



STATE OF HAWAII
BOARD OF EDUCATION
P.O. BOX 2360
HONOLULU, HAWAII 96804

June 2, 2015

TO: Cheryl Kau'hane Lupenui
Chairperson, Student Achievement Committee

FROM: Patricia Halagao
Vice Chairperson, Student Achievement Committee

COPY: Kathryn Matayoshi
Superintendent

Stephen Schatz
Deputy Superintendent

AGENDA ITEM: Committee Action on recommendations concerning the following policies: New Board Policy, unnumbered, Seal of Biliteracy

I am pleased to present a revised draft policy for a Seal of Biliteracy as requested by the Student Achievement Committee at its May 5, 2015 meeting.

Background. The policy was developed based on the text of Senate Bill 900, which proposed a Seal of Biliteracy to be implemented by the Department of Education ("Department"). The Board of Education ("Board") took up the matter of the Seal of Biliteracy to ensure that it was the responsibility of the Board, rather than the Legislature, to develop a policy for this important credential for Hawaii's students.

The Board considered the Seal of Biliteracy at its March 3, 2015 General Business Meeting. At this meeting the Board took action, supporting the intent of Senate Bill 900 and referring the matter to the Student Achievement Committee to develop the policy and/or other Board direction or action. Per the Board's request, a draft of the policy was presented at the Student Achievement Committee's May 5, 2015 meeting. At this meeting, the Department expressed concerns with the policy as drafted. The committee voted to adopt the concept of the policy and assigned the matter to Student Achievement Committee Vice Chairperson Patricia Halagao to work with the Department on edits and points of clarification. The revised policy was to be brought back to the committee before submission to the full Board for review and action.

Since May 5, 2015, multiple meetings with the Department regarding its concerns have occurred. Dr. Dina Yoshimi, the Director of the Hawaii Language Roadmap Initiative, and I also presented the policy to the Complex Area Superintendents on May 20, 2015 and principal meetings representing the Central and Honolulu Districts to obtain feedback on the policy. In addition, I had a one-on-one meeting with Principal Keith Hayashi from Waipahu High School. The policy was revised based on these meetings and feedback.

Revisions to Policy. A redlined copy showing the changes made to the draft was presented to the Student Achievement Committee on May 5, 2015 and to the Complex Area Superintendents on May 13, 2015 is attached as **Exhibit A**. A clean copy follows right after the redlined copy.

In the first paragraph, several changes were made at the Department's and CAS's request. The phrase "may award" was added to make it clear that school and student participation in the Seal of Biliteracy program is voluntary. The specific reference to the ability to speak, listen, read and write in English was removed. Instead, the policy simply states that the student must demonstrate a high proficiency in English and at least one additional language.

At the Department's and CAS's request, a second paragraph was added to clarify two things: who implements the policy and when the policy becomes applicable. The Superintendent has the sole discretion to implement the program for the Department. The hope is that this sentence will allow the Department the flexibility and latitude necessary to implement the program. The policy will not be applicable until the Department has the ability to implement the policy. Note that charter schools were originally included in the policy, but because charter school stakeholders were not fully consulted before these revisions were circulated, charter schools were removed. If charter schools would like to be included in this program, the policy can be amended to include them. In any event, I would like to suggest that any interested charter school representatives be included in the Seal of Biliteracy Task Force (described below) in the event that charter schools are included at a later time.

The purposes of the Seal of Biliteracy were streamlined and revised to emphasize the most important purposes and to make them more aspirational. For example, "[r]ecognize and promote the development of proficiency in one or more languages in addition to English" was changed to "recognize the importance of enabling students to be college, career, and community ready in today's global society. Recognizing the outcome is more important than promoting language proficiency.

The last paragraph, which described a Seal of Biliteracy Task Force and partnerships with third-parties, was deleted. The task force can be created by a motion by the Board

and does not have to be included in the policy itself. Encouraging partnerships with third-parties was incorporated into the purposes of the Seal of Biliteracy. The Seal of Biliteracy Task Force should be made up of representatives with relevant experience from the state, including institutes of higher education, school-level administrators, staff and teachers, representatives from charter schools, and the community at large. The task force would collaborate with the Department (and later charter schools, if added) to develop an implementation plan and support for awarding the Seal of Biliteracy.

I believe that the revisions have addressed the concerns expressed by the Department at the Student Achievement Committee's May 5, 2015 because the language the Department objected to has been deleted or revised.

Intent of Policy. I would also like to clarify the intent of this policy. The policy is not intended to require the Department to provide, establish, or maintain assessments for any and every language that a student speaks. This policy also does not require the Department to teach all languages that a student speaks or desires to learn. In earning the Seal of Biliteracy, it is incumbent on the student to provide evidence of proficiency at a level to be determined by the state in English and in an additional language. The Department would be responsible for identifying the assessments which are acceptable evidence of language proficiency in English and another language. For example, the Department may consider a student's grade in an English course and a score on the Advanced Placement ("AP") world language examination provided on specific high school campuses as acceptable assessments. The Seal of Biliteracy is a nationwide movement with Guidelines for Implementing the Seal of Biliteracy. The Guidelines provide a list of valid proficiency tests, resources and multiple options for implementation. A fact sheet on the Seal of Biliteracy is included as **Exhibit B**.

Action Requested. Because this revised policy has not been reviewed by the CASs and principals, I am requesting that committee members and the Department provide feedback on the revised draft at this meeting. Once feedback has been obtained from the CASs and principals, if any revisions should be made, the policy will come back to committee. If there are no revisions necessary, I am requesting that the policy go to the full Board. I am proposing the following motion:

“Motion to recommend the full Board approve the proposed new Seal of Biliteracy policy, as attached to the memorandum from Student Achievement Committee Vice Chairperson Patricia Halagao dated June 2, 2015, provided that there are no revisions necessary after receiving feedback on the policy from the Department of Education. If revisions are required, the revised policy must be considered by the Student Achievement Committee before consideration by the full Board. Further, motion to recommend that

when the policy is considered by the full Board, that the Department form a Seal of Biliteracy Task Force as described in the same June 2, 2015 memorandum.”

Exhibit A
Seal of Biliteracy
(Proposed BOE Policy #)

~~The Board~~All Department of Education ~~hereby establishes~~schools may award a Seal of Biliteracy to ~~be awarded upon graduation to~~ students graduating from a public high school who demonstrate a high proficiency in ~~their abilities to speak, listen, read and write in~~ English and at least one additional language, including American Sign Language.

The Superintendent of the Department of Education shall have the sole discretion to implement this program for the Department of Education. The Seal of Biliteracy becomes applicable to high school graduates upon the Department of Education's ability to implement this policy.

The purposes of the Seal of Biliteracy are to:

- ~~(1) Recognize and promote the development of proficiency in one or more languages in addition to English to enable~~ recognize the importance of: (1) enabling students to be college, career, and community ready in today's global society;
 - ~~(2) Provide a credential to certify student attainment of a designated level of proficiency in English and an additional language to employers, institutions of higher learning, and community organizations seeking individuals with the skills certified by such a credential;~~
 - ~~(3) Establish~~ (2) establishing an educational culture that recognizes and values the wealth of linguistic ~~knowledge~~ and cultural ~~experience that multilingual learners~~diversity students bring to the classroom, ~~and that supports a home-school connection that promotes family partnership through this recognition;~~
 - ~~(4) Support;~~ (3) supporting opportunities for study of and increasing proficiency in 'Ōlelo Hawai'i, an official language of the State of Hawai'i;
- ~~Maintain and develop~~(4) encouraging partnerships with institutions of higher education and community organizations to increase access to language instruction in a variety of languages; ~~and,~~
- ~~(5) Strengthen awareness of the rich linguistic and cultural heritage of Hawai'i so as to affirm the value of diversity and promote positive intergroup relationships.~~

~~Therefore, the Board of Education directs the Department of Education and charter schools to form a Seal of Biliteracy Task Force comprised of representatives with relevant expertise from the State and the community at large, and to work in collaboration with the task force to develop an implementation plan for establishment of the Seal of Biliteracy. The Board of Education further encourages the Department of Education and charter schools to utilize partnerships with institutes of higher education, community organizations, and other agencies to implement the policy.~~

Rationale:—

The Board of Education recognizes that there is personal, cultural, social, academic, and vocational/occupational value in encouraging students to maintain, or develop, proficiency in English and an additional language.

Proposal with track changes removed:

**Seal of Biliteracy
(Proposed BOE Policy #)**

All Department of Education schools may award a Seal of Biliteracy to students graduating from a public high school who demonstrate a high proficiency in English and at least one additional language, including American Sign Language.

The Superintendent of the Department of Education shall have the sole discretion to implement this program for the Department of Education. The Seal of Biliteracy becomes applicable to high school graduates upon the Department of Education's ability to implement this policy.

The purposes of the Seal of Biliteracy are to recognize the importance of: (1) enabling students to be college, career, and community ready in today's global society; (2) establishing an educational culture that recognizes and values the wealth of linguistic and cultural diversity students bring to the classroom; (3) supporting opportunities for study of and increasing proficiency in 'Ōlelo Hawai'i, an official language of the State of Hawai'i; and (4) encouraging partnerships with institutions of higher education and community organizations to increase access to language instruction in a variety of languages.

Rationale: The Board of Education recognizes that there is personal, cultural, social, academic, and vocational/occupational value in encouraging students to maintain, or develop, proficiency in English and an additional language.

Exhibit B

Seal of Biliteracy Fact Sheet

HAWAI'I SEAL OF BILITERACY FACT SHEET

**PREPARED BY THE HAWAI'I LANGUAGE ROADMAP INITIATIVE
MAY 29, 2015**

WHAT IS A SEAL OF BILITERACY?

The Seal of Biliteracy is awarded at high school graduation to recognize students who have attained a high level of proficiency in English and at least one additional language. Students may develop these proficiencies through learning in school or in other settings. They demonstrate proficiency through criteria established by the Hawai'i DOE (HIDOE), such as passing grades in all English classes required for graduation, and a score at or above a specified level on an approved language proficiency test. Requirements are adjusted to appropriately recognize proficiency in American Sign Language and languages having no written form.

WHERE ELSE ARE SCHOOLS AWARDING A SEAL OF BILITERACY?

California established the Seal in 2011, and eight other states (Washington, New Mexico, Texas, Louisiana, Minnesota, Illinois, Indiana, and New York) and the District of Columbia have been quick to follow. Seven other states, including Hawai'i, are actively working toward a Seal. In March 2015, the American Council on the Teaching of Foreign Languages (ACTFL), the National Association of Bilingual Education (NABE), the National Council of State Supervisors for Languages (NCSSFL), and TESOL International Association published recommendations for states implementing the Seal, a strong signal of its national visibility and growing importance. Download the guidelines at:

http://www.actfl.org/sites/default/files/pdfs/SealofBiliteracyGuidelines_0.pdf

WHAT IS THE VALUE OF THE SEAL OF BILITERACY FOR STUDENTS?

Research in California school districts that have adopted the Seal has found an increase in student registration for AP tests in world languages (one of the eligible measures for proficiency), which increases a student's opportunity for earning college credits. These studies also find that employers value the Seal and are more likely to hire a student who has earned one. Finally, the studies reported increased parental involvement in the schools where a Seal was offered.

WHAT IS THE SUGGESTED PROCESS FOR EARNING A SEAL OF BILITERACY?

- a) The student will:
 - complete all English courses required for graduation at the required level;
 - pass a language proficiency test (including assessment of reading, writing, speaking and listening skills) at the required level; and
 - submit an application for a Seal of Biliteracy and evidence of proficiency in an additional language to his/her high school.
- b) The school will:
 - confirm each student's eligibility for the Seal of Biliteracy;
 - send a list of recipients to the HIDOE to check for any irregularities; and
 - award the Seal of Biliteracy to qualified students.

HOW DOES A STUDENT KNOW WHICH TEST OF LANGUAGE PROFICIENCY TO TAKE?

The national *Guidelines for Implementing the Seal of Biliteracy* propose that each state that awards the Seal establish a list of valid proficiency tests.

WHAT LANGUAGE PROFICIENCY TESTS ARE AVAILABLE?

The following are listed in the national *Guidelines for Implementing the Seal of Biliteracy* document (see second web resource on the final page of this handout):

- Advanced Placement Exam
- International Baccalaureate Exam
- Oral Proficiency Interview, Reading Proficiency Test, or Writing Proficiency Test
- Standards-based Measurement of Proficiency (STAMP4S)
- ACTFL Assessment of Performance toward Proficiency in Languages (AAPPL)
- Tribal language assessments
- Signed Language Proficiency Interview (SLPI) for American Sign Language

DOES THE HIDOE HAVE TO CREATE ANY TESTS?

No. The HIDOE is not required by the policy to develop any language proficiency assessment instruments, nor is there any obligation for the HIDOE to provide opportunities for students to participate in language proficiency assessments.

HOW MAY THE SEAL OF BILITERACY BE IMPLEMENTED?

The Superintendent of the HIDOE shall have sole discretion to implement this program for the HIDOE. A Task Force may be formed to plan and support implementation in a graduated manner, with the possibility of several schools selected as pilot programs in the first year, and feedback from these programs informing the expansion to additional schools in subsequent years. School and student participation in this program is voluntary.

WHO IS SUPPORTING THE SEAL OF BILITERACY IN HAWAI'I?

Among those who have submitted testimony to the State Senate's Committee on Education or the Board of Education are: the Chamber of Commerce Hawai'i, Enterprise Honolulu, the State Office of Language Access, the Susannah Wesley Foundation, Pacific Gateway Center, the University of Hawai'i-Mānoa, Hawai'i TESOL, the Hawai'i Association of Language Teachers, the local language associations for Japanese (HATJ), Chinese (CLEAR), French (AATF-HI) and ASL/Deaf communities, a number of private language schools, and the Inter-Agency Council on Immigrants/Refugees, among many, many others.

WHY IS THE HIDOE BEING ASKED TO AWARD THE SEAL OF BILITERACY?

The Seal of Biliteracy is part of a nation-wide movement to address the growing need for language skills in the American workforce. Over the past two and a half years, the Hawai'i Language Roadmap Team has gathered information from multiple stakeholders that documents a parallel need in every aspect of our workforce, from first responders and disaster relief personnel to retail and service providers. Schools may not be equipped to develop the depth and breadth of world language classroom instruction required to fill the needs of the state's workforce. Thus, nurturing and valuing our students' existing language proficiency, while continuing to provide in-school opportunities for learners to develop new language skills through World Language instruction, is one way that the HIDOE may be able to address the needs of the state's workforce.

WHERE CAN I FIND OUT MORE ABOUT THE SEAL OF BILITERACY?

<http://sealofbiliteracy.org> -- This website tracks initiatives to implement the Seal of Biliteracy across the U.S. and provides updates on programs that have already been established. Sponsored by Californians Together and Velazquez Press.

<http://www.actfl.org/news/press-releases/seal-biliteracy-guidelines-released> -- This website introduces the national guidelines for implementation of the Seal of Biliteracy, as well as the four national organizations that carried out this effort.

CONTACT INFORMATION



E-MAIL: ROADMAP@HAWAII.EDU

WEBSITE: [HTTP://NFLRC.HAWAII.EDU/LANGUAGEROADMAP/](http://NFLRC.HAWAII.EDU/LANGUAGEROADMAP/)

FACEBOOK: [HTTPS://WWW.FACEBOOK.COM/HAWAIILANGUAGEROADMAP](https://www.facebook.com/HAWAIILANGUAGEROADMAP)