

TC Document

I. Basic Information for TC

▪ Country/Region:	PERU
▪ TC Name:	Fostering Students' Indigenous Language Skills
▪ TC Number:	PE-T1486
▪ Team Leader/Members:	Naslund-Hadley, Emma Ingrid (SCL/EDU) Team Leader; Mendez Vargas, Carolina Patricia (SCL/EDU) Alternate Team Leader; Acevedo Calle, Daniela (LEG/SGO); Albertos, Carmen (SCL/GDI); Andara Chacon, Freddy Antonio (VPC/FMP); Blasco, Ivana (SCL/EDU); Casco, Mario A. (ITE/IPS); Colqui Segama, Sally Jasmin (CAN/CPE); Cuba Valdivia, Abel Armando (VPC/FMP); Emilio Laguillo (SCL/EDU); Hokonohara, Kenji (SCL/EDU); Us Alvarez, Hugo Amador (SCL/GDI)
▪ Taxonomy:	Client Support
▪ Operation Supported by the TC:	n/a
▪ Date of TC Abstract authorization:	17 Aug 2021.
▪ Beneficiary:	Ministry of Education Peru (MINEDU)
▪ Executing Agency and contact name:	Inter-American Development Bank, Organizacion De Estados Iberoamericanos
▪ Donors providing funding:	Japan Special Fund Poverty Reduction Program(JPO)
▪ IDB Funding Requested:	Japan Special Fund Poverty Reduction Program (JPO): US\$700,000.00 Total: US\$700,000.00
▪ Local counterpart funding, if any:	US\$78,000.00 (In-Kind)
▪ Disbursement period (which includes Execution period):	36 months
▪ Required start date:	15 January 2022
▪ Types of consultants:	Individuals and firms
▪ Prepared by Unit:	SCL/EDU-Education
▪ Unit of Disbursement Responsibility:	CAN/CPE-Country Office Peru; SCL/EDU-Education
▪ TC included in Country Strategy (y/n):	Yes
▪ TC included in CPD (y/n):	No
▪ Alignment to the Update to the Institutional Strategy 2010-2020:	Social inclusion and equality

II. Objectives and Justification of the TC

- 2.1 Fears of the COVID-19 virus and loss of earning opportunities in the cities of Latin America are pushing indigenous peoples to return to their areas of origin. After decades of indigenous peoples migrating to cities in search of better livelihoods, the region is experiencing a reversed migration on an unprecedented scale (IDB, 2021).
- 2.2 For school aged indigenous children, the reversed migration poses a particular challenge. Many have weak or no skills in their indigenous language. The lack of language skills makes assimilation challenging as children struggle to establish friendships, interact with grandparents and other relatives, and develop a sense of belonging in their communities. The lack of indigenous language skills also makes learning difficult as instruction in many schools catering to the indigenous population is conducted in part in the indigenous language, rather than in Spanish.

- 2.3 In Peru, the phenomenon of reversed migration during the COVID-19 pandemic has been so pronounced, it has attracted international attention ([NYT, 2020](#)). Internal migration from rural to urban areas started in the mid-20th Century, increasing the population in Lima ten-fold ([IOM, 2012](#)). By the time of the COVID-19 pandemic, about a fifth of the population had migrated internally within the country since their birth (Dupraz-Dobias, 2020). Of this population, a GRADE-IDB study estimates that in 2020 between 218,000 and 278,000 attempted to make the journey from urban areas back to their communities of origin. Although the main destinations of these internal migrants were Quechua-speaking areas – including Junín, Piura, Huánuco, Cajamarca and Ancash – only 22% reported being Quechua speakers ([IDB, 2021](#)).
- 2.4 **Quechua in Peru.** Despite being an official language of Peru, and the most widely spoken indigenous language in the Western hemisphere, experts warn that it is increasingly in danger of disappearing ([Hornberger & King, 2001](#)). Census records indicate a strong and progressive shift from Quechua monolingualism to Spanish monolingualism. ([Hornberger & King, 2010](#)). In response to this trend, in the government of Peru seeks to expand inter-cultural bilingual education (IBE).
- 2.5 **Indigenous peoples in Peru.** Although poverty rates have declined in Peru in recent decades, in rural areas near the Andes mountains and the Amazon basin, where the country's indigenous population is concentrated, the poverty rate remains very elevated at close to 70%. The indigenous peoples in Peru have the country's highest poverty levels. The low levels of formal education ensure that the cycles of poverty are maintained. Indigenous youth face a variety of challenges – they are more likely to be poor, be from low socioeconomic level households, and live in areas where access to public services is limited. These factors impede the educational attainments of young indigenous people significantly.
- 2.6 **Objective.** The aim of this non reimbursable technical cooperation is to develop, validate, and evaluate a digital language application for learning one Andean indigenous language. The digital language application will be user friendly and be possible to use offline. For example, the application could be used on a mobile phone, which has strong penetration in poor and rural areas across Latin America (even the poorest countries in the region have more mobile phones than population). The specific objectives are to: (i) develop a digital language application in one indigenous language; (ii) conduct an experimental pilot with indigenous students in Peru; (iii) conduct a rigorous evaluation; and (iv) disseminate the results.
- 2.7 **Target Population.** The proposed operation will target approximately 4,000 vulnerable Quechua indigenous youth in Huancavelica, Ayacucho or Apurímac (tentatively the final years of primary education). To ensure that all beneficiaries have access to digital devices, the project will be implemented in schools that have benefitted from the distribution of phablets during the COVID-19 pandemic.¹ Among schools in Quechua speaking locations that have benefitted from a recent government tablet distribution program, beneficiary schools will be selected randomly.
- 2.8 **Lessons Learned.** The operation builds on lessons learned from the Bank's support for indigenous peoples. Using an IBE radio instruction methodology developed with funding from the Special Fund for Poverty Reduction Program (JPO) in Panama (PN-T1224, ATN/JO-17283-PN, ATN/JO-17644-PN), the Old Dart Foundation (ODF),

¹¹ MINEDU is implementing a massive tablet distribution program.

Innovations for Poverty Action (IPA) and the IDB currently collaborate with the Ministry of Education (MINEDU) in the development and piloting of interactive bilingual preschool radio lessons in Quechua ethnomathematics (PE-T1447, ATN/JF-18796-PE). Specifically, these projects provide lessons include: practical responses to linguistic challenges; how cultural practices and knowledge, traditional games and songs, can be incorporated into the curriculum; and the importance of community participation in building the curriculum and learning materials. The proposed operation also builds on an IDB study of Skill Development of Indigenous Students (Näslund-Hadley & Santos, 2021); and a regional project called “Building Capacity of State and Local Actors to Respond to Violence Against Women” (RG-T1908) which sought to empower indigenous girls and promote their enrollment in school.

- 2.9 **Strategic Alignment.** The TC is consistent with the Second Update to the Institutional Strategy (UIS) 2020-2023 (AB-3190-2) and is strategically aligned with the development challenge of productivity and innovation by supporting the measurement and analysis of education inclusion and equality. Specifically, by supporting adolescents’ Quechua language skills, this TC will contribute to improved learning outcomes in Peru. The TC is also consistent with the emphasis of the UIS on the adoption of technology and innovation as a key input to advance development in education. The TC is similarly consistent with: (i) the Strategy on Social Policy for Equity and Productivity (GN-2588-4) as it is expected that the results will support the improvement of school quality in vulnerable, underserved communities; and (ii) the objectives of the Ordinary Capital Strategic Development Program for Social Development (GN-2819-1). The TC is also aligned with the Skills Development Sector Framework Document (GN-3012-3), which promotes quality education. The proposed TC contributes to the Corporate Results Framework (CRF) 2020-2023 (GN-2727-12) indicator number 2.1 “students benefitted by education projects (#).” The operation is also aligned with the IDB Country Strategy with Peru 2017-2021 (GN-2889), which fosters formalization of the economy and improved public management, as it will help reduce the skills gap. The proposed project is also aligned with the JPO eligibility criteria to “support well-targeted poverty reduction and social development activities that respond directly to the needs of socially and/or economically disadvantaged people.” The project is also consistent with the focused sectors of the JPO, which include education.

III. Description of activities/components and budget

- 3.1 **Component I: Development of an indigenous Language Application (US\$90,000).** This component will finance the design of a digital application to support indigenous language development of students who have grown up outside the communities of origin of their families. The TC will finance individual Quechua language and pedagogical experts: course curriculum specialist, course content specialist, voice recording specialist, and digital application specialist and project manager. The experts will: (i) develop a course outline and curriculum for Quechua learners from basic to advanced. The curriculum will foster understanding skills (listening and reading), speaking skills (spoken interaction and production) and writing skills; and (ii) based on the course outline and curriculum, develop and record lessons. Efforts will be made to ensure that the course is self-explanatory, introducing grammar with regular words and many examples of all verb forms. Not to overwhelm students, grammar will be divided into small chunks. The language will be gender sensitive (e.g., “Dad cooks and mom watches sports”), intercultural, and inclusive (avoiding sentences such as “In Peru we speak Spanish”). The timeline for developing the

language application is approximately 12 months, including 9 months for course creation and 3 months for validation. The curriculum design and the course creation will be able to advance in parallel, module by module.² The application will follow the [IDB Guide for Publication of Open Access Applications](#).

- 3.2 **Component II: Pilot Implementation (US\$272,350).** The aim of the component is to pilot the language application to assess how it affects Quechua language development, community integration, perceptions, and attitudes of indigenous adolescents. The TC will finance the contracting of 10 field coordinators who will work with MINEDU and schools to validate the application in a sample of schools. Among the success indicators will be course retention; pass-fail rates; and words learnt per week. Based on pass fail rates, the course will be tweaked. In year two, the field coordinators will help implement the pilot during a full academic year in some 100 randomly selected schools in Quechua-speaking communities in Huancavelica, Ayacucho or Apurimac. Students will receive coaching to encourage them to develop Quechua language skills and complete the course. The field coordinators will coach teachers in the creation of assignments and monitoring of student progress.
- 3.3 **Component III: Assessment of Indigenous Students (US\$242,000).** TC resources will finance the contracting of a firm to conduct an experimental evaluation of the language application to assess how it affect language development, community integration, perceptions and attitudes of indigenous adolescents. The aim is to assess the effectiveness of the Quechua language application by contrasting any changes in learning of students in the treatment group (Group I) with youth in a comparison group (Group II). Randomization will be done at the individual level, considering different strata for which it is important to detect homogenous effects (e.g. female vs. male). The outcome indicators will include: (i) the effectiveness of the language application in improve student's language skills; (ii) heterogeneity analysis of effect size differences among various beneficiary groups (i.e. gender, and socioeconomic status) with results used to facilitate adjustments to the model; (iii) Knowledge of Quechua culture, values and traditions; (iv) detection of indirect effects on other subject areas; and (v) teacher and student perceptions about learning, youth life plans and mindsets.
- 3.4 **Component IV: Dissemination (US\$10,000).** TC resources will be used to finance the dissemination of the findings. Specifically, the dissemination will include the development of two videos, publications and a workshop. The half day workshop will take place once the evaluation of the pilot has been completed. The generous support of the Government of Japan will be promoted in all videos, blogs, and reports.
- 3.5 **Indicative Budget.** The total cost of the TC is US\$778,000, US\$700,000 which will be charged against the resources of the Japan Poverty Fund (JPO). The remaining US\$78,000 will be provided in kind by the MINEDU. In accordance with JPO guidelines, the following expenditures are not included in the requested JPO amount: (i) government employees' salaries and travel costs; (ii) Bank staff salaries; (iii) training from non-beneficiary countries; (iv) study tours; and (v) land acquisition. In agreement with JPO guidelines, 5% of JPO resources will be used to cover IDB expenses related to enhancing project preparation and execution, including personnel travel costs to provide technical assistance. The OEI will charge an administration fee equivalent to 5% of the total amount of JPO resources executed by the OEI.

² The toolkit will comply with the digital solutions specified in OP-619-4.

Indicative Budget (US\$)

Activity/Component	Description	IDB/JPO [IDB Executed]	IDB/JPO [OEI Executed]	Counterpart Funding in kind	Total Funding
<i>Component 1. Development of an Indigenous Language Application</i>	<i>Consultants</i>	0	90,000	38,000*	128,000
Course curriculum specialist	Consultants	0	20,000	0	20,000
Course content specialist	Consultants	0	20,000	0	20,000
Voice recording specialist	Consultants	0	20,000	0	20,000
Digital application specialist	Consultants	0	30,000	0	40,000
Coordination	In-kind	0	0	38,000	38,000
<i>Component 2. Pilot Implementation</i>	<i>Consultants</i>		272,350	40,000*	312,350
Field Coordinators	Consultants	0	272,350	0	283,000
Field Coordination	In-kind	0	0	40,000	40,000
<i>Component 3. Assessment of Indigenous Students</i>	<i>Consultants</i>	242,000	0	0	242,000
Analysis of data	Consultants	45,000	0	0	45,000
Experimental evaluation	Consultants	197,000	0	0	197,000
<i>Component 4. Dissemination</i>	<i>Consultants</i>	10,000	0	0	10,000
Workshop logistics	Corporate	2,000	0	0	2,000
Editing	Corporate	1,500	0	0	1,500
Graphic design	Corporate	5,000	0	0	5,000
Translation	Corporate	1,500	0	0	1,500
<i>Other expenses</i>	<i>IDB travel costs for technical assistance</i>	35,000	0	0	35,000
<i>OEI Administration fee</i>			20,650		20,650
Audit	Consultants	0	30,000	0	30,000
Total		287,000	413,000	78,000*	778,000

* In kind counterpart funding consists in MINEDU staff

IV. Executing agency and execution structure

- 4.1 The Peru Ministry of External Relations has requested that the TC have two executing agencies: the OEI and the Inter-American Development Bank (IDB).
- 4.2 **OEI.** Components I and II will be executed by the OEI. The OEI was established in 1945 with the mission to promote intergovernmental cooperation among its member nations which will aid the planning and development of regional projects in education, science, technology, and the arts. The OEI, encourages the development of education and culture for peace by preparing people to preserve freedom, solidarity, and human rights, supporting change which make these possible. The organization has a long trajectory acting as the executing agency for education projects throughout Latin America. In addition to its experience in Peru, the OEI has also successfully acted as the executing agency for JPO and JSF-funded projects in LAC, including the Tikichuela (PR-T1092, ATN/JF-11945-PR; and PR-T1128, ATN/JO-13252-PR); and the JADENKÄ projects mentioned above (PN-T1224, ATN/JO-17283-PN, ATN/JO-17644-PN). The Office of the OEI in Peru was founded in 2006 and has a track record in education and work in the indigenous communities, including with the Quechua population. OEI Peru has collaborated extensively with MINEDU.

- 4.3 **IDB.** Components III and IV will be executed by the IDB through the Education Division (SCL/EDU). The Government has requested that the IDB execute these components based on its long trajectory of experimental randomized control trials in the education sector in Latin America. In line with Appendix 10 of the Operational Guidelines for Technical Cooperation Products (GN-2629-1), Bank execution of the TC is justified as contracting by the IDB enhances the independence of an experimental evaluation. Moreover, through its ongoing policy dialogue with the beneficiary country, civil society organizations in Central America, and the literacy research community, the Bank is well placed to coordinate all activities to be financed by this TC and to serve as the executing agency of Components III and IV. As the executing agency of the TC, the Bank will be responsible for: (i) identifying the studies and technical work required for the execution of the TC; (ii) selecting and hiring consultants to provide the necessary services; (iii) supervise the consulting services that the beneficiary provides technical inputs to; and (iv) manage the execution and delivery of consulting services.
- 4.4 **Directorate of Intercultural Bilingual Education of MINEDU.** Within MINEDU, a team from the Directorate of Intercultural Bilingual Education (DEIB) has participated in the design of the operation. This same MINEDU team will be the counterpart in the execution of the operation.
- 4.5 **The Peruvian Japanese Association (APJ).** The operation will also have the support of the APJ, which since 1917 has operated as a non-profit institution in Peru, bringing together Japanese emigrants and their descendants. The mission of the APJ is to lead the strengthening of the Nikkei Community and its contribution to the development of Peru. Nevertheless, in recent decades APJ has started to support vulnerable communities in Peru more broadly and wishes to specifically support indigenous peoples. In this vein, one of the strategic areas of work of APJ is the support of Education Services, including scholarships and financing of different vocational courses for thousands of vulnerable youths. The APJ has committed itself to be a partner in the proposed TC, including: (i) participation in conceptualization and implementation; (ii) participation in promotion; (iii) review documents and provide recommendations (See letter of support Annex).
- 4.6 **Condition prior to the first disbursement.** The signature of a meeting minute (*acta firmada*) between the OEI and MINEDU outlining the details of the execution scheme will be a condition prior to first disbursement of the portion of the financing executed by the OEI.
- 4.7 **Execution period.** The TC will have an execution and disbursement period of 36 months.
- 4.8 **Procurement.** For Components I and II, the OEI will follow standard Bank procurement procedures based on the Policies for the Selection and Contracting of Consultants Financed by the IDB (GN-2350-15). All activities to be undertaken by OEI have been included in the Procurement Plan for Recipient Executed TCs (see Annex IV).

- 4.9 All activities to be executed under Components III and IV have been included in the BEO Procurement Plan (see Annex V) and will be contracted in accordance with Bank policies as follows: (i) AM-650 for Individual consultants; (ii) GN-2765-4 and Guidelines OP-1155-4 for Consulting Firms for services of an intellectual nature and; and (iii) GN-2303-28 for logistics and other related services.
- 4.10 **Reporting.** The OEI will be responsible for the fiduciary management of the project resources under Components I and II, undertake procurement processes, monitor consultancies, contracting of audit firm, and provide semiannual reports to the IDB within 30 days of the end of each calendar semester, including the information related to the local counterpart, progress in the contracting execution of consultancies, as well as any issues that have arisen during the execution. The technical teams of the OEI will collaborate with the MINEDU education supervisors in the planning and supervision of the field work. The Project Team will be responsible for the review of all technical and financial reporting. The Team Leader and Alternative Team Leader, as well as the CSD Team Members, will be responsible for annual monitoring of activities in the field.
- 4.11 **Monitoring and Evaluation.** The Project Team will be responsible for the review of all technical and financial reporting. The Team Leader, the Sector Specialist in CPE, as well as the GDI Team Member, will be responsible for annual monitoring of activities in the field. As has been done throughout the execution of the above mentioned TCs executed by OEI, short weekly progress meetings will be conducted with the OEI, the Ministry of Education, and the evaluation consultancy firm. A consultancy firm will be contracted by the IDB with resources from Component III to conduct a rigorous evaluation of the pilot, including quantitative and qualitative data collection, as well as monitoring of the intensity of the treatment in schools. To ensure the integrity of the external evaluation, the consultancy firm will be contracted and supervised by the IDB.
- 4.12 **Audit.** An independent auditing firm that is acceptable to the Bank will undertake annual audits of the resources executed by the OEI. The audit firm will be contracted by the OEI.

V. Major issues

- 5.1 The execution of a pilot based on an experimental design in a context such as rural Peru presents logistical challenges. This is particularly true in indigenous communities that often have limited road infrastructure, where homes are located in difficult terrain and with extreme weather conditions. However, OEI, MINEDU and the IDB have many years of experience in working with education in remote geographic areas, including the delivery of education technology programs in rural and urban marginalized areas. To mitigate risks associated to logistics, the project includes enough resources to ensure additional travel time when needed. The unpredictability of the COVID-19 pandemic constitutes a challenge. It is uncertain if schools will open and remain open. In response to this risk, randomization is conducted at the household level.
- 5.2 An additional risk is that the language application once developed and piloted is not widely used. To address this risk, the OEI and the IDB project team have worked closely with MINEDU in the design of the operation. This collaboration will continue

during project execution, particularly as regards the development and piloting of the language application.

- 5.3 **Intellectual Property.** All knowledge products derived from this TC will be the Bank's intellectual property.
- 5.4 **Scalability.** Once the impact of the digital language application on students' indigenous language skills, sense of belonging, social relations, and related indicators has been established, the application can be scaled to other languages in Peru and beyond. Since the cost of scaling would be relatively minor, the scalability potential is high.

VI. Exceptions to Bank policy

- 6.1 None

VII. Environmental and Social Strategy

- 7.1 This Technical Cooperation is not intended to finance pre-feasibility or feasibility studies of specific investment projects or environmental and social studies associated with them; therefore, this TC does not have applicable requirements of the Banks Environmental and Social Policy Framework (ESPF).

Required Annexes:

[Request from the Client - PE-T1486](#)

[Results Matrix - PE-T1486](#)

[Terms of Reference - PE-T1486](#)

[Procurement Plan - PE-T1486](#)