

The Intercultural Bilingual Education Policy: progress and pending challenges

The article presents the progress and the challenges of the Intercultural Bilingual Education policy, for girls and boys to learn in their native language and culture. The idea is to give priority to initial training and models of educational management with a focus on IBE to advance in equity learning and equality of opportunity in education.

La política de Educación Intercultural Bilingüe: avances y retos pendientes

El artículo presenta los avances y desafíos de la política de Educación Intercultural Bilingüe, para que las niñas y niños aprendan en su lengua y cultura. Se trata de priorizar la formación inicial y modelos de gestión educativa con enfoque de EIB para avanzar en la equidad de los aprendizajes e igualdad de oportunidades en educación

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Bilingual Intercultural Education, Indigenous Peoples, Teacher Training, Indigenous Languages, Learning Routs, Interculturality



For decades, the main developments and proposals of Intercultural Bilingual Education (IBE) in Peru came from non-governmental development organizations (NGDOs) and indigenous organizations, and have relied on the support of international cooperation. Although IBE exists as a policy from 1970, until 2012, very little had been done from the Peruvian Government to implement it as public policy.

Report of the Ombudsman 152, submitted by the Office of the Ombudsman in July 2011, represents a milestone in the history of IBE in Peru, because it reveals a conclusive diagnosis on the poor implementation of this policy from the State, and a number of shortcomings such as the lack of conceptual clarity, of statistical information on the subjects it should benefit, of strategic planning with clear goals and objectives, of pedagogical tools and of budget.

This report, together with the comments and demands that for decades several institutions of the civil society (indigenous organizations and NGOs working on IBE), as well as some international agencies, had been presenting was the breaking point for a change in the vision of IBE by officials and authorities of the Ministry of Education (MINEDU), which, coincidentally, at that time was going through a change of government and the beginning of a new management.

MAJOR ADVANCES IN THE IMPLEMENTATION OF THE POLICY

1. The information system of the demand and supply of IBE for decision-making in favor of the students of Indigenous peoples

This system comprises three fundamental data bases for the implementation of the IBE policy:

a) *Registration of educational institutions that should offer IBE service*

In October 2011 a technical standard was in consultation. It provided the criteria and procedures to identify, recognize and register to the educational institutions that should offer IBE throughout the country. This became a directive which was adopted by means of RM 008-12-ED and, then, amended by RM 0630-2013-ED, which created the Peruvian National Registry of Bilingual Intercultural Education Institutions and, subsequently, the registration of Bilingual Teachers with Peruvian indigenous languages.

This standard has enabled the different regional directorates of education (DRE) and the local educational management units (UGEL) from all regions of the country to identify the educational institutions in its jurisdiction that serve students who belong to an indigenous people who speak, in varying degrees, an indigenous language and that, therefore, must offer IBE services. Approxima-

tely 21,000 educational institutions of IBE have registered in 22 regions of the country. This record has allowed the service to be organized and to plan the provision of IBE progressively

b) Registration of languages and the ethnolinguistic map of Peru

There is an updated version of the ethnolinguistic map of Peru and the registration of languages, the fundamental tools not only for the IBE, but also to provide several quality and relevant public services to other sectors such as culture, health, justice, environment, social inclusion, among others, within a framework of interculturality.

The Map and the Registration have been developed by a team led by the Ministry of Education with the participation of the Ministry of Culture and the National Institute of Statistics and Data Processing (INEI), and is ready to begin the process for approval by supreme decree following the relevant procedures.

c) Registration and evaluation of the competence in indigenous languages of bilingual teachers in Peru

Information has been collected of the number of bilingual teachers with indigenous language in Peru and their level of competence of these languages- This has allowed us to know the real supply of bilingual teachers who are already working in IBE educational institutions and identify the gap to cover all the required positions for bilingual teachers.

Additionally, this has made it possible to promote the initial training of teachers in higher education institutions (IESP) and universities, to create the IBE Teacher Training degree in regions and places where there was none and was required, and to develop programs of in-service training to teachers who are already working and who do not have the conceptual and methodological tools required or with the appropriate domain of the indigenous language.

2) Update of the Sectorial Policy of Bilingual Intercultural Education and preparation of the National IBE Plan

There is an updated document on Intercultural Education and Intercultural Bilingual Education Sectorial

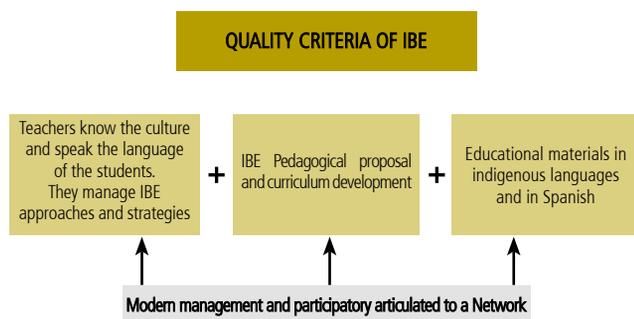
Policy that is ready to be approved by Supreme Decree. This policy characterizes by considering guidelines for Intercultural Education for all, that is to say, not only for the indigenous population, and their articulation with Intercultural Bilingual Education, oriented to the education of students from indigenous peoples.

In addition, there is a National Plan for Intercultural Bilingual Education; a management tool that makes it possible to strategically implement the policy in the short and medium term. It takes into account the goals, strategies and actions for each quality component involving IBE and for each year (so far, until 2021). This Plan was built in a participatory manner in 2012 and has been expanded and updated during 2015. But the most important thing, and that is also a historical fact in Peruvian education, is that it has gone through the process of consultation with the representative organizations of indigenous peoples, having received their approval with important consensus and agreements that have enriched it.

3) Definition of the IBE Service Model, pedagogical proposal and ways to attend to it

One of the first urgent measures developed between August and December 2011 was to define what was the Intercultural Bilingual Education service that the State had to guarantee to be developed in schools that attend students from indigenous peoples, that is to say, what an IBE school was supposed to offer. An Intercultural Bilingual Education School was defined as one that:

- i) has teachers who know the culture and the language of the students and manage IBE pedagogical approaches and strategies.
- ii) implements an IBE pedagogical proposal in accordance with the attention provided under its own social, cultural and linguistic scenario.
- iii) offers quality educational materials in indigenous languages and in Spanish, and uses them appropriately.
- iv) develops a modern and participatory management articulated to a network.



To offer this IBE service, since 2012 there has been a pedagogical proposal based on the contributions of IBE main experiences that have been taking place for more than twenty years in Peru, which is implemented with various pedagogical tools such as educational guidelines, learning routes and off-line digital courses. In recent years, as a result of the experience of the different IBE institutions and the constant effort to respond increasingly better to the various situations faced by the students in IBE educational institutions, several forms of care in this educational modality have been defined in accordance with the socio-cultural and linguistic scenarios:

SCENARIO 1

The mother tongue of boys and girls is the indigenous language, and some of them have a basic knowledge of Spanish.

SCENARIO 2

The mother tongue of boys, girls and adolescents is the indigenous language, but they also know Spanish and are able to communicate adequately in both languages. They use the two languages interchangeably or in different situations.

SCENARIO 3

The mother tongue of boys, girls and adolescents is Spanish, but they also can understand and speak the indigenous language. Their parents and grandparents still communicate among them in the indigenous language, but address the children in Spanish. They are familiar with the indigenous language, and eventually use it, but have a negative idea about it. However, the context is favorable for learning this language as an inherited language, with a second language methodology to promote bilingualism.

SCENARIO 4

Boys, girls and adolescents speak only Spanish, and the indigenous language has been replaced almost entirely by Spanish. The language is spoken only by the grandparents and rare occasions. There is no function for the indigenous language.

SCENARIO 5

Boys, girls and adolescents have different degrees of bilingualism (Spanish and indigenous language) and live in urban or peri-urban areas. In some cases the language is still used at home and is still the language of communication in family spaces; in other cases, only the adults use it. There may be students from different indigenous peoples in the schools, speaking different languages and who study together with Spanish-speaking students.

The IBE Service Model comprises at least three forms of attention, because there is no single IBE, and these are:

1. IBE of cultural and linguistic strengthening (scenarios 1 and 2)
2. IBE of cultural and linguistic revitalization (scenarios 3 and 4)
3. IBE in urban areas (scenario 5)
- 4) Training of teachers of Bilingual Intercultural Education

With regard to the initial formation of teachers, and in permanent collaboration with the Initial Teacher Training Direction (DIFOID, formerly PSED), it has been possible to relaunch the Bilingual Intercultural Education Teacher Training degree, and there are currently 36 IESP and 11 universities that offer the degree in IBE; together they train more than 4000 new bilingual teachers that will implement a new curriculum of IBE teacher training that is about to be adopted by ministerial resolution.

The Early IBE degree is also being implemented, with a scholarship that allows teachers to study and continue being in charge of schools until they obtain their professional title. A special Beca 18 is also being provided

for IBE teacher training, and at this time there are more than 950 young people studying in seven IESP and four universities. A group of approximately 320 young scholarship recipients will begin their studies in July of this year 2016.

With regard to the in-service training of teachers, from 2012 to 2014 a specialization program for 2348 teachers from IBE educational institutions was carried out. Additionally, a special emphasis has been placed on the pedagogical accompaniment to teachers as the main strategy of in-service training, because it better guarantees the improvement of their performance and, therefore, student learning. Now in 2016, there are 4,357 IBE educational institutions in Early, Primary and Secondary Education, with more than 10,000 teachers receiving pedagogical accompaniment, in charge of 1,207 intercultural pedagogical support companions (ASPI). This accompaniment is provided to the three forms of attention, but above all the “strengthening” forms, which are scenarios 1 and 2.

5) Standardization of the languages and preparation of educational materials

Until 2011, only 14 indigenous languages of Peru had managed to formalize their alphabets; to date, 32 indigenous peoples already have an official alphabets and a set of writing rules for their languages. Minedu has scheduled to formalize the alphabets of 40 languages with IBE schools in the first half of 2017 (there are 7 languages that have less than 10 speakers and that they will have a different approach with the Ministry of Culture).

This work is carried out in a participatory manner and seeking consensus with the speakers of these languages, with the indigenous peoples themselves and their representative organizations in events involving various types of stakeholders.

At the same time, in the languages that have official alphabets are preparing several kinds of materials as planned: workbooks, reading texts, cards, dictionaries and other complementary materials for the classroom library. So far, there are workbooks in 21 indigenous languages and in Spanish as a second language, and 12 of them have the full set for all grades and areas of Early and Primary education.

6) IBE management and social participation

We have created three spaces for participation that guarantee the management of IBE with social sustainability:

a) *National Commission of Bilingual Intercultural Education (Coneib)*

It was created by Ministerial Resolution 0246-2012-ED, of July 5, 2012, as a body for participation and agreement between Minedu and the Andean, Amazonian and African-Peruvian indigenous organizations, to contribute with the implementation of Intercultural Education and Intercultural Bilingual Education policies.

b) *Technical Board*

This is a space for analysis, discussion and consensus-building of technical and political issues on IBE in its various forms of attention, as well as on interculturality for all, with different stakeholders and public and private institutions.

c) *Tinkuy*

A meeting of students from indigenous and African-Peruvian peoples, Afro-Peruvians and different schools of the urban areas to speak about the education they want and to share their knowledge from an intercultural perspective.

7) Intercultural Education for All (EIT)

While this task is not exclusive of Digeibira, but of all Minedu, they have taken up the leadership to promote and ensure the intercultural approach in the various policies, strategies, educational materials and resources implemented by the different directions of Minedu.

Since 2016, there has been an increasingly intense work with Spanish-speaking schools in urban areas and in favor of the African-Peruvian population, incorporating their stories and contributions in the national curriculum and the various educational materials that are produced. Learning Routes and Methodological Guidelines have been published to work interculturality for all, and in particular to develop topics linked to African-Peruvians, addressed at public and private schools in urban and rural areas.