Reflecting on bilingualism policies in non-English speaking countries in Latin America: The case of Colombia and Argentina¹

Una reflexión sobre las políticas de bilingüismo en los países no angloparlantes en Latinoamérica: el caso de Colombia y Argentina

Uma reflexão sobre las políticas de bilinguismo em países não anglófonos da América Latina: o caso da Colômbia e da Argentina

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Reflecting on bilingualism policies in non-English speaking countries in Latin America: The case of Colombia and Argentina

Abstract

English has been considered the official language in many non-English speaking countries. In the case of Latin America, language policies have been included in most of the countries where English has been officialized as the foreign language and it is mandatory to teach it in educational contexts. Most countries are aiming for the formation of bilingual citizens and professionals with proficiency in English to meet the demands of globalization. This article presents a reflection on the case of two countries that have implemented bilingualism policies such as Colombia and Argentina. These two countries have similarities in terms of policies and social, economic, geographic, and cultural factors, however, evaluating the level of English that each country has. It shows a marked difference between the two. Argentina occupies the first place in the performance of communicative skills in English with a high level, while Colombia is in the last places and has been recognized as one of the countries with the lowest level. In addition, the qualitative approach, the constructivism paradigm and documentary research method will be considered to achieve this objective.

Keywords: Communicative competences, bilingualism, bilingualism policies, educational policies

Resumen

El inglés ha sido considerado la lengua oficial en muchos países de habla no inglesa. En el caso de América Latina, se han incluido políticas lingüísticas en la mayoría de los países donde el inglés ha sido oficializado como lengua extranjera y es obligatorio enseñarlo en contextos educativos. La mayoría de los países aspiran a la formación de ciudadanos y profesionales bilingües con dominio del inglés para responder a las exigencias de la globalización. Este artículo presenta una reflexión sobre el caso de dos países que han implementado políticas de bilingüismo como son Colombia y Argentina. Estos dos países tienen similitudes en cuanto a políticas y factores sociales, económicos, geográficos y culturales, sin embargo, evaluando el nivel de inglés que tiene cada país, se muestra una marcada diferencia entre ambos. Argentina ocupa el primer lugar en el desempeño de las habilidades comunicativas en inglés con un nivel alto, mientras que Colombia se encuentra en los últimos lugares y ha sido reconocido como uno de los países con menor nivel. Además, para lograr este objetivo se tendrá en cuenta el enfoque cualitativo, el paradigma constructivista y el método de investigación documental.

Palabras clave: Competencias comunicativas, bilingüismo, políticas de bilingüismo, políticas educativas

Resumo

O inglês tem sido considerado a língua oficial em muitos países que não falam inglês. No caso da América Latina, foram incluídas políticas linguísticas na maioria dos países onde o inglês foi oficializado como língua estrangeira é obrigatório ensiná-lo em contextos educacionais. A maioria dos países aspira à formação de cidadãos bilíngues e profissionais com domínio do inglês para responder às demandas da globalização.

Este artigo apresenta uma reflexão sobre o caso de dois países que implementaram políticas de bilinguismo como Colômbia e Argentina. Esses dois países possuem semelhanças em termos de políticas e fatores sociais, econômicos, geográficos e culturais, porém, avaliando o nível de inglês que cada país possui, percebe-se uma diferença marcante entre eles. A Argentina ocupa o primeiro lugar no desempenho das habilidades de comunicação em inglês com alto nível, enquanto a Colômbia está nas últimas colocações e foi reconhecida como um dos países com o nível mais baixo. Além disso, para alcançar este objetivo, a abordagem qualitativa, o paradigma construtivista e o método de pesquisa documental serão levados em consideração.

Palavras-chave: Competências de comunicação, bilinguismo, políticas de bilinguismo, políticas educativas

Introducción

English has been closely linked to the phenomenon of globalization. It has been widespread in many areas around the world. As such, public and private educational sectors have made massive efforts to facilitate access to the language. Due to its role in global media, international forums, business, finance, politics and diplomacy, it is clear not only that English is widely used around the world, but also that it is part of those processes we call globalization (Pennycook, 2009). English is the third language spoken by number of native speakers, after Mandarin and Spanish. It is the most spoken language in the world combining native and non-native speakers (Жумамуратова, 2022). According to Hernández (cited by Chávez-Zambano et al., 2017) English is the most widely taught language in the world because it is spoken in more than 100 countries.

Tardy (2004) states that researchers need to understand the English language to get access to some books to be updated about the scientific advances in their area of research. Elsevier (2019) states that researchers or professionals in any field need English to access specialized books to be informed of the rapid advances that are taking place in their area of knowledge because more than 52% of the scientific literature is in English, generating great impact. In this sense, most Latin American countries are going through a complex reality.

Non-English-speaking countries have implemented bilingualism policies to have well-prepared professionals to respond to the globalized world demands, these countries have made efforts to improve their competitiveness in the global marketplace by implementing new educational policies which include bilingual education strategies to prepare the younger generation for the new intercultural world (Dai & Zhang, 2021).

Governments adopt innovative plans to improve the teaching of English. Although Linguistic imperialism is not a new phenomenon in this part of the world, because first it was Spanish and Portuguese, in more recent times, the advance of English as the world's premier lingua franca has brought difficulties in the relation among countries and has modified politics in the region (Rajagopalan, 2005) due to

> globalization from a historical perspective has origins in the 15th century when the Europeans began to colonize the world; although, some consider the process of globalization as a contemporary process immersed in the 20th century context understood as both progress and progressive. (Joya & Cerón, 2013, p. 235)

In Latin America countries with similar social, cultural, and linguistic characteristics, have implemented bilingualism policies in which English has been considered the official foreign language to be taught in all educational contexts of the country. However, according to the PREAL blog (2019), Latin American countries have low-performing educational systems and elevated levels of economic inequality to master English communicative competences. Countries such as Colombia and Argentina have been creating bilingualism policies with the intention that students can reach a good level of English to be competitive in this society. Both countries have made significant efforts to achieve a bilingual population that responds to the demands of the globalized world. It is observed that in Colombia, policies have not achieved the desired results, while Argentina has been considered the country with the highest levels of English language proficiency in Latin America.

This article shows a reflection on the bilingualism policies in two Latin American countries and the results obtained in each of them. It is observed that although the two countries maintain similarities in their educational policies and in their sociocultural contexts, the results obtained show significant differences.

Theoretical Framework

Although there are many conceptions of bilingualism, to provide a clear understanding of the idea of bilingualism for some non-English speaking countries such as Colombia, it could be defined as the development of linguistic competencies in a second language according to Macnamara cited by Bermúdez and Fandiño (2012). Likewise, Lam (cited by Bermúdez and Fandiño, 2012) defines bilingualism as the ability to communicate in two languages. Moreover, Weinreich (cited by Bermúdez and Fandiño, 2012) states that bilingualism is when someone uses two languages as two options to communicate himself. Being bilingual implies communication in two languages and the development of linguistic knowledge.

Educational policies, according to Martínez (2018), can be defined as actions that take place in an educational system whose purpose is to prepare children and adolescents for adult life. Moreover, according to Reimers (cited by Pita-Torres, 2020), educational policies are decisions and actions taken to change the inputs, processes, and outputs of an educational system. Furthermore, according to Tagliabue (cited in Pita-Torres, 2020) educational policies are the laws, decrees, provisions, regulations, and resolutions that compose the pedagogical doctrine of a country setting its objectives and procedures to achieve them. Finally, Graglia (cited by Pita-Torres, 2020)

defines educational policies as the projects and activities that are created with the objective of satisfying society.

Reimers' (cited by Pita-Torres, 2020) states that educational policies are a set of decisions and actions taken with the deliberate purpose of changing the inputs, processes and products of an educational system, likewise, the Ministerio de Educación Nacional (MEN, 2021) is responsible to respond to the needs of coverage and quality in education that the country requires to achieve better conditions of social and economic development and improve the quality of life of the population's additional languages to those of the specialty.

Martínez (2018) and Reimers (cited by Pita-Torres, 2020), have a similar perspective in their definitions since they consider educational policies as the way to prepare future generations to take decisions and actions to create laws to improve the learning of students to prepare them for adult life. Graglia (2004) cited by Pita-Torres (2020) considers educational policies as laws that aim to satisfy society.

Based on the previous definitions, we could define bilingualism policies as a set of regulations governments define to implement strategies that promote the development of communicative competencies in a foreign language. Those regulations are evidenced in projects and programs countries define to be carried out in an educational context.

Colombia and Argentina: Bilingualisms Programs and Achievements in Bilingualism

Although bilingualism policies have been implemented in many non-English speaking countries, in this opportunity we have focused on two cases in particular, Colombia and Argentina. Colombia because it is the country where we live and Argentina because it is a country that has achieved high performance in the teaching of English as a foreign language. This paper shows programs implemented by each country and the achievements obtained in each one, based on the international evaluation referents by official entities.

Bilingual Policies in Colombia

Colombia, like many other non-English speaking countries, for decades, has initiated processes aimed at strengthening English as a foreign language in the country. Between 2004 and 2016 in Colombia, four bilingualism plans have been implemented and it is observed that each one has overlapped the previous one (Gómez, 2017). Colombia started a bilingualism program during the Colonialism period. According to Gómez (2017), Colombia has had a long tradition of foreign language instruction since Colonialism, especially French and English, but, in 2004, learning English as a foreign language was prioritized through the launching of a bilingualism law and four national bilingualism plans. Some bilingualism programs in Colombia, we can mention are the following:

National Plan of Bilingualism 2004-2019. According to Cárdenas and Norbella (2014). The main objective of this program is to strengthen the learning of foreign languages at different educational levels, through strategies inspiring teachers who benefited through diplomas and courses to strengthen pedagogical skills in teaching English.

Program for Strengthening the Development of Competences in Foreign Languages 2010-2014. The aim was to help Colombian citizens develop communicative competencies in English as a foreign language to facilitate the insertion of Colombian human capital into the globalization tendencies. This program included teachers training professional development, institutional evaluation, and institutional strengthening (MEN, 2014). According to Arias and Angarita (2014), this program is based on three parts of which the first consists in the training of several teachers in various universities certified by the University of Cambridge; the second part consisted of all the universities in the country applying for two teachers to be qualified through training led by experts from the British Council. Moreover, universities nationwide had the opportunity of a new call training 190 English teachers from 17 education departments.

Teacher Development Program. This program consists of the teachers' training to be certified in Teaching Knowledge Test (TKT) by international entities such as the British Council, Cambridge University, and national universities as well. Another bilingualism policy is Bilingual Bogota which, according to Arias and Angarita (2014), aims to strengthen the performance of the second language in order to make the city competitive and tourism more attractive, taking into account the public and private sectors proponing to guarantee a good level in the use of skills in the business, communication, urban-institutional sectors, and educational (schools and universities) sectors ensuring the bilingual competence of both students and teachers.

National Plan of English: Colombia Very Well! 2015-2025. According to MEN (cited by Semana, 2020), this program is a strategy to improve communicative skills in English implementing and ensuring quality requirements in education. According to

Leguizamón & Santos (2017), this program was created to improve the communicative skills in English considering the quality requirements in education; that is, the rules to provide a good education.

The law 1651 of July 12th, 2013 which, according to the Congreso de la República de Colombia (cited by Gómez, 2007) gave a more relevant role to the acquisition of a foreign language in all levels of education in Colombia (elementary, secondary, high school and higher education), prioritizing the teaching of English in the public educational institutions of the country without disregarding the wide variety of indigenous languages spoken in the national territory.

Bilingual Colombia 2014-2018, in accordance with Timetoast (2000), this program aims to raise the level from A2 to pre-intermediate level in schools and universities.

Bilingualism programs have also been implemented in some of the most important cities in Colombia such as Bogotá D. C. and Cali, the capital of Valle del Cauca.

Bilingual Bogotá. According to Arias and Angarita (2014) the idea of this program is to lead strategies so that people can have a domain of the English language in the educational, business, communication, and institutional urban sectors, considering the public and private sectors with the objective that the city of Bogotá becomes in a competitive city and attractive for tourism.

Bilingual Valle. In accordance with Arias and Angarita (2014), this program seeks to increase the number of teachers in bilingual training in the Valle de Cauca, highlighting the strengthening of communication skills in a second language. Moreover, this program is supported by the United States. According to Arias and Angarita (2014), this policy is about the improvement of the teachers' communication ability in Valle by taking a face-to-face course for two years with the support of the United States embassy.

Finally, there are policies that have defined requirements for the development of communicative competencies in English. The current one is Resolution 18583 of 2017 which gives specific quality characteristics of the bachelor's degree programs for obtaining, renewing, or modifying the qualified registration. According to MEN (2017), in the case of bachelor's degrees in foreign languages, bilingualism, and modern lanquages, higher education institutions must add at least one specialty language as an emphasis to the denomination. The Resolution aims to add at least one specialty language as an emphasis to the denomination in the curriculums. Ortiz et al. (2020) state that the predominant language in all academic programs is English, which is consistent with the policy of the MEN and the bilingualism program.

As can be seen, Colombia has invested in bilingualism projects and there is evidence of a concern for strengthening these competencies in the population. Those projects and policies have been implemented for more than two decades.

Bilingualism Policies in Argentina

In Argentina, there are bilingualism policies that aim to strengthen teacher training by addressing the needs of ethnolinguistic minorities. Argentina has the national education law in which, according to Pozzo (2009), the teaching of a foreign language is compulsory in primary and secondary schools, developing the language orally and in writing in the Spanish language, which is the official language there, and in the second language. Moreover, the framework for language teaching in Argentina shows that the teaching of a second language must be by levels (Pozzo, 2009), the first level being the least demanding with good performance of the language and the third level is the most demanding with the superior performance of the language. These policies show that Argentina has a robust system of teaching a second language because according to the study made by the EF English Proficiency Index (cited by Merino, 2021), Argentina is the country with the best English level in Latin America among 20 countries.

Argentina has created bilingualism policies to ensure that all people can access the learning of a second language, in addition, these policies have also been designed for inclusive education. In Argentina, it has been possible to establish the most realistic way to achieve the teacher profiles required by the different PENB (Programa Escolar Nacional Bilingüe) in the development of training programs before and during the teaching task. The bilingualism policies from Argentina are:

Programa de Educación Intercultural Bilingüe-PEIB (Bilingual Intercultural Education Program). This policy consists of revitalizing indigenous knowledge language, and identity (Banfi, Rettaroli & Moreno, 2015). Moreover, this program is carried out in the places where indigenous communities live. The PEIB, agreed by Banfi et al. (2015), aims to create the conditions for educational communities so that Indigenous and non-indigenous students can take part in inclusive social processes, strengthening new skills, so that communities can have access to benefits and opportunities in their country. In addition, according to this policy, indigenous knowledge, such as language and identity, is served. In Argentina, traditional education, as inclusive education, is particularly important.

Programa de Educación Bilingüe para niños sordos-PEBNS (Bilingual Education Program for deaf children. According to Banfi et al. (2015), this program, in both public

and private institutions, is designed for deaf children found in establishments such as small urban institutions; it recognizes schools for deaf children that go back to the oral tradition; small groups of children integrated into schools with programs specially prepared for them or with the help of sign language interpreters; deaf children in special education schools that include children with other special needs, etc.

In addition, each institution formulates its own educational project considering the various levels of knowledge of sign language with which the students are admitted. According to Banfi et al. (2015), this program is considered the best option available for the education of deaf children within a wide range of establishments betting on inclusive education in this country.

Programa de Escuelas Bilingües en Escuelas Primarias-PEBEP (Bilingual Schools Program in Elementary Schools). According to Banfi et al. (2015), it is about 26 elementary schools that teach languages intensively both in workloads and in number of languages because they teach two languages instead of one, the languages are French, English, Italian, Chinese, and Portuguese. The school can choose the two languages that they will teach, the teaching of foreign languages is very emphasized, and the teaching is related to the language of schooling which is Spanish.

Programa de Escuelas Bilingües de Frontera-PEBF (Border Bilingual Schools Program), According to MECyT & Ministerio de Educación of Brazil (2007), this program aims to develop a common teaching model that guarantees that the students and teachers can get educated and can communicate in Spanish and Portuguese in the cities near to the border between Argentina and Brazil. Moreover, teachers must cross the border to teach at schools from other countries to implement this program. The border area between Brazil and Argentina, where rivers are the natural borders, aims to develop a mutual understanding of populations on both sides of the border, promoting appropriate additive bilingualism and literacy through bilateral intercultural curriculum development.

On the other hand, Tocalli-Beller (2007) affirms that linguistic formation is essential for the development of objectives in Argentina, as well as the training of teachers in specific programs since a good teacher makes good programs, likewise, the article by Banfi et al. (2015) states that this is due to collaborative training between teachers and each program, since in this way all needs are met collaboratively, also achieving realistic profiles of teachers relates to developing improvement of programs before and during the teaching task.

Colombia and Argentina's Accomplishments in their Bilingualism Policies

After a review of language policies among non-English speaking countries such as Colombia and Argentina, we will now present the progress that each of these countries has achieved. According to a study made by the EF English Proficiency Index (cited by Merino, 2021) who investigated how and where English proficiency is developing around the world and analyzed the results of 2.2 million adults who took English tests in 2019. Countries were classified according to their level of proficiency in five levels: very high proficiency, high proficiency; moderate proficiency; low proficiency, and very low proficiency. This study shows that Argentina is classified in the group of countries with high proficiency in English, it is worth noting that it is the only Latin American country in this group, while Colombia, as well as Mexico and Ecuador, are in the group of countries with very low proficiency. Argentina occupied the 25th place and Colombia the 77th.

Comparing countries of Latin America, the report showed that Colombia has a very low English level occupying position 17 of 19 in Latin America. This is in accordance with Sánchez (2019) who mentioned that both teachers and students in Colombia have a low level of English after studying, comparing, and describing many results from the ICFES test and from the results of the study made by the EF English Proficiency Index. Figure 1 shows the results taken by the EF English Proficiency (cited by Merino, 2021) in which we can notice that Argentina is the country with the best English level in Latin America. The results were classified from 0 to 600 where 0 is the lowest English level and 600 represents the highest.

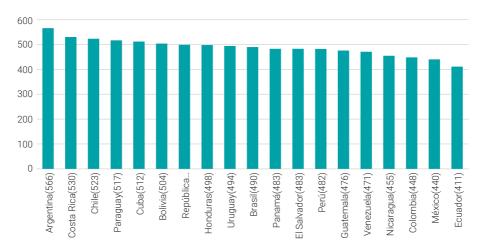


Figure 1. English level in Latin America

Note. This graphic shows the scores obtained in the EF English Proficiency by Latin American countries in the year 2020. **Source**: adapted from Merino (2021).

It can be observed that Argentina obtained a score of 566 occupying the first place, second Costa Rica with a score of 530 and Chile in the third place with 523 points, and Colombia occupying one of the last places with a score of 448 followed by Mexico with 440 points and the last place is for Ecuador with a score of 411.

A second study made by the EF English Proficiency Index (2021) shows that Argentina is ranked 30th out of 112 countries analyzed as shown in Table 1. The results were classified from 0 to 663 where 0 is the worst English level and 663 is the best English level. In this last survey, both Colombia and Argentina show a decline, Argentina dropped from 25th to 30th place and Colombia from 77th to 81st, both countries are still ranked in the same categories, Argentina in high proficiency and Colombia very low proficiency.

Table 1. Classification of countries according to their English level.

	Jiuooiiio	ation of countri	co anu				
Dominio Muy A l to		Dominio A l to		Dominio Moderado			
01 Países Bajos	663	14 Serbia	599	32 Hong Kong, China	545	44 República Dominica	ana 52
02 Austria	641	15 Rumania	598	33 España	540	47 Chile	5
03 Dinamarca	636	16 Polonia	597	34 Líbano	536	48 India	5
04 Singapur	635	17 Hungría	593	35 Italia	535	49 China	
05 Noruega	632	18 Filipinas	592	36 Moldavia	532	50 Georgia	
06 Bélgica	629	19 Grecia	591	37 Corea del Sur	529	51 Rusia	
07 Portugal	625	20 Eslovaquia	590	38 Bielorusia	528	52 Túnez	ŧ
08 Suecia	623	21 Kenia	587	39 Albania	527	53 Uruguay	5
09 Finlandia	618	22 Estonia	581	40 Ucrania	525	54 El Salvador	5
10 Croacia	617	23 Bulgaria	580	41 Bolivia	524	55 Honduras	5
11 A l emania	616	24 Lituania	579	42 Ghana	523	56 Perú	5
12 Sudáfrica	606	25 Suiza	575	43 Cuba	521	57 Macao, China	5
13 Luxemburgo	604	26 Letonia	569	44 Costa Rica	520	58 Irán	
		27 República Checa	563	44 Paraguay	520		
		28 Malasia	562				
		29 Nigeria	560				
	d	30 Argentina	556				
		31 Francia	551				
Dominio Bajo				Dominio Muy Bajo			
59 Armenia	499	73 Panamá	475	87 Afghanistán	448	100 Tailandia	4
	497	73 Venezuela	475	88 Uzbekistán	447	101 Kirguistán	4
60 Brasil				OO OZDONISTAIT		102 Omán	-4
60 Brasil 61 Guatemala	493	75 Argelia	474	89 Siria	445	TOE CITION	
		75 Argelia 76 Nicaragua	474 470			103 Tayikistán	4
61 Guatema l a	493	_		89 Siria	445		40
61 Guatemala 62 Nepal	493 492	76 Nicaragua	470	89 Siria 90 Jordania	445 440	103 Tayikistán	40 40
61 Guatemala62 Nepal63 Pakistán	493 492 491	76 Nicaragua 77 Madagascar	470 469	89 Siria 90 Jordania 90 Ecuador	445 440 440	103 Tayikistán 104 Arabia Saudita	40 40 40
61 Guatemala 62 Nepal 63 Pakistán 63 Etiopía	493 492 491 491	76 Nicaragua 77 Madagascar 78 Japón	470 469 468	89 Siria90 Jordania90 Ecuador92 México	445 440 440 436	103 Tayikistán 104 Arabia Saudita 105 Haití	40 40 40 40 40
61 Guatemala 62 Nepal 63 Pakistán 63 Etiopía 65 Bangladesh	493 492 491 491 490	76 Nicaragua 77 Madagascar 78 Japón 79 Qatar	470 469 468 467	89 Siria 90 Jordania 90 Ecuador 92 México 93 Myanmar	445 440 440 436 429	103 Tayikistán 104 Arabia Saudita 105 Haití 106 Somalia	40 40 40 40 40 40
61 Guatemala 62 Nepal 63 Pakistán 63 Etiopía 65 Bangladesh 66 Vietnam	493 492 491 491 490 486	76 Nicaragua 77 Madagascar 78 Japón 79 Qatar 80 Indonesia	470 469 468 467 466	89 Siria 90 Jordania 90 Ecuador 92 México 93 Myanmar 94 Angola	445 440 440 436 429 428	103 Tayikistán 104 Arabia Saudita 105 Haití 106 Somalia 107 Irak	40 40 40 40 40 39
61 Guatemala 62 Nepal 63 Pakistán 63 Etiopía 65 Bangladesh 66 Vietnam 67 Tanzania	493 492 491 491 490 486 485	76 Nicaragua 77 Madagascar 78 Japón 79 Qatar 80 Indonesia	470 469 468 467 466 465	89 Siria 90 Jordania 90 Ecuador 92 México 93 Myanmar 94 Angola 94 Camerún	445 440 440 436 429 428	103 Tayikistán 104 Arabia Saudita 105 Haití 106 Somalia 107 Irak 108 Libia	40 40 40 40 40 39 39
61 Guatemala 62 Nepal 63 Pakistán 63 Etiopía 65 Bangladesh 66 Vietnam 67 Tanzania 68 Mozambique	493 492 491 491 490 486 485	76 Nicaragua 77 Madagascar 78 Japón 79 Qatar 80 Indonesia 81 Colombia 82 Sri Lanka	470 469 468 467 466 465	89 Siria 90 Jordania 90 Ecuador 92 México 93 Myanmar 94 Angola 94 Camerún 96 Kazajistán	445 440 440 436 429 428 428 428	103 Tayikistán 104 Arabia Saudita 105 Haití 106 Somalia 107 Irak 108 Libia 109 Ruanda 110 República Democrática	40 40 40 40 40 39 39
61 Guatemala 62 Nepal 63 Pakistán 63 Etiopía 65 Bangladesh 66 Vietnam 67 Tanzania 68 Mozambique 69 Emiratos Árabes Un	493 492 491 491 490 486 485 482	76 Nicaragua 77 Madagascar 78 Japón 79 Qatar 80 Indonesia 81 Colombia 82 Sri Lanka 83 Mongolia	470 469 468 467 466 465 464 461	89 Siria 90 Jordania 90 Ecuador 92 México 93 Myanmar 94 Angola 94 Camerún 96 Kazajistán 97 Camboya	445 440 440 436 429 428 428 426 423	103 Tayikistán 104 Arabia Saudita 105 Haití 106 Somalia 107 Irak 108 Libia 109 Ruanda 110 República	40 40 40 40 40 40 39 38 38

Note. Data about the scores that countries around the world obtained in the study made by the English Proficiency Index in 2021.

It can be said that Argentina ranked first with the best English level of the region that is a high proficiency according to the study, but on the other hand, Colombia ranked the 17th place being one of the countries with very low English level alongside Ecuador and Mexico, those countries have a very low proficiency.

Table 2. English Level in Latin America

Country	Score	Level of English
Argentina	566	High
Costa Rica	530	Moderate
Chile	523	Moderate
Paraguay	517	Moderate
Cuba	512	Moderate
Bolivia	504	Moderate
República Dominicana	499	Moderate
Honduras	498	Moderate
Uruguay	494	Moderate
Brasil	490	Low
Panamá	483	Low
El Salvador	483	Low
Perú	482	Low
Guatemala	476	Low
Venezuela	471	Low
Nicaragua	455	Low
Colombia	448	Very low
Mexico	440	Very low
Ecuador	411	Very low

Note. This table shows the score all evel obtained by countries in English proficiency in the 2020.

Among the group of Latin American countries participating in the study, only one country achieved the classification of the high level of English, eight countries at a moderate level, seven at a low level, and three at a very low level. Figure 2 shows that 53% of the countries are located within the range of low and very low English levels, 42% have a moderate English level which means a low intermediate level, and just 5% with advanced communicative competencies. Argentina, Brazil, Chile, Colombia, and Uruguay, Countries where English as a Foreign or Additional Language (EFL/EAL) is taught have undergone the pressure of a worldwide trend in which English is being included in school curriculums from the early years of education (Miller et al., 2018).

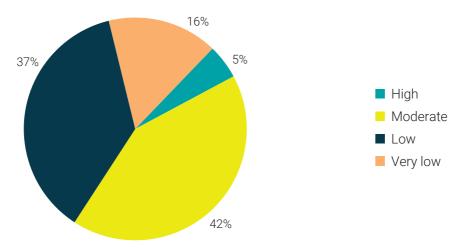


Figure 2. English level in Latin America Note. The graphic shows the percentages and English levels in Latin America. Source: English Proficiency Index (2021).

From these results, it is important to reflect on the reason for this marked difference, considering those countries have similar social, political, geographic, and economic characteristics. Do the bilingualism policies of each country have an impact on these results? Pozzo (2009) states that in Argentina, the National Education Law (N° 26.206) establishes the compulsory teaching of a foreign language in all primary and secondary schools in the country. The Framework for Language Teaching (cited by Pozzo, 2009) shows that foreign language education must be by level, the first Level seeks to start students in oral and written communication through the reception and production of oral texts. The second level must develop communication through the understanding and production of complex oral and written texts. Finally, for the third level, it is important to develop comprehension strategies, and critical analysis for the student to produce a fluent discourse. On the other hand, the requirement for language teachers is hard because they must credit high communicative and didactic competences to teaching. Porto et al. (2016) mention that Argentina has a century-long tradition of training EFL teachers but a comparatively shorter still successful history of foreign language (FL) research.

In Colombia, policies establish the compulsory teaching of a foreign language in all educative levels. According to these policies students should have a B1 level of English after graduating from high school, B2 after graduating from higher education and C1 for teachers of English and students who studied a bachelor's degree in languages. However, the results are not satisfactory. Sánchez (2019) mentioned the level of English of the students is low after studying, comparing, and describing many results from the ICFES test (evaluation of education in Colombia). He found that the 90% of high school students do not exceed the level corresponding to a user with a basic level of English (A1, A2). Besides, although the students from higher education have a better level of English this is still low according to MEN (2006).

According to El Tiempo (2021), it is striking that the mastery of this skill continues to be precarious, with 75 % of students reaching only levels A- and A1 (the lowest according to the Common European Framework), while only 2% have B+ level (which is not the highest in international standards but is the highest that ICFES evaluates). These findings generate controversy and concerns in the bilingual policies of Colombia since nowadays, mastering the English language has become a fundamental need to face the challenges of the 21st century, in a scenario dominated by globalization, competition between educational systems, the internationalization of professions and scientific and technological progress.

According to Torres (cited by Moreno et al., 2017) education must play a significant role in the orientation of society by developing in people the sufficient capacities to face the challenges of the world around us. To do this, Parra et al. (cited by Nieva et al., 2016) states that each society requires that its educational systems have an active participation to respond to society's demands and needs. Thus, any society that wishes to play a leading role in this knowledge-dominated environment and that seeks to resolve its problems, must consider its educational system as the engine and factor of dynamism. Cely (2021) affirms that, in Latin America, the teaching and learning of a foreign language continues to be a challenge in vocational training, especially to ensure that students graduate with knowledge and mastery of at least one foreign language.

Methodology

This research takes the qualitative approach and the constructivism paradigm because of the concordance they have with what is expected in this article. In accordance with Hammersley (2012) the qualitative approach is about understanding a phenomenon without numerical measurement. Likewise, according to Creswell (2018), this paradigm is the basis of qualitative studies. In the same way, this analysis is not based on numbers, it was based on a documentary examination of the bilingualism policies from Colombia and Argentina examining the author's feelings, opinions, and perspectives to provide a clever reflection.

In agreement with Ortega (2022), a qualitative method aims to interpret and analyze the information from documents, as it was done in this text. Therefore, documentary analysis is the design method of this paper for its use of documents. The

documentary review presents a non-experimental design where Hernández (2010) clearly explains that the non-experimental design of the research is to observe an existing phenomenon, as it is in its natural context.

The instrument used in the documentary review, was a grid built in Excel, which has the function of organizing the information from each of the articles considered in this documentary review, in a detailed manner, facilitating a full understanding of the articles and documents consulted.

Conclusions

Non-English-speaking countries like Colombia and Argentina have created bilingualism policies. That is, the importance of developing communicative competence in English as a foreign language is evident in both countries. Nonetheless, Argentina has achieved a good level of English while Colombia has a very low one. Likewise, Argentina has bilingualism policies that are inclusive, and this country has a long tradition of teaching foreign languages. Otherwise, Colombia does not have clarity in its bilingual policies.

Argentina has a good level of English because of its policies, due to the compulsory teaching of foreign languages in primary and secondary schools as Pozzo stated in 2009. Additionally, The Framework for Language Teaching (cited by Pozzo, 2009) maintains that this country asks teachers to be accredited with high communicative and didactic competence in teaching.

Colombia has bilingualism policies, but these are not clear causing the country not to achieve a good level of English. Colombia establishes policies where it is mandatory to teach English at all educational levels as in Argentina. Conversely, it is evident the existence of different programs that sometimes one overlaps the other, which shows little clarity in the language policies and lack of a clear plan with well-defined objectives that evidence moments of implementation and evaluation of the impact and achievement of each one before starting another new since bilingualism policies require long-term vision and commitment from of stakeholders that include students, parents, teachers, employers. (Matear, 2008).

Furthermore, Colombia has created bilingualism policies less inclusive than Argentina since those bilingualism policies do not regard all the Colombian population as indigenous or deaf children. Likewise, Lee (2020) states that there is a deficiency in the implementation of policies and the neglect of social justice issues, as well as policies to ensure processes of bilingual education in English-Spanish Colombia.

Argentina's inclusiveness and the requirement for teachers to have credited high communicative competence to teach makes this country a proficient level of English. In Colombia there are good initiatives to strengthen English language skills, nevertheless, Colombia does not regard inclusivity in its policies as well as they are not clear, making this country have a very low level of English.

To conclude, we can reflect that it is important that Colombia begins to create clearer policies without overlapping one by one, and it is crucial to include inclusivity to accomplish a good level of English. Likewise, considering that Argentina is shown as a leading country in the development of English communication skills, it would be interesting for governments to invest more in strengthening bilingualism strategies and programs following the model of successful countries such as Argentina.

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