

Analyzing the Impact of Bogotá's Bilingual Education Policies on the Development of
Communicative Competence at Public BEM School Ventiún Ángeles

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Abstract

This study evaluates the impact of Bogotá's bilingual education policies on the development of English communicative competence among 11th-grade students at Ventiún Ángeles Public BEM School. Drawing on national initiatives such as the National Bilingualism Program (2004–2019), Law 1651 of 2013, and Colombia Very Well! (2015–2025), as well as district frameworks like the Plan Distrital de Bilingüismo, and Agreement 992 (2025), the research examines how policy objectives align or fail to align with classroom realities. Using a case study, the analysis integrates quantitative data from standardized assessments (Saber 11, CEFR levels) with qualitative insights from teacher interviews and institutional documents. Findings reveal persistent gaps between policy rhetoric and practice, including structural limitations (teacher training, resources, overcrowding) and assessment of misalignments that privilege reading and grammar over authentic communicative tasks. While policies emphasize communicative competence and multilingualism, implementation often reduces bilingualism to English proficiency for economic competitiveness. The study highlights the need for inclusive, context-sensitive strategies that integrate teacher agency, intercultural dimensions, and authentic language use. Recommendations include rethinking assessment practices, strengthening institutional support, and broadening multilingual approaches beyond English.

Keywords: bilingual education, communicative competence, language policy, Bogotá, CEFR, Saber 11

Resumen

Este estudio analiza el impacto de las políticas de educación bilingüe de Bogotá en el desarrollo de la competencia comunicativa en inglés de los estudiantes de grado 11 del Colegio Público BEM Ventiún Ángeles. Basándose en iniciativas nacionales como el Programa Nacional de Bilingüismo (2004–2019), la Ley 1651 de 2013 y Colombia Very Well (2015–2025), así como en marcos distritales como el Plan Distrital de Bilingüismo y el Acuerdo 992 (2025), la investigación examina la coherencia o falta de ella entre los objetivos de política y las realidades del aula. A través de un estudio de caso, el análisis integra datos cuantitativos de evaluaciones estandarizadas (Saber 11, niveles CEFR) con evidencias cualitativas provenientes de entrevistas a docentes y documentos institucionales. Los resultados revelan brechas persistentes entre el discurso político y la práctica educativa, incluyendo limitaciones estructurales (formación docente, recursos, hacinamiento) y desajustes en la evaluación que privilegian la lectura y la gramática sobre tareas comunicativas auténticas. Aunque las políticas enfatizan la competencia comunicativa y el multilingüismo, su implementación suele reducir el bilingüismo al dominio del inglés como herramienta de competitividad económica. El estudio subraya la necesidad de estrategias inclusivas y contextualizadas que integren la agencia docente, las dimensiones interculturales y el uso auténtico del lenguaje. Se recomienda repensar las prácticas de evaluación, fortalecer el apoyo institucional y ampliar los enfoques multilingües más allá del inglés.

Palabras clave: educación bilingüe, competencia comunicativa, política lingüística, Bogotá, CEFR, Saber 11



Introduction

Over the last two decades, Bogotá has pursued ambitious bilingual and multilingual education policies with the aim of positioning itself as a competitive global city attractive to tourism, investment, and technological development. Beginning with the *Bogotá Bilingüe en 10 años* program in 2004, aligned with the National Bilingualism Program (2004–2019), the city sought to elevate English literacy as a driver of equity, educational excellence, and economic integration. Subsequent initiatives, including the *Plan Distrital de Bilingüismo*, (PDB), the *Yes, Bogotá* strategy, and more recent multilingual expansions into French and Portuguese, reflect the city's evolving commitment to language education. The approval of *Agreement 992 (2025)*, which institutionalized the *Política Pública de Multilingüismo*, further demonstrates Bogotá's intention to embed language learning into diverse sectors, from tourism and business to sports and recreation.

Despite these ambitious frameworks, standardized assessments reveal persistent shortcomings. Data from the Colombian Institute for Educational Evaluation (CIEE, 2024) show that most students remain at beginner levels of English proficiency, with only 4% reaching B2 according to the Common European Framework of Reference for Languages (CEFR). Complementary results from the Education First English Proficiency Index (2024) and PISA confirm low achievement, particularly among public school students. Scholars attribute these outcomes to structural limitations such as overcrowded classrooms, insufficient instructional hours, lack of qualified teachers, and limited opportunities for authentic communication. Policy inconsistencies, socioeconomic disparities, and infrastructural gaps further exacerbate the problem, while current policy orientations raise questions about how linguistic diversity and

inclusivity are addressed within educational practice.

These realities highlight a central concern: while Bogotá's bilingual and multilingual policies are ambitious in scope, questions remain about their effectiveness in supporting the development of communicative competence among students. In particular, the relationship between policy design and classroom practice requires closer examination in order to understand how educational goals are translated into learning outcomes. Addressing this gap requires a multidimensional evaluation that considers both quantitative outcomes and qualitative insights into how policies are experienced in schools.

Against this backdrop, the present study asks: How do bilingual policies at the national and district levels shape the English language skills and communicative competence of 11th grade students at Ventiún Ángeles Public BEM School in Bogotá? This question directs attention to the intersection of policy and practice, focusing on students' communicative development, teachers' experiences in applying bilingual frameworks, and the institutional and pedagogical factors that influence language learning.

The justification for this research lies in the urgent need to reassess Bogotá's bilingual education strategies. First, persistent low achievement levels demand a closer examination of whether current policies are effective in meeting their stated objectives. Second, structural and systemic barriers ranging from teacher preparation to classroom conditions must be analyzed to understand why ambitious goals have not been translated into meaningful outcomes. Third, equity concerns related to the privileging of English over other languages call for a more inclusive and context-sensitive approach to multilingualism. Finally, because public school students are the primary beneficiaries of Bogotá's language policies, evaluating their progress provides critical insights into whether these initiatives are advancing equity or reinforcing

existing disparities.

By integrating quantitative evidence from standardized assessments with qualitative insights drawn from teacher interviews and policy documents, this study offers a comprehensive evaluation of bilingual education in Bogotá. Its purpose is not only to identify the underlying causes of current limitations but also to generate practical recommendations for more inclusive and context-sensitive policy design. In doing so, the research seeks to bridge the persistent gap between ambitious bilingual policy frameworks and classroom realities, ensuring that language education advances both the city's global aspirations and its commitment to equity and cultural diversity. This leads to the central research question:

How do 11th-grade students at Veintiún Ángeles Public BEM School reflect the implementation of Colombia's national bilingual policies and Bogotá's District Bilingualism Plan through their development of English language skills and communicative competence?

Objectives

General Objective:

To analyze how the current bilingual policies in Bogotá, at both the national and district levels, influence the development of English communicative competence among 11th-grade students at Ventiún Ángeles Public School, which implements the Bilingual Educational Model (BEM).

Specific Objectives:

1. To examine the levels of English achieved by 11th-grade students in Ventiún Ángeles BEM public school based on standardized test results (e.g., Saber 11, CEFR levels).
2. To explore how educators perceive and experience the implementation of bilingual policies, including their alignment with classroom practices, pedagogical strategies, and institutional support mechanisms.
3. To identify institutional, pedagogical, and policy-related factors that shape the development of English at Ventiún Ángeles BEM public school.
4. To analyze the coherence between national and district-level bilingual policies and how this affects their implementation and effectiveness of a public school BEM school.

Theoretical Framework

Bilingualism and Bilingual Education

In the Colombian context, bilingualism has often been conceptualized as proficiency in Spanish and English, reflecting a limited and standardized understanding that overlooks the country's linguistic diversity (Gómez, 2017). From a critical perspective, this reduction is associated with broader ideological and policy-driven constructions of bilingualism, where English is positioned as a strategic resource linked to global competitiveness rather than as part of a multilingual and intercultural framework (Usma, 2009; Bonilla Medina, 2024).

Key critiques include:

- Adoption of CEFR standards without considering Colombia's infrastructure or teacher preparation (Cárdenas, 2006).
- Limited participation of teachers in policymaking processes and decision-making structures that shape bilingual education (González & Calle-Díaz, 2023; Jaramillo Calderón, 2025).
- Lack of articulation between different educational levels and inconsistent implementation across contexts (Cardona-Escobaret al., 2023).
- Inequities between public and private institutions, with private schools consistently outperforming public ones (Fedesarrollo, 2019).

Teacher training emerges as a recurring issue. Without proper professional development, bilingual initiatives cannot succeed (Cardona-Escobar et al., 2023; González & Calle-Díaz, 2023). Teachers often feel excluded from policymaking and face implementation challenges without adequate resources.

Recent studies (Sierra Ospina, 2020) reveal that teachers often experience challenges in engaging with bilingual education policies due to limited continuity in professional development and insufficient communication of policy initiatives. These conditions create tensions between policy expectations and classroom realities, leading teachers to adapt policy guidelines based on their own experiences and contextual constraints. As a result, scholars advocate for more inclusive and context-sensitive designs that recognize educators' perspectives and Colombia's linguistic diversity.

Bilingual Education in Colombia

Bilingual education in Colombia has been shaped by ambitious national policies that seek to align the country with global standards of language proficiency. The National Bilingualism Program (PNB), launched in 2004, established English as the primary foreign language to be taught across all levels of schooling. Its objectives included strengthening teacher training, integrating digital resources, and aligning curricula with the Common European Framework of Reference (CEFR). The program positioned English proficiency as a tool for equity, competitiveness, and international integration.

Bogotá, as the capital, adapted these national guidelines through the District Bilingualism Plan (DBP). This plan emphasized communicative skills, intercultural interaction, and expanded life opportunities for students. Within this framework, the Bilingual Educational Model (BEM) was introduced in selected schools, aiming to transform traditional practices through curriculum reform, resource allocation, and collaborative networks such as BEMNET.

Despite these efforts, bilingual education in Colombia has faced persistent challenges. Studies reveal low achievement in standardized tests such as Saber 11 and Saber Pro, particularly among rural and public-school students. Structural limitations, overcrowded classrooms,

insufficient instructional hours, and lack of qualified teachers have hindered progress. Moreover, tensions related to how bilingualism is conceptualized within policy frameworks raise questions about the inclusion of Colombia's linguistic diversity.

In the Colombian context, bilingual education policies have been critically examined as sociopolitical constructs influenced by global and economic agendas. Usma (2009) argues that language policies in Colombia are closely linked to globalization processes, which position English as a key resource for competitiveness. Similarly, Guerrero Nieto (2008) questions how bilingualism is conceptualized within national policies, highlighting that it often reflects limited and standardized definitions disconnected from local realities. More recent perspectives, such as Miranda et al. (2024), further emphasize that while multilingualism is promoted at a discursive level, English continues to dominate educational practices.

Language Policy in Colombia and Bogotá: Ideology, Alignment, and Implementation

Ideological Foundations and Critiques of Colombian Language Policy:

Language policies are not neutral frameworks, but rather reflect specific political, economic, and sociocultural agendas that shape how languages and speakers are valued within educational systems. In the Colombian context, scholars such as Usma (2009) argue that bilingualism has been constructed through policy as part of broader globalization processes, where English is positioned as a key resource for economic competitiveness. This perspective often reduces bilingualism to proficiency in Spanish and English, overlooking the country's multilingual realities and cultural diversity. Similarly, Miranda et al. (2024) highlight that recent multilingual policy initiatives in Colombia, while promoting diversity and interculturality at the discursive level, frequently coexist with practices that continue to privilege English as the dominant and legitimized language. National initiatives such as Colombia Bilingüe and

Colombia Very Well (2015–2025) exemplify this orientation, framing English proficiency as a pathway to economic development and international integration, while leaving broader multilingual perspectives insufficiently operationalized in educational practice.

From a critical perspective, Roux Millán (2023) further problematizes language policy in Colombia by introducing the notions of *unilingualism* and *unibilingualism*, which describe how bilingual policies may reproduce monolingual ideologies under the appearance of promoting bilingualism. According to this view, the prioritization of English does not necessarily expand linguistic diversity but rather restructures it hierarchically, reconfiguring linguistic hierarch. This perspective reinforces the idea that bilingual policy must be analyzed not only in terms of its stated objectives, but also in terms of its effects on linguistic equity and inclusion.

This perspective allows for a critical examination of how language policy in Colombia not only promotes specific language goals but also structures inequalities and tensions that become evident in classroom practice.

However, critical scholarships have identified significant tensions within this policy trajectory. Gómez (2017) highlights the persistent misuse of the term bilingualism, which is often simplified in ways that overlook the country's linguistic diversity, marginalizing indigenous and minority languages that form part of Colombia's linguistic diversity. These policies have also facilitated the commercialization of English education through private actors while largely excluding teachers' voices from policymaking processes. As a result, tensions have emerged in how policies are translated into classroom practice.

National analyses corroborate these concerns. Studies by Enciso Monsocua et al. (2021) and Fedesarrollo (2019) report consistently low achievement in English proficiency, particularly in rural areas and public schools. These outcomes are associated with structural challenges such

as socioeconomic inequality, limited institutional support, insufficient teacher preparation, and weak coordination between national, local, and school-level policies. Together, these analyses suggest that policy effectiveness cannot be assessed solely through stated objectives but must be examined through how policies align with assessment practices and educational contexts.

Policy Alignment: National and District Discourses versus Assessment Practices:

At both national and district levels, language policies reference the Common European Framework of Reference Languages (CEFR) and emphasize the development of communicative abilities. In principle, this suggests an alignment with communicative and action-oriented approaches to language learning. In practice, however, this alignment remains largely symbolic.

The principal mechanism used to measure policy outcomes the Saber 11 English test focuses predominantly on reading comprehension and discrete grammar and vocabulary items. This narrow construct of language ability creates a clear misalignment between policy goals, which emphasize communication, and assessment practices, which privilege form-focused and receptive skills.

Similar tensions are evident at the district level. Agreement 992 de 2025 promotes multilingualism, interaction, and interculturality, explicitly aligning with CEFR's action-oriented approach and recognizing linguistic diversity in Bogotá. In contrast, Agreement 1004 de 2025 frames English primarily as a strategic asset for competitiveness, tourism, and employability, risking a reduction of communicative competence to economic utility. This policy duality produces contradictory expectations within schools, where teachers are tasked with preparing students for high-stakes standardized tests while simultaneously fostering interactive, pragmatic language use.

This misalignment positions assessment as a critical site where policy ideology is

reinterpreted and, in some cases, contradicted through practice.

Policy Implementation and Teacher Agency in Public Education Contexts:

Policy implementation is not a linear process; it is shaped by how actors interpret, negotiate, and enact policy within specific contexts (Ball et al., 2012). Teachers, in particular, function as street-level bureaucrats (Lipsky, 1980), adapting policy mandates to the material, institutional, and pedagogical conditions of their schools. Despite this central role, teachers' voices remain largely absent from policy formulation, limiting coherence and constraining meaningful educational transformation.

Recent studies have also highlighted the importance of professional development and collaborative learning spaces in strengthening teacher agencies within bilingual education. For instance, Miranda et al. (2024) show that teacher communities and study groups focused on intercultural communicative competence can transform pedagogical practices by fostering critical reflection and contextualized strategies. These findings suggest that teacher agency is not only constrained by policy structures but can also be expanded through collective and reflective professional practices, which are essential for bridging the gap between policy discourse and classroom implementation.

Empirical studies highlight the consequences of this exclusion. Research by González and Calle-Díaz (2023) and Jaramillo Calderón, (2025) indicates that in many public-school contexts, teachers often face significant challenges in implementing bilingual education policies due to limited preparation and insufficient institutional support. As a result, English instruction is frequently adapted to local conditions, and in some cases delivered by non-specialized teachers, which reduces the effectiveness of policy implementation. These conditions illustrate how differences between teacher preparation, policy objectives, and classroom realities constrain

expected language learning outcomes.

These findings demonstrate that teacher agency mediates policy outcomes in powerful ways. Understanding how bilingual policies materialize in classrooms therefore requires close attention to implementation dynamics, institutional constraints, and educators' professional capacities. This perspective is essential for analyzing assessment results and instructional practices in BEM public schools, where policy expectations, assessment demands, and classroom realities intersect.

Communicative Competence in Bilingual Education

A central construct in this study is communicative competence, understood as a multidimensional concept that goes beyond the reduction of language learning to grammatical accuracy or isolated skills. From a sociolinguistic perspective, Hymes (1972) challenged purely structural views of language by arguing that competence involves the ability to use language appropriately according to social and cultural norms. Building on this foundation, Canale and Swain (1980) conceptualize communicative competence as comprising grammatical, sociolinguistic, discourse, and strategic components, thus integrating both knowledge of language and its functional use in context. Likewise, Bachman (1990) expands this model by proposing communicative language ability as an interaction between organizational and pragmatic knowledge, mediated by strategic competence. From a pedagogical perspective, Savignon (1997) emphasizes that communicative competence develops through the negotiation of meaning in authentic interactions, reinforcing the idea that language learning is inherently social and dynamic. In a similar vein, the Common European Framework of Reference for Languages (CEFR, 2001) frames learners as social agents, highlighting not only reception and production, but also interaction and mediation, and incorporating intercultural dimensions.

Together, these perspectives converge in underscoring that communicative competence cannot be reduced to discrete linguistic knowledge but must be understood as the ability to use language meaningfully in context. Consequently, these frameworks highlight key considerations for understanding how language learning and use are conceptualized within educational contexts.

However, in the Colombian context, the implementation of these theoretical principles presents important challenges. Recent research highlights that the operationalization of communicative competence often diverges from these theoretical foundations. Cardona-Escobar et al. (2023) show that language education practices are strongly shaped by structural and assessment conditions that privilege measurable outcomes aligned with standardized policies, often prioritizing measurable aspects of language use over broader interactional and sociocultural dimensions. Similarly, Bonilla Medina (2024) calls for a critical re-examination of communicative competence within applied linguistics, emphasizing the need to incorporate multicultural, context-sensitive, and critical perspectives. These contributions reinforce the need to understand communicative competence not only as a theoretical construct, but as a contested and contextually redefined practice within specific educational settings.

This conceptualization is particularly relevant for analyzing bilingual education policies in Colombia, where tensions persist between communicative objectives and assessment practices that emphasize standardized forms of evaluation.

Assessment and Communicative Competence

In bilingual education, assessment must be conceived as more than the mechanical act of measuring outcomes; it is a formative practice that defines how language learning is interpreted, valued, and enacted. While measurement provides numerical indicators, assessment also carries interpretive and pedagogical weight, shaping classroom practices and informing policy

evaluation. This broader perspective is particularly relevant in Colombia, where the Saber 11 English test aligned with the CEFR and designed to place students from pre-A1 to B1 levels privileges reading comprehension, grammar, and vocabulary. Such emphasis contrasts with the communicative goals established in the MEN Standards. Drawing on Canale and Swain's (1980) framework, communicative competence encompasses grammatical, sociolinguistic, discourse, and strategic dimensions. Yet, the Saber 11's reliance on discrete items privileges forms over function and fails to capture authentic language use. This contrast raises questions about the validity of employing these assessments to gauge the impact of bilingual policy, highlighting the need to reconsider the role of assessment within bilingual education frameworks.

From a critical standpoint, this misalignment between communicative models and assessment practices can also be understood as part of broader tensions within language policy. Roux Millán (2023) argues that assessment systems often reinforce reductive conceptions of language by prioritizing formal and standardized aspects of language use, thereby limiting opportunities for authentic communication. In line with this perspective, Miranda et al. (2024) highlight the importance of integrating intercultural and contextual dimensions into assessment practices, ensuring that evaluation reflects not only linguistic knowledge but also participation in meaningful communicative contexts.

Conceptual Framework (Articulation with the MABA Axes)

This project examines how bilingual policies are interpreted and enacted in a public BEM school by triangulating teacher interviews, school curriculum, policy documents, and the Saber 11 English module. It is grounded in the principles of the Maestría en Ambientes Bilingües de Aprendizaje (MABA), which promotes a communicative, social, and critical perspective on language learning, moving beyond instrumental approaches. The study articulates three key axes:

Learning Environments, Bilingualism, and Education Management and Innovation as complementary lenses for understanding and transforming bilingual education practices (Universidad Santo Tomás, 2024).

Axis A: Learning Environments

The MABA framework understands learning environments as socio-pedagogical ecosystems, where language learning is shaped by cultural, affective, and institutional dynamics. In this sense, school is not only analyzed as an institutional setting but as a space where policies are interpreted, negotiated, and transformed through everyday practices.

In this study, this perspective is applied by examining how bilingual policies materialize in the daily interactions between teachers, students, and curricular structures at Ventiún Ángeles Public BEM School. The project gives particular attention to how classroom practices, assessment demands, and institutional conditions influence the development of communicative competence. Rather than assuming the classroom as a neutral space, the project analyzes how factors such as teacher agency, student participation, and socioemotional conditions shape language learning. For instance, the pressure to prepare students for the Saber 11 exam may limit opportunities for authentic communication, revealing tensions between policy discourse and pedagogical practice.

Axis B: Bilingualism

From the MABA perspective, bilingualism is conceived as a social, cultural, and educational right, rather than merely a technical competence in English. It emphasizes inclusion, interculturality, and the recognition of students' diverse linguistic repertoires.

This study depicts this axis by analyzing the gap between policy intentions and actual classroom practices, particularly in how communicative competence is defined, taught, and

assessed. While national and district policies promote communicative and intercultural bilingualism, the Saber 11 English module tends to prioritize reading comprehension and grammatical knowledge, which may not fully reflect students' communicative abilities. This allows the research to identify if bilingual education practices in the school align with inclusive and intercultural goals or remain limited to an instrumental view of English.

Axis C: Technology, Innovation, and Education Management

The MABA framework highlights technology as a key dimension for expanding participation and promoting linguistic equity in bilingual education. Digital environments are understood not only as tools but as spaces for interaction, collaboration, and access to diverse forms of communication.

In this study, this axis is addressed by analyzing how institutional practices and policy implementation may incorporate the potential of technology to support more inclusive language learning. Although the project does not focus on digital tools, it considers how access to resources, multimodal materials, and assessment formats (such as standardized tests) shape students' opportunities to engage with language meaningfully.

From an education management perspective, the study connects macro-level policies, meso-level institutional decisions, and micro-level classroom practices, providing insights into curriculum alignment, teacher support, and assessment of literacy. It also opens the possibility of understanding how innovation could help bridge the gap between communicative policy goals and current assessment practices.

Overall, this study aligns with MABA vision of language education as a situated, social, and transformative practice because it understands the school as a socio-pedagogical environment where policy and practice interact, interprets bilingualism as an inclusive and

context-sensitive process, rather than a purely technical skill, and recognizes the potential of technology and innovation to foster participation and linguistic equity. By integrating these three axes, the study provides a more comprehensive understanding of how bilingual policies are enacted in practice and generates context-aware insights to improve bilingual education in Bogotá's public schools.

Table 1

Timeline of Activities

Actividades/ Tiempo	MES 1				MES 2				MES 3				MES 4				MES 6				MES 7				MES 8				MES 9				MES 10				MES 11				MES 12			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4				
Revisión literatura																																												
Formulación problema																																												
Formulación pregunta de investigación y objetivos																																												
Diseño metodológico																																												
Diseño instrumentos																																												
Solicitud de aval institucional y consentimiento informado																																												
Aplicación y revisión de instrumentos																																												
Transcripción y organización de datos																																												
Análisis de resultados																																												
Redacción informe final																																												
Revisión y ajustes finales																																												

Note. Created by the authors, 2026

Methodology

Building on the MABA conceptual framework, the study moves into its methodological design. By grounding the analysis in the three axes Learning Environments, Bilingualism, and Education Management and Innovation, the research can connect theoretical principles with the realities of classroom practice. This foundation justifies the choice of a qualitative, case study approach, ensuring that the investigation captures the situated, multidimensional nature of bilingual policy enactment at Ventiún Ángeles Public BEM School. The case study approach is appropriate because it allows for an in-depth exploration of how bilingual policies are enacted and experienced within a specific institutional context: Ventiún Ángeles Public BEM School in Bogotá. By situating the school within both Colombia's National Bilingualism Program (PNB) and Bogotá's District Bilingualism Plan (DBP), the research examines the interplay between national directives and local adaptations. The combination of qualitative and quantitative methods ensures a holistic understanding of student outcomes, teacher experiences, institutional support, and the alignment of classroom practices with policy objectives.

Type of Research and Design

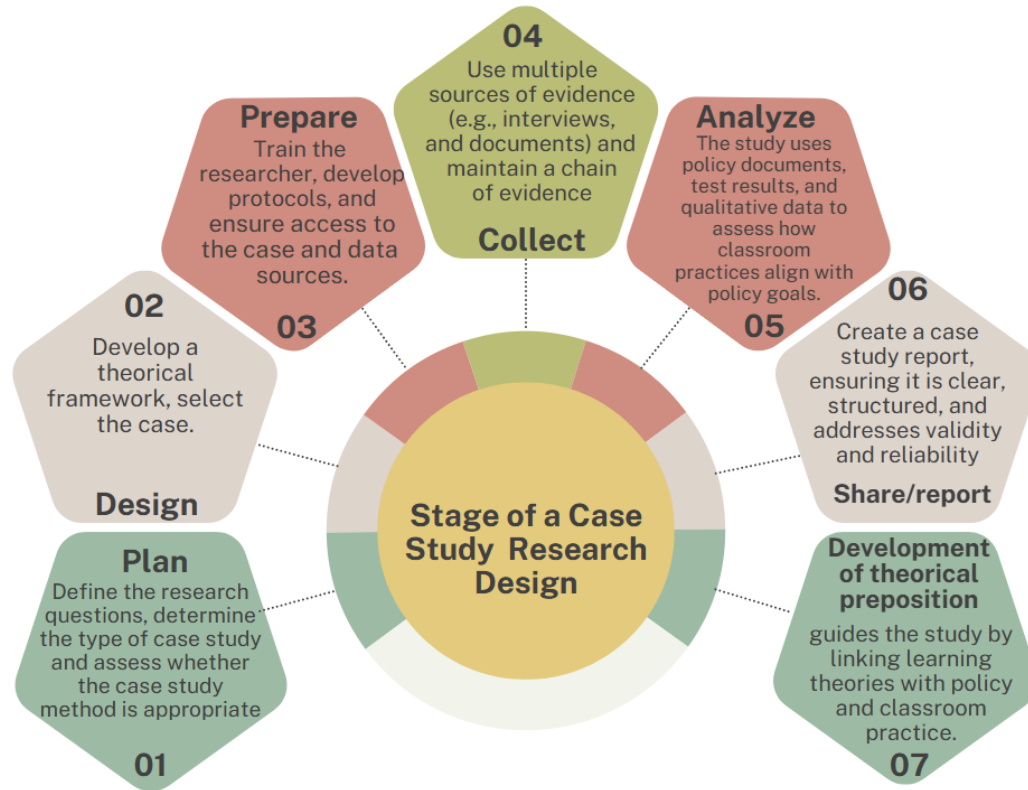
This study adopts a primarily qualitative methodology, as its central aim is to understand how bilingual and multilingual education policies are interpreted, enacted, and experienced within a specific school context. Such processes require attention to meaning-making, perspectives, and situated practices (Denzin & Lincoln, 2018). While quantitative information specifically Saber 11 English results is incorporated, these data serve a supportive, descriptive role. They contextualize proficiency patterns emerging from policy implementation rather than shifting the interpretive core of the study. In Creswell and Plano Clark's terms, the project is

qualitative-dominant, integrating quantitative strands to obtain complementary data that enhance interpretation without altering its qualitative orientation (2011). Thus, the quantitative component corroborates and situates qualitative insights about teacher experiences, institutional conditions, and policy enactment, while the methodological approach remains primarily interpretive and context-focused (Creswell & Plano Clark, 2011).

The research design follows a case study approach, integrating multiple data sources to evaluate how Bogotá's bilingual public policies are enacted and experienced within the BEM school Ventiún Ángeles IED. Guided by Gerring (2007) and Yin (2014), the design ensures depth, rigor, and credibility by combining quantitative data from Saber 11 results with qualitative evidence from teacher interviews and institutional documents. This approach is particularly appropriate because it enables an in-depth exploration of a contemporary phenomenon within its real-life context. Case study research allows examination of the complex interplay between policies, practices, assessments, and actors holistically (Griffee, 2018), aligning with the study's purpose of understanding bilingual policy enactment as a situated, multidimensional process. In conducting this case study, we follow the six stages of case study research outlined by Robert K. Yin, as discussed in Gerring (2007):

Figure 1

Stage of Case Study Research Design



Note. Conceptual summary created by the authors, based on Gerring (2007) and Yin (2014).

For this study, 7 steps based on the steps of Gerring (2007) and Yin (2014) were implemented, but given the nature of the project, the researchers opted for their own model.

1. Plan

This initial stage involves defining research questions to concrete the purpose of this investigation. Also, determining the type of the case study and assessing whether the case study and method is appropriate, exploring the relationship between the Colombia and Distrito policies with a real context.

2. Design

At this stage, a theoretical framework was developed with the key words selected for this research such as bilingualism, communicative competence, bilingual education in Colombia and Bogota. According to the context of Veintiun Angeles School to analyze the Impact of Bogotá's Bilingual Education Policies at this Public BEM School.

3. Prepare

This study employs methodological triangulation by integrating quantitative and qualitative evidence with documentary analysis. The combination of standardized test results, teacher interviews, and policy documents enhances credibility and situates findings within both institutional and policy contexts.

4. Collect

Case studies require multiple sources of evidence to capture the complexity of social phenomena and to ensure credibility through triangulation (Yin, 2014). In this study, we integrated quantitative, qualitative, and documentary data to examine how bilingual education policies are enacted at the school level and how they interact with national and district frameworks. The school provided all the documents to be analyzed.

5. Analyze

Four interviews with 11th-grade English teachers explore bilingual policy enactment, pedagogical strategies, assessment practices, and institutional supports or constraints.

National and district texts including the PNB/PPNB, Colombia Very Well, and

Bogotá's Agreements 992 and 1004 (2025) are examined alongside Secretaría de Educación de Bogotá guidelines. School-level documents such as the PEI, English curriculum, and area plans clarify curricular intentions, instructional hours, and

assessment practices. Official Saber 11 practice booklets (2024) are analyzed to inspect item formats, construct coverage, and task demands.

After analyzing the data were coded into categories (e.g. policies and conceptual alignment, pedagogical practice, evaluation, infrastructure, technology and collaborative networks) while quantitative data was provided with contextual support.

6. Share/ report

The reporting phase of this study involved the organization and presentation of findings through a structured analytical framework that integrated all data and addresses validity and reliability.

7. The last stage of this research is that according to the results, support the argument that policy implementation is not linear but shaped by contextual factors, as highlighted by Cárdenas (2006) and Spolsky (2004). Furthermore, the study posits that the dominance of standardized assessment and the emphasis on English for economic purposes contribute to the fragmentation of communicative competence. These propositions constitute a basis for rethinking bilingual education policies from a more contextualized, equitable, and holistic perspective.

Case Study Context: Colegio Veintiún Ángeles IED

The case selected for this study is *Colegio Veintiún Ángeles IED*, a public institution in Bogotá that operates under the Bilingual Educational Model (BEM). Its selection was purposeful, as the school represents a relevant context for analyzing the implementation of national and district bilingual education policies within the public education system. As Gerring (2007) suggests, case study research benefits from the selection of cases that provide both depth and representativeness, allowing for an understanding of broader policy dynamics through a

specific institutional setting.

The choice of this institution is also justified by its alignment with bilingual policy initiatives, including the National Bilingualism Program (PNB), the District Bilingualism Plan (DBP), and programs such as *Colombia Very Well*. Furthermore, as part of Bogotá's BEM network, the school participates in collaborative and pedagogical initiatives intended to strengthen communicative competence and bilingual practices, positioning it as a strategic site for examining how policy is enacted in practice.

Located in Suba, Bogotá D.C., with its main campus in the Tuna Alta neighborhood, the school serves approximately 3,068 students distributed across preschool, primary, and secondary levels, operating under a two-shift system. It also offers technical programs in areas such as Systems, Business Sciences, and Communication Design, reflecting its orientation toward both academic and professional development. The institution is part of the city's Red Académica and participates in initiatives related to bilingualism, inclusion, and educational innovation promoted by the Secretaría de Educación Distrital.

In terms of bilingual education, the school incorporates English instruction within its curriculum, including content-based approaches such as teaching certain subjects in English. It has also engaged in academic collaborations and international exchanges that enrich its bilingual and intercultural dimensions. However, as observed in this study, students' communicative competence tends to be assessed primarily through reading and writing, while interactional, strategic, and intercultural dimensions remain less visible.

The focus on 11th-grade students responds to their role as the final stage of secondary education and the primary population assessed through the Saber 11 exam, making them a key group for evaluating the outcomes of bilingual policy implementation. In this sense, *Colegio*

Veintiún Ángeles IED constitutes a representative case for exploring how national and district bilingual policies are interpreted, adapted, and enacted within a public-school context, highlighting both opportunities and constraints in the development of communicative competence.

Population for the Case Study

For a study on how 11th grade students at *Ventiún Ángeles Public BEM School* reflect Colombia's national bilingual policies and Bogotá's District Bilingualism Plan through their English language development and communicative competence, the population would be:

- **Target Group:** All 11th grade students enrolled at *Ventiún Ángeles Public BEM School*.
- **Characteristics:**
 - Adolescents (typically 15–17 years old).
 - Public school students represent diverse socioeconomic backgrounds.
 - Learners are exposed to bilingual education policies through the school's curriculum.
 - Students per grade are divided into three groups or levels (Level 1: beginners, level 2: intermediate, and level 3: Advance) since 2025
- **Educational Context:**
 - Students are in their final year of secondary education, a critical stage where bilingual policies expect measurable outcomes (often aligned with CEFR levels A2–B1).
 - They have had sustained exposure to English instruction under both national and district bilingual frameworks.
 - Students see the science subject in English

- **Policy Relevance:**

- This group embodies the intersection of national policy goals (English proficiency for global competitiveness) and district priorities (equity, interculturality, and inclusion).
- Their communicative competence reflects how effectively these policies translate into classroom practice.

Why is 11th Grade?

- **Capstone Year:** It's the culmination of secondary education, where bilingual policy outcomes are expected to be most visible.
- **Assessment Readiness:** Students are often evaluated for graduation, external exams, or university entrance, making their communicative competence measurable.
- **Policy Reflection:** Their skills serve as a mirror of how well bilingual policies have been implemented across their schooling trajectory

The population is the entire cohort of 11th grade students at Ventiún Ángeles Public BEM School, representing the lived outcomes of Colombia's bilingual education policies and Bogotá's District Bilingualism Plan.

The population corresponds to a Purposive Sampling. Since the study focuses on policy reflection, you intentionally select 11th graders as they represent the culmination of bilingual education outcomes.

Even though teachers are not part of the main population of this study, their role is crucial since they shape how policies are enacted and how communicative competence is taught and assessed. The researchers included them as a secondary or complementary population. The

researchers framed them as key informants, not subjects of measurement.

The following are the profiles of the three eleventh grade English teachers (afternoon shift) and their bilingualism leader of the school. The teachers are actively teaching English in the school and direct involved in implementing bilingual and communicative competence strategies. By including both students and teachers, your study captures the full ecology of bilingual policy implementation: students as the outcome population, and teachers as the mediating population. This dual design strengthens validity and provides actionable insights for both classroom practice and policy refinement.

Table 2

11th grade teachers' profile

	JC	NP	YP	WB
Age	63 years old	42 years old	46 years old	54 years old
Gender	Male	Male	Female	Male
Education	Licenciatura en filología en idiomas (Universidad Nacional)	Licenciatura en Educación Básica con Énfasis en Humanidades	Licenciatura en educación básica con énfasis en humanidades	
	Maestría en Educación (Universidad Pedagógica Nacional)	Español en inglés. (Universidad Pedagógica)	lengua castellana – inglés.	
	Maestría en Lingüística Aplicada en la Enseñanza del Español como Lengua Extranjera (Universidad Javeriana)	Maestría en Evaluación y Aseguramiento de la Calidad de la (Educación de la U Externado)	Maestría en lingüística Aplicada en la enseñanza del inglés (Universidad Francisco José de Caldas).	
Work Experience	Approximately 30 to 32 years of experience in language teaching processes in public and private institutions (schools)	13 years teaching at all levels from first to eleventh grade.	20 years teaching in the Humanities area at preschool, elementary, and secondary levels	Around 23 years working in other public and private schools, with experience in English teaching and



and universities).

participation in
bilingual
projects.

Position held at the school	Bilingualism			
	Leader: their role is more focused on coordination rather than direct classroom teaching with students. He works in immersion classrooms when the assigned teacher is not available. (8 years)	Foreign Language Teacher (English) for 8th to 11th grade, advanced level.	Foreign Language Teacher (English) for 8th to 11th grade, beginner level.	Humanities Area Teacher (English), intermediate level for 6th, 9th, 10th, and 11th grades.
Number of years at Veintiún Ángeles School	4 years / Afternoon shift	2 years / Afternoon shift	8 years / Afternoon shift	1 year / Afternoon shift

Note. The table depicts the profile of the 4 schoolteachers interviewed for the study. Created by the authors for analytical purposes.

Data Sources and Collection

This study employs methodological triangulation by integrating quantitative and qualitative evidence with documentary analysis. The combination of standardized test results, teacher interviews, and policy documents enhances credibility and situates findings within both institutional and policy contexts.

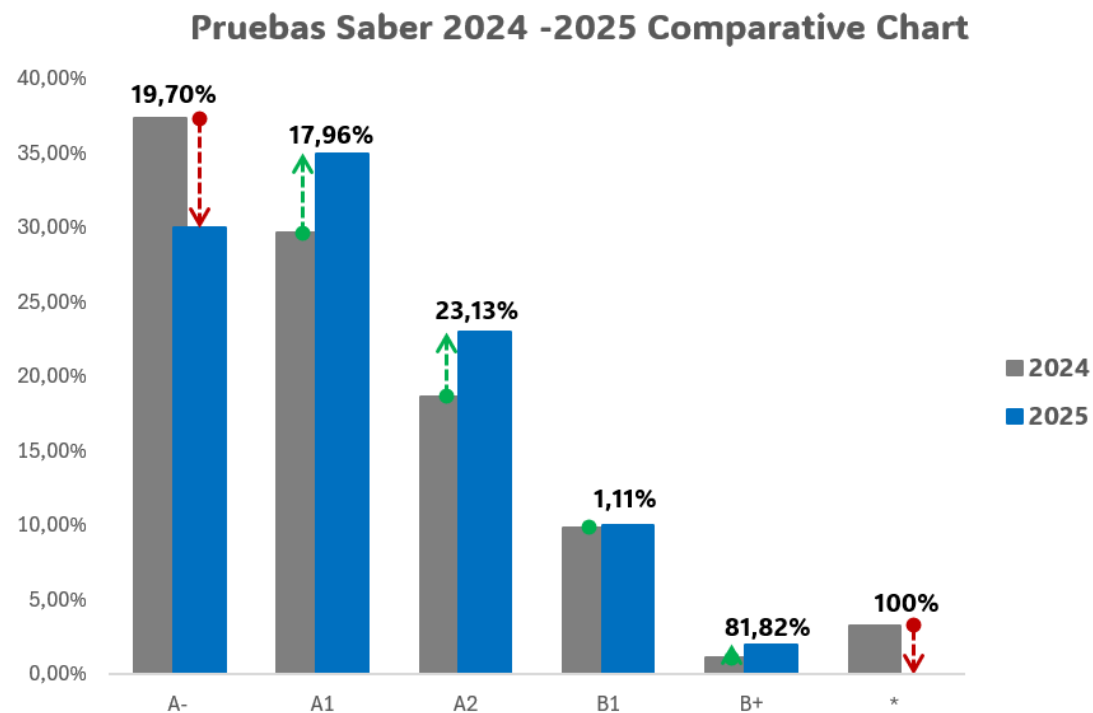
Standardized Test Results (Quantitative, Supportive) (See [Annex A](#))

The Saber 11 English module provides CEFR aligned benchmarks of 11th grade proficiency. These results serve as a descriptive indicator of student attainment relative to national policy targets. While the test focuses mainly on reading and grammar, descriptive and inferential statistics are applied to identify trends and correlations, situating qualitative insights

within a national assessment frame.

Figure 2

Pruebas Saber Test Results 2024-2025 Ventiún Ángeles School



Note. Data correspond to the Pruebas Saber 11 English results for the 11th grade students at Ventiún Ángeles school. The figure was created by the authors for analytical purposes.

Semi-Structured Interviews (Qualitative, Core) (See [Appendix C](#))

Four interviews with 11th-grade English teachers explore bilingual policy enactment, pedagogical strategies, assessment practices, and institutional supports or constraints. The semi-structured format ensures consistency while allowing flexibility to probe school-specific issues. Data are analyzed thematically to identify recurring codes and patterns, providing depth to the study and complementing quantitative findings.

Policy and Document Analysis (Qualitative, Core) (See [Annex B](#))

National and district texts including the PNB/PPNB, *Colombia Very Well*, and Bogotá's Agreements 992 and 1004 (2025) are examined alongside Secretaría de Educación de Bogotá guidelines. School-level documents such as the PEI, English curriculum, and area plans clarify curricular intentions, instructional hours, and assessment practices. Thematic coding highlights coherence and tensions between frameworks and classroom realities.

Test Instruments and Practice Materials 2024 (Analytic Comparison) (See [Annex C](#))

Official Saber 11 practice booklets (2024) are analyzed to inspect item formats, construct coverage, and task demands. This comparison reveals how assessment instruments operationalize policy goals and whether they align with communicative competence objectives.

This chapter outlines the data collection strategy designed to support case study methodology. Case studies require multiple sources of evidence to capture the complexity of social phenomena and to ensure credibility through triangulation (Yin, 2014). In this study, we integrated quantitative, qualitative, and documentary data to examine how bilingual education policies are enacted at the school level and how they interact with national and district frameworks.

In this case study, the researchers designed the data collection strategy to capture the complexity of bilingual policy implementation across national, district, and school levels. Because case studies require multiple sources of evidence to ensure depth and credibility, we employed methodological triangulation that integrates quantitative, qualitative, and documentary data. This design allowed us to situate classroom realities within broader policy frameworks while maintaining a close focus on the lived experiences of teachers and students.

The researchers selected standardized test results to provide measurable indicators of

student proficiency aligned with national policy targets. This quantitative data offered a benchmark against which we could evaluate school level attainment. To complement these measures, we conducted semi-structured interviews with teachers and organized student focus groups. These qualitative instruments gave voice to participants and illuminated the pedagogical practices through which policies are enacted.

At the same time, we analyzed policy and institutional documents including national programs such as the Programa Nacional de Bilingüismo and Colombia Very Well, district frameworks such as Agreements 992 and 1004, and school-level curricula and improvement plans. Document analysis provided the necessary foundation for understanding stated objectives and expectations, which we then contrasted with classroom practices. Finally, we examined assessment instruments such as the official Saber 11 practice booklets to evaluate how policy goals were operationalized in testing formats.

By combining these instruments within a case study design, we ensured that each source of evidence contributed to a holistic understanding of bilingual education. Quantitative data established proficiency benchmarks, qualitative data revealed human and institutional dimensions, and documentary analysis clarified policy intentions. Together, these sources allowed us to triangulate findings, strengthen validity, and highlight the points of convergence and divergence between policy expectations and classroom realities.

Data Analysis

The researchers designed the data analysis process to align with the case study methodology and to ensure credibility through triangulation. This approach integrated documentary, quantitative, qualitative, and comparative analyses, each contributing distinct perspectives to the research questions.

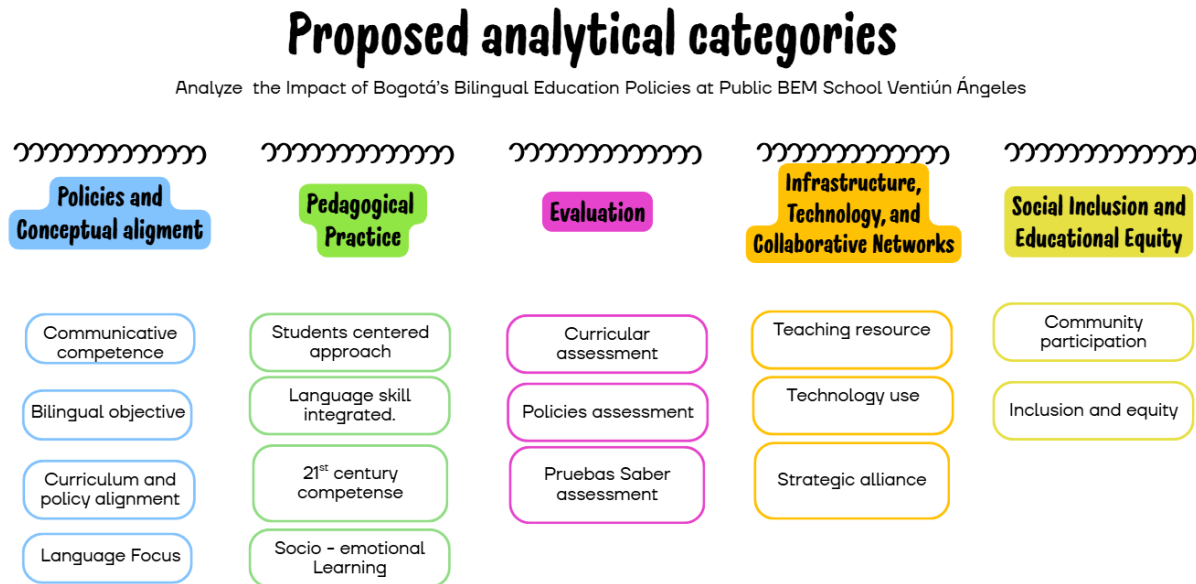
The researchers examined policy texts through thematic coding to identify recurring goals, strategies, and expectations, highlighting both coherence and tensions between national and district frameworks. The researchers analyzed exam results and proficiency scores using descriptive statistics to present distributions of student performance and compared school-level outcomes with national and district benchmarks to assess alignment with policy objectives. The researchers coded interview transcripts and analyzed classroom observation notes to identify themes related to communicative competence, teacher experiences, institutional support, and policy alignment.

Finally, the researchers conducted a comparative analysis that triangulated findings across all sources, contrasting policy expectations with classroom realities. This approach revealed areas of alignment, divergence, and gaps between national directives, district initiatives, and school-level implementation. To ensure validity and reliability, they employed member checking with teachers and, when appropriate, students, and we documented coding and analysis procedures in detail. Following Creswell (2015), we strengthened trustworthiness by cross-analyzing exam scores, teacher interviews, and policy documents, which allowed us to identify consistencies and discrepancies between policy intentions, implementation processes, and student outcomes.

Results Analysis

Table 3

Analytical Categories



Note. Created by the authors.

Policies and Conceptual Alignment

This category examines how bilingual education policies are conceptually constructed and how their main ideas align, or fail to align, across different levels of implementation. It brings together four key dimensions, namely communicative competence, bilingualism objectives, curriculum and policy alignment, and language focus. Each dimension explores how language education is understood within policy frameworks, drawing on national and district policy documents, curriculum guidelines, and standardized assessment systems. In this sense, the category focuses on how bilingual education is defined and structured across policy frameworks, curriculum design, and assessment systems. More specifically, it examines the coherence of key

concepts, such as communicative competence and bilingualism, and how these are articulated across institutional levels, without addressing their direct implementation in classroom contexts.

The aim is to identify the degree of coherence across these levels and to explore whether policy intentions are reflected across these institutional dimensions. This category makes it possible to trace how central concepts, such as communicative competence and bilingualism, shift in meaning depending on where they are implemented, and how orientations like multilingualism, English dominance, communicative approaches, or instrumental goals become visible within the system. For this reason, this category was selected as it captures a central tension of the study, the relationship between policy discourse, and what happens in schools.

Communicative competence appears as a central goal across national and district policies, curriculum design, and classroom practice, although its meaning changes depending on the level. At the national level, it is defined as the ability to use language in real contexts and is measured through exams such as Saber 11 ([Annex C](#)), aligned with the CEFR. This framework introduces certain tensions, it promotes learners as social agents and highlights interculturality, but at the same time organizes language into functional levels (A1–C2), which can feel limiting given that competence depends on context and interaction (Savignon, 1997).

District policies reflect different orientations. Agreement 1004 frames English within an economic and instrumental logic, linking it to globalization, competitiveness, and tourism ([Annex B](#)). In contrast, Agreement 992 emphasizes inclusion and multilingualism, recognizing indigenous languages and prioritizing interaction and practice ([Annex B](#)). Despite these differences, both rely on ideas of measurement and performance. At the institutional level, the curriculum promotes English use in academic interaction and distinguishes between linguistic, sociolinguistic, and pragmatic competences, yet in practice it tends to prioritize grammar and

structure, often linking language learning to employability.

This tension becomes more visible in standardized test results. Most students remain at basic levels (A1–A2), and only a small percentage reach B1 ([Annex A](#)). The exam focuses mainly on reading comprehension and vocabulary, with limited attention to interaction and strategic dimensions, which limits the way communicative competence is reflected in evaluation.

Rather than a fixed concept, communicative competence shifts across levels of implementation. Policies present it as contextual and interactive, but assessment reduces it to measurable outcomes. The curriculum reflects these same tensions, and evaluation reinforces a partial view. Teachers attempt to expand their meaning through interaction and engagement, though these efforts remain uneven. In this sense, this construct appears inconsistent across levels of implementation, shaped by both communicative intentions and the pressures of assessment systems.

Bilingualism is also presented as a key goal across policies, curriculum, assessment, and classroom practice, yet it does not appear as a single unified construct. National policy frames it as a functional tool for global competitiveness and academic opportunities, setting targets such as reaching B1 by the end of secondary school. District policies diverge, Agreement 992 (2025) promotes multilingualism, interculturality, and linguistic diversity, while Agreement 1004 (2025) emphasizes English as an academic and instrumental resource for higher education and complex tasks.

At the institutional level, the curriculum follows progression and highlights the four communicative skills, yet in practice it reflects a narrow language focus, leaving multilingual perspectives aside. Assessment through Saber 11 does not explicitly state bilingualism objectives and instead aligns with instrumental orientations that position English as a resource for

certification and performance. The test privileges individual comprehension over interaction, narrowing bilingualism to a cognitive activity.

Across levels, bilingualism has different meanings, functionality, academic, and intercultural, without clear alignment. Although policies present it in broad terms, the emphasis on measurable proficiency and employability reveals a dominant instrumental orientation. Agreement 992 (2025) introduces a more inclusive vision, but this remains mostly discursive, as curriculum and assessment continue to narrow the scope of bilingualism to a limited linguistic focus. Teachers attempt to broaden this understanding, but their efforts are uneven and context dependent. As a result, bilingualism appears conceptually broad but operationally limited.

The relationship between bilingualism policy and practice is uneven and often remains at a formal level. National policy establishes targets and measurable outcomes but offers limited guidance for classroom implementation. Agreement 992 (2025) promotes inclusion and multilingualism, though without clear curricular mechanisms its impact remains largely discursive. Agreement 1004 (2025), in contrast, connects more directly to classroom practice, as its emphasis on academic language and critical thinking is reflected in activities such as debates and text analysis ([Annex B](#)).

The curriculum follows progression and emphasizes communicative skills yet is organized around a single dominant language with little evidence of multilingual or intercultural dimensions ([Annex A](#)). Assessment through Saber 11 aligns technically with CEFR but narrows language use to reading comprehension and contextual tasks.

Across policies, curriculum, assessment, and classroom practice, English remains the dominant language despite references to multilingualism and diversity. National policy and Agreement 1004 (2025) prioritize English as the main foreign language, linking it to

competitiveness and employability. Agreement 992 (2025) promotes a broader vision that includes foreign and indigenous languages, but this orientation is not consistently reflected in practice.

The curriculum is structured around English proficiency aligned with CEFR standards, emphasizing communicative skills while excluding other languages. Standardized assessment through Saber 11 reinforces this orientation, evaluating English from Pre A1 to B1 through reading comprehension and contextual tasks, with no space for multilingual perspectives.

Pedagogical Practice

This category examines how bilingual education policies are interpreted and enacted in classroom settings. It focuses on teachers' practices, instructional decisions, and contextual constraints, highlighting differences between policy discourse and the realities of teaching and learning. Following Shkedi's (2005) perspective, categories in qualitative research emerge from recurring patterns, meanings, and relationships identified in the data, rather than being predefined. In this study, multiple data sources, including teacher interviews, curriculum documents, and assessment analyses, consistently pointed to classroom experiences as the central space where tensions between policy and practice become evident. Therefore, "Pedagogical Practice" is established as a key analytical category, as it captures how bilingual education policies are interpreted, negotiated, and implemented in real educational contexts.

In the initial phase, coding and categorization, recurrent patterns and topics were revealed from the gathered data: teachers' accounts of their instructional approaches, references to assessment practices such as preparation for Saber 11, evidence of restricted use of communicative activities, descriptions of student participation and classroom engagement, as well as observations regarding structural and contextual constraints such as limited time, scarce

resources, and overcrowded classrooms. These recurring indicators appeared consistently across multiple data sources and, in line with Shkedi's (2005) framework, were organized and consolidated into a wider conceptual category identified as, it was already mentioned, Pedagogical Practice. Within this framework, the records and field data not only resonated with the policy rhetoric but also highlighted the ways in which such policy is put into practice, recontextualized, and materialized within classroom settings.

Building on the analysis of this category and its direct connection to the research problem, this inquiry highlights the classroom as the central point from which it is possible to the mediation between policy intentions and learning outcomes. Studies state there is a sustained tension between the intentions of the policy discourses (which promote communicative, student-centered learning) and traditional pedagogical practices that prevailed widely test-oriented and grammar-focused, particularly influenced by standardized assessments such as Saber 11. This agreement with the national test preparation often hinders the interaction and limits language learning to more formal aspects of linguistic knowledge. Thus, Pedagogical Practice surfaces as a central category as it is within the classroom experience where the discrepancy between policy and implementation becomes most evident.

Given the main category, it is necessary to define the sub-cats. Based on the theoretical premises which state that categories are not arbitrary constructs, but rather the result of the interaction between the researcher's conceptual perspective and the empirical evidence obtained, 4 subcategories underpin below from the main category. These come into being emerging insights which are the result of careful reading, constant comparison, and analytical reflection from data, and all its foreseeable connections. These four subcategories stem from not only possible connections but also from causal and contextual conditions which enrich its

interpretation. Consequently, the analytical mapping of the data is essential for enabling the emergence of meaningful findings, such as the category “Pedagogical Practice” within the study. This mapping derives in four subcategories, which were not randomly chosen they highly represent key dimensions of teaching and learning identified in the data:

At Ventiún Ángeles School, despite bilingual policies promoting a student-centered, communicative approach, classroom practices show little to no implementation of these principles. In classrooms, teachers tend to define bilingualism as the ability to use English in real life situations, promoting speaking and listening while linking language learning to opportunities such as travel and academic growth. Even so, bilingualism is largely equated with English proficiency and shaped more by teacher practices than by consistent institutional guidelines. Teaching remains heavily influenced by preparation for standardized tests (Saber 11), an emphasis on grammar and reading comprehension, and teacher-directed instruction, which contradicts the discourse proposed in educational policy. Classroom practices follow the same pattern, teachers emphasize the target language and connect it to students’ interests, while testimonies highlight the marginalization of indigenous languages and limited institutional support for broader language planning. In this way, language focus reflects broader institutional and ideological structures in which English functions as both a pedagogical goal and a gatekeeping language. Multilingualism remains present at the discursive level but constrained in practice by curriculum design, assessment systems, and institutional priorities. Unfortunately, as a natural consequence, students end up primarily as passive recipients of knowledge rather than active participants in communicative activities, resulting in fewer opportunities for interaction and meaningful language use. Overall, pedagogical practice shows only partial alignment with student-centered principles due to assessment of pressures and structural

limitations.

This subcategory relates to the integration of the four language skills such as listening, speaking, reading, and writing as essential components of communicative competence (Canale and Swain; CEFR). However, the data reveals a clear imbalance in teaching practice, where reading and writing are the predominant skills, while oral expression and listening comprehension are neglected and remain underdeveloped. This imbalance is reinforced by standardized assessment practices such as Saber 11, which prioritize receptive skills over productive ones, and it may limit opportunities for interaction. In contrast, teacher interviews show a stronger emphasis on communication, particularly speaking and listening, often connected to students' interests and everyday experiences ([Appendix D](#)). However, this approach varies across teachers and tends to focus on practical communication, with limited development of intercultural dimensions. While communicative competence is conceptually understood as multidimensional, the research data suggest that in school practice it is largely reduced to receptive skills. This lack of coherence between curricular intentions and assessment demands results in a fragmented approach to language teaching, which ultimately limits students' opportunities to develop comprehensive communicative competence.

This subcategory comprises 21st-century skills such as critical thinking, collaboration, communication, and digital literacy. However, research findings reveal limited implementation of these skills in teaching practice, despite regulatory frameworks like Colombia Very Well and Agreement 992, which emphasize global competitiveness and innovation. Similarly, in practice, there is restricted use of technology for interactive purposes, few opportunities for collaborative learning, and a strong emphasis on individual performance aligned, once again, with standardized tests. This reveals a clear contradiction between general policy objectives aimed at

preparing globally competent citizens and micro-level classroom practices explicitly focused on exam preparation. Consequently, 21st-century skills are reduced to instrumental uses of English rather than being developed as part of a holistic educational approach. Overall, their integration into pedagogical practice remains weak, as teaching prioritizes measurable outcomes over transformative learning.

Social-emotional learning refers to the ability to manage emotions, build relationships, develop self-confidence, and participate meaningfully in learning. For this subcategory, the results show that while schools recognize the importance of social-emotional support through institutional frameworks such as the Institutional Educational Project (IEP) and inclusion policies, its implementation in teaching practice is limited. Factors such as large classrooms, time constraints, and the pressure of standardized testing limit teachers' ability to foster interactive and emotionally supportive learning environments. Consequently, although social-emotional learning is present at the institutional level, it is not truly and consistently integrated into language teaching practices. Thus, it remains largely implicit rather than explicit, limiting its potential contribution to the development of communicative competence.

Classroom practice shows the weakest alignment, as teachers rely on their own interpretations, producing varied outcomes ([Appendix D](#)). Interviews highlight uncertainty and differences between policy design and classroom reality. In this sense, bilingualism policy operates as a layered system in which each level redefines communicative goals. Broader visions tend to remain discursive, while curriculum and assessment prioritize measurable skills. Teachers adapt these frameworks to their contexts, but implementation remains fragmented due to contextual, social, cultural, and economic constraints.

Evaluation

The category of evaluation emerges in this study as a central analytic lens for understanding how bilingual policies are translated into measurable outcomes and how these outcomes shape pedagogical realities in a public BEM school. Grounded in qualitative categorization principles (Shkedi, 2005), this category integrates evidence from curricular documents, policy texts, standardized assessments (Pruebas Saber 11), and teacher interviews. It allows for a critical examination of the alignment between policy discourses that promote communicative competence and assessment practices that operationalize it in restricted and reductive ways.

From a theoretical perspective, evaluation in bilingual education cannot be understood as a neutral or purely technical process. Rather, it functions as a powerful policy instrument that legitimizes certain language practices while marginalizing others. Canale and Swain (1980) define communicative competence as the integration of grammatical, sociolinguistic, discourse, and strategic competences, emphasizing that all components are necessary for meaningful communication. Similarly, Bachman (1990) conceptualizes communicative language ability as a combination of organizational and pragmatic knowledge, mediated by strategic competence. These models highlight that valid language assessment must go beyond the measurement of discrete linguistic forms and account for language use in interactional and contextualized settings. However, one of the most significant findings in this category is the persistent divergence between communicative competence as articulated in policy and as reflected in assessment, particularly Pruebas Saber 11. While national and district bilingual policies and the CEFR frame learners as social agents who use language for interaction, mediation, and participation (Council of Europe, 2001), Pruebas Saber 11 evaluates English almost exclusively through reading comprehension, vocabulary recognition, and controlled language use. This

assessment design privileges grammatical and limited discourse competence while excluding sociolinguistic and strategic dimensions, thereby limiting the range of communicative abilities it represents.

This misalignment directly responds to the research question of this project, which asks how 11th-grade students reflect the implementation of bilingual policies through their development of English skills and communicative competence. The findings show that students' "reflections" of policy implementation are mediated less by classroom communicative practices and more by what is assessed and reported. The predominance of A1–A2 results and the low percentage of students reaching B1 or above do not necessarily indicate an absence of communicative abilities but instead reveal the limitations of the assessment tool used to represent them. As Savignon (1997) argues, communicative competence "exists only in interaction" and cannot be inferred solely from decontextualized comprehension tasks. Thus, the evaluation system redefines communicative competence as an individual, cognitive, and measurable performance, masking richer, albeit uneven, communicative practices observed in classrooms.

Another key finding is the instrumentalization of evaluation within bilingual policy frameworks. Drawing on critical language policy theory, assessment functions as a mechanism of control that aligns language learning with economic competitiveness rather than with social or intercultural communication (Ricento, 2006; Spolsky, 2004). This is particularly evident in the alignment between Pruebas Saber 11, the Plan Nacional de Bilingüismo, and Agreement 1004 (2025), which emphasize internationally comparable standards, certification, and employability. In contrast, Agreement 992 (2025), which promotes multilingualism, inclusion, and intercultural interaction, lacks concrete assessment mechanisms to operationalize these goals. As a result, multilingual and equity-oriented objectives remain mostly in discursive plane, while English-

only, test-driven evaluation becomes the de main indicator for policy success.

At the institutional level, the curricular assessment framework mirrors these tensions. The English curriculum for grade 11 adopts a formative and communicative discourse using rubrics, portfolios, oral assessment, and self- and peer-evaluation aligned with CEFR descriptors. Yet, this discourse coexists with constant reliance on “evaluación final tipo SABER,” institutionalizing standardized assessment as the culminating measure of achievement. This duality reflects what Ball et al. (2012) describe as policy enactment under pressure, where schools attempt to balance pedagogical ideals with accountability demands. Consequently, assessment of privileges planned, formal language production and academic argumentation, while spontaneous interaction, negotiation of meaning, and strategic competence remain marginal.

Teacher interviews further reveal that evaluation strongly shapes pedagogical decisions, often generating tension between communicative teaching intentions and test preparation requirements. Teachers report incorporating “preguntas tipo Saber” into classroom evaluation to align with external expectations, even when they recognize that these questions do not capture students’ full communicative repertoires. This reinforces Shohamy’s (2001, 2017) argument that high-stakes language tests operate as implicit language policy, redefining what counts as legitimate language knowledge and influencing curriculum, teaching, and learner opportunities.

In relation to the general objective to analyze how bilingual policies influence the development of English communicative competence the evaluation findings suggest that policy influence is most visible at the level of assessment rather than instruction. While teachers attempt to foster communicative abilities through speaking and listening activities, these efforts are uneven and weakly legitimized because they are not structurally embedded in institutional or

national evaluation systems. Thus, communicative competence is partially developed, inconsistently assessed, and ultimately overshadowed by standardized representations of proficiency.

When looking at the category of evaluation, it reveals that bilingual policy implementation at Ventiún Ángeles Public BEM School is constrained by an assessment regime that narrows communicative competence to forms of evaluation that can be formally assessed and compared. Evaluation does not merely measure outcomes; it actively reshapes the meaning of bilingualism and communicative competence, privileging English reading-based performance over interaction, multilingualism, and equitable participation. These findings highlight the importance of reconsidering assessment practices to better support communicative language development in public education contexts.

Infrastructure, Technology, and Collaborative Networks

This category is a crucial analytical dimension in this study because it reveals the material, organizational, and relational conditions that enable or constrain the implementation of bilingual education policies at Ventiún Ángeles Public BEM School. Following Shkedi's (2005) qualitative approach, categories are not imposed on a priori but derived from recurring patterns across data sources. In this case, analysis of policy documents, the English curriculum, Pruebas Saber 11 materials, and teacher interviews consistently highlighted limitations related to physical infrastructure, access to technology, and the sustainability of institutional alliances. These recurring indicators justified the consolidation of these elements into a single analytical category that examines how policy ideals are reshaped by contextual conditions.

From a conceptual standpoint, infrastructure and technology are not neutral supports but central components of what Ball et al. (2012) describe as policy enactment. Policies are not

merely implemented; they are interpreted and enacted within specific material and institutional contexts. Similarly, the CEFR (Council of Europe, 2001) frames communicative competence as dependent on opportunities for exposure, interaction, and mediation conditions that presuppose adequate physical spaces, technological resources, and access to authentic communicative environments. When these conditions are not guaranteed, the development of this construct becomes uneven and restricted, regardless of policy discourse.

One of the most significant findings within this category is the constant insufficiency and scarcity of infrastructure to support bilingual learning. Teacher interviews repeatedly point to the absence of language laboratories, insufficient sound equipment, overcrowded classrooms, and poor acoustic conditions, all of which significantly affect opportunities for listening and speaking activities. This finding reinforces national diagnoses of bilingual education in public schools, where lack of infrastructure undermines communicative goals (Fedesarrollo, 2019; Enciso Monsocua et al., 2021). From a communicative competence perspective, this scarcity functions as a form of “hidden curriculum”: certain language skills, particularly reading and grammar, become prioritized as they align, but because they are less dependent on technological and spatial resources.

Technology use constitutes a second key dimension of this category. While national and district policies and the MABA framework adopted in the study conceptualize technology as a means to foster equity, participation, and innovation, findings show that technology at school level is mainly instrumental and compensatory, rather than transformative. Digital tools are used sporadically to reinforce vocabulary or comprehension, but rarely as spaces for interaction, collaboration, or multimodal communication. This aligns with Savignon’s (1997) warning that communicative competence cannot develop through exposure to static inputs alone but requires

interaction and negotiation of meaning. Likewise, Canale and Swain's (1980) model highlights strategic and sociolinguistic competence, which demand unpredictable communicative situations something technology could facilitate, yet is not structurally embedded in practice.

Moreover, access to technology is uneven and often depends on teachers' and students' personal resources. Interviews reveal that many teachers rely on their own devices, internet connections, or personal funds to compensate for institutional gaps. While this demonstrates strong teacher agency (González & Calle-Díaz, 2023), it also confirms Lipsky's (1980) notion of teachers as street-level policy actors operating under constrained conditions. Crucially, this reliance on individual effort undermines equity: students with access to devices and connectivity benefit more from digital exposure, while others are systematically disadvantaged. As Shohamy (2017) argues, when resources condition access to language learning opportunities, assessment and outcomes tend to reflect privilege rather than competence.

The third dimension of this category, collaborative networks and strategic alliances, reveals both potential and fragility. Policies such as the PNB and Agreement 992 promote alliances with universities, embassies, and institutions like the British Council as mechanisms to enhance authenticity and reduce gaps between public and private education. Data from interviews confirm that alliances (e.g., immersion programs, teacher training, cultural exchanges) positively affected student motivation and provided authentic communicative experiences. These findings resonate with Hymes' (1972) view of communicative competence as participation in real speech communities rather than simulated classroom tasks. However, the study also reveals that such alliances are irregular and intermittent, often disrupted by administrative changes and budget cuts. This discontinuity limits their long-term pedagogical impact and creates unequal access across cohorts and teachers. Ball et al. (2012) argue that when reforms depend on

temporary projects rather than institutionalized structures, they fail to transform core practices. In this case, collaborative networks enrich the bilingual program symbolically and motivationally but remain peripheral rather than structurally integrated into curriculum progression or assessment frameworks.

The evidence shows that students' communicative development reflects not only policy intentions but also infrastructural and institutional constraints that reshape those intentions, addressing directly to the research question of this study. Limited exposure to listening, interaction, and digital communication results in a form of communicative competence that is more closely connected to dominant evaluation practices (reading and grammar) than to broader policy intentions. While policies envision inclusive, communicative, and innovative bilingual education, the lack of sustained material and institutional support restricts their effectiveness. As a result, infrastructure and technology play a central role in shaping how bilingual policy is experienced and translated into account.

Social Inclusion and Educational Equity

The category emerges as a key analytical dimension in this study because it addresses how bilingual education policies articulate and enact principles of fairness, participation, and recognition within a public BEM school context. Following Shkedi's (2005) qualitative framework, categories are constructed from recurring meanings and patterns identified across data sources rather than imposed in advance. In this study, consistent references to vulnerable populations, unequal access to resources, limited community participation, and uniform assessment practices justified the emergence of this category. It captures how equity-oriented policy discourse interacts with institutional, curricular, and assessment of realities, revealing differences between stated intentions and lived educational experiences.

From a theoretical perspective, educational equity in bilingual education extends beyond access and permanence to include meaningful opportunities for participation, learning, and recognition of learners' diverse linguistic and social backgrounds. Canale and Swain's (1980) model of communicative competence emphasizes that language ability develops through opportunities for use, interaction, and strategic engagement. Similarly, Savignon (1997) argues that communicative competence "exists only in interaction," implying that equitable language education requires conditions that enable all learners to participate meaningfully in communicative practices. When exposure, resources, or assessment conditions are uneven, equitable conditions are affected, even if access to schooling is formally guaranteed.

One of the most relevant findings in this category is that inclusion and equity are strongly present at a discursive level but weakly operationalized in practice. National and district bilingual policies, particularly Agreement 992 (2025), explicitly prioritize socially and economically vulnerable populations and promote inclusion, multilingualism, and participation. However, these principles are not translated into concrete curricular or assessment mechanisms. The English curriculum incorporates socio-emotional competences such as empathy, agency, and coexistence, but these are framed as individual dispositions rather than as structural strategies for differentiated instruction or assessment. As a result, inclusion functions largely as an ethical statement rather than as a pedagogically enforceable principle.

Assessment practices further reinforce this gap. The reliance on uniform evaluation frameworks, especially Pruebas Saber 11, assumes equal exposure to English and comparable learning conditions across students. Research cited in the study (Fedesarrollo, 2019; Enciso Monsocua et al., 2021) demonstrates that such assumptions disproportionately affect public-school students, whose opportunities for English exposure are mediated by socioeconomic and

technological conditions. Savignon (1997) cautions that assessments ignoring learners' conditions risk measuring privilege rather than communicative competence. In this sense, equity is framed as equality of standards rather than equity of opportunities, reproducing structural inequalities under the guise of objectivity.

Community participation constitutes another central dimension of this category. While bilingual policies rhetorically promote shared responsibility among schools, families, and communities, findings from interviews and curricular analysis reveal minimal and uneven community involvement, particularly family participation in bilingual learning. Teachers consistently report that most families lack the linguistic and economic capital to support English learning at home, which limits continuity beyond the classroom. Drawing on policy enactment theory, Ball et al. (2012) argue that participation invoked without structural support remains symbolic. In this study, community participation is expected but not scaffolded, effectively shifting responsibility to families without addressing socioeconomic constraints.

The findings suggest that students' communicative development reflects not only pedagogical practices but also broader inequities in access to resources, community support, and learning opportunities. Although students formally participate in a BEM program, their capacity to develop communicative competence is unevenly distributed, shaped by factors such as access to technology, family support, and stable exposure to English. Thus, students "reflect" policy implementation through stratified outcomes rather than through equitable communicative development referring to the research question.

Although national and district policies place strong emphasis on interculturality and multicultural recognition, this dimension is weakly enacted in classroom practices. Agreement 992 (2025) explicitly frames bilingual and multilingual education as a means to foster

intercultural dialogue, social cohesion, and respect for linguistic and cultural diversity. However, evidence from teacher interviews and curricular analysis suggests that interculturality remains largely discursive rather than pedagogical. Teachers acknowledge the presence of students from diverse cultural and social backgrounds and occasionally refer to values such as respect, coexistence, or tolerance; nevertheless, these references are not systematically translated into intercultural learning activities or language practices. English instruction continues to privilege standardized content and decontextualized topics, with limited incorporation of students' cultural experiences, local identities, or alternative forms of meaning-making. This reflects the importance of interaction in language learning, which remains limited in practice. The absence of structured opportunities for intercultural exchange constrains learners' ability to use language as a tool for cultural negotiation. Similarly, García and Wei's (2014) translinguaging perspective acknowledged in policy discourse finds little resonance in classroom practice, where English remains the sole legitimized medium and other linguistic and cultural resources are marginalized. As a result, multiculturalism functions primarily as a normative value embedded in policy language rather than as an operational principle guiding instruction, interaction, and assessment. This reinforces Gómez's (2017) notion of *discursive multiculturalism*, in which diversity is symbolically recognized but practically excluded from everyday educational processes.

Cultural and linguistic diversity is another aspect of inclusion that remains weakly integrated. Teachers acknowledge the presence of indigenous and culturally diverse students, yet a single language continues to function as the primary medium of instruction of bilingual education, aligned with national and district instrumental orientations. García and Wei's (2014) translinguaging framework explicitly referenced in this project highlights the importance of valuing learners' full linguistic repertoires. However, curricular and assessment practices in this

context adopt monolingual logic, marginalizing other languages and forms of linguistic identity.

This reinforces what Gómez (2017) describes as discursive multilingualism: diversity is acknowledged in policy language but excluded from educational practice.

This category shows that policy influence is filtered through inequitable structural conditions. While policies aim to promote equity, their implementation often maintains existing inequalities due to lack of differentiated pedagogical support, equity-sensitive assessment, and institutional mechanisms for inclusion. Teachers attempt to compensate through individual effort, but without systemic backing, these efforts remain fragmented and insufficient to counterbalance structural inequities.

In sum, the category of Social Inclusion and Educational Equity reveals that bilingual education at Ventiún Ángeles Public BEM School operates within a tension between inclusive policy discourse and standardized, resource-dependent practice. Inclusion is conceived mainly as access to English instruction, while equity in terms of participation, recognition, and differentiated support remains underdeveloped. This finding underscores that without aligning curriculum, assessment, and community engagement to equity-oriented principles, bilingual policies risk reinforcing the very inequalities they seek to address.

Conclusions

This case study identified persistent differences between bilingual education policies and their implementation in classroom practice at Ventiún Ángeles BEM School. Although national and district policy frameworks promote communicative competence, integrated language skills, student-centered learning, and socio-emotional development, classroom practices continue to be shaped by the demands of standardized assessments, particularly Saber 11. As a result, language instruction tends to prioritize grammar, reading comprehension, and test preparation over communicative and interactive approaches.

The findings also showed that educational objectives associated with collaboration, critical thinking, communicative competence, and multilingual development are only partially reflected in daily teaching practices. Additionally, the analysis of Saber 11 results from 2024 and 2025 revealed that most students remain at basic proficiency levels (A1–A2), with a limited number reaching the B1 target established by national bilingual policy. These outcomes reflect differences between policy expectations and measured performance.

Furthermore, the study found limited coherence among national, district, and school-level bilingual policies. While some frameworks emphasize standardized proficiency and competitiveness, others promote multilingualism, inclusion, and interculturality; however, these principles are not consistently translated into curriculum design and assessment practices. This creates ambiguity in implementation and encourages schools to prioritize measurable outcomes.

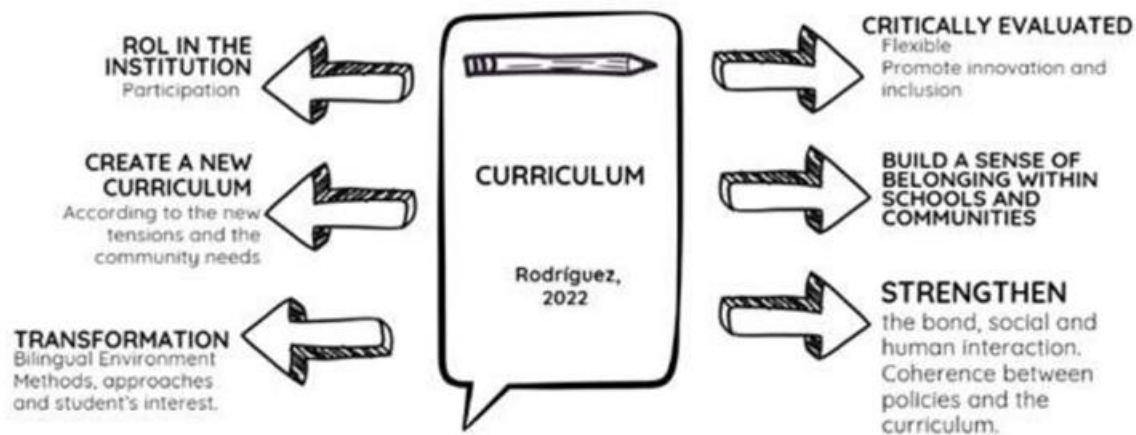
Overall, the findings indicate that bilingual education is shaped by multiple and sometimes contradictory policy orientations rather than a unified model of implementation. Therefore, there is a need to promote inclusive, flexible, and context-sensitive pedagogical strategies that respond to students' realities and support broader forms of communicative

development beyond standardized testing.

Contributions to the Bilingual Learning Environments

This study contributes to the field of bilingual learning environments by extending discussions beyond identifying gaps and proposing implications for educational policy and pedagogical practice. Rather than viewing bilingual education only through performance indicators, the findings support understanding bilingual learning environments as dynamic and context-responsive ecosystems where curriculum, assessment, and social realities interact (Rodríguez, 2022).

Figure 3



Note. Adapted from Rodríguez (2022). Created by the authors.

From a policy perspective, this study highlights the need to strengthen coherence between bilingual education policies and classroom implementation. Although national frameworks emphasize communicative competence and internationally informed standards, assessment practices continue to privilege standardized measures that may not fully represent authentic language development or contextual diversity. This contribution aligns with previous discussions on the limitations of language policies and the importance of adapting educational initiatives to local realities (Cárdenas, 2006; Cardona-Escobar et al., 2023; Gómez, 2017).

From a pedagogical perspective, the study contributes to current conversations on assessment by supporting more formative, contextualized, and inclusive approaches to language evaluation. In line with sociocultural perspectives of bilingual education, the findings reinforce the idea that language learning should recognize students' diverse linguistic repertoires and create opportunities for meaningful participation inside and outside the classroom (García & Wei, 2014).

Additionally, this project contributes to professional reflection by encouraging teachers and educational stakeholders to reconsider assessment not as a mechanism of classification but as a tool that supports learning, teacher agency, and student development. This perspective is consistent with holistic approaches to bilingual education that advocate for flexible and context-sensitive educational practices (Rodríguez et al., 2024).

Finally, the study contributes to future educational research by opening possibilities for exploring alternative assessment models and incorporating the perspectives of students and teachers in the design and implementation of bilingual education initiatives. Such directions may support the development of more equitable and meaningful bilingual learning environments

Recommendations for Future Research

This research contributes to the ongoing discussion about bilingual education policies and English language learning in public schools in Bogotá. Through the analysis of national and district bilingual policies, this study provides a better understanding of how these initiatives are reflected in classroom practices and in the development of students' communicative competence in English.

The findings of this project may serve as a reference for future researchers and undergraduate students interested in bilingualism, language policies, and English teaching in Colombian public schools. In addition, this study highlights the importance of considering the realities of teachers and students when implementing bilingual education programs, since policy expectations do not always match the educational context of each institution.

Future studies could continue exploring this topic by comparing bilingual education processes in different public schools or by analyzing students' perspectives about learning English in bilingual environments. Researchers may also examine the impact of teacher training, access to resources, and classroom methodologies on students' language development. Furthermore, future research could explore how bilingual policies influence educational opportunities, academic performance, and social equity in diverse school communities.

Recommendations

- Future research could give greater importance to students' voices by creating spaces where they can share their experiences, opinions, and feelings about learning English and preparing for exams such as Saber 11. Listening directly to students may help researchers develop a deeper understanding of how bilingual education policies affect not only academic performance, but also students' motivation, confidence, participation, and emotional experiences in the classroom. Including students' perspectives can provide a more human and meaningful view of the realities behind bilingual education processes in public schools.
- In addition, future studies could benefit from including classroom observations as part of the research process. Observing lessons and classroom interactions may allow researchers to better understand how bilingual policies are reflected in everyday teaching practices, student participation, and classroom dynamics. Being closer to the educational context can also help researchers identify both the challenges and positive practices that emerge during English language teaching and learning. This type of direct observation may contribute to more complete and realistic analyses of bilingual education in Bogotá public schools.
- Finally, it is important to continue promoting awareness among institutions, school administrators, and teachers about the value and purpose of educational research. In many cases, schools may feel hesitant to participate in research processes because they may perceive them as evaluations or forms of criticism. For this reason, future investigations should encourage more collaborative and supportive relationships with educational communities, emphasizing that research seeks to understand realities, reflect on educational practices, and contribute positively to the improvement of teaching and

learning processes. Creating open spaces for dialogue and participation may help institutions feel more comfortable sharing their experiences and may strengthen future educational research in bilingual contexts.

Ethical Considerations

The study adheres to ethical research standards. Participants provided informed consent, and their identities are protected through anonymization. Institutional approval was obtained from the school and the university's ethics committee.

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Appendices

Appendix A

Semi-Structured Interview Questionnaire

This appendix contains the questions made to the bilingualism leader and the three eleventh grade English teachers.

- **Document 1:** Interview Questionnaire Bilingualism Leader

- **Document 2:** Interview Questionnaire English teachers

Appendix B

School and Teachers' Approval

This appendix contains the endorsement and consents of the School and the English teachers to participate in the study. Each document is presented in a separate section:

- **Document 1:** School's Approval
- **Document 2:** Bilingualism Leader consent
- **Document 3:** Teacher NP consent
- **Document 4:** Teacher WB consent
- **Document 5:** Teacher YP consent

Appendix C

Transcriptions of Semi-Structured Interviews

This appendix contains the full transcriptions of the four semi-structured interviews conducted with 11th grade teachers. Each transcription is presented in a separate section:

- **Document 1:** Interview Transcription with the Bilingualism Leader
- **Document 2:** Interview Transcription with Teacher NP
- **Document 3:** Interview Transcription with Teacher YP
- **Document 4:** Interview Transcription with Teacher WB

Appendix D

Initial analysis of the Instruments

This appendix contains the initial analysis made of the four semi-structured interviews, the school curriculum and the Pruebas Saber 11 practice test, along with the National Bilingualism Program (PNB), the Agreement 992 and 1004 where codes and topics were found as well as the

common thoughts and the differences. Each initial analysis is presented in a separate section:

- **Document 1:** Initial Analysis of semi-structured interviews
- **Document 2:** Initial Analysis of the 11th grade School Curriculum
- **Document 3:** Initial Analysis of the Pruebas Saber 11 Practice Test
- **Document 4:** Instruments Codification

Appendix E

CABA Final Product: Digital Magazine

This appendix contains the final product developed as part of the CABA course, presented in the form of a digital magazine in PDF format. The magazine includes a critical analysis of bilingual education policies, pedagogical practices, and perspectives, taking communicative competence as a central objective. It integrates theoretical and practical elements related to bilingual learning environments, allowing for a contextualized understanding of how these dimensions interact in educational settings.

Annexes

This section contains supplementary materials that support the analysis conducted in this study. These annexes provide access to primary data sources, institutional documents, and assessment instruments that were essential for understanding the implementation of bilingual education policies at *Ventiún Ángeles Public BEM School*. All annexes are available in the external digital folder provided with this research project.

Annex A

Pruebas Saber 11 Test Results (2024–2025)

This annex includes the official English test results of 11th-grade students at Ventiún Ángeles Public BEM School. These data provide quantitative evidence used to analyze students' proficiency levels in relation to CEFR standards and national policy expectations.

- **Document 1:** Resultados Pruebas Saber 2024 JT 21 ANG
- **Document 2:** Resultados Pruebas Saber 2024 JT 21 ANG

Annex B

National, District, and Institutional Policy Documents

This annex contains the policy frameworks and institutional documents analyzed in the study, including the National Bilingualism Program (PNB), *Colombia Very Well*, Agreements 992 and 1004 (2025), and school-level curriculum materials. These documents were used to examine coherence and tensions between policy discourse and practice.

- **Document 1:** Acuerdo 1004 de 2025
- **Document 2:** Acuerdo 992 de 2025
- **Document 3:** Malla Inglés Colegio Ventiún Ángeles
- **Document 4:** Manual de Convivencia Colegio Ventiún Ángeles 2024 – 2025
- **Document 5:** Plan Distrital de Segunda Lengua
- **Document 6:** Programa Nacional del bilingüismo
- **Document 7:** Programa Nacional Inglés - Colombia Very Well

Annex C

Pruebas Saber 11 Practice Test (2024)

This annex includes the official Saber 11 English practice booklet used to analyze the structure,

content, and assessment approach of the exam. The analysis of this instrument allowed for the evaluation of its alignment with communicative competence frameworks.

- **Document 1:** Cuadernillo Pruebas Saber 2024
- **Document 2:** Cuadernillo Tipo de Preguntas