The Path to a Stronger State **Seal of Biliteracy**

IDRA Policy Brief



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Advancing Texas Student Success through Bilingualism and **Biliteracy**

Bilingualism is a sought-after skill for workforce readiness and opportunities, cross-cultural interactions and advanced academic achievement.

The Seal of Biliteracy is an acknowledgment of a high school student's academic achievement in two languages, most often English and a language other than English. This achievement is often called bilingualism and biliteracy.

State seals of biliteracy first appeared in California in 2012 during a community-backed push to recognize the value of bilingualism and biliteracy for student success. Since then, all 50 states and Washington, D.C., have adopted their own versions of the biliteracy seal to promote bilingual and biliteracy skills from prekindergarten through 12th grade.

These seals offer the most straightforward way for high school graduates to show to potential employers and colleges that they have demonstrated academic achievement in both English and a language other than English as they graduate bilingual, biliterate and bicultural.

Naturally, not all seals are created equal. Policies vary widely across states in terms of the assessments and requirements to earn them, available languages, state data and reporting requirements, and college credit agreements. Seals typically are available to students who are or have been classified as emergent bilingual students (English learners), students who are English dominant, and students studying multiple languages.

For instance, as this brief covers, Texas' current rules for earning its Seal of Biliteracy exclude students who are classified as emergent bilingual and do not recognize dual language program completion as a pathway to earn the State Seal of Biliteracy.

Texas policymakers can expand and improve the State Seal of Biliteracy to meet best practices by considering these policy recommendations:

- Enhance state data collection and reporting about graduates who earn the State Seal of Biliteracy,
- · Make the seal inclusive of emergent bilingual students,
- Build better dual language immersion program pathways,
- Align the seal with college credit, and
- Enhance bilingual/ESL program funding and technical support.

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These recommendations will enable Texas to better understand student success pathways through high school and college and to build stronger bilingual pipelines from Pre-K to 12th grade, through college and into the workforce.

Benefits of Bilingualism and Biliteracy

People who are bilingual and biliterate have stronger academic and workforce outcomes. Research shows that learning more than one language enhances a student's cognitive reasoning abilities, early literacy and greater overall academic achievement (Callahan, et al., 2023; Soltero-Gonzalez, et al., 2016).

The Seal of Biliteracy is one mechanism to recognize and incentivize the development of high-quality bilingual programs, including dual language immersion programs. The U.S. Department of Education named expanding the State Seal of Biliteracy as a strategy to achieve quality bilingual education for all students in its Raise the Bar strategic plan (OELA, 2024).

High-quality bilingual programs, such as dual language immersion programs, focus on bilingualism and biliteracy instead of English-only instruction. They lead to higher English literacy and test scores for emergent bilingual students and for English proficient students in those programs.

In a study conducted by RAND, students in dual language immersion programs scored significantly higher on reading and English assessments than their peers, which was the equivalent of about seven months of additional learning (Steele, et al., 2017).

In addition, the U.S. globalized workforce increasingly needs people who can communicate in more than one language (Gandára & Acevedo, 2016).

A 2019 survey of U.S. employers found that nine out of 10 needed bilingual employees. And 56% anticipated that need to grow in the next five years. The report recommended addressing the need by developing early language pipelines in K-12 education and through college (ACTFL, 2019).

Research also shows that bilingual people are more likely to earn higher wages, particularly if they gained bilingual skills earlier in their education rather than later (Churkina, et al., 2023).

Supporting emergent bilingual students through rigorous coursework and strong bilingual pathways is a strategy to reduce high school dropout rates, promote high school graduation, and support college and career readiness (IDRA, 2015). A study on the Seal of Biliteracy in New Mexico found that students earning the seal were more likely than their peers to enroll in a four-year college after graduating high school (IES, 2022).

Students who become bilingual and biliterate in English and another language of cultural significance, such as their home language or one their family members speak, develop closer cultural connections and stronger self-efficacy or "biculturalism" (Gort, 2019).

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Definitions

- The Seal of Biliteracy is an acknowledgment of high school student's academic achievement in two languages, most often English and a language other than English.
- Bilingualism is the ability to verbally communicate in at least two languages. This requires verbal or spoken language ability and listening comprehension (Gort, 2019).
- Biliteracy is the ability to write and read in at least two languages. It also involves the ability to apply higher-level linguistic and cultural decoding skills – or cultural interpretation – to communicate in multiple languages (Gort, 2019).
- Biculturalism is the ability to connect to, represent or understand at least two different cultures (Gort, 2019; UTRGV, 2024).











Students who are connected to a heritage language may be well-positioned to serve their own communities, such as by becoming bilingual/ESL teachers or entering high-need, direct service fields in childcare, education, healthcare, business and other industries (Valenzuela, 2017).

Becoming bilingual and biliterate benefits all students and confers lifelong academic and economic gains if developed early in students' education.

In some states, the Seal of Biliteracy only designates completion of advanced coursework in English and a language other than English (LOTE). In several states, such as Minnesota, Illinois and Rhode Island, the seal confers college credit. Public colleges and universities grant up to 12 credit hours toward earning degrees, certificates or other workforce credentials that can propel students' college and career opportunities (Illinois State Board of Education, 2023). This makes the seal a valuable high school credential for college and career readiness, particularly in fields that require bilingual skills, such as education, healthcare and business.

State policies vary in who can earn the Seal of Biliteracy. Some states report data on who earns the seal, disaggregated by students who are either English proficient or emergent bilingual status, including students who have been reclassified from emergent bilingual status due to becoming proficient in English.

Many states have increased rates of seal graduates, particularly for those that enroll a high proportion of emergent bilingual students (Davin, et al., 2022). For example, Arizona adopted its seal in 2016 and experienced 43% growth in graduating seal earners between 2017-18 to 2018-19. California, the first state to adopt the seal and the state graduating the most seal-earners (13% of graduating emergent bilingual students earn the seal), saw a 3% growth in earners between 2017-18 and 2018-19.

These indicate a growing interest among high school students in becoming bilingual and biliterate. Though Texas adopted the performance acknowledgment in 2013, the state does not track data on the number of students graduating with the recognition.

Policies that Support the State Seal of Biliteracy and **Quality Bilingual Education**

The Seal of Biliteracy is a recognition of a student's culminating achievement in bilingualism and biliteracy. To expand and improve a robust State Seal of Biliteracy program, states must support school districts in developing strong bilingual education programs, assessment, and course options and in connecting the seal to college and career opportunities.

Strong Dual Language Immersion Programs

Dual language immersion programs are one type of bilingual education model that teaches content in a student's home language and a new language. In Texas, as in other states, they are most often offered in Spanish and English (U.S. Department of Education, 2015).

Students in these programs often demonstrate higher academic achievement on state exams and educational outcomes. This makes dual language immersion programs a strong pathway toward developing students' bilingualism and biliteracy and earning a Seal of Biliteracy recognition (ACTFL et al., 2020).

In Texas, completion of an elementary dual language immersion program can count toward a high school language credit (TEC §28.0051). This positions completion of dual language immersion programs as a strong opportunity to expand pathways for students to earn a Seal of Biliteracy.

Arizona adopted its seal in 2016 and experienced 43% growth in graduating seal earners between 2017-18 to 2018-19.











Alternative Assessments in Language Proficiency

States with comprehensive Seal of Biliteracy programs offer a range of assessments to test students' language proficiency. For instance, whereas the Texas performance acknowledgment requires students to pass a national or private assessment, about 28 states offer alternative assessment options, such as a portfolio of a student's work in more than one language, written essays, project-based assessments and oral presentations (Davin & Heineke, 2022). This enables students to demonstrate their full academic and linguistic abilities in two or more languages.

Flexible assessment options also make the seal more accessible to students who are classified as emergent bilingual at the time of earning the seal and to students who are economically disadvantaged or dually identified for special education (Davin et al., 2022; Heineke & Davin, 2020).

Programs that implement Universal Design of Learning guidelines can also build in accessible forms of assessment that accommodate all students' diverse needs, including students dually identified for special education and bilingual education. Universal Design of Learning provides multiple ways for students to demonstrate knowledge and skills, offering a more accurate and fair evaluation of their abilities (Meyer, et al., 2014).

Earning the Seal, Earning College Credit

The Seal of Biliteracy can potentially be used to confer college credit, inform college language placement, and direct students toward learning and credential opportunities that leverage students' bilingual and biliteracy skills. Several states have laws instructing public colleges and universities to develop course credit articulations for the Seal of Biliteracy, and many confer four to 12 credits.

Credits may count toward students' foreign language requirements for a degree or credential, such as a medical translation certificate, and inform colleges on placing seal earners in higher level language courses for continued studies. This enables students to build upon their bilingual and biliteracy skills from high school in advanced college and career pathways.

How the Texas Performance Acknowledgement in Bilingualism and Biliteracy Needs Improvement

Texas does not base its State Seal of Biliteracy on national best practices. Since 2013, Texas has offered a performance acknowledgment for bilingualism and biliteracy for eligible graduating high school students, which is one of five performance acknowledgments that can be noted on a student's transcript.

While this is considered the "State Seal of Biliteracy" for shorthand, Texas's rules and requirements fall short of best practices for inclusive, rigorous and well-tracked State Seal of Biliteracy standards (Davin, et al., 2022).

The Texas performance acknowledgment offers pathways for students to earn recognition upon graduation, however:

- Texas does not confer an actual seal of recognition on a student's transcript (such as a gold stamp or foil emblem).
- Texas does not have correlated state data on the districts that offer the acknowledgment or the students graduating with it.
- Texas does not confer college credit.
- Texas does not recognize completion of bilingual education and dual language programs as pathways toward earning the acknowledgment.
- Texas does not include students classified as current emergent bilingual students as eligible recipients.

"I've been part of the dual language program at Crowley ISD since kindergarten, and now I've even earned high school credit because I'm bilingual. Being bilingual is important to me because it means I can talk to people in English and Spanish. It's helped me see the world in different ways and made me a better problem solver and thinker. Plus, I love being able to chat with my family all over the world. I love being bilingual!"

- Santiago, Fifth grade

Several states have laws instructing public colleges and universities to develop course credit articulations for the Seal of Biliteracy, and many confer four to 12 credits. Texas does not.







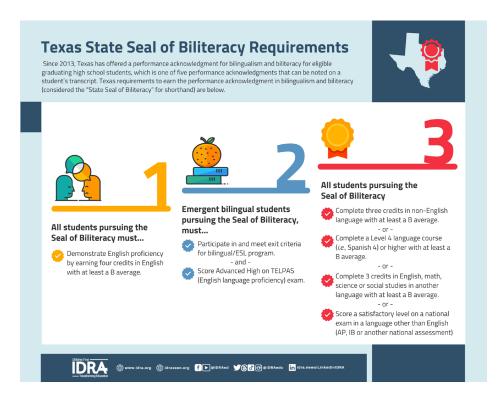




According to the Texas Administrative Code, there are four pathways for high school students to earn a performance acknowledgment in bilingualism and biliteracy, with two additional requirements for students who are emergent bilingual.

The pathways include options through national exams like AP and IB that could confer college credit, pending post-secondary institutional standards and approval.

Arizona adopted its seal in 2016 and experienced 43% growth in graduating seal earners between 2017-18 to 2018-19.



Notably, students who are identified as emergent bilingual students are excluded from earning the performance acknowledgment until they have met the exit criteria to be reclassified as English proficient and no longer participate in a bilingual education or ESL program.

Texas is only one of two states that has this type of exclusive criterion (Davin, et al., 2022).

Texas Seal Highlights

School District Highlight: Pharr-San Juan-Alamo ISD

Pharr-San Juan-Alamo ISD in South Texas offers dual language programs from prekindergarten through high school and confers the performance acknowledgment of bilingualism and biliteracy to graduating seniors who qualify (PSJA ISD, March 2024).

In 2023-24, over 500 graduating seniors earned the performance acknowledgment of bilingualism and biliteracy.

The PSJA ISD Seal of Biliteracy is a significant accolade that promotes language education, cultural understanding and individual achievement. It recognizes students' proficiency in two or more languages, offering official validation that is valuable for employment, education and community interactions.

To acquire the seal, students in high school dual language programs must earn at least eight dual language credits, including four in Spanish language arts and the remaining in content areas or electives taught in Spanish.











This seal encourages multilingualism, highlighting the importance of maintaining and developing language skills in a globalized world. Achieving the Seal of Biliteracy represents a notable academic accomplishment, often requiring rigorous assessments to meet specific language proficiency standards. It also enhances career and college opportunities, as many employers and educational institutions prioritize candidates with bilingual or multilingual capabilities (PSJA ISD, April 26, 2024).

Organization Highlight: Texas Association for Bilingual Education **Launches Seal of Biliteracy Trajectories**

To advance more comprehensive pathways for bilingualism, biliteracy and biculturalism, the Texas Association for Bilingual Education (TABE) recently launched its Seal of Biliteracy Trajectories program (2024). The purpose is to provide a roadmap for school districts to acknowledge and celebrate the development of bilingualism, biliteracy and biculturalism in students at various educational stages, from prekindergarten through college.

The program seeks to foster sociocultural competence and pride within families and communities, positioning language skills as a bridge to connect cultures, spark creativity and promote global citizenship.

TABE provides awards to school districts for eligible students completing various levels of the trajectories to recognize them. Trajectories recognize students' demonstration of academic achievement in at least two languages, in part through dual language programs or other course offerings. The initiative extends beyond recognizing language proficiency and aims to empower students as cultural ambassadors who can navigate the complexities of a globalized society as active citizens with empathy and understanding.

Eligibility for the seal is open to all students enrolled in various bilingual and language programs across Texas, ensuring inclusivity for emergent bilingual students, heritage speakers and newcomers alike.

University Highlight: UT Rio Grande Valley Becomes a B3 Institution

The University of Texas Rio Grande Valley (UTRGV) was established as a bilingual, biliterate and bicultural ("B3") institution guided by the regents of the University of Texas System's founding principles. In January 2024, the university established the Office for Bilingual Integration to guide work to embed bilingual class opportunities across subject areas, support faculty in creating bilingual instructional materials for courses, and offer opportunities for biliteracy and bicultural experiences (2024).

Students can obtain a university-level seal of biliteracy, called the B3 Scholar Seal, by completing five qualifying courses in their studies. In 2023-24, about 10% of the graduating class received the B3 Scholar Seal.



See video: Education CAFE Families Convince School District to Keep Biliteracy Program

https://idra.news/EdCAFEstory











Recommendations for Texas

Texas should expand its performance acknowledgment in bilingualism and biliteracy in its scope and recognition and should improve its data and college credit alignment. To do this, policymakers can do the following.

Track data at the state level on all five performance acknowledgments, including which districts offer them, the graduates earning each acknowledgment annually, and the pathways taken to earn them.

Most states track state-level data on graduating students or "seal earners" and their educational pathways. Data include:

- the number of school districts that offer the seal,
- the number of students earning and graduating with the seal and whether they are emergent bilingual students or English proficient students,
- the pathways that students took to earn the seal depending on the state's available options (e.g., bilingual program completion, assessments, course completion), and
- the languages that students earn the seal in (Spanish, Chinese, Vietnamese, French, German, etc.).

States that have multiple tiers or levels of seals based on advanced work and achievement also track data on the types of seals and any corresponding data. For instance, Minnesota offers the Seal of Biliteracy in at least 24 languages and confers up to four semesters of college credit for the highest seal award (Minnesota Department of Education, 2022).

Illinois offers the Seal of Biliteracy in 51 languages and tracks public and private schools awarding the seal (Illinois State Board of Education, 2024). Data in Illinois and California on seal earners also notes whether students were emergent bilingual students, former emergent bilingual students, or non-emergent bilingual/English proficient students (Californians Together, 2019; Illinois State Board of Education, 2024). This is useful for assessing the educational trajectories and success of students who have been classified as emergent bilingual students at any point in their PreK-12 education.

Expand the State Seal of Biliteracy performance acknowledgment guidelines to include currently classified emergent bilingual students who meet the requirements.

Emergent bilingual students (also referred to as English learners, dual language learners and multilingual learners) are students who speak a language other than English at home. One in 10 public school students in the United States is an emergent bilingual student. One in five Texas public school students is emergent bilingual.

In order to leverage their linguistic skills, their language instruction in bilingual education should nurture their home language as well as English acquisition. This enables students to truly be "emergent bilingual" as they develop bilingual and biliteracy skills through 12th grade.

In Texas, emergent bilingual students comprise significant proportions of public school students. Among Texas' 1.8 million Pre-K through third grade students, more than one in four (27%) are emergent bilingual students (TEA, 2023).

Over half of Texas' 1.2 million emergent bilingual students are in elementary school where bilingual education is most frequently offered, with 38% in Pre-K to third grades. The remaining half is nearly evenly distributed between middle and high school grades, where bilingual education is less frequently offered.

The State Seal of Biliteracy encourages students' maintenance of and academic growth in multiple languages through upper grades.













Texas is only one of two states that have the exclusive criterion that denies emergent bilingual students the ability to earn this performance acknowledgment if they are in a bilingual or ESL program (Davin, et al., 2022). In other words, in Texas, emergent bilingual students cannot earn the seal if their first language is not English, but students whose first language is English can.

◆ Include bilingual pathways, such as completion of a dual language immersion program, as options toward earning the Seal of Biliteracy performance acknowledgment.

A variety of bilingual pathways should lead to the State Seal of Biliteracy. As noted in the TABE highlight, coursework and assessments are common pathways. Still, others include portfolio collections of a student's bilingual work, teacher nominations and observations, student essays, letters of recommendation, and completion of dual language immersion programs.

In Texas education rules, completion of a dual language immersion program can already yield a high school credit for a "Language Other than English" (19 TAC §74.12(b)(5) (F). Texas can leverage these existing opportunities to count toward an expanded Seal of Biliteracy.

♦ Align earning the State Seal of Biliteracy performance acknowledgment to college credit that counts toward degrees and credentials.

Several states confer college credit to incoming students who graduated high school with a Seal of Biliteracy. Based on Texas' average tuition and fees at public universities, this would amount to between \$2,745 (approximately four credit hours) and \$8,235 (about 12 credit hours) in savings for a Texas student (College for All Texans, 2024).

Enhance funding and technical support for TEA and school districts to offer bilingual program monitoring, training and technical assistance to districts growing bilingual education programs.

Expanding pathways to earn the Seal of Biliteracy, such as through dual language immersion program options across districts and beyond elementary grades into middle and high school, would provide opportunities for students to build their bilingualism and biliteracy (ACTFL et al., 2020).

This requires significant staffing investments from districts to hire certified bilingual teachers to teach in these programs and to train other educators to support emergent bilingual students across subject areas (Piñon, et al., 2022).

Closing

Texas has an opportunity to lead the country in bilingual and biliterate high school graduates. The State Seal of Biliteracy can be the bridge for Pre-K through 12th grade bilingual pathways to college success and workforce development. By expanding and improving the State Seal of Biliteracy, Texas can increase college and career-ready high school graduates who are able to reach new heights in multiple languages.

For more information about implementing these policy recommendations or accessing model policy language, contact Chloe Latham Sikes, Ph.D., IDRA Deputy Director of Policy, at chloe.sikes@idra.org. For more information about serving bilingual students, contact Lizdelia Piñón, Ed.D., IDRA Education Associate, at lizdelia.pinon@idra.org.

Special thanks to Karina Chapa, M.Ed., and Elizet Moret, Ed.D., with the Texas Association of Bilingual Education, and to Sarah Bishop, M.A., for their contributions to this brief.

IDRA is a non-profit organization. Our mission is to achieve equal educational opportunity for every child through strong public schools that prepare all students to access and succeed in college.













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