attempted to maintain engagement and relevance for the participant.

School- or District-Level Biliteracy Leader Interviews

Following the analysis of the quantitative Seal of Biliteracy Survey data, the Biliteracy Leader Interview protocol was used to probe deeper into the survey findings. The researcher created draft questions for the semistructured interviews (See Appendix D). Semistructured interviews are formal interviews where time is established in advance by the researcher and the

participant (Hatch, 2002). The purpose of the semistructured interview was to delve deeper into the research questions to hear each participant's unique perspective of the State Seal of Biliteracy. Additionally, participants were asked to reflect upon English Learner participation in the Seal of Biliteracy and pathway programs leading to the Seal, which are the primary research questions of the study.

The researcher interviewed a sample of convenience of school leaders who volunteered themselves after taking the State Seal of Biliteracy survey. Interviews were designed to last about an hour in length and were conducted in person at a location convenient to the participant. Two rounds of interviews were conducted over a three-month period. Round one of interviews was conducted in person and lasted approximately one hour. After reflecting on the interview data and document analysis, round two interviews were conducted. The second interviews lasted approximately 30 minutes and were conducted over the telephone to confirm research findings and to conduct member checking (Hatch, 2002). The follow-up interview questions delved deeper into questions about elementary pathways, including dual immersion, how the high school language course offerings are determined, and the role of the school counselor in middle and high school for advising English Learners. Qualitative interview techniques (Hatch, 2002) were used to reveal the meaning and significance of data collected through the surveys and a document review. The interviews helped to serve as triangulation or verification of the data from the document review. Open-ended questions from the survey were included in the interview protocol in order to reconfirm the survey findings. Used in this way, the mixed methodology of the project increases the reliability of the data.

Interview Data Collection

Two of the interviews were held in public cafes, and one was held in the participant's home. Interviews were recorded with VoiceNotes Application on the iPhone, with participant's consent. At the end of each interview, the researcher uploaded the file to iTunes software on her laptop, where it was converted to an MP3 format. Because of time constraints, the researcher elected to pay for a web-based transcription service to help with the task of transcribing the three interviews. Two of the three interview transcripts were of high quality. The third interview was grossly inaccurate and had to be fixed by the researcher. The researcher followed Hatch's advice of always listening through the audiotape and the transcription to ensure that it has been properly transcribed (Hatch, 2002). Once the interviews were transcribed and checked, the researcher printed out final copies of the transcriptions. The method of coding and analyzing the interview data is described in greater detail in the Data Analysis Procedures section of this chapter.

Interview Participants Sites

The following section contains a description of the three settings or districts of the interview participants in this study. The descriptions were created using actual information from Dataquest, but any defining characteristics of the district such as name and specific location has been changed to protect the confidentiality of the study participants. Although pseudonyms are used to protect the anonymity of the participants, the data provide an accurate portrait of the communities and contexts in which each participant worked.

Orfield Unified. Located in a working-class suburb outside of Los Angeles, California, Orfield Unified served 13,000 students within a preK–12 district; 76% of students in Orfield Unified were Hispanic or Latino, 11% were White, and 8% were Asian or Philippino; 67% of

students qualified for free and reduced lunch. Enrollment peaked in 2005–2006, when Orfield had 15,299 students, and had been steadily declining each year. The district API of 800 was 12 points higher than the county and 10 points higher than the state of California for 2013-2014. Michael Chang was the Director of Educational Services in Orfield Unified and the person responsible for awarding the State Seal of Biliteracy in his district. As a graduate of UCLA Principals Leadership Institute, Michael had a strong social justice framework or approach to his work. Orfield Unified had offered the SSB for 2 years, and Michael led the effort for both.

Grapevine Unified. Located in the rural valleys of California, Grapevine Unified served 14,701 students within a preK–12 district. Forty-two percent of students identified as Hispanic or Latino, and 42% were White. Eleven percent were Black or African American. Seventy percent of students qualify for free and reduced lunch. Enrollment had been steady with no significant gains or declines for the past decade. Sixteen percent of the total enrollment ($N = 14,701$) was in the Gifted and Talented Program, and many schools in the district had been awarded accolades such as CA Distinguished School or Title I Award. Maggie Chavez was the Teacher on Special Assignment (TOSA) at the district office responsible for English Learner Support and the SSB. She had worked in the district for 10 years as a Spanish teacher, a counselor, and a TOSA. Grapevine began to award the SSB in 2013. Maggie was proud that Grapevine was the first district in the county to offer the SSB. She was open to collaborating with other districts in her county to help them get the program started.

Cotton Creek Unified. Located in the upper-middle class suburbs of the Los Angeles metropolitan area, Cotton Creek Unified served 15,000 students within a preK–12 district; 55% of students were White, 22% were Hispanic or Latino, and 14% were Asian or Philippino.

Sixteen percent students qualified for free or reduced lunch. The district API was 954—significantly higher than the county and state API. Only 1% of students were English Learners and 22% of students participated in the Gifted and Talented Program. Angela Seberg was the Director of Educational Services and was in charge of awarding the SSB in Cotton Creek. 2013 was the second year the district awarded SSB, but it was Angela’s first year in the district. Although her district had awarded nearly 200 seniors with the SSB, she hoped to increase the meaning of the award by adding an application process in the coming years and finding ways to assess and affirm proficiency in more home languages.

Protocol for Analysis of English Learner Participation

In order to triangulate the data from the surveys and interviews, a document review of the three districts’ policies and procedures for awarding the State Seal of Biliteracy was added to the study. Many of these district documents, such as board resolutions, brochures, applications, and award criteria, were available to the public on the district’s website or on the website sealofbiliteracy.org, which has amassed a gallery of SSB documents to share with the public. The document review provided important unobtrusive data that helped to answer the primary research questions of this study. The Protocol for Analysis of English Learner Participation, informed by the Innovation Configuration research (Hall & Loucks, 1978; Richardson, 2004) and the continua of biliteracy (Hornberger, 2003), was created to collect and interpret data from the document review (See Appendix C).

Using an Innovation Configuration map as adapted by Richardson (2004), the researcher developed a protocol of implementation components with added descriptors from the continua of biliteracy framework, the theoretical framework of this study. Because the continua deals with

many abstract concepts that are difficult to visualize in daily practice, the researcher deemed it useful to tease out each subset of the continua in a more accessible way so that practitioners can reflect on practice and work toward a more hospitable environment for biliteracy to flourish.

The steps for creating the Protocol for Analysis of EL Participation are detailed below:

- Step 1: Visualize and brainstorm the major parts or components of a new program or practice. The components for this document review are the four major continua concepts, with three nested subcategories. The new practice is the implementation of the Seal of Biliteracy.
- Step 2: Within each of the components, visualize and brainstorm the ideal behavior by key individuals. Those are “variations.” Since Hornberger stated that allowing people to draw upon all points of the continua promotes the greatest level of biliteracy, the ideal behavior exhibited balance, multiple perspectives and inclusion.
- Step 3: Within each of the components, visualize and brainstorm the unacceptable behavior by key individuals. Those also are “variations.” These would be the practices that reify the status quo of literacy instruction and do not allow for the less powerful ends of the continua to be expressed or accessed by students in school.
- Step 4: Generate more variations for each component, essentially filling the gap between the ideal behavior and the unacceptable behavior. Some components may have only three variations, others could have up to six. (Richardson, 2004, p. 6)

The protocol tool (Hall & Hord, 1987; Hornberger, 2003; Richardson, 2004), included in Appendix F, was utilized by the researcher to help mine the documents for evidence that would help answer the research question about factors that led to implementation of the Seal as well as accessibility for English Learner participation. The data gleaned from the document review protocol helped to inform the questions in the follow-up interviews.

Data Analysis Procedures

Survey Analysis

The quantitative survey data were analyzed to see patterns and relationship among the different participants. The researcher employed descriptive statistical methods to assist with

item analysis (Gay et al., 2009). The survey was designed to include nominal, ordinal, and interval and ratio data. Measures of central tendency (mean, median, and mode) were calculated to represent a typical score among a group of scores (Gay et al., 2009). Additionally, measures of variability such as range, quartile deviation, and standard deviation were considered as a method to describe data sets. A graphic representation of the data (such as tables and bar graphs) is provided in Chapter Four to assist the reader in understanding the data (Gay et al., 2009).

Next, the open-ended survey questions were downloaded from Qualtrics to a text file and then uploaded to HyperRESEARCH (Hesse-Biber, Kinder, & Dupuis, 2013), a qualitative analysis tool that assists with coding and organization of sources. The survey organization assisted the researcher in answering the study's primary research question regarding factors that led the implementation of the Seal and pathway programs leading to the Seal. At the same time, because this study was also exploratory in nature, the researcher was open to discovering other important implementation factors as seen through the eyes of the participants. The open-ended survey questions and the interview analysis were the prime venue for discovering this emic or insider perspective (Hatch, 2002).

Inductive analysis was used to analyze the open-ended survey data (Hatch, 2002). After gathering all the data, the researcher used HyperRESEARCH (Hesse-Biber et al., 2013) to look for meaningful patterns in the data that could be illuminated by the patterns in the literature review. This approach to data analysis led the researcher to discover important themes from the specific examples of the participants to the general theories framed by biliteracy research (Hatch, 2002).

Interview Analysis

Data collected through the interview protocols were interpreted through careful coding of themes and inductive analysis (Hatch, 2002). Because of time constraints—and the organizational task of coding the interviews and open-ended survey questions—the researcher utilized HyperRESEARCH (Hesse-Biber et al., 2013) to assist with the logistics of qualitative analysis. The researcher incorporated Creswell’s (2009) suggestions for analyzing qualitative research. First, the transcription data were sorted and organized by source. Next, the researcher read through all of the data including data from the open-ended survey questions, to obtain a general sense of the information collected in the mixed-methods study. HyperRESEARCH software was instrumental in sorting the data into chunks or segments of text that could be interpreted by themes. Using the software, the researcher was able to highlight segments of texts and important phrases and begin to code them with an emergent code book (See Appendix A). During this process, Creswell (2009) has recommended that researchers analyze their data for material that includes:

Codes on topics that readers would expect to find, based on the past literature and common sense. Codes that are surprising and that were not anticipated at the beginning of the study. Codes that are unusual, and that are, in themselves of conceptual interest to readers. Codes that address a larger theoretical perspective in the research. (p. 186–187)

During this process, the researcher was able to cluster 11 recurring and significant domains into four overarching themes. The original eleven topics were: Reasons to Promote Biliteracy, Career and College Readiness, English Learner Access, Leadership Roles for SSB, Ways to Recognize Biliteracy, Criteria for Earning the Seal, Languages Awarded, Methods of Outreach Pathways to SSB, Ways of Including Parents, and Ways to Collaborate with Other Districts.

After coding the data and determining if relationships were supported or not supported by the data, the researcher proposed a description for each theme that emerged in the study:

1. Intentional Creation of an Ecology of Biliteracy;
2. Developing Notions for Biliteracy Scripts, Assessment;
3. Privileging Sequential Biliteracy Development—Scarcity of Biliteracy Pathways; and
4. Individual and Collective Agency for Biliteracy.

Document Review Analysis

The unobtrusive data (such as Seal of Biliteracy brochures, information from school or district websites and meeting agendas) were collected for the document review and analyzed through the Protocol for Analysis of EL Participation. This protocol examines levels of implementation using an Innovation Configuration (Hall & Hord, 1987; Hall & Loucks, 1978). The protocol also indicates the component of the continua of biliteracy (Hornberger, 2003) addressed. This analysis was used to confirm and strengthen the findings from the survey and interview analysis.

Validity and Reliability

The reliability of the survey data was increased through improving the survey response rates. The response rates of the SSB Survey were monitored to be above a sample size of 30% the total population. Survey research is based on two premises: first, that the sample describes the target population, and second, that the answers given to the survey are accurate measures that describe the true characteristics of the respondents (Fowler, 2008). One limitation to this study is that many districts have policies that prohibit their employees to participate in survey research unless it is approved by the district. The survey-response rate was negatively affected by this

commonly held policy. Another limitation in this study was that although there were several districts with elementary pathways to biliteracy represented in the survey, none volunteered to participate in the interviews, which limited the representation of the interview participants.

As mentioned previously, items from the survey were included in the interview protocol to assist with confirmation of the findings. Additionally, checking for transcription errors increased the reliability of the study by ensuring that obvious mistakes were not made during transcription. The qualitative data were evaluated for trustworthiness through a process of contextualization (Hatch, 2002). Qualitative reliability is high when the researchers approach is consistent across the project. For example, ensuring that there is not a drift in the definitions of codes ensures the reliability of the data collected (Creswell, 2009).

The challenges of using this research design were reduced by minimizing error wherever possible and also by measuring error (Fowler, 2008). Selection is a threat to validity that can be reduced by increasing the sample size. For this reason, the researcher chose to send the survey to all participating SSB districts. Additionally, error can be measured through sample error, response rates, question design, and the quality of data collection (Fowler, 2008). This study utilized an expert panel to increase the content validity of the question items. Finally, validity is one of the strengths of qualitative research (Creswell, 2009) so the design of a mixed-methods study helps to increase the study's validity. Triangulation of different data sources helps to build a strong justification for research findings. Clarifying the positionality or bias of the researcher also brings a higher sense of validity to the research.

Positionality and Reflexivity: Role as Principle Researcher

My interest in this research topic is informed by my beliefs about the power and purpose of schooling. Having grown up bilingual and bicultural in Los Angeles, my initial interest in biliteracy was cultivated by my own pathway to biliteracy. In reflecting on my own experience of becoming biliterate, opportunities to deepen my biliteracy were complemented by decisions made both at home and in school. When I was a young girl, my mother would send me for summers to my aunt's house in Puebla, Mexico, where I was immersed in my home language and also tutored in Spanish writing. Then, in high school, I had the opportunity to take a Spanish Literature Advanced Placement (AP) course, which introduced me to the masters of Latin American literature. My AP experience led me to select a college major of Latin American Studies and ultimately connected me to the social justice issue of the achievement gap of English Learners in California. Having been privileged by these critical supports to my own biliteracy, I wish to help systematically make the ecology of language supports available to more students.

I have over 17 years experience in the field of biliteracy, which encompasses teaching for over 10 years in innovative dual immersion classrooms and seven years of school leadership experience. I was a principal of a successful and innovative dual immersion charter school in Los Angeles and, most recently, am an assistant principal of a large comprehensive elementary school with a high special needs population. My interest in the topic of biliteracy is coupled with a sense of wonderment, as many districts across the state are dabbling with awarding biliteracy and conversations about pathways to biliteracy. In a time of limited resources, I believe a deep commitment to social justice and a growing recognition of the advantages of biliteracy are driving schools to implement the SSB.

Summary

This chapter has described an exploratory, mixed-methods implementation study of the State Seal of Biliteracy in California. The rationale behind the research design was influenced by the exploratory nature of a novel research topic and an ecological theoretical framework that draws upon all aspects of the continua of biliteracy (Hornberger, 2003). The topic of biliteracy is an emergent field in the literature that is bolstered by the research on the advantages of bilingualism (Baker, 2006; García, 2009; Morales et al., 2013). A Sequential Explanatory Design was utilized to help organize the data necessary to answer this study's three research questions. The participation of English Learners in the SSB program is an important quality to measure. Over time, it is the hope that English Learners will have made significant gains in English proficiency plus literacy in a world language, which should include the preservation of their home language. The data collected in this study hopes to be a time capsule for 2014, a benchmark in time that will change and improve with increased collaboration and implementation of research-based practices for English Learners. All of the instruments used for data collection and analysis are included in the appendices of this proposal.

Chapter Four categorizes and presents the quantitative and qualitative research findings from the survey instrument, the interview protocol, and the document review. The findings will be synthesized in light of the continua of biliteracy framework presented in Chapter One as well as the strategies outlined in this chapter. The findings conclude with a thematic discussion around the important topics of intentionality, assessment, cohesive biliteracy pathways, and agency to support biliteracy.

Chapter Five will discuss implications of the research findings in light of the literature review. It will also highlight areas for future study. As other states garner support for similar Seals of Biliteracy across the nation, the field stands to learn lessons from California's story of implementation. Biliteracy offers many advantages to California students as noted in the literature, but it will take concerted effort and commitment from educators, policymakers, and parents to make biliteracy a systematic outcome of public schools.

CHAPTER FOUR

RESULTS/MAIN FINDINGS

Introduction

The purpose of this study was to learn from the field about the early implementation of the State Seal of Biliteracy (SSB), an award that promotes language diversity in California public schools. The SSB is a relatively new phenomenon to study because it was first awarded in spring 2012 through the passage of Assembly Bill 815. Because of the timeliness of this research and the lack of studies that have previously explored this phenomenon, this study was, by design, exploratory (Creswell, 2009). In an effort to support the implementation of the SSB in California and numerous other states that have adopted similar legislation, this chapter will present the main findings of this exploratory, phenomenological mixed-methods study of the California State Seal. This study considered equitable access to language learning for students who have been designated as English Learners.

Participating in the SSB is voluntary for school districts, which means that not all districts in California offer the State Seal of Biliteracy to their graduates. In 2013, 151 districts offered the State Seal ($N = 151$). Each participating district assigns a district lead to organize the SSB award process in its district. These school personnel are the target participants of this study. This study sampled the experiences of 62 districts leads with 45 participants completing the survey in its entirety. The survey completion rate was 70%: out of the 64 surveys started, 45 were completed. This variation of n is reflective of the sample size for each question answered in the data presented in this chapter.

The results from the survey, interview, and document review are organized and presented in this chapter. Through an inductive method of highlighting significant patterns in the qualitative data, this study has been organized around “frames of analysis” or analyzable parts to help the reader reflect on the most significant findings from the data (Hatch, 2002, p. 163). The four themes that emerged from the data were: Intentionality, Biliteracy Assessment, Biliteracy Pathways, and Agency. The themes will be supported with evidence and expanded in greater detail throughout this chapter.

Organized around these four themes, each section begins with the results from the State Seal of Biliteracy survey. Next, evidence from the three semistructured interviews is presented to deepen, support, or question the survey findings. Finally, the unobtrusive data collected by the document review of three districts are presented and used to triangulate and strengthen the study’s main findings. After the presentation of each data set, the researcher explains how the data were analyzed. The terms that emerge from each data set are also highlighted within each section. Charts, figures, and graphs are included to help the reader better understand the sample studied and synthesize the findings of special interest to the field of biliteracy.

State Seal of Biliteracy Survey

As described in Chapter Three, the State Seal of Biliteracy Survey (See Appendix B) is a 50-question survey that was designed to capture data about when and how the State Seal of Biliteracy is awarded and information about biliteracy pathway programs or pathway awards. The survey was sent to 138 school or district personnel that were responsible for awarding the State Seal of Biliteracy in their district. The survey also captured demographic information about the district or school. Demographic information is used to support the comparison of the

sample surveyed to the total population of schools that awarded the State Seal of Biliteracy. The survey participation of 31% of a population of 151 [$N = 151$] served to strengthen the validity of the findings.

Survey Participants

Participants taking the State Seal of Biliteracy Survey included Directors, Coordinators and Teachers on Special Assignment, and so forth. Table 4 indicates the various roles of the SSB Survey participants. This table indicates that there is a great variety in the roles of who is responsible for implementing the SSB at the district level. The very first question on the SSB survey asked participants to confirm that they had a role in administering the SSB in their district. If participants answered no to this question, they were blocked from participating in the survey.

Table 4

Roles of SSB Survey Participants (n = 45)

Roles	n (%)
Director	14 (31)
Coordinator	11 (24)
Teacher on Special Assignment (TOSA)	6 (13)
Teacher	1 (2)
Site Administrator	5 (11)
Counselor	4 (8)
Technician/Clerical	2 (4)

The participant’s districts included unified school districts, high school–only districts, 6–12 districts, and one PreK through adult district. Table 5 details the grades served in the participant’s district or school. The majority of districts surveyed were from unified PreK through adult districts (40%). Thirty percent of respondents were from high school–only

districts, which is a sizeable demographic of this survey and of districts in general. Although the Seal is geared toward high school seniors, this study investigates biliteracy pathways from PreK on as a means of affirming the full continuum of biliteracy, which includes both simultaneous and sequential biliteracy instruction (Hornberger, 2003).

Table 5

Grade Span of Districts Based on SSB Survey Participants (n = 43)

District Grade Spans	n (%)
6 to 12	1 (2)
9 to 12	13 (30)
K to 12	11 (26)
PreK to 12	17 (40)
PreK to Adult	1 (2)

Study Design and Alignment

This study collected multiple evidence sources including survey data, interview data, and a review of documents relevant to the study of biliteracy in California districts. The survey and interview questions were designed to help the researcher answer the main questions from the research study. Table 6 outlines the articulation between the Research Study Questions, Survey Questions (SQ), Interview Questions (IQ), and collected documents. The purpose of this table is to highlight the alignment between the evidence sources and analysis, which provide the backbone of this study.

Table 6

Methodology

Research Question	Data Source	Type of Analysis
(1) What factors led to the implementation of the CA State Seal of Biliteracy at the school or district level?	SQ*.12–13: Task Force Information	Descriptive Statistics Coding, Inductive Analysis
	SQ.14: Additional Criteria Added	Coding, Inductive Analysis
	SQ.16-17: Roles/Responsibilities	Coding, Inductive Analysis
	SQ.18–19: Is there an application process?	Descriptive Statistics
	SQ.20-21: Awards and Recognition	Coding, Inductive Analysis
	SQ.22: Community Endorsements	Coding, Inductive Analysis
	SQ.24–25: Outreach	Coding, Inductive Analysis
	SQ.27–28: Financial and Human Resources	Coding, Inductive Analysis
	SQ.29: Outside Support	Coding, Inductive Analysis
	SQ. 37: Policy or Resolution about Value of Biliteracy?	Innovation Configuration
	SQ.38: Strategic Plan for increasing language learning opportunities?	Innovation Configuration Innovation Configuration
	SQ.47: Do you have any story to share about any positive effect the Seal has had?	
	IQ** 1, 2, 5: Why is SSB given? How are students, staff informed? How is SSB earned?	
	IQ. 7–11: Challenges, Hopes for Award, Sustainability Over Time	
SSB Website		
SSB Brochures		
SSB Press Release		

* SQ= Survey Question
** IQ= Interview Question

Table 6, *continued*
Methodology

Research Question	Data Source	Type of Analysis
(2). How have early adopting districts that have awarded the California State Seal of Biliteracy in 2012–2013 implemented pathway programs leading to the Seal?	SQ*.31–35. Pathway Awards	Descriptive Statistics Descriptive Statistics
	SQ36. What type of language learning opportunities are available to students in your district?	Coding, Inductive Analysis
	IQ** 3: Describe any pathway programs you have leading to the Seal?	Descriptive Statistics
(3). To what degree do English Learners (ELs & RFEPs/Former ELs) participate in pathway programs leading to the Seal?	SQ.7: How many former English Learners were awarded with the SSB in your district in 2013?	Coding, Inductive Analysis
	SQ.9: Please describe the trends noticed in the two years of data.	Descriptive Statistics
	SQ.31–35. Pathway Awards	Coding, Inductive Analysis
	IQ 4: What was EL parent reaction to the award?	Coding, Inductive Analysis
	IQ 6: What trends do you see in the SSB data for ELs?	Innovation Configuration
	L-Cap DELAC Parent Input	Innovation Configuration
	COCI Rubric for Oral Interview	Innovation Configuration
	Master Plan for ELs	

* SQ= Survey Question
 ** IQ= Interview Question

Types of Analysis

This is an explanation of how the various sources of evidence were analyzed as indicated in detail in Table 6. The survey includes a combination of open-ended and closed response questions. The closed response questions were analyzed using descriptive statistics to help find the mean or average response to the data set. The open responses were coded for categories of meaning using inductive analysis approach (Hatch, 2002). The researcher downloaded the open responses from the survey into a text file and then uploaded the text file to a qualitative coding

software called HyperRESEARCH (Hesse-Biber et al., 2013). A code book (included in Appendix A) was developed by the researcher during the survey analysis that helped provide the basis for the analysis of the qualitative interview data. The researcher used an inductive approach, explained in Chapter Three, to search for patterns in the answers of the participants (Hatch, 2002).

Overview of Languages Awarded and District Demographics

Before introducing the thematic analysis related to the primary research questions, overview data from the study is presented to help provide general description of the languages awarded the SSB and an overview table of each district organized by county. Table 7 shows the world languages that were awarded the SSB. Spanish was the most prevalent language awarded, but a variety of other languages were recognized with the SSB criteria of biliteracy including American Sign Language (ASL).

Table 7

<i>World Languages Awarded the SSB in 2013 (n = 51)</i>	
Languages	n (%)
Spanish	50 (98)
French	17 (33)
German	14 (27)
Mandarin	11 (22)
Japanese	9 (18)
Korean	7 (14)
Other (Cantonese, ASL-2, Latin-3, Italian-3, Vietnamese, Russian, Chinese-2)	13 (25)

Note: Based on answers from Survey Question 4.

In Table 8, additional summary data about the survey participants are highlighted. It was found that many school districts had put components of the recommended implementation steps

from Cal Tog into place (Sealofbiliteracy.org). The most common implementation steps or factors at the district level include: Formation of a Task Force, Establishment of a Board Resolution that Values Biliteracy, and a Strategic Plan to Increase Biliteracy Attainment. Additional factors that influenced implementation were An Application for the State Seal of Biliteracy, Award Ceremonies to Celebrate the Seal, Additional Recognition of the Award during Graduation (through medallions or chords), and Community Endorsements or sponsorship of the Seal of Biliteracy award. For reporting purposes, these categories have been abbreviated under the Implementation Factors column.

Table 8

Summary of Data about Seal of Biliteracy Survey Participants by County

SQ. 44. County	SQ. 3 No. Seals 2013	SQ. 7 EL Seals 2013	SQ. 2 Year First Awarded Seal	SQ. 12, 14, 18, 20, 22, 37, 38 Implementation Factors	SQ. 4 Language(s)	SQ. 45 School/ District Lead	Additional Requirements
Alameda	*	*	2013	Task Force Resolution	Spanish Mandarin Cantonese	Director	
Alameda	71	*	2012	Application Award Ceremony Additional Recog. Resolution	Spanish Japanese Korean French Chinese	Coordinator	Application
Alameda	56	26	2012	Resolution	Spanish Japanese German French	Coordinator	
Butte	8	1	2013	Additional Recog. Award Ceremony	Spanish	Principal	
Contra Costa	5	5	2012	Application Additional Recog. Pathway Awards Strategic Plan	Spanish	Coordinator	Application
Kings	27	*	2012	Additional Recog.	Spanish	Other (not specified)	

Table 8 *continued**Summary of Data about Seal of Biliteracy Survey Participants by County*

SQ. 44. County	SQ. 3 No. Seals 2013	SQ. 7 EL Seals 2013	SQ. 2 Year First Awarded Seal	SQ. 12, 14, 18, 20, 22, 37, 38 Implementation Factors	SQ. 4 Language(s)	SQ. 45 School/ District Lead	Additional Requirements
Los Angeles	119	*	2012	Task Force Application Additional Recog.	Spanish Japanese French Mandarin ASL	Director	Application District Performance Assessment
Los Angeles	9	3	2008	Task Force Application Strategic Plan	Spanish	Assistant Principal	Application
Marin	50	*	2013	Task Force Application Strategic Plan Resolution Award Ceremony	Spanish	Director	Application
Mendocino	9	5	2012	Task Force Additional Recog. Award Ceremony Resolution	Spanish	Counselor	ELA GPA 3.0 or above
Monterey	42	11	2013	Additional Recog. Resolution Award Ceremony	Spanish Mandarin Italian	Director	
Monterey	7	7	2012	Additional Recog. Ceremony	Spanish	Director	
Orange	70	0	2012	Application Award Ceremony Endorsement	Spanish French Japanese Korean Mandarin	Counselor	Application
Orange	555	131	2012	District Performance Assessment	Spanish French Japanese German Korean Mandarin Latin	Coordinator and Counselors	District Performance Assessment

Table 8 *continued*

Summary of Data about Seal of Biliteracy Survey Participants by County

<u>SQ. 44.</u> <u>County</u>	<u>SQ. 3 No.</u> <u>Seals</u> <u>2013</u>	<u>SQ. 7</u> <u>EL</u> <u>Seals</u> <u>2013</u>	<u>SQ. 2</u> <u>Year</u> <u>First</u> <u>Awarded</u> <u>Seal</u>	<u>SQ. 12, 14, 18,</u> <u>20, 22, 37, 38</u> <u>Implementation</u> <u>Factors</u>	<u>SQ. 4</u> <u>Language(s)</u>	<u>SQ. 45</u> <u>School/</u> <u>District</u> <u>Lead</u>	<u>Additional</u> <u>Requirements</u>
Orange	198	*	2012	Award Ceremony	Spanish Japanese German French	Director	
Placer	34	6	2012	Task Force Resolution Application Strategic Plan	Spanish	Coordinator	Application
Placer	2	*	2013	Task Force Additional Recog.	Spanish	School Admin.	
Riverside	22	12	2012	Task Force Application Strategic Plan	Spanish French	H.S. Admin. Counselor	Oral Interview Presentation County Writing-Assessment
Riverside	198	1	2012		Spanish German French	Director	
Riverside	148	78	2012	Task Force Additional Recog. Pathway Award Resolution	Spanish French Korean Chinese	Coordinator	
Riverside	49	49	2012	Additional Recog. Award Ceremony Resolution Strategic Plan	Spanish Mandarin	Director	Writing Prompt Oral Assessment
Sacramento	26	20	2012	Task Force Application Additional Recog. Resolution Strategic Plan	Spanish German	Coordinator Assistant-Principal	Application

Table 8 *continued**Summary of Data about Seal of Biliteracy Survey Participants by County*

<u>SQ. 44.</u> <u>County</u>	<u>SQ. 3 No.</u> <u>Seals</u> <u>2013</u>	<u>SQ. 7</u> <u>EL</u> <u>Seals</u> <u>2013</u>	<u>SQ. 2</u> <u>Year</u> <u>First</u> <u>Awarded</u> <u>Seal</u>	<u>SQ. 12, 14, 18,</u> <u>20, 22, 37, 38</u> <u>Implementation</u> <u>Factors</u>	<u>SQ. 4</u> <u>Language(s)</u>	<u>SQ. 45</u> <u>School/</u> <u>District</u> <u>Lead</u>	<u>Additional</u> <u>Requirements</u>
Sacramento	656	1	2013	Resolution	Spanish Japanese German Mandarin French	Director	
San Benito	65	24	2012	Task Force Application Additional Recog.	Spanish French ASL	EL Program Specialist	Oral Interview
San Bernardino	28	15	2013	Task Force Application Award Ceremony Additional Recog.	Spanish Korean Vietnamese Russian	TOSA	
San Diego	*	*	2008	Task Force Additional Recog. Resolution Strategic Plan	*	TOSA	
San Luis Obispo	18	7	2012	Additional Recog. Resolution	Spanish	Coordinator	
San Mateo	463	88	2012	Task Force Additional Recog.	Spanish Japanese German Mandarin French Latin	Director	Foreign Students who study up to Ninth Grade in Native Country are Eligible
San Mateo	415	128	2013	Task Force Award Ceremony Additional Recog.	Spanish Japanese Mandarin French Italian	Director	
Santa Clara	17	17	2012	Task Force Resolution Award Ceremony	Spanish	Director	Oral Presentation

Table 8 *continued*

Summary of Data about Seal of Biliteracy Survey Participants by County

<u>SQ. 44.</u> <u>County</u>	<u>SQ. 3 No.</u> <u>Seals</u> <u>2013</u>	<u>SQ. 7</u> <u>EL</u> <u>Seals</u> <u>2013</u>	<u>SQ. 2</u> <u>Year</u> <u>First</u> <u>Awarded</u> <u>Seal</u>	<u>SQ. 12, 14, 18,</u> <u>20, 22, 37, 38</u> <u>Implementation</u> <u>Factors</u>	<u>SQ. 4</u> <u>Language(s)</u>	<u>SQ. 45</u> <u>School/</u> <u>District</u> <u>Lead</u>	<u>Additional</u> <u>Requirements</u>
Solano	35	1	2013	Task Force Resolution Strategic Plan	Spanish French	Coordinator	
Solano	71	10	2012		Spanish German	Director	
Sonoma	26	26	2012	Additional Recog.	Spanish	Coordinator	
Sonoma	63	10	2012	Task Force Application Additional Recog. Resolution	Spanish French	Coordinator	Application
Sonoma	139	35	2012	Application Outreach Resolution	Spanish German Mandarin Latin French	Director	Application
Sutter	9	2	2012	Additional Recog.	Spanish German	Coordinator	
Sutter	10	0	2012	Award Ceremony	Spanish	Director	
Tulare	55	74	2012	Award Ceremony Additional Recog. Endorsement	Spanish	District- Resource Teacher	
Ventura	164	*	2009	Task Force Application Additional Recog.	Spanish French German Korean	TOSA	Application
Ventura	216	88	2011	Task Force Application Award Ceremony Additional Recog.	Spanish German Korean Mandarin French	TOSA	Application
Yolo	28	21	2013	Task Force Application Strategic Plan Award Ceremony Additional Recog. Endorsement	Spanish	TOSA	
Yolo	15	11	2013	Additional Recog.	Spanish	Counselor	
Yuba	2	1	2012	Additional Recog.	Spanish	Guidance Technician	

Additional statistical analysis of Table 8 reveals that a variety of stakeholders and school leaders were involved in the project to award the State Seal of Biliteracy. Forty percent ($n = 43$) of those surveyed shared that a director-level district administrator was responsible for the process of awarding the State Seal of Biliteracy. Careful coding of participants' description of their district or school's outreach process (Survey Q.25) indicates that high school counselors play a very important role in the awarding of the SSB. Of 46 responses, 8 people (17%) responded positively about the role of the counselor. Another finding indicated in Table 8 is that only two districts had community endorsements for their Seal of Biliteracy.

To strengthen the findings of this survey, participants reported on their district population. The mean or average district size ($n = 42$) was 11,798 students with a range from 390 students in the smallest district and 47,752 students in the largest district included in the survey. The mean of the English Learner (EL) population in each district ($n = 41$) was 2,248 students, which ranged from four ELs in the lowest EL district and 14,664 ELs in the highest EL district.

Table 9 shows the percentage of Seals awarded to English Learners by district. Based on the data collected in the survey, 41% of the Seals awarded in 2013 were awarded to former English Learners. This figure was derived from dividing the total ELs awarded in 2013 by the total Seals awarded in 2013. This table combines self-reported data from several survey items including (Q.3) the total Seals awarded in 2013, (Q.7) the total number of EL students awarded Seals in 2013, (Q.42) the grade span of the district, (Q.41) the total number of ELs in the district, (Q.36) the language learning opportunities in the district and (Q.4) the languages awarded through the SSB. Thirty-seven (37) districts reported on data for English Learners. The table

shows 35 districts because two districts were removed from the data set due to inconsistencies in their data. One district reported the same number of students in each column across 2 years, which is highly unlikely. The other district reported more ELs awarded with the SSB than the total number of SSB awarded in the district. Both of these outliers skewed the data by 5%, so they were removed from the data set. This finding should be interpreted with caution, because it is self-reported data prone to errors.

Table 9 also shows the language learning opportunities and languages awarded by SSB by district. Fourteen out of 35 districts awarded the Seal in Spanish only. Thirteen districts awarded the Seal in three or more languages. District M awarded the Seal in seven languages, including Spanish, French, German, Korean, Mandarin, Japanese, and Latin. Of the 555 students who were awarded the Seal in District M, 23% were former English Learners, according to data self-reported in the SSB Survey. Of the 35 districts reported in Table 9, a significant number of districts (21) offered a Native Speakers Course at the high school level that is aligned with the UC/CSU A-G requirements. Finally, another significant finding from Table 9 is that 10 out of 35 districts awarded 10 or fewer Seals in their district. Three districts awarded two seals total, which poses many questions about the award criteria, student performance, or the district's understanding of the award criteria. District T, for example, offers ample opportunities for language learning in the district: A-G language courses in both middle and high school, IB language courses in grades 7–12, Latin for grade 6, and French for grades 2–5. District T awarded two SSBs in 2013, and both were awarded in Spanish. This low number of SSB awards could be explained by survey error, or perhaps the SSB award had not been implemented fully in District T, in spite of its language learning opportunities.

Table 9

Summary of Data of EL Participation in SSB, Language Learning Opportunities and SSB Languages Awarded by District

Q.3: Total Seals 2013	Q.7: Number of ELs with SSB in 2013	Percentage of SSB that is EL	District	Q.42: Grade Span of District	Q.41: Total EL in District	Q.36: Language Learning Opportunities	Q.4: World Languages Awarded w/SSB
26	26	100.00%	A	PreK–12	420	AP, A-G lang. course in H.S., Native speakers course	Spanish
63	10	15.87%	B	9–12	55	AP, A-G lang. course in H.S.	Spanish French
65	24	36.92%	C	9–12	224	AP, A-G lang. course in H.S., Native speakers course	Spanish French
22	12	54.55%	D	9–12	187	AP, A-G lang. course in H.S., Native speakers course, DLI	Spanish French
9	2	22.22%	E	PreK–12	2836	AP, A-G lang. course in H.S.	Spanish German
18	7	38.89%	F	K-12	1450	AP, A-G lang. course in H.S., DLI, TBE	Spanish
198	1	0.51%	G	K–12	1536	AP, A-G lang. course in H.S., Native speakers course	Spanish French German
17	17	100.00%	H	9–12	245	AP, A-G lang. course in H.S., Native speakers course	Spanish

Table 9 continued.
 Summary of Data of EL Participation in SSB, Language Learning Opportunities and SSB
 Languages Awarded by District

Q.3: Total Seals 2013	Q.7: Number of ELs with SSB in 2013	Percentage of SSB that is EL	District	Q.42: Grade Span of District	Q.41: Total EL in District	Q.36: Language Learning Opportunities	Q.4: World Languages Awarded w/SSB
27	0	0.00%	I	K-12	0	AP, A-G lang. course in H.S., Native speakers course	Spanish
34	6	17.65%	J	K-12	808	AP, A-G lang. course in H.S., A-G lang. course in M.S., Native speakers course, DLI	Spanish
8	1	12.50%	K	9–12	4	AP, A-G lang. course in H.S.	Spanish
148	78	52.70%	L	PreK–12	6911	AP, A-G lang. course in H.S., A-G lang. course in M.S., Native speakers course, DLI	Spanish French German Korean Chinese
555	131	23.60%	M	PreK–12	4744	AP, A-G lang. course in H.S., A-G lang. course in M.S.	Spanish French German Korean Mandarin Japanese Latin Spanish
9	5	55.56%	N	PreK–12	243	AP, A-G lang. course in H.S., A-G lang. course in M.S., Native speakers	

Table 9 *continued.*

Summary of Data of EL Participation in SSB, Language Learning Opportunities and SSB Languages Awarded by District

Q.3: Total Seals 2013	Q.7: Number of ELs with SSB in 2013	Percentage of SSB that is EL	District	Q.42: Grade Span of District	Q.41: Total EL in District	Q.36: Language Learning Opportunities	Q.4: World Languages Awarded w/SSB
656	1	0.15%	O	PreK–12	4814	AP, A-G lang. course in H.S., A-G lang. course in M.S., Native speakers course, DLI	Spanish French German Mandarin Japanese
9	3	33.33%	P	K–12	60	AP, A-G lang. course in H.S.	Spanish
49	49	100.00%	Q	K–12	14664	AP, A-G lang. course in H.S., TBE, online AP courses	Spanish Mandarin
15	11	73.33%	R	9–12	76	AP, A-G lang. course in H.S., Native speakers course, "dual bilingual education"	Spanish
71	10	14.08%	S	PreK–adult	2400	AP, A-G lang. course in H.S., A-G lang. course in M.S., Native speakers course, DLI	Spanish German
2	1	50.00%	T	K–12	40	A-G lang. course in H.S., A-G lang. course in M.S., IB lang. gr 7-12, Latin gr 6, French gr 2-5	Spanish
2	0	0.00%	U	6-12	10	AP, A-G lang. course in H.S., A-G lang. course in M.S.	Spanish

Table 9 *continued.*

Summary of Data of EL Participation in SSB, Language Learning Opportunities and SSB Languages Awarded by District

Q.3: Total Seals 2013	Q.7: Number of ELs with SSB in 2013	Percentage of SSB that is EL	District	Q.42: Grade Span of District	Q.41: Total EL in District	Q.36: Language Learning Opportunities	Q.4: World Languages Awarded w/SSB
56	26	46.43%	V	K-12	6800	AP, A-G lang. course in H.S., Native speakers course, DLI, TBE	Spanish French German Japanese
463	88	19.01%	W	9-12	1400	AP, A-G lang. course in H.S., Native speakers course, IB lang. gr 9-12	Spanish French German Mandarin Japanese Latin
216	88	40.74%	X	9-12	3200	AP, A-G lang. course in H.S., Native speakers course	Spanish French German Mandarin Korean
415	128	30.84%	Y	9-12	867	AP, A-G lang. course in H.S., Native speakers course	Spanish French Mandarin Japanese Italian
42	11	26.19%	X	PreK-12	3100	AP, A-G lang. course in H.S., A-G lang. course in M.S., DLI, TBE	Spanish Mandarin Italian
2	1	50.00%	BB	9-12	10	AP, A-G lang. course in H.S.	Spanish
5	5	100.00%	CC	PreK-12	1200	AP, A-G lang. course in H.S., A-G lang. course in M.S., DLI, TBE	Spanish

Table 9 *continued.*

Summary of Data of EL Participation in SSB, Language Learning Opportunities and SSB Languages Awarded by District

Q.3: Total Seals 2013	Q.7: Number of ELs with SSB in 2013	Percentage of SSB that is EL	District	Q.42: Grade Span of District	Q.41: Total EL in District	Q.36: Language Learning Opportunities	Q.4: World Languages Awarded w/SSB
7	7	100.00%	DD	K–12	430	AP, A-G lang. course in H.S., Native speakers course	Spanish
139	35	25.18%	FF	K–12	3800	AP, A-G lang. course in H.S., A-G lang. course in M.S., Native speakers course, DLI	Spanish French German Mandarin Latin
26	20	76.92%	GG	9–12	100	AP, A-G lang. course in H.S., Native speakers course	Spanish German
28	15	53.57%	HH	PreK–12	1211	AP, A-G lang. course in H.S., Native speakers course	Spanish Korean Vietnamese Russian
28	21	75.00%	II	PreK–12	2800	AP, A-G lang. course in H.S., Native speakers course, DLI, TBE	Spanish
10	0	0.00%	JJ	9–12	75	A-G lang. course in H.S.	Spanish
35	1	2.86%	KK	PreK–12	1242	AP, A-G lang. course in H.S., DLI	Spanish French
		41.39%		Average SSB that is EL in 35 Districts			

The data in Table 9 indicate that ELs and former ELs (RFEPs) are earning the seal at a proportional rate to their share of the California enrollment demographic. According to DataQuest, 22.7% of California's public school enrolment was EL, and 20.4% had transitioned out of EL status (RFEP) in 2013–2014. Added together, 43.1% of California's 2013-14 public school enrollment is EL or former EL. This figure is slightly below the 41% of Seals that were awarded to EL/Former ELs as reported in this study. This finding is very promising, but should be interpreted with caution, as the SSB is an optional award and does not reflect what is happening in California as a whole.

Although 62 respondents started the SSB survey, the item response rate for the majority of questions fluctuated between 42–45 respondents. The response rate for many items is in the range of 28–30% of the total population ($N = 151$). To deepen the conclusions proposed in this study, the qualitative interviews with Biliteracy Leaders were used to help triangulate the findings or themes that emerged

District Biliteracy Leader Interview Protocol

As described in Chapter Three, the District Biliteracy Leader Interview Protocol was designed to capture information about when and how the State Seal of Biliteracy is awarded, information about biliteracy pathway programs, or pathway awards in an interview format. In this study, Biliteracy Leaders are defined as school personnel who are charged with the project of awarding the Seal in his or her district. The purpose of this interview is to build upon the data from the survey by asking more open-ended questions. Because of survey fatigue, many of the open-ended questions in the survey had low response rates. For example, only 19 out of 58

participants answered Q.47 “Do you have any story to share about any positive effect the seal has had on students or school/district/county performance?” Including qualitative interviews as a part of this study is a way of confirming the findings and also being open to some unexpected findings not anticipated by the literature review or the researcher.

Because so little is known about the State Seal, the interview component of this study methodology is designed to capture the insider’s perspective of offering the award in his/her unique school setting. The interview protocol was created by the researcher with input from experts in the field of biliteracy to increase the protocol’s content validity. The participants for the interviews were self-selected through a question (Q.49) in the State Seal of Biliteracy Survey. One limitation of this study was that districts with elementary pathways to biliteracy did not volunteer to be interviewed for this study, which limits the representation of this interview sample. Once they had self-selected to be interviewed, the researcher picked a purposeful sample of directors or TOSAs at the district level who were responsible for awarding the State Seal of Biliteracy in their districts out of a group of about 10 volunteers from the SSB survey. The researcher also utilized a sample of convenience, for the interviews needed to be in reasonable driving distance of the researcher. The first interview was an hour away from the researcher’s home; the second interview was 2 hours away; and the third interview was less than one hour drive away. Ten participants from the survey volunteered to be interviewed, but the researcher decided to pick the three that had the most similar roles and responsibilities and also were drivable distances. Although the interview participants had similar roles in their organizations, the communities they represented reflect the diversity within California. Two rounds of interviews were conducted over a 3-month period. Round one of interviews was in

person, and round two was conducted over the phone to follow up on the initial rounds of interviews. Additionally, the researcher emailed questions back and forth with the interview participants.

As outlined in Chapter Three, the researcher used her iPhone to capture the audio recordings of the semistructured interviews with the informed consent of participants. Due to time constraints, the researcher utilized a web-based transcription service to help with the work of transcribing the audio files to text.

Interview Analysis

This is an explanation of how the interview data was coded and analyzed. The researcher used an inductive data analysis model (Hatch, 2002) to begin to build a code book from the findings or themes from the Seal of Biliteracy Survey. This code book was created in HyperRESEARCH, a software program that assists with the technical aspects of coding qualitative data. The researcher utilized HyperRESEARCH to organize and analyze the interviews as well as the qualitative open-ended questions included in the survey. As the researcher reviewed the interview data, she selected the codes that best described the segment or excerpt of data. If a code was not found from the survey codes, a new code was created. Next, the researcher filtered the codes by “themes” to see if there were any patterns or relationships between the codes. Frequency counts of the themes were also measured and taken into account for significance. Four overarching themes emerged from the data: Intentionality, Biliteracy Assessments, Biliteracy Pathways, and Agency. These four themes were expanded into descriptive statements that connect the study data to the ecological themes from the literature review (Baker, 2006; Hornberger & Skilton-Sylvester, 2003).

Data Organization

This is an explanation of how the interview data were organized and reduced. HyperRESEARCH software assisted the researcher in organizing the interview data. Each interview was organized as a separate “Case” within the Seal of Biliteracy “Study.” The researcher used a common code book that was first generated from the survey findings and then enhanced through a inductive theory technique of reviewing the interview data itself. There were over 90 codes in all. Through the code and case filtering features of the software, the researcher took different perspectives on the data to search for new meanings or patterns that helped answer the primary research questions.

Hatch (2002) recommended that qualitative researchers conceptualize their data by organizing themes into categories or “frames of analysis.” The outline below represents the core findings from the qualitative components of the study according to the participants. It includes coding from both the interviews and the open-ended survey questions. In the end, the researcher was able to reduce the codes to a master outline of four themes written in the form of descriptive statements:

1. Intentional Creation of an Ecology of Biliteracy,
2. Developing Notions for Biliteracy Scripts, Assessments,
3. Privileging Sequential Biliteracy Development- Scarcity of Biliteracy Pathways,
4. Individual and Collective Agency for Biliteracy.

These master themes were used to organize the data for Chapter Four and Five of this study. A more detailed, earlier version of the code book master themes can be found in Appendix A.

Protocol for Analysis of EL Participation

As described in Chapter Three, the Protocol for Analysis of English Learner Participation is a tool to assist the researcher with the document review to collect unobtrusive data that supports the study's main findings. The protocol was created by the researcher using the recommended steps for implementation as outlined in Sealofbiliteracy.org. In addition, the researcher added two components from the literature review to enhance the analysis: levels of implementation from Implementation Configuration Maps (Hall & Hord, 1987) as well as categories from the continua of biliteracy (Hornberger, 2003). Variations within Level 1 of the protocol are ideal and promote a high level of implementation of the State Seal of Biliteracy with EL participation. Variations to the right of Level 2 hinder EL participation in the State Seal of Biliteracy. Variations to the left of Level 3 are acceptable. All variations are located along the continua of biliteracy, as defined by the left column of the protocol.

Document Analysis

This section provides an explanation of how the documents were collected and analyzed. The researcher attempted to capture EL Participation in Pathways to Biliteracy by reviewing a collection of documents from each school district. Ideally, all EL documents should be available to the public so that the stakeholders themselves, English Learner students and their families, can assess the quality of their academic programs. Although all three districts had a contact number

for an English Learner Coordinator, only one of the three districts had a dedicated English Learner page on their website. The researcher was able to find some emergent documents and information about the Seal of Biliteracy in two of the three districts highlighted in this study. Access to the district's Master Plan for English Learners would have been ideal, but with recent changes to school funding in California, many districts were scrambling to create their Local Control Accountability Plans (L-CAP) at the time of this study. The advent to the L-CAP provided another lens of "documents" from which to see the participation of English Learners in Pathways that could lead to high levels of academic success and biliteracy. At least three documents per district were used to complete the final composite using the Protocol for EL Participation (See Appendix F).

Data Organization

This section provides an explanation of how the document data were organized and reduced. The researcher began to cull the Internet for documents that could tell the story of EL participation in each district. They were organized and described by district using the Protocol (See Appendix F). The table below summarizes the findings from the document review.

Table 10

Document Review Findings

District	Documents	Protocol Findings
Orfield Unified 118 Seals Awarded in 2013	Brochure for SSB	Overall: Level 2 Frames SSB as 21st-Century Learning.
	District SSB Website	Shares outcome of languages awarded with community.
	Online L-CAP Survey	Offers dual immersion on survey
Grapevine Unified 30 Seals Awarded in 2013	SSB Website	Overall: Level 2 Is in the process of developing L-CAP with EL input. Has high standards for biliteracy and strives to award underrepresented languages (COCI Rubric).
	L-CAP DELAC Parent Input	The SSB website is geared toward students.
	Superintendent's Message	
	COCI Rubric for Oral Interview	
Cotton Creek Unified 198 Seals Awarded in 2013	Master Plan for ELs	Overall: Level 3 Gives extra recognition to SSB, but has not established significant pathways beyond the world language courses at the middle and high school level. Also, has not done sufficient outreach for award to get school stakeholders involved beyond World Language Department.
	SSB Press Release	
	SSB Notification Letter for Student	District timeline is geared toward Seniors, should capitalize on a more proactive approach with Freshman and counselors.

Orfield Unified had seized upon increasing access to the State Seal of Biliteracy as a tangible goal to promote 21st-century learning in their working class community. This district had the highest percentage of Latinos in the study, 76%. Orfield also had 11% White, and 8% Asian students. Sixty-seven percent of Orfield students qualified for free and reduced lunch. This district had the most clearly defined outreach strategy for SSB as evidenced by its website

and brochure. Additionally, its district homepage has a link to a parent survey to collect input on the Local Control Accountability Plan (LCAP). Among many suggestions, the establishment of a dual language pathway to biliteracy is offered for parent input. Orfield Unified awarded 118 Seals in 2013, but the addition of an application and a writing component helped create more student buy-in for the award, as well as expand notions of biliteracy along the oral/writing continuum.

Grapevine Unified awarded 50 students with the State Seal, but documents show that this award was leveraged to help students reach for academic excellence. The district was the highest achieving district its geographically rural area. Therefore, having been the first district in the county to award the SSB falls in line with its culture of quality and personalization. Seventy percent of students qualified for free and reduced lunch, which makes it the most economically impacted district in the study. The ethnic breakdown of Grapevine Unified was 42% Latino, 42% White, and 11% Black/African American. Although the district adopted the Seal in its second year (2013), there are many thoughtful components evident within its document review. The TOSA responsible for awarding SSB consulted with a language expert to create a protocol to help assess the quality of underrepresented languages.

Although Cotton Creek Unified had the most Seals awarded in the group, the protocol and interview data show that Cotton Creek was the most emergent of the three districts when it comes to implementing the State Seal of Biliteracy. This finding may seem paradoxical, but the high achievement in the state's English Language Arts proficiency test is what prohibits many students in California from qualifying for the State Seal. Cotton Creek was an academically high achieving district with an API of 954; therefore a large number of students were proficient on

CSTs and graduate high school with 4 years of language study. With only 16% of students qualifying for free and reduced lunch, Cotton Creek was the most affluent district in the study. Cotton Creek also had a plethora of AP language courses and language electives, a common feature of high schools that serve upper middle class. Forty-five percent of students in Cotton Creek were non-White, which indicates ethnic diversity and the possibility of linguistic diversity that is not reflected in its 1% EL demographic. In many ways, the high number of Seals reflects the access to high quality education that all students in Cotton Creek receive.

Presentation of the Survey, Interview, and Document Review Data

The survey, interview, and document review data is presented in an integrated format organized around the four themes that emerged from the study.

Theme One: Intentional Creation of an Ecology of Biliteracy

Several examples of districts' intentional creation of an ecology of biliteracy were found in this study. The first factor that promotes biliteracy in a district is intentionality, or the conscious decision to promote multilingualism within the district or organization. The concept of intentionality emerged from the qualitative coding of the survey and interview data. Intentionality is the critical factor of this exploratory research study and is evidenced through the survey data, the interviews, and the document review. Deciding to award the SSB is an important step for districts that wish to include biliteracy as a graduation outcome in their school or district. Although all the districts studied elected to award the SSB, a significant number of districts went beyond the parameters of the assembly bill to demonstrate their district's commitment and intention of biliteracy as an aim of their organizations. This intentionality is evidenced by the establishment of a task force to give input on how the SSB would be awarded,

board resolutions in support of biliteracy, and an asset-based view of English Learners. The belief that an English Learner's home language is an asset was shared by many of the interview participants. The following paragraphs explain these findings in greater detail with evidence to support from the study.

Survey Findings—Leadership Focused on Students' Assets

Seventy-three percent of survey respondents ($n = 51$) were from districts that had awarded the State Seal in spring 2012, the first year it was offered by the Superintendent of California. Twenty-seven percent of survey respondents ($n = 51$) began the award in spring of 2013, the award's second year of existence. Prior to the California State Seal of Biliteracy, 11% of respondents ($n = 44$) reported that their district had its own local Seal of Biliteracy. This is an important finding that establishes the tradition of awarding biliteracy in California that predates the assembly bill. Eighty-nine percent of respondents ($n = 44$) did not have any award for biliteracy in their district before the passage of AB 815, The California State Seal of Biliteracy Award. This demonstrates the power of an assembly bill, albeit a voluntary assembly bill, to change practice at the district level. The five respondents who had local Seals of Biliteracy in their district prior to the California State Seal dated their local seal to 2008 (two districts), 2009 and 2011 (two districts).

Of the three districts interviewed, Orfield and Cotton Creek first awarded the SSB in 2012; Grapevine adopted the SSB in 2013. None of the districts interviewed had awarded a Seal of Biliteracy prior to the passage of Assembly Bill 815.

Task force. About half of the respondents (47%; $n = 45$) surveyed reported that a task force was established at the local level to help implement the State Seal of Biliteracy. Nineteen

percent of respondents ($n = 21$) reported that parents were members of the task force. Twenty percent ($n = 21$) included an EL coordinator, 67% ($n = 21$) included a director, and 86% ($n = 21$) included a teacher to the task force. Guidance counselors were another important stakeholder group for the task force that was overlooked during survey construction. Three participants (14%) wrote in “Counselor” as a member of their task force. Future versions of the State Seal of Biliteracy survey should be adapted to include the counselor as a selected response.

Two out of the three districts interviewed had formed a task force prior to awarding the SSB in their district. Maggie Chavez described the composition of her task force in the excerpt below:

Well last year as being our first year, I formed a committee between both of the high schools. We have three high schools. One is a continuation school, so in my committee there was representation from both high schools. And then I also got the continuation school counselor involved in it, and then parents as well and community members. We had actually two parents that were also community members and helped out with some of my interviews for the purpose of different languages. (Chavez, Interview, March 3, 2014)

Board resolution promoting biliteracy. Although all of the 45 respondents ($n = 45$) had language learning opportunities in their district, as indicated in the table above, 38% responded that they had a policy or resolution about the value of bilingualism/biliteracy; 22% of respondents ($n = 45$) shared that their district had a strategic plan for increasing language learning opportunities. Five respondents shared excerpts from their plan, all five ($n = 5$) of which involved mention of dual immersion programming at the elementary level. This finding, which connects to the literature review will be discussed in greater detail in Chapter Five.

Interview Findings—A Shifting Ecology of Biliteracy

For Michael Chang from Orfield Unified, the achievement gap between English Learners (ELs) and English-only (EO) students was a factor as to why his district felt it was important to award the State Seal of Biliteracy:

A lot of our students aren't necessarily achieving success in our eyes. So for example the national dropout rate is at 70%, I was studying EL data and did you know in our district I think EL, they have something close to like a 30% passage or proficiency on the CAHSEE and there's like a huge 20% gap between our EOs and our ELs. But I think it was really important to highlight their assets, so one of the things that I stress with the Seal of Biliteracy is the marketability of our students and to let them know with our parents especially and our students that having another language is actually an additive for you. It's an asset for you in the work force and career force especially when we talk about college and career readiness. (Chang, Interview, February 23, 2013)

In Grapevine Unified, Maggie Chavez noticed a change in attitude about biliteracy that has been brought about by the SSB:

I think it's gotten a positive [response], people like it, kids are excited about it. They're asking, "How can I get this?" or "This is cool, I've never seen this." So I think, especially where we live, I think everybody is seeing that it's a good thing. You know, maybe taking away from bilingual education wasn't such good idea. I'm seeing that everybody is saying, hey, this is good. It's good to know more than one language, it's good. It's a good thing. (Chavez, Interview, March 3, 2014)

Reflecting back on the survey responses for Q.47, two responses in particular highlighted the shift in thinking that was taking place because of the SSB:

The program has not only motivated students to learn another language but has placed value in those students who come to us already knowing another language. Whereas before they felt embarrassed, they realize that it is not a crutch but a great skill to possess. (SSB Survey, 2014)

It has increased the value of bilingualism in our district. More students are applying as we speak. Our parents are excited about the prospect of having their child receive the State Seal. (SSB Survey, 2014)

The overall excitement about the SSB promoted an acceptance of cultural difference, diversity, and dialogue about the subject of biliteracy. Maggie Chavez described having to collaborate with community members to help assess a student's Arabic Language Proficiency:

So one of the students didn't pass the writing and reading, so he spoke, you know, okay. In doing this I learned a lot about different cultures. The gentleman that helped me, one of the doctors, said that usually if they are Muslim and they're raised to read the Qur'an they're going to need to learn how to read and write in Arabic because it's [written in] Arabic. So he said there was a connection between religion and languages. (Chavez, Interview, March 3, 2013)

For some school districts, promoting biliteracy is undergirded by a need to increase national security. In Orfield Unified, Michael Chang highlighted how globalization creates both challenges and opportunities for biliteracy:

I think one of the biggest misunderstandings in the United States is about languages. What we're seeing in the other countries is that countries where they speak multiple languages are starting to surpass us. So not only are they surpassing us in international performance in terms of critical thinking, science literacy, math literacy, but now they're doing it in two or three languages. So not to have that in the United States, I think actually it is a national security priority because now look at the war and everything that's going on in Iraq. We're having to import translators because we don't have fluent speakers in multiple languages. Of course we want their English proficiency as well and that's why I like the Seal because it's not just in another language, you have to have proficiency in English as well. (Chang, Interview, February 23, 2014)

The SSB has begun a conversation about biliteracy as a part of college and career readiness within some districts in California. In addition to national security, Angela Seberg shared that in Cotton Creek Unified, proficiency in more than one language could increase the marketability of students after graduation:

I think it could open doors for them, and I think that in this day and age of, you know, globalization and no boundaries, I think it's important for students to have more than one language. In countries in Europe, everyone speaks two languages, so I think it provides more opportunities, I think that it helps increase our marketability. I think that it models what society is coming to, with the internet, to put down walls and barriers, like geographic barriers. So I think that we need to promote it even more. (Seberg, Interview, March 7, 2014)

These interview excerpts support the theme of intentionality because, as school personnel discover students' motivation and attitude toward biliteracy, the biliterate learner becomes visible. Intentionality to support biliteracy is a result of this deep connection between the organization's desire to prepare students for the new demands of 21st century and the linguistic resources of the learners themselves.

Document Review Findings

The documents reviewed for this study support the idea that intentionality is an important factor for the implementation of the State Seal of Biliteracy that is equitable for English Learners. Through its SSB brochure and Website, Orfield Unified showed a high level of Intentionality regarding the Seal of Biliteracy Award. When analyzed with the Document Review Protocol, it was evident that Orfield Unified was leveraging the home language of English Learners for continued academic success. A finding from the document review (Table 10) depicts photos on the brochure and website of actual Orfield Unified graduates with their SSB medals proudly displayed on graduation day. Messages on the SSB website connect

biliteracy to success in college and careers, “Biliteracy awards advance the district’s commitment that every student graduates prepared and equipped with the knowledge and skills to participate successfully in college, career and a diverse 21st century society” (Orfield Unified SSB Website).

Coupled with the commitment to support biliteracy, and the belief that biliteracy supports college and career readiness, is the district’s concern with quality criteria when awarding the SSB. The following section presents data on the developing notions for assessments triggered by the SSB award.

Theme Two: Developing Notions for Biliteracy Scripts, Assessments

The second factor that promoted biliteracy in a district was the developing notion of assessment for biliteracy that can capture the diversity of biliteracy scripts present in the community. Although Assembly Bill 815 outlines criteria for awarding the SSB, this study found a significant difference in how the districts awarded their Seals. Different approaches to biliteracy assessments may include the addition of an oral or written component to help assess the student’s proficiency in the target language. A growing number of districts have developed an application process for their SSB awards. The following sections will give evidence from the survey, interviews, and document review to help support the developing notions for measuring biliteracy that are equitable for English Learners.

Survey Findings—Districts Enhance SSB Criteria to Award Fuller Notion of Biliteracy

This survey used two questions to capture any additional assessments added to the Assembly Bill criteria; 16% ($n = 45$) of districts added criteria to their Seal through an oral interview, oral presentation, or oral assessment. One district required that students demonstrate

an ELA GPA of 3.0 or better. Another district recognizes students who had studied in the targeted language in their native country to the equivalent of ninth grade. Thirty-five percent ($n = 46$) of respondents had an application process that was necessary to earn the State Seal of Biliteracy. This step is recommended by sealofbiliteracy.org because it helps create buy-in among the student populations, but an application process is not explicitly outlined in the AB 815 legislation. Three of the districts surveyed included some kind of writing prompt within the application process. One district shared that the student writing was scored by a rubric at the county office of education. At least four districts required the student to submit his or her transcript with the application and also have teachers sign for passage of a B or above on World Language coursework. Districts had a specific date or timeline when applications were due, which added another layer of accountability for the student. Forty-three percent of those who described their application process ($n = 16$) shared that their district relied heavily on counselors to help disseminate applications and encourage participation in the program. Sixty-five percent of respondents ($n = 30$) did not have an application process, which means they generated their list of awardees using a combination of queries in their student information system database.

Interview Findings—SSB Assessment Criteria is Fluid and Changing

The interview data show that two of the three districts interviewed enhanced assessment criteria such as an application and an oral component to earn the SSB. One of the three districts, Cotton Creek, did not currently have an application, but the director, Angela Seberg, was reflecting on making the criteria more stringent:

Compared to other districts in our county, our criteria is really low. Our criteria is just basically if you --like lot of the districts, you have take a test to prove proficiency in that language, we just look at AP or four years of language. (Seberg, Interview, March 7, 2014)

In Orfield Unified, a district-created proficiency exam, which is one criteria under AB 815, was added. Michael Chang explained the coordination that was needed to ensure that the proficiency exams were the same throughout the district:

We do have a proficiency exam and we make sure that the proficiency exam is standard throughout the district. So for example an ASL proficiency exam will be the same throughout the district or Spanish will be the same throughout the district. (Chang, Interview, February 23, 2014)

In Grapevine Unified, Maggie Chavez went to great lengths to help English Learners with underrepresented languages gain access to earning the SSB in their home language. This practice draws upon the traditionally less powerful ends of the media of biliteracy continua. Because the biliteracy is in divergent scripts, it requires specialized resources beyond the language resources found in the district.

Because those students with the underrepresented languages that obviously couldn't apply for one of the criteria which is the four year level course of study. We don't have Arabic, we only have Spanish and French. So then there's no Russian SAT II or AP, so the fourth line [of AB 815] is they can take a local created exam. So obviously we didn't have an Urdu exam. I was able to borrow some [local created exams] from [a neighboring district]. I borrowed a Korean and I borrowed a Spanish one. (Chavez, Interview, March 3, 2014)

Another benefit of the locally created exam is that it can add another layer of quality to the overall criteria of earning the Seal. Grapevine Unified added an exit oral interview after one year because it found that some of the students who had earned the SSB through the four years of language study were not fluent in the target language:

And we look at the State Criteria. One thing that our district added was the exit oral interview. [Students] need to pass that to be able to get [SSB]. I brought in a trainer last year to help us with that. [A trainer from] the Foreign Language Project trained us on the COCI rubric which is the California Oral Competency Interview. I created a rubric so that we'll be using it this year again. So my community people that help me out, I had to go out and search for [native speakers], I had two doctors that helped me last year

administer an Arabic interview. I had a Vietnamese interview, I had a Korean, obviously I only speak Spanish, I can only do Spanish, I can't do the other languages. (Chavez, Interview, March 3, 2014)

Chavez actively recruited speakers of underrepresented languages to help assist the assessment of eligible students who may qualify for the Seal. Her partnership with a university to develop the COCI rubric for assessment of underrepresented languages is a best practice for SSB that will be discussed in greater detail in Chapter Five. Chavez's quest for more equitable and inclusive biliteracy assessment practices echoes current researchers' knowledge of a void in biliteracy assessment tools to assist the local need, "No area of bilingual education is in more need of development than that of bilingual assessment" (Garcia, 2009, p. 378).

Document Review Findings

The addition of the exit interview brings the challenge of needing to find an expert in that language to help administer the exit interview to the student. With the use of the COCI rubric, community volunteers can help assess the oral competency level of students in a variety of languages. The COCI rubric was included in the Grapevine document review, and provided evidence that the district was actively trying to open the criteria to students who speak minority languages not commonly represented in a school setting (such as Spanish and French) This practice falls along the minority-majority continua of Hornberger's framework (2003). In addition to a district's focus on biliteracy assessment, effective outreach is critical for the equitable implementation of the State Seal of Biliteracy at the district level. The following sections discuss the study findings related to the media of biliteracy.

Theme Three: Privileging of Sequential Biliteracy Development

—Scarcity of Biliteracy Pathways

Although this study found evidence of tremendous amount of outreach dedicated to SSB, the outreach privileged sequential biliteracy development because it was limited to the high school level. Because the award was new to the field, district and school leaders were charged with the task of making the students, parents, and community aware that the SSB is out there. Outreach is even more critical when students are asked to fill out an application in order to be considered for the SSB. Students can preclude themselves from the award by not applying, even though they may meet the Assembly Bill criteria. This section will describe current pathways to biliteracy and describe district outreach to support these emerging pathways.

Survey Findings—Scarcity of Elementary Pathways Awarded

Pathway awards. Biliteracy pathway awards recognize students who are proficient in English and also on the pathway to mastering a second language at the elementary or middle school levels. The intent of pathway awards is to encourage students along the pathway to biliteracy as well as to create public awareness of the benefits of biliteracy. Pathway awards are an emerging practice in California public schools, since 93% of respondents ($n = 43$) who awarded the State Seal of Biliteracy did not currently award Pathway Awards. The survey results indicated that 7% of respondents ($n = 43$) had established pathway awards in their district. Because of the skip logic of the survey, only these 7%, or 3 respondents, were shown the Pathway Award questions in the survey. All three respondents ($n = 3$) offered an Elementary Pathway Award and Middle School Pathway Award, but none had a Preschool Pathway Award in his/her district. One district, however, had a Pathway Award given to students when exiting

kindergarten. Of the 54 students given the award, 22 of them were English Learners. Because the survey collected such few responses about the pathways award, the researcher could not collect significant data about English Learners' participation in the Pathway Awards. It is important though, to reflect upon the absence of data in this area. If this survey is truly mirroring participants' perspectives, then the survey indicates that at the time of this study there were no systems in place that articulated the State Seal of Biliteracy Award to the elementary and middle school grades. However, when asked about their interest level in establishing a Pathway Award in their district, 19 out of 40 participants were interested or very interested, eight were neutral, and six said not interested or not a priority. Seven survey participants were from high school districts that did not have the capacity to create Pathway Awards. If you subtract these seven from the total respondents ($n = 40$), roughly 60% of respondents were interested in articulating the awards down to the lower grades in their district.

The Table 11 shows the language learning opportunities for students in the districts of the survey participants. The table reveals that 96% of respondents ($n = 43$) confirmed that Advanced Placement (AP) languages courses were offered in their district. Only two respondents indicated that they did not have AP offerings in their district. One hundred percent of respondents ($n = 45$) indicated that their high school had language classes that satisfy the A-G requirements for UC admission. The researcher was surprised to find that 36% of respondents offered dual immersion programs ($n = 16$), and 20% of respondents ($n = 9$) offered a Transitional Bilingual program for English Learners in their districts. No district reported having an afterschool program to promote a world language.

Table 11

Language Learning Opportunities Currently Available (n = 45)

Language learning opportunities available to students in your district:	Response	%
AP Languages in high school	43	96
Language classes that satisfy the A-G requirements in high school	45	100
Language classes that satisfy the A-G requirements in middle school	16	36
Spanish for Spanish Speakers	30	67
Dual Immersion Program	16	36
Transitional Bilingual Program	9	20
One Way Immersion Program	1	2
After School Program that Promotes a world language	0	0
Other, please describe	5	11
No language programs or opportunities	0	0

Of the 11% ($n = 45$) of respondents who checked “other,” the following opportunities were shared: online AP classes, International Baccalaureate classes for middle and high school, Latin for all sixth-grade students, and French for all 2–5 students. There is a disconnect or missed opportunity highlighted in the survey data between the 36% ($n = 16$) of districts that had dual immersion programs in their district and the 7% ($n = 3$) of districts that offered Pathway Awards. Because biliteracy is the outcome of dual language programs, districts that offer and implement high quality dual language programs could also be awarding a high number of pathway awards. Students who promote to middle school proficient in English and on the Pathway to proficiency in a target language would be excellent candidates for a biliteracy Pathway Award. Adding Pathway Awards is a way for a district to strengthen the context of

biliteracy continua (Hornberger, 2003) because it creates awareness in the community of biliteracy as a desired outcome of education.

None of the schools interviewed offered Pathway Awards or biliteracy instruction such as dual immersion programming at the elementary level, which is a missing component from the interview and document review of this study. Two of the three schools interviewed (Orfield and Cotton Creek) mentioned that their districts were interested in dual immersion, but were in the early investigation phases. Yet, the ideas behind the State Seal of Biliteracy continue to resonate with school leaders and connect with their overall organizational mission.

Michael Chang from Orfield Unified explained his interpretation of how the State Seal of Biliteracy supported his district's mission:

I think our pathways to our Seal is a little bit different, meaning that it doesn't follow the dual-language immersion program. Our pathway to the Seal really follows College and Career Readiness. So in our district mission one of the three goals that we have, the first one is *Increasing Student Achievement*. The second one is *Closing the Achievement Gap* but the third is *All Students Graduating A thru G*. So the Seal of Biliteracy kind of falls in the A thru G requirement where it's the foreign language, and we really push it heavily on that route. So it goes more through the mainstream education process rather than through the English Learner department. (Chang, Interview, February 23, 2014)

Outreach for biliteracy. When asked to rate the degree to which their district or school communicated the criteria of the State Seal of Biliteracy to the school community, 40 respondents reported a mean of 5.8, on a scale from 0 (lowest outreach) to 10 (highest outreach). Furthermore, 43% of respondents ($n = 40$) indicated a level 7, 8, or 9, which reflects a belief of high effort on their part. Many ideas and supports are detailed in an open-ended question that invited participants to list methods of outreach. The entries were coded using HyperRESEARCH software using a grounded theory approach. The highest form of outreach indicated through the survey was through the counseling department. Nine out of 37 respondents

indicated that the counselor was a critical component to their district's SSB outreach. In these districts, counselors helped to explain the criteria to students and to monitor student's progress along the way.

Additionally, the teachers in the World Language Department helped to talk to their classes about the award and to encourage participation. Four out of 37 respondents indicated that the World Language Department had an instrumental role in supporting the SSB. Three out of 37 districts shared that SSB brochures are used to share the criteria and opportunity to earn the award with students and parents. The brochures are translated into Spanish in one district to help inform parents of the opportunity to earn the award. A method of outreach indicated by three participants ($n = 37$) was reaching out to District English Learner Advisory Councils (DELAC) and school-based English Learner Advisory Councils (ELAC). The media were utilized to promote the Seal to the students and community through local newspapers and school websites. One district shared information with all freshmen, while the majority focused on juniors and seniors—those closest to graduation. Three districts ($n = 37$) mentioned a special letter that goes out to eligible students. One district included the SSB Criteria in its high school directory and four ($n = 37$) indicated that information about SSB is on the district website. One district mentioned collaboration with the county office of education to help award the Seal.

Interview Findings—Outreach Limited to Middle and High School

All three districts interviewed by the researcher sent home a special letter informing families about the SSB criteria. Michael Chang explains how the SSB letter had evolved in Orfield Unified from just being for high school students to including middle school students:

We send out a very exciting letter to all of our seniors and juniors. First, I must say that we don't send a lot of communiqué home. We try to limit all of our communication in

our first day packet. So just to receive a special letter is really important for them. So we targeted specifically for 11th and 12th graders, they get a special letter. Then we also started sending a letter this year for all of our parents starting in the middle school because we wanted them to know what the qualifications are and know what it is that they need to do to get the award. So we're telling the parents that way. (Chang, Interview, February 23, 2014)

In Grapevine Unified, students received a letter saying that they had met or were close to meeting all of the requirements for the SSB. Maggie Chavez explained, "First—what I did is I did a query with all our students that pretty much already met almost all the requirements. And I sent them a letter saying, this is a new opportunity, a new program we're doing" (Chavez, Interview, March 3, 2014). The letter from Cotton Creek was included in the document review and it indicates a major shift in the context of biliteracy, away from a monolingual ideology in school, toward an ideology that leverages biliteracy as a component of college and career readiness. The shift to beginning outreach in middle school helps counterbalance the traditional privileging of sequential biliteracy instruction. In the current system, world language instruction starts in high school. Like, Orfield Unified, Cotton Creek limits its direct communication from the district office. Sending home a letter to the awardees truly is a special, symbolic gesture. Through the survey and the district leader interviews, many outreach opportunities were shared including brochures, posters, meeting for students about the SSB, and information about SSB on the website. In Cotton Creek Unified, the world language teachers had medallions in their classrooms and would show the "Californians Together" video at the beginning of the year in their world language classes in order to inform students of the opportunity to earn the award. According to Angela Seberg, one of the most powerful outreach opportunities actually comes at graduation time, when all of the parents of graduates see the SSB students with their medallions and how their names are highlighted in the program with a symbol or asterisk:

A lot of [parents] were very supportive of it. And I think a lot of the reactions comes when graduation time happens and they see the cords, you know, and they see the little asterisk by the name of the program, noting that they earned the Seal, some parents [said], "Oh, we should have known," or some parents [said], "Oh I didn't realized it was such a big deal, I wish I would have had my kid in an extra year [of Spanish]." One parent, she was a district employee, and she said that her kid took three years, and had she known. Having seen the cords, and seen the little asterisks-- she says, "Oh, I would have loved it." (Seberg, Interview, March 7, 2014)

Angela Seberg also said that she had shared the SSB criteria with parent groups in ELAC and L-CAP meetings throughout the year and had received similar positive feedback from parent groups.

Community endorsements. While many indicators have been met by districts at high rates, the search for a community partner to help sponsor the State Seal is quite low in comparison. Only 4 % of respondents ($n = 2$) indicated that they had a community or business sponsor for their State Seal of Biliteracy. Two districts indicated that they were working on procuring a community endorsement. The participants reported that the following businesses had endorsed their Seals: a large beverage company, a Latino supermarket, and a Spanish language publisher. This is an area of need for successful implementation and deserves extra consideration in Chapter Five of this study. No evidence of endorsements was captured by the document review, which further indicates an area of need for SSB leaders and districts.

Document Review Findings—Parents are Surveyed About Biliteracy

The document review from this study collected a variety of documents that served to inform the community about the SSB award. An SSB notification letter for students, an SSB Press Release, Online LCAP Survey, LCAP DELAC Parent Input, SSB Brochure, and SSB Website are all examples of district's efforts to inform the community about the SSB award in

their district. Even with multiple outreach documents about the SSB, the relative newness of the award presented a challenge for outreach and access to the award.

The brochure and website are examples of the highest “Level 1” implementation according to the Innovation Configuration protocol developed by the researcher. Because both of these documents were located “online,” there is a possible barrier for access for parents not actively searching for information on the district’s webpage. The L-Cap online survey was inclusive of elementary pathways to biliteracy such as dual language, although the district did not currently offer these pathways. The letter mailed home to families of students who qualify for the SSB is a special communication noted by all three districts interviewed. All of these forms of communication provided the space for the district to communicate its commitment to support biliteracy as well as to outline the quality criteria for assessing biliteracy. The theme of outreach overlaps with the other themes because outreach is always an opportunity for the district to communicate a message about biliteracy to the community.

The final theme noted in this study is agency. Biliteracy agency was found to be an important component of a successful implementation of the SSB.

Theme Four: Individual and Collective Agency for Biliteracy

Agency, in combination with the other themes highlighted in this study, was a critical factor in the successful implementation of a district’s Seal of Biliteracy Award. This section will present findings from the survey, interviews, and document review to give evidence of the role that individual and collective agency plays in the implementation of the SSB. This section explores the roles of district and school leaders in promoting the Seal in their district, including their suggestions to improve the Seal. Additionally, this section highlights the opportunities and

challenges for leadership through the perspective of three district leaders. Finally, this study looks at evidence of agency through the SSB documents that districts chose to share with the community.

Survey Findings—The Seal is Critiqued and Celebrated

Suggestions to improve the seal. For reporting purposes, only 20 respondents gave suggestions or comments on how to improve the criteria or process of awarding the State Seal of Biliteracy. This was an open-ended, text response type question, which was coded using HyperRESEARCH software (Hesse-Biber et al., 2013). The participant comments ranged from “I am happy with the criteria and process,” to a deeper system-wide reflection of one survey respondent:

The challenge is that too many EL students are not gaining sufficient literacy in their primary language or in English to make them eligible for the Seal. I fear that the criteria is an uneven playing field for those students who we were hoping would be better served by the Seal. We truly need high intellectual demand bilingual programs from PreK that lead to solid biliteracy. It is a systemwide designed and not something that can be patched on to the existing structure of K-12. All students in California should be exiting high school bilingual and biliterate. We do not have the will, drive value or resources to do this- just the population that would be best served by such a system. (SSB Survey, 2014)

Three respondents questioned how the SSB criteria would be altered by the fading out of the California Standards Test (CST) and the advent of the Smarter Balanced Assessments. Two respondents requested more training and support. Three respondents articulated the need for a bank of district-created language exams to help with awarding students with under-represented languages, or scripts. This was also coded under collaboration, as a shared bank of assessments would be a result of collaboration between districts. Two respondents articulated a need for the state to clarify the 4-year of high school course of study, because it could be satisfied by passing

a level 4 course with a 3.0 GPA even if the student did not actually take four years of study in the language. Finally, one survey respondent shared that the Seal should require an “oral” component. Many students qualify because they completed four years of a world language, but sometimes that does not include oral proficiency. As reported in the survey, 16% of districts surveyed ($n = 45$) added an oral component in addition to the state criteria. This one survey respondent would like to see oral criteria included as a non-negotiable component to earn the SSB in all districts. The suggestions offered in the survey express a need to draw more fully from the entire continua of biliteracy: oral components, divergent scripts, and higher intellectual demands. When these suggestions are voiced through a productive forum, the individual agency can take the form of a larger collective movement to make the SSB more inclusive and impactful.

All three districts interviewed had goals to increase English Learner participation in the SSB. In the early implementation process of the SSB, monitoring EL participation had been a challenge. The researcher noticed particular low item response rates on questions that had to do with English Learners. For example, survey Q.4 “What world languages were awarded in your district?” had 51 responses, whereas survey Q.6 “How many former English Learners were awarded the SSB in 2013?” had 36 responses. This could be due to not having data readily available at the time of the survey, but it can also be indicative of a lack of fluency with English Learner achievement data. All three districts interviewed did not actively monitor the EL participation of students in their early implementation of the SSB. One of the ways that districts try to increase English Learner participation in the seal is by increasing outreach about the Seal criteria and application or award process.

Process for award presentation. The process for award presentation is an example of collective agency to support biliteracy. Thirty-eight percent of survey respondents ($n = 17$) indicated that their district recognized the State Seal of Biliteracy at an awards night or celebration in addition to graduation. Forty-seven percent of respondents ($n = 21$) recognized the award during graduation only. Two districts awarded the SSB postgraduation, which is an interesting phenomenon that deserves further study. This can be a result of confusion around the definition of “4 years of study” from the SSB Legislation. According to the California Department of Education, a 4-year course of study means that the student successfully passed a “level 4” world language course, not that the student needed to take four actual years of the language. This may explain why a district is awarding the SSB postgraduation, because it needs time to confirm the senior semester grades.

In addition to a separate awards night, many districts chose to further distinguish biliteracy awardees by issuing additional recognition such as a medallion, certificate, or chord. Sixty percent of those surveyed ($n = 27$) indicated that they provided an additional form of recognition beyond the State Seal of Biliteracy insignia provided by the State Superintendent.

All three districts interviewed went to great lengths to celebrate the accomplishment of earning the SSB in their district. Awarding the Seal takes many hours of preparation including database queries, staff meetings, and outreach in the community. But the reward is impactful for both students and the staff involved. In Orfield Unified, Michael Chang reflected on a proud graduate wearing a SSB medallion:

I attend all of our graduations and I just noticed that the students who have a Seal, they just seem to walk a little bit more proudly. I can just notice it in their walk and notice it in the medallion that they have. One particular student, I saw her walking with very much a proud flare and I just happened to look and she had the Seal on. When I asked

her what language she was getting her Seal for, she got it for two languages. One was Spanish and one was another language. So that's another thing- some of our students are getting tested in multiple languages and not just one, which I thought was fascinating. (Chang, Interview, February 23, 2014)

Maggie Chavez summarized the potential that lies within the SSB award: "Well, when I started this, it just felt that it was not only celebrating the students who already spoken our language but encouraging that hey, it's good to know more than one language" (Chavez, Interview, March 3, 2014).

Evidence from both the interview and the document review indicates that districts are celebrating their student's accomplishment of biliteracy through special award ceremonies, which bring the achievement of biliteracy into the public light. The document review included an informational letter to parents from Cotton Creek, which invites seniors who have been awarded the SSB to a special cake-cutting ceremony to receive medallions for graduation. Former English learners are included through this award ceremony, but due to the district demographics, they are very small in number (fewer than 10). This type of award ceremony helps to strengthen the context to biliteracy continua by promoting multilingualism along the micro-macro continuum. One way districts were encouraging students to aspire to be proficient in English plus another language earlier in their educational journey is through biliteracy pathway awards. Awards help make the biliterate learner visible in the school community. The SSB both exalts and normalizes the achievement of reaching biliteracy.

Although many stakeholders or team members interacted and promoted the State Seal of Biliteracy in order for it to be successful, one person is ultimately responsible for the process in his or her district. Forty percent ($n = 19$) of participants shared that this is the responsibility of a director-level position in the district. In 8% of the districts surveyed ($n = 4$), the counselor was

responsible for leading the award. Thirteen percent of the districts ($n = 6$) had a Teacher on Special Assignment (TOSA) lead the effort. In three districts out of 46, the principal or assistant principal was responsible. It is important to note who is responsible for this process and what other priorities or influence they have within their organization. This study interviewed two directors and one TOSA who were responsible for awarding the SSB in their districts. The data from the interview questions helped to further explain the challenges and opportunities for school leadership that have been created by the SSB.

Interview Findings—Many Stakeholders Value the Seal

The SSB coordinator's background had an important role in shaping his/her identity as biliteracy leader. Individual agency is cultivated from a deeply personal space. Michael Chang shared:

It's also very personal because I grew up speaking another language and then I learned the third language later on. It wasn't until maybe in my 20s that I realized that all of them were assets. And when you speak another language at school when you're younger doesn't feel like an asset, you feel like the outside. So I wanted our students to know and experience that at an early age, and I also wanted to promote that kind of culture for our teachers and our administrators. (Chang, Interview, February 23, 2014)

Many of the TOSAs and directors awarding SSB no longer worked in a classroom setting directly with students. The interview participants genuinely felt excited to interact with and support the students in their district. Maggie Chavez also shared a personal connection with awarding the SSB and having positive, face-to-face interaction with students in her district:

Any opportunity I get to go in the classroom I'm like there. I taught Spanish first and then ELD and then I went into counseling. So yeah, so I went to all the foreign language classes and I did a little spiel on what it is and how they can take that. (Chavez, Interview, March 3, 2014)

All of the interviewees had stories and examples of how teachers went above and beyond the call of duty to award the SSB to a particular student. In Orfield Unified, Michael Chang felt inspired by his teacher's initiative to award Seals in languages not taught in the schools:

There's a lot of our teachers that go over and beyond for a particular student. For example, one of our teachers, she doesn't even teach Japanese, but she so wanted one of her students to be awarded the Seal. I think he came to us speaking Japanese because he was living in Japan for a little bit. And the fact that she wasn't the Japanese teacher, she was actually a French teacher making sure that the student got the Seal of Biliteracy in Japanese. She spent hours looking for a Japanese proficiency test. Things like that really, really touched me. I thought it was really great that how much the teachers believed in it. There was another one like that where our Spanish teacher was going everywhere looking calling districts on her time trying to find an Italian language test because she doesn't teach Italian, our district doesn't offer Italian. The teachers took ownership of the process and wanted to do it for them. Ultimately there's very, very little work at the district office in terms of advocating or having to outreach for it. It's really a lot of the teachers and the district is just offering support and pretty much logistical and administrative support at the end. (Chang, Interview, February 23, 2014)

The importance of the counseling department to help with the SSB outreach was also highlighted in the survey data. This would require the SSB leader to ensure that the counseling departments in the high schools were aware of the SSB criteria and could help monitor student's progress toward SSB criteria. This monitoring was especially important for English Learner students who represent an achievement gap in California. In Orfield Unified, some counselors had one-on-one meetings with students to review multiple data points:

For the counselors what we do is we have them pull a query on the students that meet that criteria. So for example, the English language arts criteria, if they have a CELDT criteria and then the students that are in foreign languages and we do a little database and we merge in and we make sure that the counselors pull that data. And some of our high schools they have one to one meetings with our students and let them know about the awards. "Hey this is possibly there for you!" as they're talking about other things as well such as A thru G requirements and counseling. (Chang, Interview, February 23, 2014)

Finally, there was another leadership opportunity highlighted by the interviews that is important to note. In Orfield Unified, the SSB had served to help make the World Language

Department more cohesive. Before the SSB, it would be a rare occasion that the director of educational services would interact directly with the chair of the World Language Department on a regular basis. Michael Chang reflected on this opportunity in his interview:

The other story is how it's really brought together a group of disjointed teachers. So if you look at the foreign language department chairs at each of the high schools, they're very isolated and they seem to be on their own because they're an elective. And then to get that group to meet together and to talk about the different languages implementing the Seal, I thought it did a lot of team building just within that community. That community is now starting to meet. They meet regularly on their own and it's kind of almost become a very strong PLC [professional learning community] where we're starting to identify problems. We're talking about text books, we're talking about adoptions in the future, we're talking about AP classes, so it built a sense of camaraderie for that group of teachers as well, which I think is so strong. (Chang, Interview, February 23, 2014)

Reflection on district resources. The majority of survey participants agreed that their district had sufficient resources to administer the State Seal of Biliteracy award. In fact, 39 out of 44 respondents agreed that the resources were in place to support this continued effort. Because there are not financial resources at the State level allocated to the State Seal, the support needed mainly came in the form of human resources. There are some important patterns to note about who is involved in the process to award the State Seal of Biliteracy at the district and school level. There are four types of patterns noted in the data: districts that award the seal primarily through a data report; districts that require students to complete an application that is monitored by the counseling department; districts that utilize their ELAC/DELAC structures to promote the award to English Learners; and districts that utilize their World Language Department as the primary launching pad for the award. Many districts drew upon all four or a combination of two or more approaches to “seek and serve” as many students as they possibly could.

Support for districts. Many districts indicated that they had reached out for support to their County Office of Education or an outside agency to help strategize how to award the State Seal of Biliteracy. The table below summarizes the data and levels of support received by the district. The website Sealofbiliteracy.org received the highest rating by participants for providing the highest level of support. County offices of education and the California Department of Education had high ratings overall, which shows that participants had multiple methods of receiving support to administer this new award. Although West Ed provided a webinar for the State Seal on their website, only one participant was aware of this at the time of the survey. This study highlights evidence of the importance of intermediary organizations

(Honig, 2013) to help support districts when there is a gap of knowledge between a policy and the district’s resources.

Table 12

Summary of Sources of Additional Support for Districts and Levels of Support

Did your district seek and receive support from:	Yes	No	Total Responses	Mean	High Support	Medium Support	Low Support	Not Applicable	Total Responses	Mean
Conference or Workshop California	15	27	42	1.64	6	7	2	14	29	2.83
Department of Education County	30	11	41	1.27	7	17	7	6	37	2.32
Office of Education	17	23	40	1.58	9	5	3	14	31	2.71
West Ed	1	38	39	1.97	0	2	0	20	22	3.82
Sealofbilit eracy.org	21	18	39	1.46	13	5	5	8	31	2.26
Calif-ornians Together	18	22	40	1.55	10	6	4	11	31	2.52

Document Review Findings—The SSB Documents Promote Equity and Access

The documents collected for this study indicate that agency is an important component of a district's implementation of the State Seal. The depth of implementation in a district may be impacted by district leader's sense of agency for biliteracy. On its SSB Brochure, Orfield Unified proclaims, "Proficiency in multiple languages is critical in enabling California to participate effectively in a global, political, social and economic context and in expanding trade with other countries" (Orfield SSB Brochure). Opportunities to share these beliefs with the wider community is high implementation (Level 1) of the SSB, per this study's document review protocol.

The Orfield SSB website directed people to communicate with the World Language Department Chair for additional information about the SSB. This evidence from the document review connects with the evidence from the interviews that the SSB has thrust the World Language Department into a different relationship on the high school campus. This study shows that the World Language Teachers had increased their cultural capital and significance toward supporting college and career readiness since the implementation of the SSB. The implications of these findings will be discussed in greater detail in Chapter Five.

Summary

In summary, this exploratory study has yielded various sources of data about the early implementation of the State Seal of Biliteracy in California. Through an online survey of districts that had offered the SSB, interviews of three district leaders, and a document review of their districts, this chapter highlighted four themes that emerged from this mixed-methods study

of the SSB in California. In totality, these four themes help answer the study's three research questions:

1. What factors led to the implementation of the State Seal of Biliteracy at the school, district or county level in California?
2. To what degree have early adopting districts that have awarded the California State Seal of Biliteracy in 2012–2013 implemented language programs leading to the Seal?
3. To what extent do English Learners (ELs and RFEPs/Former English Learners) participate in pathway programs leading to the Seal?

Utilizing Hornberger's continua of biliteracy (2003), we see that "change is not only possible, but expected" (Baker, 2003, p. 88). The purpose of the framework is to provide a starting point for the analysis of a wide range of biliteracy phenomenon. In the case of SSB, school personnel are confronted with biases and unequal power relationships inherent in the complexity of biliteracy. Districts are increasing student's access to the full continua of biliteracy by adding oral competency rubrics to complement the standardized assessments that are privileged by the assembly bill's definition of biliteracy. This study proposes that the ecology of biliteracy is constantly changing and evolving. Just as you can never step into the same river twice, as posited by Heraclitus, an ecological view of biliteracy posits that today's ecology of biliteracy looks much different than it did in 1998, post-Proposition 227.

This study found that intentionality promotes biliteracy in a district setting. School districts in California have the power and autonomy to create board resolutions and pathway programs that increase the attainability of biliteracy in their community. Some districts have taken the lead in this effort (See Table 11) and as a result, their districts offer more opportunities

to achieve biliteracy. Intentionality is connected to a school leader's belief that biliteracy has benefits for students beyond school.

Second, students earn the Seal differently based on their district's approach to the SSB assessment criteria. This study indicates that districts are creating local assessments to help identify and award speakers of under-represented languages in their community. This aspect of the SSB helps to validate the multiple pathways to biliteracy that can be supported outside of school settings (Baur & Gort, 2012; Reyes & Moll, 2012). Hornberger's framework for biliteracy urges participants to draw upon all of the aspects of the continua, which include both the micro (home) and the macro (school) settings. The criteria for earning the SSB provides an opportunity for the school to honor students that become and maintain their biliteracy outside of school. Many of these students speak a language other than English in the home. Interview data from Grapevine Unified School District show how the SSB coordinator, Maggie Chavez actively sought out local assessments to award speakers of under-represented languages. In the absence of clearly defined pathways for biliteracy beginning in elementary school, the ability to award students for biliteracy in their home language through a district-approved assessment is an important aspect of how the SSB is currently awarded in California.

Third, there were some common outreach methods used in districts, but they vary widely by district and are mostly limited to the secondary level. Many districts communicated SSB criteria to their DELAC and L-CAP parent groups, but few districts were monitoring the progress of English Learners as a subgroup to earn SSB. The scarcity of elementary pathways to biliteracy privileges a sequential, successive approach to learning languages other than English in California. Many districts used letters to communicate with students and families about the

award criteria. A growing number of districts had a dedicated website about the State Seal of Bilingualism, which is another effective form of outreach. Finally, this study highlighted the important role of the school counselor in helping to encourage and monitor student eligibility for the SSB. School counselors have an important role to play in the guidance of English Learners so that they, too, can meet the requirements as they accumulate credits through middle and high school.

Some factors highlighted in this report are driven by the program options or pathways to bilingualism within a district. This survey yielded the following pathways: Advanced Placement Courses in world languages, language courses that fulfill the UC/CSU A-G requirements at the middle and high school level, IB language courses at the middle and high school level, native speakers courses, dual immersion, and Transitional Bilingual Education (TBE) programs. One respondent (District T) reported a world language (French) being taught at the elementary grade levels. The majority of pathways begin at the high school level, which research shows does not yield the strongest forms of bilingualism (Baker, 2006). Thirty-six percent of respondents ($n = 45$) reported that there were dual language programs in their district, which are regarded by researchers to produce higher levels of proficiency in English and the target language (Collier & Thomas, 2002; Gold, 2006; Gómez et al., 2005; Lindholm-Leary, 2012).

Fourth, and finally, this study found distributed pockets of individual and collective agency among the school staff that awarded SSB. The district superintendent ultimately signs the insignia request form from the California Department of Education, but this study highlighted many instances of stakeholders who value bilingualism. Teachers from the World Language Department have a new and shifting leadership role with regard to college and career readiness.

School counselor's knowledge of the award criteria can help steer English Learners along the path to earning the Seal. At many high school sites, principals and assistant principals were directly managing the SSB criteria and affirmation process, which adds an additional leadership duty to site administration. The personnel awarding the SSB, directors and TOSAs, do not have the direct power to create biliteracy pathways as a superintendent or assistant superintendent would. In spite of this, this study found many instances of school personnel acknowledging biliteracy outside of the school system, which is an example of drawing upon the continua of biliteracy that exists inside and outside of schools. The implications of these findings and recommendations for further research will be discussed in greater detail in Chapter Five.

CHAPTER FIVE

DISCUSSION AND IMPLICATIONS

Introduction

The State Seal of Biliteracy (SSB) represents a new trajectory for California public schools. Spring 2014 will mark its third year of measuring the biliteracy attainment of graduating seniors in California. The number of Seals awarded in California has jumped from 10,000 in 2012 to 25,000 in 2014 (California Department of Education, 2014). In alignment with Ruiz's (1984) language-as-a-resource orientation, the belief that biliteracy deserves to be promoted is beginning to take root in many communities. Over 150 districts across the state participated in this voluntary program to award the SSB, which supports the predictive power of language orientations to shift what is thinkable about language in society (Ruiz, 1984). Recently, New York, Illinois, Minnesota, Texas, Washington, Louisiana, Oregon, and New Mexico passed similar legislation to formally acknowledge biliteracy as an outcome of K–12 education.

The purpose of this exploratory study was to learn from district leaders involved in the early implementation of the SSB in California, an award given to graduating seniors who meet the criteria set forth in Assembly Bill 815. This chapter discusses the main findings of this exploratory study of the SSB. The conclusion of this chapter will assess the significance of this study's findings as well as present a list of recommendations for future research, practitioner recommendations, and policy recommendations.

This study sought to answer the following research questions:

1. What factors led to the implementation of the State Seal of Biliteracy at the school, district or county level in California?
2. To what degree have early adopting districts that have awarded the California State Seal of Biliteracy in 2012–2013 implemented language programs leading to the Seal?
3. To what extent do English Learners (ELs and RFEPs/Former English Learners) participate in pathway programs leading to the Seal?

To answer the primary research questions, a survey, interviews, and document review were conducted. Representatives from 62 districts participated in the 50-question online State Seal of Biliteracy Survey. Additionally, three biliteracy leaders at the district level were interviewed at length about their district's practice of awarding the SSB. Finally, a document review of the interview participants' districts were conducted to examine evidence of practices that lead to full levels of biliteracy as informed by the continua (Hornberger & Skilton-Sylvester, 2003) and Innovation Configuration (Hall & Loucks, 1978) frameworks.

Summary of Major Findings

This section will summarize the main findings from the study. Triangulation with the literature review will be highlighted to strengthen the significance of the conclusions.

The first major finding of this study is the analysis of the 10 years of Language Census (R30) data for English Learners in California. Table 1 shows that the percent of English Learners receiving primary language support has declined 6% in the past 10 years. Due to the transition to a new data system in California, CALPADS, the language census data for 2012 and 2013 are not available on the CDE website. This finding helps to answer RQ.3 "To what extent do English Learners (ELs and RFEPs/Former English Learners) participate in pathway programs

leading to the Seal?” Due to limitations in program options, English Learners continue to be at a disadvantage when it comes to pathway programs that lead to the SSB. Survey respondents shared that 36% ($n = 45$) have dual immersion programs in their districts and 20% ($n = 45$) offer some form of a Transitional Bilingual Program. When asked if their district had a strategic plan to increase biliteracy attainment, five responses ($n = 5$) included dual immersion programming at the elementary level as a facet of the strategic plan. If there is an increased demand from stakeholders to promote pathways to biliteracy, then we would expect to see an increase in dual immersion programs statewide as a result of the SSB. Although none of the districts interviewed for this study was currently offering dual immersion, it was interesting to note that establishing a dual immersion program was one of the options on Orfield Unified’s parent L-CAP survey, which was posted on their website at the time of this study.

Theme One: Intentional Creation of an Ecology of Biliteracy

This guiding question, which emerged from a group of themes from the qualitative study, also answers RQ1. What factors led to the implementation of the State Seal of Biliteracy at the school, district, or county level in California? One factor that led to the implementation is the intentional creation of an ecology of biliteracy. The theme of intentional creation of an ecology of biliteracy supports Kloss’s (1998) evidence of a history of language promotion in the United States prior to World War I. The term *ecology of biliteracy* builds upon the ecology of language research (Hornberger, 2003; Ricento, 2000), a conceptual framework to explain language behavior and change. This study helped to provide some examples as to why school personnel wish to promote the SSB.

A desire to close the achievement gap for English Learners was indicated in the survey, interview data as well as supporting documents. Many educational leaders, such as Michael Chang, are aware of the research studies around biliteracy and hope to provide English Learners access to programs that fully develop their biliteracy. Connected to this is the idea that a student's home language is an asset to build on for school districts. The cultural belief that biliteracy is an asset in a community has the power to leverage student achievement (Collier & Thomas, 2002). The academic and economic benefits of biliteracy drive the creation of an ecology of biliteracy in schools.

As mentioned in Chapter Two, the language as a resource and language as a problem orientations coexist based on each community's historical context (García, 2009; Ruiz, 1984). Kloss's (1998) research about the Cosmopolitan Schools in California showed that the schools abruptly lost popularity after World War I ushered in xenophobia across the nation (Kloss, 1998). Today, world languages are taught systematically to teenage students through a sequential model of exposure, but society is still hesitant to devote instructional time to the simultaneous pursuit of biliteracy in the early grades. An historical study of the decline of the Cosmopolitan Schools in California is needed to help illuminate similar ideological challenges facing the biliteracy movement today.

Academic Benefits

Career and college readiness also figures heavily into the intentional creation of an ecology of biliteracy. Many districts, like Cotton Creek, Orfield Unified, and Grapevine Unified, have district priority goals that include having students participate in A-G requirements as well as taking at least one Advanced Placement course in high school. While these goals are not

unique to biliteracy, they do align with biliteracy because world language electives fall under the A-G requirements set forth by the University of California. Similarly, many students experience Advanced Placement courses through their world language electives as well. For districts to advance and expand their students' biliteracy development, a greater focus on simultaneous biliteracy practice is needed (U.S. Department of Education, 2012).

In the advent of globalization, educators have questioned whether the United States is leading the world or falling behind international superpowers with regard to education and student achievement (Zhao, 2009). Results from national and international tests (Zhao, 2009) paint a picture of a country whose educational future is in stagnation. With the advent of the Common Core State Standards, the governor's council has created a new framework for literacy and mathematical thinking across the nation. Through the framework offered by Partnership for 21st Century Skills (P21), multilingual communication is a component of the 4 Cs that have been promoted by P21 across the nation as a way to take U.S. education to the next level. Seen through this lens, the pursuit of biliteracy in schools is an innovative instructional practice that can lead to educational excellence.

Economic Benefits

Additionally, the U.S. State Department's National Security Language Initiative (NSLI-Y) in targeting Arabic, Chinese, Hindi, Korean, Persian, Russian, and Turkish, shows that the interest in biliteracy dovetails with economic and national security issues as highlighted in the interview with Orfield Unified. Although the NSLI target languages rarely taught in public schools, the SSB gives districts the opportunity to award a student who is proficient in an underrepresented language with the use of a "local created exam." Maggie Chavez from

Grapevine Unified shared how the COCI rubric can be used to assess the oral proficiency of a number of underrepresented languages.

This study indicated that there is a tremendous will among districts to award biliteracy in California. Districts that add an application to the SSB process numbered 35% ($n = 16$). This data point is illuminating when one thinks that only 11% ($n = 5$) of respondents had a local Seal of Biliteracy prior to SSB and that the application is not a mandated part of the assembly bill. This study showed that several districts bought into the SSB idea in a very short amount of time and established an application processes to support the award.

This study also highlighted the importance of intermediary organizations (Honig, 2013), such as Californians Together, to help create the new ecology of biliteracy. The passage of AB 815, which was sponsored by Californians Together (Cal Tog), served to give legitimacy to biliteracy practices that had been maligned during Proposition 227. Cal Tog continued to provide support in the form of Seal of Biliteracy workshops and useful websites to share best practices, which the SSB survey reported were very helpful to school personnel. Furthermore, Cal Tog's success can be interpreted through the lens of Fullan's (2009) concept of permeable connectivity, as Cal Tog helped provide a connection between the district, the state, and the school/community wishes to award biliteracy.

Lastly, the intentional creation of an ecology of biliteracy means that the biliterate learner is no longer invisible in the ecology of languages of California public schools. Through the creation of board resolutions and strategic plans to promote biliteracy, many districts are choosing to leverage this linguistic asset in a completely intentional manner (Olsen & Spiegel-

Coleman, 2010). As more districts achieve quality results through this approach, more will be encouraged to adopt similar policies and practices that support language diversity.

Theme Two: Developing Notions for Biliteracy Scripts, Assessments

One of the challenges of awarding biliteracy and promoting language diversity is the district's capacity to assess multiple languages, which may also have dissimilar scripts. Two years of data collected in this study indicate that implementation of the SSB varies by district across the state. Sixteen percent of survey respondents ($n = 45$) added additional assessment criteria to the SSB. Additional assessments identified by the SSB survey include oral interviews, oral presentations, and county writing assessments. Two of the districts interviewed for this study had an oral component to their SSB criteria. The developing notions for biliteracy assessments indicate that school personnel are searching for ways to capture the full continuum of biliteracy—from oral to the written components. Assessing biliteracy is a new problem in the literature, as previous large-scale studies have focused solely on English proficiency. Proctor and Silverman (2011) have expressed hope for the creation of a new generation of assessments that can capture dual literacy as a single outcome. Until these new assessments are developed, practitioners are faced with the task of measuring each language separately and with separate measures. For this reason, the area of biliteracy assessment is one of the most urgent areas of research and development (García, 2009).

The use of test scores to measure bilingual constructs is an area of disagreement and unease for many bilingual education researchers (Baker, 2006; García, 2009; Proctor & Silverman, 2011). Additionally, seen through the lens of the continua of biliteracy, the overreliance on English standardized test scores indicates the privileging of decontextualized and

traditionally more powerful ends of the continua. There are several dilemmas related to the common approaches to measuring proficiency. Monolingual measures of each language fall short of describing true bilingualism in practice (Proctor & Silverman, 2011). Many researchers are critical of arbitrary proficiency cut scores, such as the required 350-scaled score for proficiency on the California Standards Test (CST) (Baker, 2006; ETS, 2009; García, 2009; Proctor & Silverman, 2011). Students who do not reach this target are currently ineligible for the State Seal of Biliteracy. Although the results from state tests have always been part of state and federal accountability for schools, interview participant Maggie Chavez reported that the inclusion of 11th-grade English Language Arts scores in the State Seal criteria serves to give an added incentive to students to do well on an exam that may have lost its sense of urgency or importance over time.

The modifications to the SSB award highlights the importance of reflecting on both the process and the outcome of biliteracy (Reyes & Moll, 2012). As more districts are moving to establish pathways to biliteracy, the SSB stands as measure of accountability for the intended outcome of the pathways: increased student performance. The debate about bilingual education in the literature has shifted over the past decade from the language of instruction, to the quality of instructional practices (Coleman & Goldenberg, 2009; Genesee et al., 2006; Slavin et al., 2011). One outcome of SSB is the opportunity for districts to showcase these practices so that promising instructional practices and programs will be revealed and emulated by more districts seeking to better serve their students. If districts that have pathway programs do not have English Learners achieving the SSB at proportional rates, then the quality of the pathway programs should be deeply examined.

Theme Three: Privileging of Sequential Biliteracy Development

—Scarcity of Biliteracy Pathways

The SSB is a new phenomenon in public schools that is just 3 years-old at the time of this study's publication. Because of its newness, outreach and communication is an essential component of SSB implementation. Through consistent messaging and outreach, the program gains more support from stakeholders, including students, community members, and parents. This study found that districts are limiting their biliteracy outreach to the high school level, which privileges sequential biliteracy development (Hornberger & Skilton-Sylvester, 2003). The excitement about SSB is tempered by the fact that most districts are continuing to privilege the current exposure of language instruction, which is limited to high school world language departments. Chapter Two describes how these are weak forms of bilingual education, according to Baker (2006)

Communicating the components of SSB is important to all parents, but especially to parents of English Learners. All three districts interviewed for this study communicated about SSB at DELAC and ELAC meetings. Additionally, all three districts were beginning to communicate the SSB results to younger students. For example, Orfield Unified shared that in year two of SSB, the district sent the SSB letter to middle school students. In Cotton Creek, the district shifted from informing only seniors in year one of the award, to informing incoming freshmen through the world language courses. The move to inform younger students about the SSB award is an encouraging sign.

Consistent communication to parents about the opportunities to earn the Seal is an important method of outreach. In California, English Learners can only participate in pathway

programs leading to the Seal with parental exception waivers (Linton, 2007; Parrish et al., 2002). Parental participation and required consent has become both an asset and barrier to the implementation and success of many pathway programs such as dual language immersion in California. By requiring parent consent to participate in a dual language program, the program is ensuring buy-in from parents. It is ultimately the program stakeholders, families, teachers, and students that can champion and defend a language or pathway program from outside threats. The downside of parental exception waivers is that without the proper outreach, parents may not be aware that these programs are a possibility within their local context.

This study found that by assessing underrepresented languages with district-created assessments, school personnel helped to privilege alternative settings outside of school for achieving biliteracy. Grapevine Unified partnered with fluent speakers from the community to help assess Russian and Arabic languages. This practice is supported by Manyak (2006), who proposed that biliteracy advocates need to explore a variety of settings concurrently.

The LIEPs report commissioned by the U.S. Department of Education dovetails well with the California movement to award biliteracy (U.S. Department of Education, 2012). If districts are truly implementing Language Instruction Educational Programs effectively and with fidelity, then by the time an English Learner is in 11th grade, he or she will be proficient in English. The LIEP's report has research and resources for districts that are exploring the use of primary language pathways to close the English Learner achievement gap. What is clear from this report is that biliteracy can only be transformed into an actual practice at the local level. According to the LIEP report, local school districts have the power and authority to create biliteracy pathways.

Theme Four: Individual and Collective Agency for Biliteracy

This study highlighted the leadership challenges and opportunities in the first 2 years of California's SSB. Interview data showed that district leaders were actively adapting their policies and procedures for awarding the SSB. Shifting the SSB outreach to earlier grades, such as indicated in Michael Chang's interview from Orfield Unified, is one example of individual agency to help promote biliteracy. In his foreword to the continua of biliteracy anthology, Jim Cummins proposed the term *actors of biliteracy*, an ancillary dimension of the continua framework.

Cummins's understanding of the vast ecological landscape illuminates many of the instances of agency found in this study. Although all of the districts interviewed were operating within an English-only framework, the school personnel interviewed were mindful of their role in affirming students' culture, encouraging parental participation, and promoting a wide variety of assessments to measure biliteracy. Ricento (2000) also distinguished agency as a critical component of the new language frameworks: "It seems that the key variable which separates the older, positivistic/technicist approaches from the newer, critical/postmodern ones is agency, that is, the role(s) of individuals and collectives in the process of language use, attitudes and policies" (p. 208). The ecology metaphor, according to Weaver-Hightower (2008), leads to analysis of more complex relationships, interdependencies, and diverse actors. One way this study hopes to promote complexity and interdependency is through the authentic collaboration of biliteracy actors with school reform tools to assess implementation of biliteracy pathways, such as Innovation Configuration maps.

Innovation Configuration maps can be used to harness the power of individual and collective agency. When schools work to implement innovations, it helps to visualize the highest implementation of the innovations. In the IC map that was used for the document review of this study, the continua of biliteracy framework was used to evaluate the levels of implementation. This study suggests future crossover between biliteracy research and school reform research/tools in order to leverage the effectiveness of proposed biliteracy innovations in schools.

Two unexpected school site leaders emerged from the SSB study: counselors and world language teachers. Counselors were a group that was overlooked by the researcher when creating the SSB survey. Many districts included counselors in the process to award the SSB in their district. They did so by writing in their responses within an open text box. Additionally, two of the three districts interviewed (Orfield and Grapevine) relied heavily on counselors to help teach the students about the SSB criteria and to monitor their progress toward the SSB.

Because they support an elective, world language teachers are generally not thought of as the core curriculum. The focus on A-G requirements and AP completion in many districts has thrust the World Language Department into the realm of career and college readiness in the last decade, which is a new role for the department. Furthermore, the SSB requires a department of different languages to work together to promote a common end, the SSB. The positive aspects of SSB on the World Language Department were recorded in both the interviews and the survey.

The importance of leaders' prior roles in the organization were also captured by this SSB study. The SSB allows for district-level administrators to make face-to-face contact with students. This is a feature of the SSB that administrators appreciate and look forward to.

Additionally, all interviewees shared that they appreciated becoming an “expert” on the SSB criteria, which means they had to master many new skills they had never used including how to query students in the Student Information System.

Finally, it is affirming to hear the stories of teachers and staff going above and beyond to award the SSB to students with underrepresented languages. This truly shows how the SSB creates a space for all aspects of the continua of biliteracy to thrive within the educational setting (Hornberger, 2002). This study provided evidence to support the belief that there are degrees of biliteracy that can be supported even within the English-only framework that dominates many school districts in California at the present moment. These new understandings and new spaces constitute a new ecology of biliteracy:

Even in the context of English-only instruction, educators have options in their orientations to students’ language and culture, in the forms of parent and community participation they encourage, and in the way they implement pedagogy and assessment. (Cummins, 2003, p. x)

The individual and collective agency of school personnel is a critical component of the shifting ecology of biliteracy that this study has attempted to define. It is through the small and brave actions of these actors that a new ecology is born out of a more restricted ecology.

A New Ecology of Biliteracy

What does the continua of biliteracy framework (Hornberger, 2002) tell us about multilingual language policies such as SSB? Multilingual language policies offer an alternative to the English-only paradigm, which is still alive in California Public schools through Proposition 227. Hornberger’s (2002) “ecology of language” metaphor is descriptive of policies that aim to maintain and cultivate languages instead of erasing them. This connects to the idea of language as a resource (Ruiz, 1984), which also reframes the home language of English Learners

as an asset. SSB is a multilingual language policy that has made a small, but significant, shift in the dialogue around languages and language programs in California public schools. This study was delimited to examining two sets of continua within Hornberger's (2003) model: the context of biliteracy and the media of biliteracy.

Context of biliteracy. An analysis of SSB policies and practices in light of the context of biliteracy continua reveals that the SSB provides a space for micro or local languages to flourish. For example, the inclusion of the locally created assessment opens the possibility of the district recognizing unlimited languages through the SSB. Both Orfield Unified and Grapevine gave examples of students earning SSB in languages that were not taught in the schools. Furthermore, the addition of oral criteria to the SSB further richens the continua along the oral-literate continuum. Finally, the SSB policy and criteria helps to create a space for a holistic Multilanguage policy to take root within a community in an authentic way. Grapevine Unified, for example, was able to respond to its unique student demographic by awarding students in Arabic through the use of a locally created assessment. These sets of continua can also help explain why school districts can have evidence along both ends of the continua. Based on the predictive power of the continua, the SSB might bring some district to question some of its monolingual language policies at the elementary level.

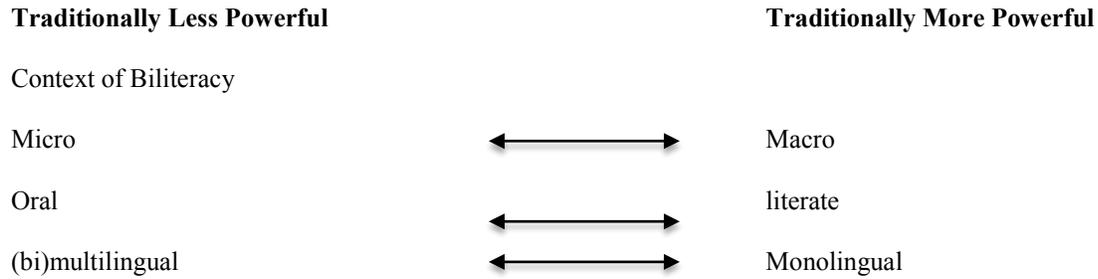


Figure 5. Power relations in the context of bilinguality continua.

Note. Adapted from N.H. Hornberger, & Skilton-Sylvester, E. (2003). *Continua of bilinguality: An ecological framework for educational policy* (4th ed.), Bristol, UK: Multilingual Matters, p. 39. Used by permission.

The data presented in this study aligns with Hornberger’s (2003) idea that bilinguality that draws upon both ends of the continua challenges traditional power relations. The example of American Sign Language from Orfield Unified serves to include a language that is often marginalized, but now is awarded through the SSB. ASL is offered through the ROP program in Orfield Unified, but now through the SSB is included in the paradigm of college and career readiness. Similarly, the award of under-represented languages through the SSB criteria, as seen through the interviews of Orfield Unified and Grapevine Unified, show that bilinguality is being acknowledged outside of the institution of school, which privileges the traditionally less powerful (micro) end of the continuum.

Media of bilinguality. An analysis of SSB policies and practices in light of the media of Bilinguality Continua reveals that districts are challenged to support both ends of the continua. The dissimilar scripts make it a challenge for districts to find assessments to measure proficiency in world languages other than Spanish and English. Furthermore, due to their similar structures to English and convergent scripts, the media of bilinguality continua help explain why Spanish is the most commonly awarded language in California.

In the Cotton Creek example, as reported by Angela Seberg, many students could earn a 3.0 grade point average without being fluent in the target language. This is a common outcome of successive exposure to biliteracy, a weak form of bilingual education (Baker, 2006). The students in Cotton Creek had the benefit of a college-going culture where they are expected to take multiple years of foreign language as a pre-requisite to college. Without access to simultaneous exposure, these students met the state criteria for biliteracy without being fully biliterate. Cotton Creek served a low number of English Learners, less than 1% of the total population of 10,000 students. The achievement gap of English Learners and the increase of long term English Learners (Olsen, 2010) challenges educators in California to create programmatic changes in the ways that districts with high levels of English Learners are served. These changes will be decided on a local level, which is what is highlighted in the LIEP Report (U.S. Department of Education, 2012). The power of making explicit connections across languages is an instructional strategy that requires simultaneous exposure to two language, such as the Literacy Squared project (Escamilla, 2010).

Media of Biliteracy

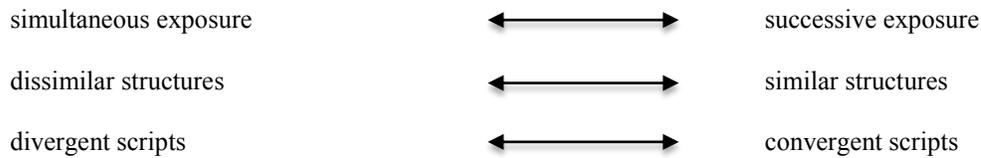


Figure 6. Power relations in the media of biliteracy continua.

Note. Adapted from N.H. Hornberger, & Skilton-Sylvester, E. (2003). *Continua of biliteracy: An ecological framework for educational policy* (4th ed.), Bristol, UK: Multilingual Matters, p. 39. Used by permission.

Limitations

As mentioned in Chapters Three and Four, the survey is limited by the item response rate. The differences in the response rate could be attributed to survey fatigue due to the length of the survey, or that the survey was asking for information that the participant did not know or did not have on hand. The researcher noticed that questions about English Learners had a lower response rate (Q.6 = 30%, Q.7 = 58%) compared to more general questions about the Seal (Q.3 = 76%, Q.20 = 72%).

Another limitation to this study is that interview participants were selected through a survey question where they could self-select to be interviewed by the researcher. Of the 10 participants who volunteered to be interviewed, none was from districts that currently had biliteracy pathways to the SSB at the elementary level. This limited RQ2., *To what degree have early adopting districts that have awarded the California State Seal of Biliteracy in 2012–2013 implemented language programs leading to the Seal?*, to only the survey data. Although this is a limitation to the study, the data shared by the three districts is still valid and descriptive of the majority of districts in California that are operating within an English-only paradigm at the

elementary level and also awarding the SSB at the secondary level. Another limitation to this study that may have affected the survey response rates is the district's research policies that prohibit school employees from participating in research without board approval. At least two survey recipients shared that they could not complete the survey for this reason, and I expect there were more districts from the sample that did not participate in the survey due to their district policy on research.

Finally, the researcher's own positionality invariably impacted the research. The researcher has significantly more experience at the elementary level, which may have caused her to overlook the special role of high school counselors in promoting and supporting the SSB. As an advocate for English Learners, the researcher is hopeful that increased research in the area of biliteracy will inspire more local districts to create pathways for high levels of English achievement and multiliteracies.

Recommendations for Future Research

This study shows the challenges and opportunities for awarding the SSB in California. This section will propose recommendations for future research as well as for practitioners who support the pathways to the State Seal of Biliteracy. The following are recommendations for further studies:

1. More studies are needed that focus on pathway programs that lead to SSB for former English Learners. Do those pathway programs lead to proficiency in English and A-G completion?

2. Studies need to be conducted that focus on the role of the counselor in monitoring or encouraging kids to attain SSB. How does the counselor monitor ELs' access to SSB?
3. Studies need to be conducted that focus on Seals of Biliteracy in other states. What are the commonalities between California and other states? What will other states do differently based on their unique opportunities and challenges?
4. More studies need to highlight model programs in California and the nation that achieve high levels of biliteracy similar to Norm Gold (2006). The effects of biliteracy need to be showcased in as many domains as possible: cognitive, economic, social, and economic. As biliteracy programs increase in schools, studies on biliteracy leadership will also be greatly needed.

Practitioner Recommendations

At the district level, the following recommendations are suggested:

1. The participants in this study believed that an application for the SSB makes it more meaningful to students. Although a high achieving district like Cotton Creek could award more SSBs without an application, the award takes on greater significance if a student seeks and truly understands the criteria.
2. District leaders should use longitudinal SSB data to measure EL achievement in their district and schools. Inspired by the three prongs of *Castañeda vs. Pickard*, school leaders should ensure that ELs have adequate access to programs that are based on sound educational theory, are implemented effectively, and are evaluated to make

- sure they are meeting the needs of ELs. Districts that have ELs earn the SSB at high rates would be a success in the eyes of the Canstañeda Standards.
3. Consider adding an oral component or an exit interview to district's SSB criteria.
This may lower a school's SSB rates, but the district will be able to certify that all of the recipients are truly biliterate along the continua of biliteracy
 4. Unified school districts that create board resolutions to support the SSB should explore more simultaneous biliteracy development opportunities at the prekindergarten and elementary levels.

At the school-site level, the following recommendations are suggested:

1. The role of the counselor needs to be subject to greater examination as districts monitor the pathway to SSB more systematically. Are English Learners reclassifying at appropriate rates? Do they maintain English proficiency on state tests? Are they aware of SSB criteria?
2. Make students and parents aware of the SSB criteria in middle school as they become exposed to language coursework. In the initial year, schools focused their efforts on the award recipients (seniors), but in reality all students should be made aware of the criteria so that they can work toward their goal of earning SSB through out middle and high school. This will help make the 11th grade SBAC more meaningful to students as it will be connected to their eligibility for the SSB award.
3. Continue to include the SSB in presentations to DELAC and ELAC parent groups at the elementary and secondary level. It is powerful for parents to hear from school

personnel that the home language is valued and may one day add an extra accolade to their child's graduation diploma.

Policy Recommendations

Because the SSB criteria will need to be updated to reflect the new Smarter Balanced assessments, it also presents an opportunity to reflect the assessment criteria as a whole. While the researcher made practitioner recommendations to include an application process and to consider an oral component for the SSB, these recommendations do not need to be altered in the policy itself. The current SSB policy allows for these accommodations for districts to personalize the SSB based on their needs. The SSB's allowance for locally created assessments including oral examinations allows flexibility in the criteria to be responsive to the linguistic assets of the students, regardless of whether there is school infrastructure (AP classes, language classes, or SATII exams to support the language). Biliteracy assessments need to be further developed to fill a need growing at the local level. While advocates for biliteracy work to systematically create more biliteracy pathways in schools, it is important that the award still capture and encourage biliteracy supports that exist within the home and the larger community (Baur & Gort, 2012; Manyak, 2006; Reyes & Moll, 2012). Recent biliteracy research has also brought to light the phenomenon of spontaneous biliteracy, the self-acquired ability to become bilingual without formal literacy instruction in two languages (de la Luz Reyes, 2012). To foster the fullest opportunities for biliteracy, policy should be mindful of the full continua of biliteracy that exists in and out of schools (Hornberger, 2003).

Another policy consideration that has been brought to light by this study is the need for biliteracy advocates to strengthen their work through the assistance of the school reform

literature. This study utilized Innovation Configuration maps (Hall & Loucks, 1978) informed by the continua of biliteracy (Hornberger, 2003) to help evaluate the components of the Seal of Biliteracy implementation at the district level. These hybrid research practices need to be further explored in the literature so that school leaders have the tools to implement and evaluate high quality instructional programs that support biliteracy.

As mentioned in the background of this study, in 2006, there was a failed attempt to create the State Seal of Biliteracy through an assembly bill, AB 2445. The success of AB 815, the current SSB policy in California, should be lesson to policy creators everywhere, not to give up on a powerful idea. About five years after its initial failure, AB 815 would be signed by the governor—into law. Through an organic process reflective of each community’s language resources, there has been a shift in the conversation about biliteracy in each participating school district. If the predictive powers of the continua (Hornberger, 2003) are correct, the linguistic assimilation ideology of Proposition 227 is no longer the only ideology available in California, it now co-exists with SSB multilingual language policy.

General Conclusions

Caminante, no hay camino, se hace el camino al andar.
Wanderer, there is no path, the path is made from walking.
— Antonio Machado, poet

The SSB is a multilingual language policy that has taken root in California public schools. In just three years of existence, it has engendered school districts to create applications and oral competency rubrics for underrepresented languages, and to put medallions around student’s necks that promote biliteracy. This research study has shown that these small, but significant changes are happening in counties all across the state. Many of the districts that are

implementing the SSB at high levels do not yet have language programs at the elementary levels that lead to the SSB, but they have effectively shifted the ecology of biliteracy in California to allow for more opportunities to affirm the context and media of biliteracy. In the initial years of the SSB, districts will be awarding students who achieve among the world language pathways that were created by the high school's A-G coursework, privileging sequential exposure to biliteracy. Some districts, as noted in the survey, will use locally created assessments to award underrepresented home languages within their district. Other districts have created elementary pathways that lead to biliteracy in multiple languages. These districts also have board resolutions supporting biliteracy and have strategic plans for increasing biliteracy achievement. All of these actions constitute an intentional creation of an ecology of biliteracy. The SSB is optional, which means that not every district will opt to participate. As shown in this study, the districts that participate in SSB will receive an important data point to measure student success. These districts will be at an advantage by applying research-based practices that, when implemented at high levels, have the potential to close the achievement gap of English Learners (August & Shanahan, 2006; Gold, 2006; U.S. Department of Education, 2012). Finally, the SSB can become a solid measure of one aspect of a district's capacity to prepare children for college and career, which connects biliteracy to the promise and possibility of K–12 education.

The aspiration that every student in California will leave school “college and career ready” has helped to shift the language ecology of California public schools. The participants in this study seemed ready to shed the model of monolingual schooling that temporarily restricted this state and these innovative biliteracy practices.

APPENDIX A

CODE BOOK

1. What are the factors that promote biliteracy in a school setting?
 - Change in attitude about Biliteracy
 - Cultural Differences & Dialogue
 - Diversity & Pride
 - Location & Demographics
 - National Security
 - Positive Student Impact
 - Social Justice & Achievement Gap of ELs
 - Stakeholder Influence
 - Voluntary vs. Mandatory Policy
 - Career and College Readiness
 - 21st Century Learning
 - A-G Requirements
 - Academic Excellence
 - Achievement Gap of ELs
 - Beyond UC Requirements
 - Marketability
 - English Learner Access
 - Asset view of ELs
 - Californians Together
 - County Office of Education
 - Definition of EL needs clarification
 - DELAC/ELAC
 - EL Reclassification
2. How do students earn the Seal?
 - Additional Requirement
 - Advanced Placement
 - Application for SSB, Being “invited” to apply
 - District Created Language Exams- Bank Needed
 - Clarify 4-year course of study
 - CST/SBAC Proficiency in English
 - Data System/Queries to find/confirm candidates
 - Improved Criteria- Oral Interview, Increased Rigor
 - Student Responsibility
 - Transcript for 3.0 GPA
 - Languages Awarded
 - Home Languages
 - Community Support to assess underrepresented languages
 - American Sign Language
 - Trilingual Students
 - Changes over Time- More languages awarded by SSB
 - Pathways to SSB

- Dual Immersion
 - Elementary Pathways
 - Information given to Freshmen
 - Junior CST ELA
3. What are the methods of outreach used currently in districts?
- Brochure
 - High School Directory
 - Letter
 - Meeting for Students about SSB
 - Newsletter
 - Poster
 - Website
 - Pathway Awards
- Ways to Recognize Bilingualism
- Additional Recognition
 - School Board Recognition & Resolution
 - Increased Visibility of Award
 - Promote Multilingualism as Academic Excellence
- Ways of Including Parents
- Parent Classes for ELs
 - Parent Involvement
 - Outreach methods
4. What are the leadership roles for SSB?
- Background- prior roles
 - Connections with students
 - Counselor's Role
 - EL Coordinator's Role
 - Becoming an Expert
 - Goals and Aspirations
 - Going Above and Beyond
 - Need more training and support
 - Personal Connection To Work
 - Professional Learning Community
 - Quality/Self-Critique
 - The role of school site administration
 - Teacher support
 - The role of the World Language Department
- Ways to Collaborate with Other Districts
- Timelines for awarding SSB
 - Criteria for SSB
 - Bank of Assessments for Under Represented Languages

Appendix idea derived from Hatch, 2002

APPENDIX B

STATE SEAL OF BILITERACY SURVEY

State Seal of Biliteracy Survey

Q1.

Introduction:

Thank you for participating in the State Seal of Biliteracy Survey. The survey will take approximately 10 minutes to complete. A few questions will require you to refer to your district's data from your Insignia Request Form. If that data is not readily available, you may skip these questions and return to them at a later date before the survey window closes. The purpose of this survey is to learn from school leaders and practitioners who had a role in implementing the State Seal of Biliteracy in California in 2012 and/or 2013. Additionally, this survey will also collect data and interest levels on biliteracy pathway awards for students in grades pre-K to 12. Survey participants will remain anonymous and all answers are confidential. Participants who wish to collaborate with the researcher in an additional 30-minute structured interview will have an opportunity to do so at the end of the survey. Once the survey is completed, participants can also opt to enter a raffle for a \$20 gift card to Target.

Q2.

Survey consent. By clicking yes, you are agreeing that your district or school awarded the State Seal of Biliteracy in California.

- Yes
 No

Q3.

What year did your district **begin** to award the California State Seal of Biliteracy?

- 2012
 2013

Q4. How many students were awarded the State Seal of Biliteracy in your district in 2013?

Q5. What world languages were awarded in your district? Check all that apply.

- Spanish
 English
 Japanese
 German
 Korean
 Mandarin
 Other

Q6. AB 815 outlined the criteria for earning the State Seal of Biliteracy in California. Using the data collected for your district's insignia request form, please type the number of students that demonstrated proficiency in a world language through the following methods:

	Number of Students Who Demonstrated Proficiency in a World Language
	Answer 1
AP Classes	<input type="text"/>
SAT II	<input type="text"/>
4 years of a World Language with 3.0 GPA	<input type="text"/>
District Performance Assessment	<input type="text"/>
County Performance Assessment	<input type="text"/>

Q7. How many former English Learners were awarded with the SSB in your district in 2012?

Q8. How many former English Learners were awarded with the SSB in your district in 2013?

Q9. If your district has awarded the State Seal of Biliteracy for two years, do you notice any trends in the data?

- yes
 No

Q10. Please describe the trends noticed in the two years of data.

Q11. Prior to the California State Seal of Biliteracy, did your students receive a local Seal of Biliteracy?

- yes
 No

Q12. What date (month and year) did your district first begin to award seals of biliteracy?

Q13. Did your district form a task force or committee to help implement the State Seal of Biliteracy?

- Yes
- No

Q14. Who were the members of this task force? Check all that apply.

- Parents
- Teachers
- Students
- Directors
- Assistant Superintendent
- Superintendent
- Community Members
- Other
- Other

Q15. In addition to the State Seal of Biliteracy criteria established by AB 815, does your district/county have any additional criteria for granting a high school Seal of Biliteracy?

- Yes
- No

Q16. What additional criteria does your district/county include for granting a high school Seal of Biliteracy? Check all that apply.

- Community service component
- District writing assessment
- Oral interview
- Oral Presentation
- Linguafolio
- Other

Q17. Who is responsible for the process to award the State Seal of Biliteracy in your district?

- Superintendent

- Assistant Superintendent
 - Director
 - Coordinator
 - TOSA
 - Other
-

Q18. Who is responsible for confirming the list of awardees for your district?

- Superintendent
 - Assistant Superintendent
 - Director
 - Coordinator
 - TOSA
 - Other
-

Q19. Is there a student application process for the State Seal of Biliteracy Award in your district?

- Yes
- No

Q20. Please describe the application process.

Q21. When is the State Seal of Biliteracy given to students in your school/district/county?

- At graduation
 - At a separate awards ceremony (i.e. senior awards night)
 - Other
-

Q22. In addition to the SSB insignia on the graduation diploma, is there an additional recognition given to students (such as (medallion, certificate or chord)?

- Yes
- No

Q23. Do you have any community endorsements or business sponsors that help support your State Seal award?

- yes
- No

Q24. Describe community endorsements or business sponsors that support the Seal in your school/district/county.

Q25. With 10 being the highest level of outreach and zero being the lowest, to what degree has your district or school communicated the criteria of the State Seal of Biliteracy with the current student body at the high school?



Q26. List some of your methods of outreach for the State Seal of Biliteracy in your school, district or county:

Q27. How would you rate your district's resources?

	Strongly Agree	Agree	Somewhat Agree	Somewhat Disagree	Disagree	Strongly Disagree
My district has sufficient resources to administer the State Seal of Biliteracy Award	<input type="radio"/>					

Q28. What financial resources, if any, did your district allocate to to support the State Seal and for what purposes are the funds used?

Q29. What human resources or personnel were utilized to support the State Seal and for what purposes?

Q30. How would you rate your experience with the following support organizations and/or resources?

	Did your district or county seek and receive support?		What level of support was provided?			
	Yes	No	High Support	Medium Support	Low Support	Not Applicable
Conference or Workshop	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
California Department of Education	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
County Office of Education	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
West Ed	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sealofbiliteracy.org	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Californian's Together	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q31. PATHWAY AWARDS:

The following questions are about pathway awards leading to the State Seal of Biliteracy. Pathway awards are symbolic ways of valuing younger student's achievement in English plus a world language on their pathway to becoming biliterate.

Q32. Does your district or school grant pathway awards leading up to the State Seal of Biliteracy?

- Yes
- No

Q33. Please check the box next to when the pathway awards are given. Check all that apply.

- As students leave preschool and enter kindergarten
- At third grade
- At reclassification/redesignation time
- At the end of Elementary School
- At the end of middle school
- During high school (grades 9-11)

Q34. Please identify the pathway awards granted in your school/district. In the text box please enter the number of students that were granted this award in 2013. You may check more than one award if needed.

	Does your district give this award?		Number of Students Awarded (Write number of students in box)	
	Yes	No	All Students	English Learners or RFEs
Preschool Pathway Award	<input type="radio"/>	<input type="radio"/>	<input type="text"/>	<input type="text"/>
Elementary Pathway Award	<input type="radio"/>	<input type="radio"/>	<input type="text"/>	<input type="text"/>
Middle School Pathway Award	<input type="radio"/>	<input type="radio"/>	<input type="text"/>	<input type="text"/>
Other--- Describe award in box below <input type="text"/>	<input type="radio"/>	<input type="radio"/>	<input type="text"/>	<input type="text"/>

Q35. Please rate the following statement, if pathway awards have not been established in your school or district.

	Very interested	Interested	Neutral	Not interested	Not a priority	Not applicable (high school districts)
How interested is your district or school in starting pathway awards?	<input type="radio"/>					

Q36. World Language Programs

The following section asks about language programs or opportunities to earn the Seal in your district/school.

Q37. What type of language learning opportunities are available to students in your district. Check all that apply.

- AP Languages in high school
- Language classes that satisfy the A-G requirements in high school
- Language classes that satisfy the A-G requirements in middle school
- Spanish for Spanish Speakers
- Dual Immersion Program
- Transitional Bilingual Program
- One Way Immersion Program
- After School Program that Promotes a World Language
- Other, please describe
- No language programs or opportunities

Q38. Does your district have a policy or resolution about the value of bilingualism/biliteracy?

- Yes
-

No

Q39. Does your district currently have a strategic plan for increasing language learning opportunities in your district?

Yes

No

Q40. Please describe highlights from your district's strategic plan for increasing language learning opportunities.

Q41. Demographic Information

The last section of the survey collects demographic information about your district.

Q42. How many students are served in your county, district or school?

Q43. How many ELs (current ELs, not RFEPs) are in your county, district or school?

Q44. Please use the dropdown list to describe the grades your district or school serves.

Q45. Use the text keys to describe the grades your district serves.

Q46. What County is your district located in?

Q47. What is your position?

Superintendent

Assistant Superintendent

Director

- Coordinator
- TOSA
- Teacher
- Other, describe:

Q48. Do you have any suggestions on how to improve the criteria and/or process for awarding the State Seal of Biliteracy?

Q49. Do you have any story to share about any positive effect the seal has had on students or school/district/county performance?

Q50. The researcher is planning to conduct interviews with participants from districts in the Los Angeles or Orange County areas that have awarded the State Seal. Interviews will last about an hour and you will be compensated with a \$20 gift card to Target. Are you interested in participating in an interview to describe how your district awards the Seal?

- Yes
- No, thank you.

Q51. Please enter your email address below and the researcher will contact you to set up an interview appointment at your convenience.

Q52. The survey is completed! Thank you for sharing your experience with the State Seal of Biliteracy. In appreciation for the time you took to complete the survey, please enter your email if you would like to enter to win a \$20 gift card to Target. All emails will be kept confidential.

- Yes
- No, Thank you.

Q53. Participants who completed the survey can enter to win a \$20 Target gift card. Please enter your email address below if you are interested in being included in the raffle. Thanks again for your collaboration!

APPENDIX C

EXPERT PANEL REVIEW PROTOCOL TEMPLATE

Name of Reviewer: _____

Date: _____

You have been chosen to evaluate this survey because of your expertise in the area of biliteracy policies. The process for collecting your valuable feedback is outlined in this protocol.

- Please take the online survey.
- Using a hard copy of the online survey, please highlight or make notes on items that need clarification, items that should be omitted or items that could be added to increase the value of the survey. These notes will be turned into the researcher at the end of the session.
- Additionally, please use the following questions on this template to help capture your overall feedback.

1. Is the language of each item clear? If not, which items need further clarification:

2. How easy is it to take the survey?

3. Is the length of time it takes to complete the survey appropriate?

4. Are there any items that should be omitted in your opinion?

5. Are there any questions that should be added to the survey? Any other recommendations?

APPENDIX D

STATE SEAL OF BILITERACY SEMI-STRUCTURED INTERVIEW QUESTIONS

11 additional questions will guide the semi-structured interviews with school leaders. The purpose of the interviews are to learn from 3 participants who helped implement the State Seal of Biliteracy in their district. The intention of these interviews is to probe deeper with the use of open ended questioning techniques.

1. This award is voluntary. In a time of limited resources, why is it important to give the State Seal of Biliteracy in your district?
2. How are students or parents informed of the opportunity to earn the award? How do you inform staff (teachers/counselors) of the award?
3. Describe any pathway programs you have leading to the Seal.
4. What was the parent reaction to the award? EL parents?
5. How is the Seal earned in your district? Were you surprised by your data results?
6. If you have two years of data, what does the data tell you? What trends are you seeing? What trends would you like to see for all? For ELs?
7. What were the challenges you had implementing the State Seal of Biliteracy for the first time? What would you do differently the next time around?
8. What are your hopes for this award? What do you predict will happen over time with this award?
9. Do you think the tradition of this award will be sustained over time? If so, why?

10. Do you have any suggestions on how to improve the criteria and/or process for awarding the State Seal of Biliteracy?
11. Do you have any story to share about any positive effect the Seal has had on students or school/district/county performance?

APPENDIX E

EMAIL CONTENTS FOR SSB SURVEY

Greetings! You have been selected to participate in a survey about the State Seal of Biliteracy because your district or school has awarded the California State Seal of Biliteracy. The purpose of this survey is to learn from the field about how the State Seal of Biliteracy is implemented at the district level. This project is also a component of the researcher's doctoral program.

Please have your State Seal of Biliteracy data (Insignia Request Form from CDE and worksheets used to calculate student eligibility) accessible while you are completing the survey.

All information will be kept confidential and your district will remain anonymous throughout the research project. Participants that complete the survey can be entered to win a \$20 Target gift card.

Please click the link below to get started with the survey:

APPENDIX F

DOCUMENT REVIEW PROTOCOL FOR EL PARTICIPATION

Protocol for Analysis of EL Participation

District Name: _____

Circle *Type* of State Seal of Bilingual Documents (Circle at least three types of documents):

Board resolution brochure application award criteria ELAC/DELAC agenda Press Release other _____

Purpose: This protocol will be used to evaluate factors that led to the implementation of the State Seal of Bilingual and the extent that EL participate in the award. This protocol combines elements of the Continuum of Bilingual (Hornberger, 2003) with components of an innovation configuration map (Horde and Roy, 1987) to help deepen the analysis of the evidence found in a variety of documents that support the implementation of the State Seal of Bilingual award.

Component of Continuum of Bilingual	Level 1	Level 2	Level 3	Level 4
Step 1: Clarify purpose(s) and rationale for giving the Seal				
Context of Bilingual: micro-macro	Explicitly states the purpose of the award. Has board resolution to support the global benefits of bilingualism and celebrates individual accomplishment of becoming bilingual. Seal of Bilingual is reflected in master plan for ELs and is shared with parents at DELAC/ELAC meetings.	States the benefits of bilingualism, but does not inform stakeholders in systematic ways.	Awards bilingualism, but does not state the benefits of bilingualism on a local or global level.	Does not state, monitor or reward bilingualism
Step 2: Determine the level of pathway awards to be granted				
Content of Bilingual: minority-majority	District provides numerous opportunities to award pathways to bilingualism from Pre-K to 12 Grade. Explicitly is inclusive of all the knowledge that an individual brings to school. Uses Pathway award to drive achievement in L1 and L2.	Pathway awards are offered, but are not systematic through district. Allows student to use L1 to access content areas.	Pathway award is mainly used to reward proficiency in L2. Discourages any use of the student's primary language in the classroom.	Does not celebrate any pathway awards such as reclassification. Privileges the dominant language and does not see the home language as an asset to be built upon.
Context of Bilingual: bilingual-monolingual	Privileges bilingual speakers, promotes pathways to bilingualism. Monitors participation of ELs in pathway programs.	Rewards bilingual speakers, but does not promote pathways	Awards seal, but does not provide program options to bilingual speakers.	Privileges Monolingual Speakers, does not award a seal of bilingual

Context of Biliteracy: Bilingual-Monolingual	Explicitly allows the context to determine the levels of primary or second language instruction in order to achieve biliteracy	Has a variety of program options depending on the Language Learner's ability and parent interest	Only provides limited programming such as English Language Mainstream or Structured English Immersion programs.	Has a fixed answer for how best to promote biliteracy development
Media of Biliteracy: Simultaneous-Successive	Explicitly frames simultaneous exposure to languages as a strength	Alternative programs are provided such as dual language, transitional bilingual classes at the elementary level	Language learning opportunities are provided after school, but are not part of the school curriculum.	Frames simultaneous exposure as a weakness. Reserves language learning to High School curriculum.
Step 3: Define criteria for granting award				
Content of Biliteracy: contextualized-decontextualized Minority-Majority and Development of Biliteracy: Oral/Literate	Enhances the criteria for awarding SSB by including a performance assessment of the world language. Local created assessments attempt to capture proficiency in underrepresented languages Monitors the different ways graduates earn the Seal.	Uses the criteria for awarding the seal from the assembly bill, but does not develop a district performance assessment. Does not attempt to capture underrepresented languages.	Awards the seal using a limited of criteria.	Does not have criteria for awarding the Seal. Does not award the Seal.
Content of Biliteracy: contextualized-decontextualized	Explicitly promotes a contextualized experience for language learners as they gain biliteracy skills Ex. English Learners have access to project based learning in content areas as they acquire English	English Learners are included in the discussion about Common Core	English learners are in intervention programs that limit their access to the core curriculum	Explicitly promotes the decontextualized learning in school in the form of remediation, basic skills.
Step 4: Develop outreach and application process				
Context of Biliteracy: Bilingual-monolingual	District has a clear outreach and application process. Students are informed of the criteria for earning awards at critical junctures. Counselors are aware of SSB and encourages students to take appropriate coursework. EL parents are informed of award at	District has an application process, but does not do outreach.	District does not have an application or process, but awards the Seal using data from Student Information System.	District does not have application or outreach efforts. Does not have system for awarding Seal.

	ELAC/DELAC meetings.			
Context of Biliteracy: Bilingual-monolingual	Award requirements and application process are shared with students systematically through assemblies and individual counseling sessions.	Award is given and application requirements are shared, but not systematically.	Award is given, but application requirements are not shared openly with students.	No award is given.
Design the award and process for award presentation				
Context of Biliteracy: micro-macro	Award is given in at a special ceremony. Awardees are honored and distinguished in the graduation program. English Learner participation is monitored.	Awardees honored in graduation program, but no separate ceremony is held to commemorate occasion. English Learner participation is not monitored.	No separate award is given, but State Seal is affixed to diploma at graduation. English Learner participation is not monitored.	No award is given. English Learner participation is not monitored.
Seek Endorsements. Spread the word.				
Context of Biliteracy: micro-macro	1-2 Community Endorsements for SSB show that the community has been informed and has a vested interest in Biliterate Graduates. Home-school communication is enhanced through brochures to inform parents about the SSB. The community is informed about the SSB award through a press release.	There are no community endorsements, but home school communication around the SSB is evident.	There are no endorsements, communication around SSB is limited	There are no endorsements and there is no information shared about SSB with parents or the community.

Sources: Moving NSDC's Staff Development Standards into Practice: Innovation Configurations, by Shirley Hord and Patricia Roy. Oxford, OH: National Staff Development Council, 2004
Implementation steps for State Seal of Biliteracy from sealofbiliteracy.org

Continua of Biliteracy components by Nancy Hornberger, 2003

How to use the protocol to assess levels of implementation:

Variations within Level 1 are **ideal** and promote a high level of implementation of the State Seal of Biliteracy with EL participation. Variations to the right of Level 2 hinder EL participation in the State Seal of Biliteracy, variations to the left of Level 3 are acceptable. All variations are located along the Continua of Biliteracy, as defined in the left column of the protocol.

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