

Global Initiatives in North Carolina: The Impact on Culturally and Linguistically Diverse Learners

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Abstract

In 2013, the North Carolina state Task Force on Global Education put forth a goal of preparing students to be globally prepared for the twenty-first century. This study explored, through interviews with officials from the North Carolina Department of Public Instruction (NCDPI) as well as NCDPI's website, the influence of that global initiative on dual language (DL) programs and the Seal of Biliteracy (SoBL) in the state through the lens of culturally and linguistically diverse learners' (CLD) involvement. For other states seeking ways in which to increase DL programming and the number of students earning the SoBL while simultaneously ensuring the inclusion of CLD learners, this article illuminates ways in which NC is working towards this goal and provides concrete ideas that other states may seek to emulate.

Keywords: *bilingualism, biliteracy, Seal of Biliteracy, dual language immersion, language policy*

Background

In 2011, the State Board of Education (SBE) in North Carolina came together under the leadership of Chairman William Harrison to create a Task Force on Global Education and to recommend ways in which the state could prepare students for a globalized society (NCDPI, 2013). Two years later, in January of 2013, the Task Force released its findings and made recommendations on how to achieve the SBE's mission "that every public school student will graduate from high school, globally competitive for work and postsecondary education and prepared for life in the 21st Century" (NCDPI, 2013, p. 2). As part of the report, the Task Force recognized that North Carolina was already linguistically, culturally, and ethnically diverse and that

the state needed to prepare not for the “global tomorrow” but rather the “global today” (NCDPI, 2013, p. 5). The 2013 Task Force report provided five commitments to which the state should adhere: (1) *Robust and Cutting-edge Teacher Support and Tools*; (2) *Leading-edge Language Instruction*; (3) *New School Models*; (4) *District Networking and Recognition*; and (5) *Strategic International Relationships* (NCDPI, 2013, p.6).

The purpose of the present exploratory study was to delve into two of these five commitments, Commitment 2 (Leading-edge Language Instruction) and Commitment 4 (District Networking and Recognition) to understand their influence across the state. Commitment 2.1 specifically recommended that the state implement “a plan for statewide access to dual language/immersion opportunities beginning in elementary school and continuing through high school” (NCDPI, 2013, p. 6). Dual language programs offer a different approach to the traditional English-only classroom by instructing academic content in two languages, English, and another language, termed *the partner language*, for a minimum of 50% of the instructional day (Lindholm-Leary, 2012). While dual language is commonly referred to as dual language/immersion (DL/I) in North Carolina, the authors chose to use the term dual language (DL) in this article to maintain consistency in terminology, as suggested by the U.S. Department of Education (2105) report.

Commitment 4 (District Networking and Recognition) aimed to provide a support system and recognition for districts, schools, teachers, and students who adhered to the 2013 Task Force Report recommendations. As motivation, the state developed a badging system and released rubrics with specific guidelines describing how: (a) districts could earn the designation of a *Global-Ready District*, (b) schools could earn the designation of a *Global-Ready School*, and (c) teachers could earn the *Global Educator Badge* (NCDPI, 2017a; 2017b). To earn the Global-Ready designation, districts and schools had to include a specific focus on students enrolled in languages in addition to English. For example, at the district level, to receive full points on the rubric section *Leading-language instruction*, 75% of students in the district had to be enrolled in proficiency-based world language or DL programs. At the school level, to receive full points on this rubric category, a school had to have 100% of students enrolled in such programs. The language programs offered had to be responsive to local and regional linguistic needs (NCDPI, 2017a; 2017b). To earn the Global Educator Badge, educators had to embed global education into instruction, complete 100 hours of professional development related to global education, and complete a Capstone Project within a two-year period (NCDPI, n.d.d). Specifically for students, Commitment 4.2 connected to the Seal of Bilingualism movement occurring across the country by encouraging “a process and incentives for K-12 second language opportunities for all students” (NCDPI, 2013, p. 6). The Seal of Bilingualism is a designation given to high school students who have shown mastery in two or more languages by the time the student graduates from high school (Seal of Bilingualism, 2019). Figure 1 displays the state badging system.

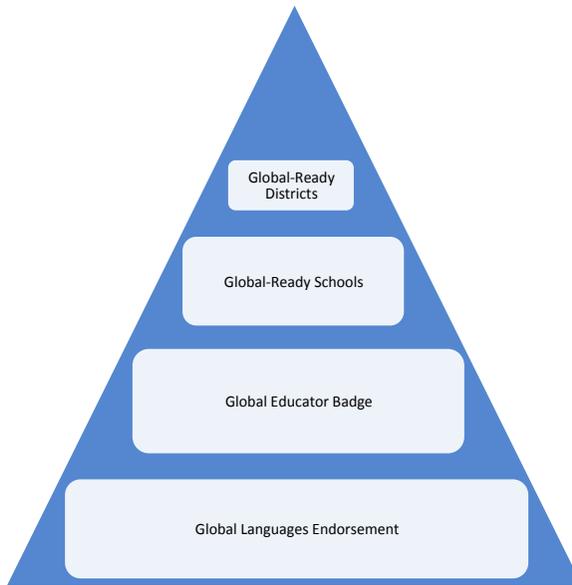


Figure 1. North Carolina State Badging System

In this article, the researchers explored how the state of North Carolina incentivized districts to develop DL programs and to award the Seal of Biliteracy to graduate students who were globally prepared and globally competitive. Recognizing how such initiatives may privilege English-dominant students (Subtirelu, Borowczyk, Thorson Hernández, & Venezia, 2019), the researchers also examined the extent to which culturally and linguistically diverse learners were included in the process. English-dominant students are those who grew up in monolingual homes and arrived to school speaking English whereas culturally and linguistically diverse (CLD) learners are students who come from a home in which a language other than English is spoken. Three research questions guided this investigation: (1) In what ways did the Task Force Report influence the Seal of Biliteracy policy and implementation? (2) In what ways did the Task Force Report influence the rate of growth of DL programs in the state? (3) In what ways did the Task Force Report encourage accessibility and inclusion of CLD learners in DL and the Seal of Biliteracy?

Theoretical Framework

To understand how the Task Force Report influenced DL programming and the Seal of Biliteracy in North Carolina, this study drew on the theory of extrinsic motivation. The theory of extrinsic motivation had its beginnings in the first half of the 20th century with the researchers Thorndike and Skinner (Lepper & Henderlong, 2000). While intrinsic motivation, a theory that surfaced during the second half of the 20th century, focuses on motivations inherent in individuals, extrinsic motivation focuses on factors such as rewards or punishment that come from outside and impact the actions of the individual (Lepper & Henderlong, 2000). According to Ryan and Deci (2000), extrinsic motivation “is a construct that pertains whenever

an activity is done in order to attain some separable outcome” (p. 60). The Task Force created a system of rewards that included badges, seals, and designations in an attempt to extrinsically motivate districts and schools to expand global initiatives. This article explores how that rewards system influenced DL programming and Seal of Biliteracy implementation and attainment.

Literature Review

Seal of Biliteracy

The Task Force Report came at a crucial time as a national movement for student recognition for multilingualism, called the Seal of Biliteracy (SoBL), was underway and gaining momentum. The vision behind the SoBL was “to help students recognize the value of their academic success and see the tangible benefits of being bilingual” (Seal of Biliteracy, 2019). Beginning as a grassroots effort in 2008, the SoBL took shape in California, was officially passed by the California state legislature in 2011, and was implemented in January of 2012 (Seal of Biliteracy, 2019). As of Fall 2019, 37 states (plus the District of Columbia) had adopted the SoBL. North Carolina was the ninth state to adopt the SoBL, termed the *Global Languages Endorsement (GLE)* in North Carolina, in January of 2015 (Seal of Biliteracy, 2019). The first SoBL-eligible graduating class was from the 2014-2015 school year (NCDPI, n.d.b.). While most states went through the state legislature or through a policy approved by the state department of education, North Carolina was one of only four states that followed a path that included a policy resolution that was later passed by the state board of education (Heineke & Davin, 2018).

As the SoBL spread across the country, some began to question whether the SoBL inadvertently prioritized English-dominant students over CLD students (Davin & Heineke, 2017; Davin, Heineke, & Egnatz, 2018; Heineke & Davin, 2018; Subtirelu et al., 2019). In a case study of three school districts in Illinois, Davin and Heineke (2018) found that CLD students were less likely to know about the SoBL than English-dominant students, especially those not enrolled in world language classes. In a study exploring the differences in SoBL policy state to state, Davin and Heineke (2017) found that of the 25 states that had adopted the SoBL policy at the time of investigation, six states—Arizona, Illinois, Nevada, North Carolina, Texas, and Wisconsin—required English learners to pass an additional assessment to demonstrate their English proficiency to be awarded the SoBL.

No study to the authors’ knowledge has specifically examined how the combined efforts of DL programs and the SoBL have merged simultaneously to support CLD learners or how extrinsic motivators at the state level could potentially contribute to the increase of both of these initiatives. Further, while previous studies have looked in-depth at the SoBL journeys of states such as Illinois (Davin, et al., 2018) and Minnesota (Okraski, Hancock, & Davin, forthcoming), none to our knowledge have explored the journey of North Carolina. While three states, Delaware, North Carolina, and Utah, have received specific attention for their expressed goals of expanding DL program access to all students (Collier & Thomas, 2018), at the time that the U.S. Department of Education (2015) released its findings on DL nationwide, in comparison to Delaware and Utah, North Carolina had the largest number of

English learners (ELs), the second largest number of DL programs, and was the only state of those three that had adopted the SoBL at that time, thus making it a prime state to explore further. Additionally, in the most recent data released, North Carolina had the second largest number of SoBL earners, behind California, nationwide in the 2017-2018 school year (Chou, 2019).

Dual Language Programs

Whereas Commitment 4 of the Task Force Report established statewide incentives to increase global competence and incentives for K-12 students to learn languages, Commitment 2.1 of the NC Task Force report focused on “statewide access to dual language/immersion opportunities beginning in elementary school and continuing through high school” (NCDPI, 2013, p. 6). The goals of DL programs rest on three main pillars that include biliteracy and bilingualism, academic achievement, and sociocultural competence (Howard et al., 2018). *Biliteracy* is the ability to read and write in two languages while *bilingualism* refers to the ability to speak and understand two languages. *Sociocultural competence* refers to “identity development, cross-cultural competence, and multicultural appreciation” (Howard et al., 2018, p. 3). This third goal emphasizes that the curricula embodies “multiple opportunities for students to develop positive attitudes about themselves and others, and to develop cultural knowledge and a sense of their and others’ identities—ethnic, linguistic, and cultural—in a non-stereotyped fashion” (Howard et al., 2018, p. 34).

Research suggests that these three goals lead to benefits such as increased cognitive functioning (Barac, Bialystok, Castro, & Sanchez, 2014; Thomas & Collier, 2017), enhanced academic achievement for all types of learners (Thomas & Collier, 2012), and an appreciation of culture, both one’s own and that of others (Thomas & Collier, 2012). Further, research focusing on DL programs and ELs has shown that DL programming can close the second language achievement gap most quickly (Collier & Thomas, 2009) and that ELs in DL programs outscore ELs not in DL on state standardized testing in math (Vela, Jones, Mundy, & Isaacson, 2017). Lastly, students in DL programs “have more favorable attitudes toward being bilingual and toward students who are different from themselves” and as well “have stronger cultural identity and self-esteem” (Thomas & Collier, 2012, p. 2).

Beyond the previous benefits mentioned, DL programs prepare learners for an ever-changing world and a dynamic and competitive future work force (Collier & Thomas, 2018). DL programs hold “the promise of giving students access to key 21st century skills, namely bilingualism, biliteracy, and global awareness” and thus “some states have moved to increase the numbers of dual language programs in an effort to equip students with multilingual skills that will make them more competitive in the global marketplace” (U.S. Department of Education, 2015, pp. 8-9). Namely, three states in particular, Delaware, North Carolina, and Utah, have made efforts to expand DL throughout all public schools statewide (Collier & Thomas, 2018).

Methodology

Context

North Carolina was purposefully selected (Creswell & Poth, 2018) for this study due to its large number of DL programs, its adoption of the SoBL, and its

increasing student home language diversity. North Carolina is situated in the south-eastern region of the United States and is a state that is growing in diversity. About 17% of the student population in North Carolina speaks a language other than English as the primary language of the home (NCDPI, 2018c). A minimum of 336 languages other than English are spoken by students who attend public schools in the state (NCDPI, 2018c). The top five languages spoken by students other than English in order of frequency are Spanish, Arabic, Vietnamese, Chinese, and Hindi/Indian/Urdu (NCDPI, 2018c).

Data Collection and Analysis

Data sources for the present study included Google sites and documents found within the NCDPI website and semi-structured interviews with two officials at NCDPI. The interviews were conducted over the telephone in April of 2019 and audio recorded with the permission of the interviewees. To respond to the first research question regarding the Task Force and the SoBL, the researchers used the NCDPI Google site for the SoBL to explore the policy and implementation of the SoBL, the number of SoBL earners annually, and the number of participating districts. To answer the second research question regarding the Task Force Report and DL, the researchers used the NCDPI DL Google site and documents found within to examine which particular districts had the largest numbers of DL programs and to look at the change in DL programs over time. Further, to best understand change over time and to investigate if a change in growth occurred after the release of the 2013 Task Force Report, the researchers used SPSS to run a multiple linear regression. For the third research question, in addition to the interviews with the two NCDPI officials, the researchers triangulated the following data from the 2017-2018 school year: the districts with the largest percentage of CLD learners, the 15 districts with the most SoBL earners, and the 15 districts with the highest numbers of DL programs.

Findings

Task Force Report and the SoBL

The first research question focused on the ways in which the Task Force Report influenced the SoBL policy in North Carolina and its statewide implementation. Shortly after the release of the Task Force Report, the SoBL was adopted to incentivize students to pursue higher levels of proficiency in two or more languages. According to an official from NCDPI, while “there was support in the Task Force Report for our state Seal of Biliteracy,” it was also important that the “Seal of Biliteracy movement was already underway nationwide.” When one state official was asked if initiatives at the state level had been extrinsic motivators, this official explained that the goal of the Task Force Report was to serve as an extrinsic motivator. She explained,

Yes, in looking at [...] the original Task Force Report and the recommendations that came with it, there were a number of things that were designed to incentivize our districts, our charter schools, our educators, our students to look more carefully at global education and what that means and how they could show that they are globally ready for the future.

As previously mentioned, incentives with a badging system existed at the district, school, teacher, and student level. The student level incentive, the SoBL is one of five possible high school diploma endorsements that exist in the state (NCDPI, n.d.a.). To receive this designation, students must demonstrate proficiency in English and at least one world language (NCDPI, n.d.a.). To demonstrate English proficiency, students must maintain a minimum unweighted GPA of 2.5 in the four required English courses. ELs must also demonstrate a proficiency level of *Developing* on an English language proficiency test identified by the state (NCDPI, n.d.a.). To demonstrate proficiency in the additional language, students must demonstrate a minimum proficiency level of *Intermediate Low* based on the ACTFL Proficiency Guidelines (ACTFL, 2012; NCDPI, n.d.a.). To demonstrate proficiency at this level, students can test at *Intermediate Low* proficiency using a test approved by the state, have a minimum unweighted GPA of 2.5 in four levels of the same world language, or receive Credit by Demonstrated Mastery—a policy that allows students the ability to earn credit for a class through demonstrating mastery of course material by other means than requiring seat time, such as an assessment (NCDPI, n.d.a.).

Analyses suggested that the Task Force report did positively impact SoBL implementation. From 2015 to 2018, the number of SoBL earners increased by 7,712 students, a 388% increase. However, the increase was not consistent nor was the way in which earners were reported to the state. Before the 2017-2018 school year, districts had to input the number of SoBL earners in each district manually, but after the 2017-2018 school year, this process became automated through PowerSchool, the state's data management system (NCDPI, 2018d). In 2015, the first year of SoBL implementation, 1,579 students earned the SoBL in the state of North Carolina (NCDPI, 2018d). The following school year showed a 52% increase, with that number rising to 2,401 students (NCDPI, n.d.a.). In 2017, it was common knowledge across the state that reporting was about to become automated. Therefore, it seems likely that the 59% decrease in SoBL earners that year, a decline of 1,421 students reported from the previous year for a total of only 980 students, was likely not representative of the actual number of students who earned the recognition. When the process became automated the following year, the number of SoBL earners in North Carolina rose by 8,311 students, an 839% increase (NCDPI, n.d.a.). In 2018, 9,291 students earned the SoBL (NCDPI, n.d.a.).

In North Carolina to date, students have earned the SoBL by demonstrating proficiency in 13 languages including American Sign Language (ASL), Arabic, Chinese, French, German, Hebrew, Italian, Japanese, Latin, Persian, Russian, Spanish, and Swahili (NCDPI, n.d.a.). Three of the top four most spoken languages of CLD learners in the state (Spanish, Arabic, and Chinese) are represented in the languages through which the SoBL has been earned.

Task Force Report and DL

The second research question focused on the ways in which the Task Force Report influenced the rate of growth of DL programs in the state. North Carolina currently offers DL programs in eight languages, including Cherokee, Chinese, French, German, Greek, Japanese, Spanish, and Urdu (NCDPI, 2018a). Three of the top five languages in the state are also represented in DL programs: Chinese, Spanish, and Urdu.

Figure 2, created by NCDPI, demonstrates the growth that has taken place over time with DL programs (NCDPI, 2018a).

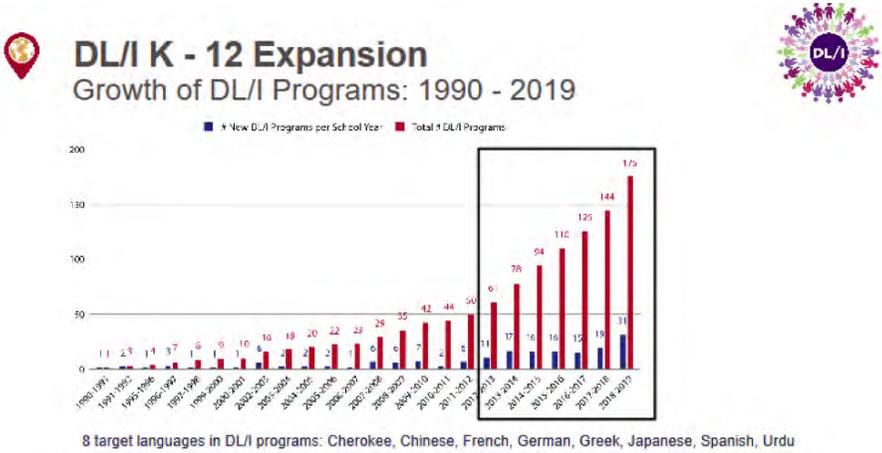


Figure 2. DL/I and K-12 Expansions in North Carolina (reprinted with permission of NCDPI)

Before the Task Force Report in 2013, DL programs in the state had grown from one to 50, with the growth being slow in the beginning stages and including only nine new programs in the first 10 years. However, in 2012-2013, the year of the release of the Task Force report, DL programs grew by 11 from the year prior. The school year immediately following the report, 2013-2014, there was an increase of 17 programs, the largest annual increase ever in the state. Since the release of the Task Force Report, DL programs have increased by 125.

Statistical findings suggest that the publication of the Task Force Report in 2013 was impactful. Results of a multiple linear regression suggested that the publication of the Task Force Report accelerated the growth of DL programs in the state. The solid line in Figure 3 represents hypothetical linear growth, whereas the dotted line represents the actual growth that occurred.

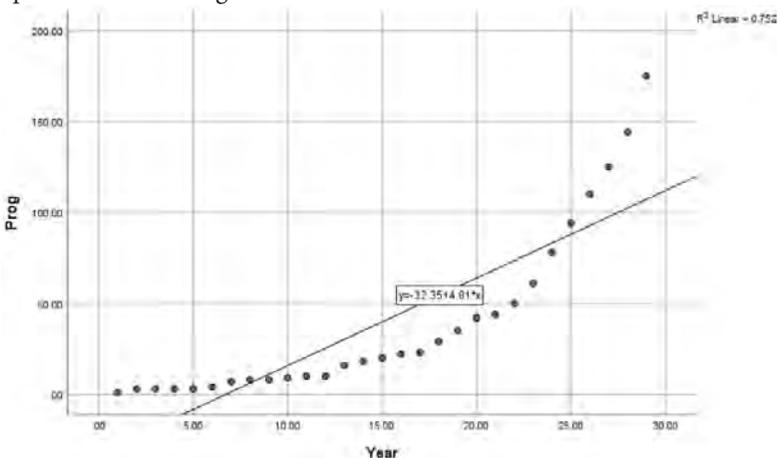


Figure 3. Hypothetical DL/I Growth (solid line) vs. Actual DLI Growth (dotted line)

While a linear model would have predicted 112 DL programs after 30 years, the presence of 175 DL programs in year 29 (2018-2019 school year) illustrated a higher rate of acceleration later on in implementation.

When one of the officials from NCDPI was asked whether she thought that the Task Force Report extrinsically motivated counties in the state to focus on increasing global language instruction through DL programs, she responded:

We had a significant increase in DL/I programs when the Task Force Report was implemented starting in 2013, and so I think that's good evidence that having a state policy regarding the implementation of DL/I programs and the idea that they should be accessible to all students has really had an impact on our districts and charter schools' thinking about those DL/I programs.

Although the NCDPI official attributed much of the change to the Task Force Report, she did suggest that two other factors might also have influenced these changes. The official explained that "there [were] some other drivers as well," including a research study by Thomas and Collier (2007-2010) that showed the positive impacts of DL programs in North Carolina. According to the interviewee, that study "clearly showed that students in the DL/I program have higher academic achievement over time, and they outscore and outperform their monolingual peers, sometimes by one grade level or more, on standardized tests." The official added that this research "also showed that those students [in DL programs] have greater intercultural competence and that they have a number of advantages going forward." The official interviewed further suggested that another contributing factor to the increase in DL programs was that, over time, the state began to take "a team approach" to its support of DL programs. This change included a seminar which gave DL programs "a professional home" with the Foreign Language Association of North Carolina at their spring conference, allowing for networking and collaboration.

Task Force Report and CLD Learners

Research question three focused on the ways in which the Task Force Report encouraged accessibility and inclusion of CLD learners in DL and the SoBL. Table 1 displays the districts with the largest percentage of CLD students. Table 2 shows the 15 districts with the highest number of SoBL earners, arranged from highest percentage to lowest. Table 3 displays the 15 NC districts with the largest number of DL programs in the state.

Table 1

*Districts with the Largest Percentage of CLD students**Districts with the Largest Percentage of CLD students*

Districts	% of CLD students
Asheboro	≥31%
Duplin	≥31%
Lee	≥31%
Lexington	≥31%
Montgomery	≥31%
Sampson	≥31%
Thomasville	≥31%
Alamance	21-30%
Chapel Hill-Carrboro	21-30%
Chatham	21-30%
Clinton	21-30%
Durham	21-30%
Forsyth	21-30%
Greene	21-30%
Henderson	21-30%
Hickory	21-30%
Kannapolis	21-30%
Mecklenburg	21-30%
Newton-Conover	21-30%
Wake	21-30%

Note. CLD = Culturally and Linguistically Diverse. Data compiled from NCDPI (2018c).

Table 2

SoBL Information from 2018

Districts	SoBL Earners	Total Students to Graduate	% of Graduating Students with SoBL
Chapel Hill-Carrboro	537	908	59.1
Iredell-Statesville	333	1, 877	17.7
Chatham	106	703	15.1
Wake	1,838	12, 205	15.1
Union	491	3, 445	14.3
Charlotte-Mecklenburg	1,376	11, 025	12.5
Winston Salem/Forsyth	561	4, 570	12.3
Guilford	664	6, 056	11.0
Cabarrus	247	2, 627	9.4
New Hanover	186	2, 238	8.3
Buncombe	128	1, 953	6.6
Durham	152	2, 878	5.3
Gaston	121	2, 567	4.7
Cumberland	184	4, 073	4.5
Johnston	88	2, 668	3.3

Note. Data compiled from NCDPI (2018b) and from Accountability Services Division (n.d). SoBL= Seal of Biliteracy.

Table 3

Dual Language Programs in North Carolina

Districts	Total Number of DL programs
Charlotte-Mecklenburg	22
Union	11
Alamance-Burlington	9
Buncombe	5
Cabarrus	5
Winston Salem-Forsyth	8
Cumberland	7
Guilford	4
Harnett	6
Chapel Hill-Carrboro City	5
Chatham	4
Onslow	5
Johnston County	4
Greene	3
Iredell-Statesville	3
Nash-Rocky Mount	3
Wake	3

Note. Data compiled from NDCPI (n.d.c).

As Tables 1 and 2 indicate, there were some districts that appeared in both tables, indicating that some of the districts that had high numbers of CLD students also had the most SoBL earners. Specifically, six of the 13 districts with large numbers of CLD learners (21-30%) also appeared on the list of districts with the largest number of SoBL earners in 2018. However, the seven districts with the highest number of CLD learners (31% or more), did not correspond to the districts with the largest number of total SoBL earners.

As Tables 1 and 3 demonstrate, some districts with large numbers of CLD students corresponded with the districts that had the largest numbers of DL programs. There were seven districts that had large numbers of CLD learners (21-30%) that also had large number of DL programs. The districts that had the most CLD learners, 31% or more, did not correspond to the districts with the largest number of DL programs in the state.

As Tables 1, 2, and 3 display, some districts with high numbers of CLD learners corresponded with the largest number of SoBL earners and DL programs. Five of the 13 districts that had large numbers of CLD learners, 21-30%, also had both the greatest total number of SoBL earners and the largest number of DL programs. Districts with the largest number of CLD learners, 31% or more, were not the districts with the largest numbers of SoBL earners or DL programs.

When asked how the initiatives, such as the badging system and the push for increasing DL programs, from the state had impacted or supported CLD students across the state, one of the officials from NCDPI responded that these initiatives had

“supported them in a very comprehensive way,” with one of those ways being that CLD students “can earn [the SoBL] in their home and heritage language and any other languages they qualify for.” The official further explained that:

when we established this policy it was accessible to all students, so it doesn’t matter what your first language or your home language is, or what your second language is, you can access and qualify and become eligible for the Global Languages Endorsement in the same way for all the languages you have.

One question of interest concerned the one pathway to fulfill the world language requirement of the SoBL that requires students to take four levels of a world language class. Students who are native and heritage speakers of languages other than English sometimes do not take all four levels of a world language because beginner language courses are too basic for their skillset. Instead, they may start out in level 2, level 3, or level 4 of the class. The NCDPI official explained that students who test into a higher level and do not take four consecutive classes can still qualify for the SoBL. If they choose this pathway, they must have completed the fourth level of a world language, even if they did not take the first level. Additionally, the official shared that students could also use *Credit by Demonstrated Mastery* or an alternative test approved by the state to fulfill the world language requirement.

Interviews also revealed that ELs across the state were earning the SoBL. In 2018, ELs earned the SoBL in 25 of the 115 participating districts. The NCDPI official stated that the SoBL “champions being bilingual and biliterate in your home language” as well as English. She explained, “we have made sure that this policy, like the other diploma endorsement policies, are available and accessible to all students.”

In speaking with another official from NCDPI regarding CLD students and the SoBL, the researchers were told that “[equity is] really something that’s on the radar at the national level as well for us at the state level.” This official further explained that “we have a couple of years under our belt now. We are able to collect data and see what our data show.” With data for the SoBL becoming automated, the official said that the state had “what we consider to be pretty clean data.” The interviewee continued, “What we do have now is the awareness that we’re not bringing in as many of our CLD students as we would like.” The official discussed that having these data now allows them to look deeper into ways to increase participation of CLD learners. This official explained that individuals at NCDPI are in the brainstorm stage which compels them to consider “how do we market to make sure that we’re reaching a broader audience and then taking it a step further” by “look[ing] at what our guidelines are, look at what other states are doing.” The official continued by saying they were asking themselves:

Are there things that we might want to look at in order to try to increase the number of students, that would be able to still have rigor in attaining the Seal, but that would be able to open the door up for more students?

When asked how the initiatives from the state level, such as the Global-Ready Schools, Global-Ready Districts, Global Educator Digital Badge, and the SoBL, have impacted CLD students, the official stated by:

raising that awareness, especially in a value-added way of saying these students aren’t just coming in not knowing English, let’s say, they’re com-

ing bringing a culture, they're coming in bringing a language, they're coming in bringing experiences, and these are experiences that are valuable to all students, to all staff as we're looking at being globally ready...

Thus, the Task Force Report placed value on the linguistic and cultural assets students brought with them to the classroom and intended to increase this mindset throughout the state.

In sum, the rubrics for the badging system recommended by the 2013 Task Force Report require a commitment from districts and schools to provide access to world language or DL programs to all students that meet the local linguistic needs of the community if they want to receive the recognition. Whereas districts with the largest number of CLD learners are not the same districts with the largest numbers of SoBL earners and DL programs, five of the 13 districts with large numbers of CLD learners are the same districts with the largest numbers of SoBL earners and DL programs. The interview data indicate that North Carolina is dedicated to utilizing DL programs and the awarding of the SoBL to provide access and inclusion of CLD students and that they are currently working on ways in which to increase the number of CLD students in the earning of the SoBL.

Discussion

This study explored ways in which the Task Force Report influenced SoBL policy and implementation, growth of DL programs, and the inclusion of CLD students in the process through the use of extrinsic motivators. North Carolina, a state that has a large number of DL programs (U.S. Department of Education, 2015), the second largest number of SoBL earners in most recent data reports (Chou, 2019), and a growing diversity of students (NCDPI, 2018c), is a noteworthy state to investigate. The research in this study revealed that North Carolina has utilized the Task Force Report to incentivize stakeholders across the state to be more globally-ready and is providing rewards for districts, schools, and students that encourage CLD learners to be part of earning the SoBL and to have access to DL programs.

While other studies have looked at the grassroots importance behind the SoBL movement (Heineke & Davin, 2018), this study examined movement from the state level down, specifically how state level initiatives can incentivize increasing the number of SoBL earners. Not surprisingly, the number of SoBL earners has increased since its adoption. While the Task Force Report did not in itself create the SoBL policy, it paved the way for its adoption. The badging system that followed the recommendations from the report also provided incentives for districts and schools to increase world language and DL offerings, which over time can provide an even larger increase in the number of SoBL earners across the state.

The Task Force Report appears to have been a motivating factor with the increase of DL programs statewide. The multiple regression model showed that the programs increased more drastically in later years, after the release of the Task Force Report. Previous studies have suggested that DL programs can have positive outcomes on CLD students (Collier & Thomas, 2009; Thomas & Collier, 2012; Vela et al., 2017). This study shows that state-level incentivizing initiatives can be impactful on increasing the number of DL programs across the state. The authors are encour-

aged to find that a state as culturally and linguistically diverse as North Carolina has experienced a significant increase in DL programs statewide with the intention of all students having access.

Previous literature (i.e., Subtirelu et al., 2019) has discussed concerns arising from the privileging of English-dominant students in SoBL implementation. The 2013 Task Force intended to positively impact CLD students, and the rubrics following the recommendations in the report provided specific incentives for schools and districts to provide learning environments conducive to CLD learner success. Currently, however, districts with the largest number of CLD learners (more than 31%) are not necessarily the same districts with the highest numbers of SoBL earners and DL programs. On the other hand, five of the 13 districts with large numbers of CLD learners, 21-30%, are the same districts with the largest number of SoBL earners and DL programs. These data combined indicate that while there is still work to be done, most notably in relation to increasing SoBL earners and DL programs in some of the most culturally and linguistically diverse areas of the state, the state is making progress towards the inclusion of CLD learners. The Task Force Report combined with the interviews with the two NCDPI officials highlight that there is commitment at the state level to include CLD learners in the awarding of the SoBL and DL programs. Further, North Carolina now gathers SoBL earners' data through an automated statewide system, which is advantageous to the state. With these data the state can move beyond the awareness stage to a place of examining how to include more CLD learners in the awarding of the SoBL and provide more access to DL programs to these students. What district motivations will derive from this release of data to increase CLD learners in the earning of the SoBL have yet to be seen. Bringing this information to the forefront may encourage districts to consider how they are meeting the needs of this group of students with the earning of the SoBL and may serve as a further motivator to increase diversity among SoBL earners. Additionally, having a comprehensive set of data may allow officials at the state level to delve deeper into the SoBL policy to explore if there could be changes made within the policy itself, such as removing any additional barriers, increasing CLD awardees, and ensuring equity in the way in which the policy is written.

North Carolina appears to have utilized—and continues to utilize—state-level incentives to motivate stakeholders to work towards meeting these goals. As the state continues in its efforts to place value on bilingualism, it will be of interest to see how DL programs and the SoBL policy increase inclusion of CLD learners across the state and what further initiatives and motivating factors will drive change. While there were multiple contributing factors to the increase in DL programs and SoBL earners across the state, state initiatives and the utilization of extrinsic motivation as a means to carry out the commitment to global education likely were influential.

Recommendations

For states interested in implementing or increasing DL programs, adopting the SoBL, increasing the number of SoBL earners, and meeting the needs of CLD learners, North Carolina's initiatives through the use of incentives could be a model. State Boards of Education, Legislatures, and Departments of Instruction can play a pivotal

role through initiatives to encourage and demonstrate the value of multilingualism to the general public. Thus, for states desiring to follow a similar path, it is critical that these three government stakeholders recognize that the initiatives in North Carolina were accomplished only through concerted collaboration among these entities. For these states interested in duplicating the steps North Carolina took, it is recommended that the State Boards of Education, State Legislatures, and State Departments of Instruction, in collaboration, create a committee with the specific focus of moving the state forward in global education. Offering rewards at the district, school, educator, and student level is highly recommended so that such initiatives can reach all stakeholders. Ensuring that CLD students in local and regional student populations are included in these initiatives is critical. Creating rubrics that give specific guidelines for receiving designations was a strategy for North Carolina to accomplish its global initiatives while simultaneously meeting the needs of its diverse learners. Further, analyzing the data in such a way that allows the state to self-reflect on how CLD learners have been included in these initiatives—as North Carolina is currently doing—is imperative. Collaborative discussions and planning should consider ways in which North Carolina has worked towards its global goals, as well as which components can be copied and which would need to be modified to best fit the respective state context in consideration.

Limitations and Future Research

While there is a large number of DL programs and SoBL earners in districts with a high percentage of CLD Learners, limitations exist in knowing the current totals of CLD students that are enrolled in DL programs and receiving the SoBL. While some districts have large numbers of SoBL earners, it is important to delve into the specifics of which students, CLD or English-dominant, are earning the SoBL and participating in DL programs. Further research thus should consider which student populations (race, ethnicity, gender, socioeconomics, and sexual identity) are receiving the SoBL, and how the SoBL is impacted due to the financial resources at specific school types (i.e., urban, suburban, or rural). Future research may additionally include deeper investigations of the existing data to develop a better understanding of what other factors could be contributors to high or low numbers of CLD inclusion and access in both the awarding of the SoBL and DL programs.

Conclusion

As discovered in this research, the Task Force Report initiated multiple incentives in a holistic and comprehensive nature that appear to have contributed to the increase of DL programming and the adoption of the SoBL. These initiatives stemming from the state have arguably shown a commitment to preparing students for a globally-competitive world that include valuing languages other than English. The SoBL was possible in North Carolina in part due to this initiative. The number of SoBL earners in the state has grown substantially, with an increase of 7,712 earners from its implementation year to 2018. Additionally, the state's commitment to cutting-edge language instruction appears to have made positive changes in the state with the number of DL programs increasing by 125 programs since the release of

the Task Force Report. Of particular interest to these authors was demonstrating the importance of initiatives that include CLD learners.

As a nation, individuals across states must work together to ensure that every student graduates high school prepared for life in the 21st Century. Biliteracy, as well as its accompanying cognitive and social benefits, is critical to such preparedness. While individual districts can certainly work toward these goals, initiatives at the state-level can go a long way toward ensuring a clear vision for global readiness.

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