POLICY LEARNING IN GLOBAL EDUCATION

REFLECTIONS FROM A PEER EXCHANGE BETWEEN SLOVAKIA AND PORTUGAL

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Slovakia and Portugal**

GENE – Global Education Network Europe is the network of Ministries, Agencies and other bodies with national responsibility for Global Education in Europe. GENE supports networking, peer learning, policy research, national strategy development and quality enhancement in the field of Global Education in European countries. GENE works towards the day when all people in Europe – in solidarity with people globally – will have access to quality Global Education.

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GENE:

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List of Acronyms

CIDAC	Centre for Investigation and Documentation Amilcar Cabral
CSO	Civil Society Organisation
DE	Development Education
DEAR	Development Education and Awareness Raising
DERC	Development Education Research Centre
DGE	Directorate-General for Education
ENED	Portuguese National DE Strategy
ESD	Education for Sustainable Development
FGS	Fundação Gonçalo da Silveira
GCE	Global Citizenship Education
GE	Global Education
GENE	Global Education Network in Europe
ICP	Institute for Development Cooperation
IPAD	Portuguese Institute of Support for Development
MESRS	Slovak Ministry of Education, Science, Research and Sport
MFA	Ministry of Foreign Affairs
MFEA	SR Slovak Ministry of Foreign and European Affairs
MoE	Ministry of Education
NGDO	Non-Governmental Development Organization
NGO	Non-Governmental Organisation
SAIDC	Slovak Agency for International Development Cooperation
SYC	Slovak Youth Council

Introduction

This paper arises from a peer exchange between policymakers and other policy actors with responsibilities in Global Education in Slovakia and Portugal facilitated by GENE, Global Education Network Europe. The purpose of the exchange was to share experiences in Global Education (GE) thereby increasing the mutual knowledge about GE and to learn from each other's specific experience in terms of policymaking in GE. The paper seeks to document the learnings and learning processes that took place during the exchange and also to contribute to a wider reflection about the underlying processes that may facilitate or hinder peer and policy learning.

GENE, Global Education Network Europe, is the network of ministries and agencies with national responsibility for GE in European countries. Its mission is to "work towards the day when all people in Europe will have access to quality Global Education". GENE uses the definition of Global Education contained in the Maastricht Global Education Declaration (2002):

> Global Education is education that opens people's eyes and minds to the realities of the world and awakens them to bring about a world of greater justice, equity and human rights for all. Global Education is understood to encompass Development Education, Human Rights Education, Education for Sustainability, Education for Peace and Conflict Prevention and Intercultural Education; being the global dimensions of Education for Citizenship*

Policy learning has been at the heart of GENE's purposes since its inception (Hartmeyer, 2006). At the first GENE Roundtable, in 2001, it was agreed that one of GENE's purposes would be to share experience and strategies among countries, in order to inform good practices nationally and provide mutual support and learning.

Since then GENE has grown from six national structures from six countries, to include more than **40 ministries**, agencies and other national bodies from over **25 countries**. In Europe and has facilitated several processes of structured networking, peer sharing and learning to increase support, quality and reach in Global Education and Development Education and Awareness Raising (DEAR). The peer exchange analysed in this paper is one of the initiatives facilitated by GENE with a view to support peer learning between policymakers and other policy actors of two countries that participate in the network.

The Global Education peer learning exchange between Portugal and Slovakia took place from 20 to 22 March 2019 in Lisbon and was hosted by Camões, Institute for Cooperation and Language (Camões, I.P) and organised with the Slovak Agency for International Development Cooperation (SAIDC). This exchange is part of the Joint Initiatives within the framework of GENE Programme 2019-21. It is important to highlight that the process of exchange between Portugal and Slovakia, is not new. In fact, the elaboration of the first Portuguese National Development Education Strategy 2010-2015 (extended to 2016) was conducted alongside the GE Strategy of Slovakia, with commonalities in terms of structure and measures. This happened as a result of previous work of peer learning between the two countries that goes back at least to 2009, and that was reinforced with a seminar on Development Education and Global Education strategies, held in Lisbon in 2010, co-hosted by GENE and Portuguese actors.

Building on this already existing relationship, the purpose of this exchange was to share experiences in Global Education thereby increasing the mutual knowledge about GE and to learn from each other's specific experience in terms of policymaking in GE. This paper shares insights that arise from this experience of policy learning by reflecting about

(1) the organization of the peer learning exchange,
(2) the learnings regarding Global Education policymaking in both countries and
(3) processes that influence and facilitate policy learning.

The analysis was based on the presentations and exchanges between participants and their insights about lessons learned during the various sessions of the exchange. At the beginning of the exchange participants were asked to reflect about the learnings after each of the sessions and, during the concluding session, they were invited to a joint analysis about learnings and peer learning processes.

The analysis was complemented with feedback from the participants received after the meeting, with interviews with stakeholders involved in the process of development of GE National Strategies as well as with existing documentation about these processes.

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*This definition of Global Education has been used by GENE for almost 20 years, inter alia in the European Peer Review process and National Reports, and more recently in the annual State of Global Education in Europe reports (see for instance GENE, 2019). The term, which has been used in a number of different national strategies in the field, is both widely recognised and available in multiple languages. It serves as an umbrella for differing traditions while putting an enlightening educational process and values of equity, sustainability and human rights at the core of the process. However, this is not prescriptive, and different national circumstances call for differing terminologies. Thus, in Slovakia, the term "Global Education" or "Global Development Education" have become the formal terms used by policymakers, and National documents, while in Portugal the term "Education for Development" (or ED for short in Portuguese; Development Education DE in English) is favoured.

Policy learning in Global Education

Policy learning has always been at the heart of GENE since its establishment, and GENE has reflected critically about the way in which policy, strategy and processes at the national level are shared, issues are debated, and cross-cutting issues are analysed in order to lead to policy learning and policy change (Hartmeyer and Wegimont, 2016; Hartmeyer et al., 2008).

The main question is that learning processes do not occur automatically as a result of sharing and debating. It is, therefore, necessary to understand the conditions, processes, dynamics that may facilitate policy learning. Policy learning is an extremely complex process involving a reflection on what is learning and how learning occurs and what results from this learning. In Policy Learning individual learning processes are important but also "consensual knowledge" involving the sharing of larger meanings among those who learn (Ernest Haas, 1990). Haas argues that most learning takes place within networks of professionals with expertise in a particular domain (Peter Haas, 1992). Peter Nedergaard* has investigated the external and internal processes that can influence the potential for learning in different types of committees (Nedergaard, 2006, 2009). Amongst other conditions, he identifies that policy learning increases when people meet frequently, when positive but especially negative experiences are shared, and when committees include an authoritative member.

Raffe (2011) also suggests several principles for policy learning that include (1) using international experience to enrich policy analysis, not to short-cut it, (2) looking for good practices, not 'best practices', (3) not focusing only on successful systems or practices, (4) using international experience to understand one's own national system, and (5) learning from history – including national history, global history, and the history of policy in the field.

Hartmeyer et al. (2016), reflecting on the processes of an Austria – Portugal exchange which took place between 2006 and 2008, in the framework of GENE, identified the following conditions for policy learning: (1) Time is necessary to engage in partnership, develop common strategy learning tools and methods, and to learn in solidarity (in this case the exchange took almost three years between inception and completion); (2) Comparing strategies, examples of success and failure, sharing methodologies and particular tactics, enables learning that may enhance the success of particular national initiatives grounded on the assumption that there is no formula for the development of a national strategy; (3) Knowledge should be shared at a number of levels – conceptual, tactical, strategic, political and practical knowledge are all necessary.

Main Principles of Policy Learning

Nedergaard
- Policy learning increases when people meet frequently
- Policy learning increases when positive but especially negative experiences are shared
- Policy learning increases when committees include an authoritative member.

Raffe
- Using international experience to enrich policy analysis
- Looking for good practices, not 'best practices'
- Not focusing only on successful systems or practices
- Using international experience to understand one's own national system
- Learning from history

Hartmeyer et al
- Time is necessary
- Comparing strategies, examples, methodologies enables learning
- Knowledge should be shared at a number of levels

*Nedergaard's work has informed the work of GENE, for instance, the sharing of country reports at Roundtables (Hartmeyer & Wegimont, 2016).

# GENE and policy learning in Portugal and Slovakia

Slovakia as well as Portugal have been participant countries in the GENE network for a long time.

In 2002, a Portuguese NGO, the Center of intervention for development Amílcar Cabral (CIDAC), a Portuguese NGO with relevant work in Development Education was invited to participate in GENE and, in 2004, the Portuguese government, represented by ICP (the Institute for Development Cooperation, now Camões. I.P) also became a GENE participant (CIDAC, 2006). Portugal is now represented by Camões, I.P, a public institute responsible for proposing and implementing Portuguese Cooperation Policy and coordinating development cooperation. Representatives of the Directorate General for Education - Ministry of Education and of CIDAC also participate in the network. Slovakia is represented, since 2004, by the unit in charge of development aid, and after 2007, by the Slovak Agency for International Development Cooperation (SAIDC). SAIDC is responsible for managing bilateral and trilateral development projects within the responsibility of the Ministry of Foreign and European Affairs. The Slovak Ministry of Foreign and European Affairs has also attended several of GENE Roundtables. Since 2019, representatives of the Ministry of Education, Division of Minority and Inclusive Education have also been participating in GENE roundtables.

To this date, both countries participate regularly in GENE Roundtables and other GENE activities and both have been through the European Global Education Peer Review, both as part of the country being reviewed and the reviewing team (National Report on Slovakia in 2012, National Report on Portugal in 2013). According to CIDAC (2006) the early contact of Portuguese officials with their counterparts in other countries facilitated by GENE has been fundamental for the understanding of Development Education in Europe and for the improvement of DE in Portugal. Slovakia also highlighted that participation in GENE was important to establish contacts in European countries and identify experts for workshops and seminars in Slovakia; Slovakia also benefitted from the participation as observer and expert in the Global Education Peer Reviews in Austria, Czech Republic and Estonia.

More recently, Slovakia became part of the GENE Support Programme due to the interest of the Slovak Ministry of Foreign and European Affairs (MFEA SR) and SAIDC in strengthening inter-ministerial cooperation between the Slovak MFEA and the Slovak Ministry of Education, Science, Research and Sport (MESRS). Portugal has been identified as an important example of multi-stakeholder cooperation to learn from. Moreover, Slovakia is in the process of consideration of a new Strategy for Global Education. The first, and so far, the only Slovak Strategy for Global Education covered the 2012-2016 period. The Slovakia delegation in this exchange hoped that the sharing of the process of developing a DE strategy in Portugal with the Slovak counterparts would contribute to policy learning in Slovakia and also be a source of inspiration for the development of a new Slovak strategy for Global Education. Slovakia also has several examples of good practice, namely in the tradition of working with universities and in dissemination of resources, which are interesting and thought-provoking for Portugal and its work in the field of GE.
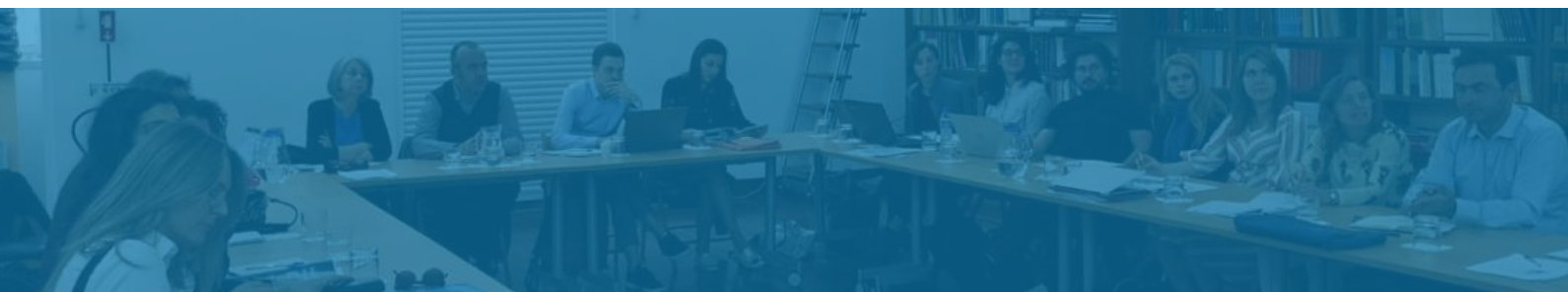
Overview of the Slovakia–Portugal peer learning exchange

The peer learning exchange was organised by Camões, I.P., on behalf of Portugal, and SAIDC, the Slovak Agency for International Development Cooperation with organizational and financial support from GENE. The organization of the peer learning exchange involved a process of joint definition of the objectives of the exchange, identification of the participants and drafting of a programme that would fulfil the expectations of both parts. This section provided details of these processes. The shared general objectives of the exchange visit were to increase mutual knowledge about GE in both countries, to share experiences in GE and to learn from each other's specific experience in areas of common interest namely the GE policy.

The two countries also agreed on several specific objectives for the peer exchange covering (1) GE policy-making aspects such as the coordination mechanisms among ministries and agencies, and national strategies for development and funding, (2) GE in formal education namely teachers' training and integration of GE in the curricula, (3) GE in non-formal education especially activities led by NGOs, and (4) the role of the youth sector in GE. The specific objectives for the exchange visit are summarised in the box below.

Specific Objectives for the Peer Learning Exchange Slovakia – Portugal

Global Education Coordination, National Strategies and Funding

- State of GE in Portugal and Slovakia – recent developments, highlights, challenges, future development.
- The National Strategy for Development Education in Portugal – formulation, participation, evaluation
- Overview of coordination mechanism among different institutions, agencies and stakeholders in the area of GE – division of responsibilities, sharing of tasks, etc.
- Global Education funding– call for proposals, role of the development agency and the Ministry of Foreign Affairs.
- A wider overview of formal and non-formal learning within the area of Global and Development Education.

Formal Education

- Teachers training: Information about training and further education as well as other support activities for teachers in GE.

- Opportunities for future cooperation between Slovakia and Portugal among similar institutions in the process of teachers' preparation and further education.
- Strategies for the integration of GE into formal education.

Non Formal Education

- Information about the NGO working in the GE sector
- Sharing examples of "good practice".
- information about networks to promote GE.
- Examples of activities that link formal and non-formal education in Portugal.
- Use of the European Structural Funds for GE support.
- Sharing about cooperation with the private sector in the field of Global Education and Development Education and Awareness Raising.

Youth Sector

- Overview of the area of non-formal learning and youth (within the Ministry of Education) and Implementation of the youth policy in relation to the Agenda 2030 and GE
- Content and examples of methods used in youth work, means of support of organizations that implement these themes (grants/programmes), examples of activities.

The participants were selected with a view to have a fair representation of key stakeholders involved in National Policy development processes, formal and informal education and youth sector. It was also considered important to have representation from policymakers and other policy actors in public agencies as well as from Civil Society Organizations. The level of experience in Global Education was also considered important to try to have a mix of people who have been in the sector for a long time and others who have recently joined the sector, as well as people with different decision-making positions. Even though these were some of the criteria considered, in practice, it was difficult to achieve as it depended mostly on the structure of the public services. Seven representatives of Slovak institutions participated in the exchange. The institutions represented in the Slovak and Portuguese Delegations are identified in the box below.

SLOVAK DELEGATION

- Slovak Ministry of Foreign and European Affairs (MFEA)
- Slovak Agency for International Development Cooperation (SAIDC)
- Ministry of Education, Science, Research and Sport (MESRS); Youth Department
- Educational Policy Institute
- NGDO Platform (now Ambrela – Platform for Development Organisations)
- IUVENTA – Slovak Youth Institute
- Slovak Youth Council

PORTUGUESE DELEGATION

- Camões – Institute for Cooperation and Language
- Directorate-General for Education, Ministry of Education
- Portuguese NGDO Platform
- NGOs: CIDAC and AIDGLOBAL
- Portuguese Sport and Youth Institute (Ministry of Education)
- National Youth Council

The format of the exchange was also developed in partnership. It was agreed that it would be composed of plenary sessions and bilateral meetings. The plenary sessions, held at Camões, I.P., in Lisbon, brought the stakeholders together to exchange about the histories of Global Education in Portugal and Slovakia and to learn about processes of development of national GE Strategies. There was a special focus on multilateral cooperation processes for policymaking. The plenaries also included an in-depth analysis of two mapping processes of Global Education: The Project of Mapping Global Education in Slovakia by the Slovak Platform for Development Organisations (Ambrela) and the mapping exercise by two Portuguese NGO, CIDAC and Fundação Gonçalo da Silveira (FGS). The concluding sessions were designed to reflect jointly on main lessons learned and to identify follow-up activities and prospects for future cooperation. Several bilateral meetings were held between counterpart institutions on the headquarters of the respective institutions. So, the following meeting were held:

- With Camões, IP for representatives from MFEA SR and SAIDC.
- With the Directorate-General for Education/Ministry of Education for representatives from MESRS.

- With the Portuguese NGDO Platform for representatives from Slovak NGDO Platform (Ambrela – Platform for Development Organisations).
- With the Institute for Sports and Youth (MoE) for representatives from IUVENTA and from the Youth Council of Slovakia.

Bilateral Meetings	
Portugal	**Slovakia**
• Camões, I.P.	• MFEA • SAIDC
• DG Education	• MESRS
• Portuguese NGDO Platform	• Slovak NGDO Platform (Ambrela)
• Institute for Sports and Youth (MoE)	• IUVENTA • the Youth Council

The exchange took place over three days, from 20 March 2019 to 22 March 2019: The agenda was prepared by the Portuguese delegation based on the objectives agreed by the two countries (see box below).

AGENDA Prepared by the Portuguese Delegation

- Overview of GE in Slovakia and in Portugal.
- Exchange on the experience of National Strategies processes in both countries.
- Exchange on cooperation processes between different stakeholders.
- Bilateral meetings with counterparts.
- Exchange of concrete experiences:
  - mapping exercises.
  - working with youth.
- Concluding session:
  - lessons learned, specific short-term follow-up and prospects for future cooperation.
  - agreement on a common report.

An effort has also been made to combine the work programme with social moments to foster networking opportunities. Thus, the evening of the day of arrival and the afternoon of the last day were free so that participants in the Slovak delegation had the opportunity to get to know one another better. Two lunches organized by Camões, I.P. and CIDAC opened space for some networking between the two delegations.

Policy learnings and peer learning processes

Global Education histories in Portugal and Slovakia

DEVELOPMENT EDUCATION IN PORTUGAL

The Peer Exchange allowed for a reflection on the history of GE in the two countries and several learnings emerged from it for the two delegations/ CIDAC presented a brief history of Development Education in Portugal, highlighting the importance of the historical context for an understanding of Development Education** in Portugal (CIDAC, 2006). In particular, CIDAC discussed how the colonial past shaped the understandings and relations of Portuguese society with the geopolitical south. CIDAC argues that despite the time that elapse since the Carnation Revolution in 1974, which marked the end of the fascist dictatorship in Portugal and contributed to bringing on the end of Portuguese colonialism in Africa, this colonial past has not yet been assimilated and some of the old myths still prevail in the national imaginary. As a result, charitable approaches often prevail over international solidary approaches. However, since the time of the dictatorship, some organizations have sought to break this mould, namely, to inform public opinion about the reality of the territories under colonial rule, some of these initiatives have had a clear impact in the course of history.

After the revolution, it still took several decades for Global Education to develop more fully. The contact with external actors on the mid 90s was instrumental for the strengthening of DE in the NGO sector and from 2002 to 2010 a lot of work was done in the collective definition of DE. It was not, however, until 2001 that government support became significant. In 2005, the first funding line for DE was created and DE was recognised as an important priority of the National Development Cooperation Policy (IPAD, 2005). Finally, since 2010 the first Portuguese National DE Strategy 2010 – 2016 was developed, as well as the DE guidelines for preschool, basic and secondary education (Cardoso et al., 2016). Following that, a second national strategy, the National DE Strategy 2018 – 2022 was developed and approved.

Development Education Guidelines*

THEMES
- Development
- Interdependence and Globalisation
- Poverty and Inequalities
- Social Justice
- Global Citizenship
- Peace

It is also important to note that, in 2017, the Portuguese government launched the National Strategy for Citizenship Education: this is a comprehensive Strategy covering a holistic approach of citizenship education. The National Strategy for Citizenship Education as well as other relevant strategies, are referred to in the National DE Strategy 2018-2022. The National Strategy for Citizenship Education was presented during the bilateral meeting between the Directorate-General for Education (Portugal) and MESRS (Slovakia) to provide an understanding of how it is connected to DE (through the DE Strategy) and to highlight that it is a comprehensive strategy encompassing 17 domains of citizenship education.

National Strategy for Citizenship Education*

- Developing competences for a culture of democracy

- Learning with impact on the individual civic attitude, interpersonal, social and intercultural relationship

} Citizenship and Development (curricular component)

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*Presentation by the DGE-MoE, Portugal during the exchange
**See note 1 about the definition of Global Education and country concepts. In Portugal, the term "Education for Development" (or ED for short in Portuguese; Development Education DE in English) is favoured.

GLOBAL EDUCATION IN SLOVAKIA

Global Education in Slovakia comes from a very different tradition: having joined the EU in 2004, Slovakia has made significant efforts to establish and strengthen its development aid structures and programmes, and to support the development of GE. Over the past 15 years, GE has benefitted from the strong commitment of several institutions. Since the establishment of SlovakAid in 2003, (then SAIDC), Global Education is an important component of the work of the development agency with the first call for proposal in Global Education being held in 2004.

According to the DAC Peer Review of Development Aid in Slovakia 2019, "the scope of global education is broad with a focus on diversity, integration of migrants, religious tolerance, sustainable development and violent extremism. This broad scope and the mainstreaming of global issues and the challenges of developing countries at all levels of the Slovak education system is considered good practice". Since 2005, MFEA and SAIDC have supported the activities of several Slovak organisations working in development education and building public awareness of development co-operation (OECD, 2019).

Organizations/Actors Supported Through SAIDC Grants (2013 - 2018)*

- Pontis Foundation and Milan Šimečka Foundation
- Environmental and Ethical Centre Živica
- Bratislava Policy Institute, PDCS (Partners for Democratic Change Slovakia), Project Velvet
- University of Economics, Slovak Technical University, Academy of Performing Arts
- NGOs: People in Need, Two-coloured World

SAIDC has cooperated with several key actors to strengthen GE in Slovakia: the Slovak NGDO Platform, the Ministry of Education, Science, Research and Sport, the Educational Policy Institute, the Methodological and Pedagogical Centre, the Slovak Youth Institute (Iuventa), the Slovak Youth Council (SYC)¸ and also with schools and universities (via supported projects).

Slovakia also built on the experience of other countries and international stakeholders to strengthen GE: it established several partnerships with Austria and neighbouring states (some also via EC supported projects) to exchange experiences among policymakers and other public policy actors and NGOs; with DERC (Development Education Research Centre) at University College London, and with the North South Centre of the Council of Europe, among others.

The Primary Actors*

- Ministry of Foreign and European Affairs of the Slovak Republic (MFEA SR)
- Ministry of Education, Science, Research and Sport of the Slovak Republic (MESRS SR)
  - + Educational Policy Institute (EPI), Iuventa, Methodological and Pedagogical Centre (MPC)
- Slovak Agency for International Development Cooperation (SAIDC)
- The Slovak NGDO Platform, Slovak Youth Council (SYC)

Slovakia also developed a National DE Strategy covering the 2012-2016 period and is in the process of consideration of a new strategy for Global Education. The first strategy, the National Strategy on Global Education 2012 – 2016**, played a crucial role in placing GE high up in the political agenda. As a result, for instance, GE was embedded in the national programme for the development of education as one of the strategies to contribute to the fulfilment of Agenda 2030. It is considered as an important instrument for the modernization of education. The Global Education Peer Review recognised that significant progress was made in Global Education in Slovakia, and Slovakia successfully managed to move from a series of isolated projects to a focus on system-wide reform (GENE, 2012).

In conclusion, National GE Strategies in Portugal and Slovakia emerged from very different histories and processes and one of the important learnings for participants was that it is very important to understand the specific context in which each strategy was developed in order to advance GE at national level and that there are no one-size-fits-all solutions.

Policy development process and learnings

One of the key aims of the exchange was to delve deeper into the processes of development of the GE National Strategies with particular focus in Portugal. The experience of the development of the Portuguese National DE Strategy (ENED) (IPAD, 2009; Camões, I.P., 2018), how it was initiated, how it developed, and strategies enacted to reach a common understanding amongst the stakeholders highlighted important learnings.

Between 2008 and 2010, several public and civil society organizations developed the first Portuguese National Strategy for Development Education 2010 – 2016, which was seen as an opportunity to bring actors together to reflect on DE (IPAD, 2006). The reflexive and participatory processes of development and implementation of this strategy, as well as its challenges, are discussed in Teotónio Pereira (2016). The second DE strategy 2018 – 2022 followed up from that process and "the methodology adopted for the elaboration of the Strategy was again based on a collective and participatory process, broader than the previous one, during which conceptual, methodological and operational issues were revisited and through which the strategic objectives were defined" (Camões, I.P., 2018).

During the exchange, the representative from the Directorate General for Education in GENE made an in-depth presentation of the processes of cooperation between different stakeholders that led to the development of the strategy. At its base was a broad commitment of public actors and civil society.

The signing of the Portuguese National DE Strategy Action PLan*

The collaborative process was organised around three groups of actors: a Monitoring Committee, the Action Plan Signing Entities and other consulted institutions. The Monitoring Committee of the Strategy 2010 – 2016 included Camões, I.P., the Directorate General for Education, the NGDO platform, and CIDAC as participant of GENE was responsible for defining the implementation of the new strategy. The subscribing entities contributed to the elaboration of the Strategy through a series of conceptual, strategic and operational workshops. This process has made it possible not only to work on the basis of the reflection and evaluation exercises carried out throughout ENED 2010 – 2016, but also to consolidate joint analysis practices and an evaluation culture (Camões,I.P., 2016).

However rich the process was, there is also a lot to learn from the challenges met, as underlined by the representative of the Directorate General for Education in GENE, a truly effective consultation, integrating different perspectives, seeking consensus, implies the construction of work relations based on trust, dialogue and without stereotypes regarding the types of actors. This requires a large investment in terms of energy, availability, commitment, and a degree of participation that must be based on parity between all parties involved. Dealing with diversity within the groups is also challenging: sometimes frustration arises from short-term processes where it is not always possible to achieve consensus and from the difficulty in reconciling concerns and interests of the different organisations. Participatory process in diversity is what constitutes its richness: it is what makes each entity contribute and be co-responsible for the implementation of the Plan of Action of the National Strategy. However, it is always a challenge.

Another challenge is the lack of collaborative work culture between institutions. The training and evaluative component of the Strategy seeks to create instruments to overcome this and mainstreaming the Strategy in the internal structures and forms of work of each participating institution. Examples of this are specific peer-to-peer learning and training activities, such as a DE Forum, the DE Days, or the peer review. However, to establish a real dynamic of joint work between the institutions remains a challenge.

Another important learning from the Portuguese policy development process concerned the way the discussion on DE concepts was structured: it started from existing definitions used by the different stakeholders with a view to find commonalities. University researchers had an important role in facilitating this discussion as they were seen as an external actor and not as a peer.

Policymaking is a long-term process that requires strong political support as well as a bottom-up approach. In Portugal, the policy-making process was very participative, combined with political support. The sense of ownership is higher when the processes are bottom-up and driven by endogenous dynamics. However, the biggest challenge is to make the strategy relevant to the context. Real cooperation processes between stakeholders are more important than a document.

Evaluation is another very important part of the process of policy development and implementation: evaluation should also be a participatory process involving stakeholders from the drafting of the Terms of Reference to the selection of the evaluation team and the development of the evaluation questions. It is also an important opportunity to reinforce the GE evaluation sector and involve academia. The evaluation should be focused and used for learning and improving subsequent policy cycles: annual reports should be produced in the evaluation of the Strategy and these should feed into the new policy cycle.

In Slovakia, the process of development of the strategy was spearheaded by the MFA and supported by the NGO Platform: it was also influenced by external policies and followed more top down approach. However, according to interviews with stakeholders, despite some limitations namely the short history in GE and lack of resources, the process involved to some degree NGDO who had the most experience with GE, for instance, in the development of methodological publications, in the delivery of teacher´s training (in cooperation with the Methodical and Pedagogical Centres), in the implementation of activities in schools and universities and in the organisation of events for the wider public. Therefore, a lot of inputs to the strategic document were derived from practical experience.

According to one member of the Slovak delegation, one important and rich discussion during the course of development of the GE strategy, was about using either the term of Development Education or GE with the final support going for GE as it had the potential to address a wider audience and better reflect the multistakeholder process by including a wide spectrum of actors namely the Ministry of Education.

During its implementation, it also led to regular meetings of the Strategy working group, involving several state institutions but also schools and the NGDO Platform. However, there were limitations in terms of resources while not all stakeholders viewed GE as a priority. Finally, the evaluation of the Strategy and the preparation of the following Strategy was not conducted due to a multitude of reasons, that may include political and personnel changes in the ministries and agencies and possibly also the new focus on the ESD agenda that attracted the attention of some stakeholders. Challenges ahead in Slovakia include dealing with several of these problems that partially overlap with the ones identified by Portugal: these include the difficulty in promoting inter-ministerial cooperation, in getting strong political support to the GE agenda and in promoting ownership of the GE agenda. All these are interconnected and the sharing between the two delegations regarding these challenges provided opportunities to reflect about them and about possible ways of overcoming them.

In terms of learning from the Slovak experience counterparts from Portugal identified the tradition of working with universities as an important learning for all multi-actor policy processes. Another important dimension of the GE strategy in Slovakia relates to the production and dissemination of resources: the online Slovak Global Education portal* updated in collaboration with the NGO People in Need Slovakia were highlighted as examples of good practice. This is a very important GE online resource for educators and others interested in this field. It shares resources on events and training opportunities and publications. Of particular importance is the collection of methodologic resources for educators as well as a gallery of photos for educational use, a video collection and online activities.

Resources on GE website

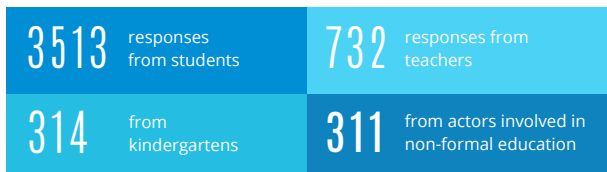|		
Public events	Training	Educational programs
Curricula	Analysis study documents	Articles
Library	Videos and other multimedia content	Sources of information

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*https://globalnevzdelavanie.sk/

Global Education mapping processes

One of the sessions of the peer exchange was devoted to analysing and comparing the experiences of Slovakia and Portugal in Global Education mapping. These experiences were presented by the Slovak NGDO Platform and the Portuguese NGO, CIDAC, as one of the follow-ups to the exchange and a joint article was published in GENE Newsletter Summer 2019 (Slovak NGDO Platform, CIDAC and FGS, 2019). The reflection about the mapping processes was very useful for peer learning because there was an in-depth look at two very different ways to conduct this type of research. This reflection may be equally important to other countries due to the growing interest in mapping Global Education at the national level.

SLOVAKIA

The Slovakia mapping was a nationwide study involving two consortia of NGOs and faculties under the umbrella of the Slovak NGDO Platform (now Ambrela – Platform for Development Organisations). One consortium mapped the state of GE in the formal education sector, and the other in the non-formal education sector looking at actors such as CSO, youth organizations and social business.

The mapping process included quantitative and qualitative research. T**he quantitative research** was mostly based on online questionnaires to students, teachers, and non-formal education actors.

3513	responses from students	**732**	responses from teachers
314	from kindergartens	**311**	from actors involved in non-formal education

Qualitative research was based on focus groups discussions. At the time of the exchange the emphasis was on the quantitative research as parts of the qualitative analysis were still being conducted.

The preliminary findings give insights into GCE practice, highlighting positive aspects and limitations.
- They show that numerous GCE and value-based education topics and methods are integrated in the education process of the Slovak schools, despite the fact that GCE has not yet been systematically implemented.
- It also identified several limitations in the use of GE by teachers, low interest of students in taking action, and several barriers to the incorporation of GE in schools.
- Similarly, the actors in non-formal education have a wide understanding of GE but do not put too great an emphasis on its strategic framing.

The results of the mapping can be accessed online (Slovak NGDO Platform, 2019).

PORTUGAL

The Portuguese mapping study was an exploratory study conducted by two NGDOs (CIDAC and FGS) who decided to **survey** and explore which practices in the field of Global Citizenship Education are carried out in schools throughout the country. The study span over a period of two years and underwent different phases. It was less wide in reach than the Slovakia study targeting mainly schools but trying to go deeper in terms of understanding teachers' practices and positionings regarding GE. The research investigated how teachers talked about the initiatives and compared it with both NGO's understanding of GCE, namely through four dimensions considered as central: political, pedagogical, ethical and collaborative. Answers were analysed both quantitatively and qualitatively, through content analysis.

124	responses were validated for the analysis
98	participating educational institutions
92%	of which were public schools

The key findings of the Portuguese mapping showed that the main topics generally correspond to what the two organisations consider to be GCE's principles – responsible citizenship, social justice, co-responsibility, a global and integrated vision of the world, and an awareness of global interdependence, though solidarity, equity, and social transformation are less mentioned. In what critical thinking and self-questioning are concerned, they seem to apply mainly to students more than to teachers. Initiatives seem to have created new forms of relationship between teachers and learners, but they seem to lack strategies to promote a deeper understanding of power relations. They especially target individual transformation rather than societal changes. However, the limitations of the study, namely the use of questionnaires, did not enable the assessment of complex dimensions of GCE (Slovak NGO Platform, CIDAC and FGS, 2019). Some of these limitations are in line with the results of the Slovak mapping which also showed the challenges in going deeper. Another limitation of the Portuguese study was that it does not incorporate the perspective of students. In that sense, the Slovak mapping provides some clues as to how to advance in that field.

The full results of the Portuguese mapping exercise can be found in a publication by CIDAC and FSG* (2018). The English and Spanish summaries are also available**. A summary of this reflection by CIDAC and Ambrela was presented in a joint article for the GENE Summer Newsletter 2019 written after the peer exchange in Lisbon (Slovak NGO Platform, CIDAC and FGS, 2019).

*https://cidac.pt/files/3215/4841/7989/Desafios-Globais-Final.pdf
** https://www.cidac.pt/files/1115/4841/7754/desafios-globais-resumos-22jan.pdf

Initiatives for Citizenship Education in the School Environment in Portugal*

Mapping(s) of Global (Citizenship) Education in Slovakia
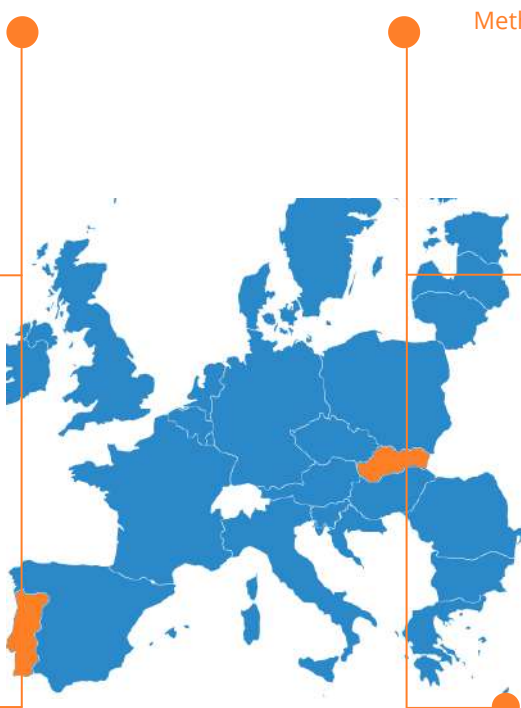
Methods:

- Conducted by 2 NGO Over 2 years 2017-2018
- Online questionnaire to teachers in schools and other educational institutions (124 responses)

Objectives:

- Survey which practices of GCE are carried out in schools
- Assess to what extent they are aligned with broader understanding of GCE
- Understand how teachers talked about the initiatives through 4 central dimensions: political, pedagogical, ethical and collaborative

Key findings:

- Topics addressed in school correspond to what we consider to be GCE's principles: responsible citizenship, social justice, co-responsibility, a global and integrated vision of the world, and an awareness of global interdependence
- Words like solidarity, equity, social transformation are less mentioned
- Lack strategies to promote a deeper understanding of power relations
- Target individual transformation rather than societal changes
- Strong concern with promoting critical thinking. These apply to students but less to teachers
- Themes are varied, dealt with simultaneously, in an interdisciplinary way. Such intertwining allows a complex reading of reality instead of a static one
- Initiatives have created new forms of relationship between teachers and learners
- Collaborative work is an area in which educators and teachers show a need for deepening reflection and practice
- The questionnaires did not enable the assessment of complex dimensions as the ones triggered by GCE. Still, it offered good clues to further research
- The mapping study did not incorporate the perspective of students

Methods:

- Conducted by NGDO Platform Ambrela in cooperation with several NGOs and faculties
- Online questionnaires to students, teachers and non-formal education actors (4870 responses) Focus groups

Objectives:

- To map the State of GE in the formal and non-formal education sector
- Look at students, teachers, CSO, youth organizations and social business

Key findings:

- Numerous GE topics and methods are integrated in the education process of the Slovak schools. Topics include environmental and human rights pillars of GE, multiculturalism, fight against extremism, peace education, global political economy, migration
- GE has not yet been systematically implemented in schools. But some schools have a special GE coordinator and GE dedicated courses
- Understanding of GE by teachers varies – GE is often understood as everything out of the ordinary
- Several barriers to the incorporation of GE in schools: lack of expertise and support
- Low interest of students in taking action in the spirit of GE
- Lack of knowledge among students about GE methods and difficulties in incorporating them into teaching. Methods of storytelling/narration and film/video are the most common. Lack of understanding of the importance of political participation and activism
- GE is becoming an umbrella term for value-based educations
- Actors in non-formal education have a wide understanding of GE but do not put too much emphasis on its strategic framing
- Limitations for GE include lack of funding, lack of (e)learning opportunities, lack of accredited programmes for GE and weak networking and cooperation

*Reference: https://cidac.pt/files/3215/4841/7989/Desafios-Globais-Final.pdf

Processes that affect peer policy learning

Reflections from the participants on the Peer Exchange provide important methodological learnings for policy learning.

One key learning is the importance of building relationships. It is important to build trust and empathy in order to be able to learn from one another. The peer learning initiative was important to build relationships among different stakeholders in the two countries and was equally important to consolidate relationships among different organizations in the same country (Ministries of Education, MFAs, NGOs, Youth organizations) and among public and civil society stakeholders. These relationships are the basis from which to build a platform for working together to advance GE in each country. In this regard, the social moments such as lunches and free time in the agenda were important, but more structured moments of this kind would have been beneficial.

Another key aspect for the peer learning process is the way information is shared. As stated by one participant: "Sharing what we are doing before doing things together is important to build bridges and common ground". Sharing is important but how to do it requires careful planning. Plenaries, for instance, are important but they have limitations. They are important to gain knowledge of what the others are doing but have serious limitations in terms of debate especially if a group of people is starting to know one another. It is therefore important to carefully explore other methodologies.

Participants considered the learnings from bilateral meetings extremely valuable. They were important to understand how counterpart organizations work and to go deeper in the discussions in smaller groups between peers with a lot in common. It would also have been beneficial, according to some participants, to also have an opportunity to share in the plenary about bilateral meetings.

For sharing to be meaningful it is necessary to go deep into the reflection and not skim through a description of activities. Sharing about processes is more important than results. Reflections about the processes in detail were most most useful in the Peer Exchange, e.g. reflecting about the process of development of the National Strategy, how it was initiated, how it developed and strategies to reach a common understanding between stakeholders. Reflecting from a historical perspective and looking into the future also give very important insights.

Comparative policy learning is very important for national policy improvement. The identification of commonalities and differences in national histories and in policy development processes between Portugal and Slovakia, both in terms of successes and challenges, as was done during the exchange, was key to foster debate and enable learning [long term vs short term; level of participation, political support, organization of the administration]. It was also essential to recognise the importance of national contexts to the understanding and development of GE and how any GE strategy and process must be adapted to the context. Interesting participatory methodologies suggested during the exchange could involve the joint development of timelines and identification of milestones in the two countries and analysing them/compare them, as well as the identification of the achievements of each one's strategies and processes.

In addition, the exchange also increased participants' knowledge of their own context and challenges, as they are not just receiving new information from others, but also sharing their own experience, which required self-reflection while preparing background documents for presentations, explaining traditions, and the motives why you do it this or that way in your country.

Finally, time is necessary for learning to occur. With just three days of exchange, it is important to plan the follow up of the Peer Exchange so that the learning goes deeper. This could involve the sharing of information about calls for proposals or about good practice and specific projects/activities, planning a follow-up meeting together [in two years]; participate in each other's events or work together on a concrete project.

Conclusion

The Peer Exchange between Slovakia and Portugal was an activity developed within the framework of GENE aimed at increasing mutual knowledge about GE in both countries and learning from each other's specific experience in GE policy. The objective of this paper was to document the process and the learnings and also to identify some of the processes that affect policy learning.

The exchange occurred within the framework of these two countries' participation in GENE. It is therefore part of the activities of the GENE network and can be understood as part of an on-going process of policy sharing inside a network. However, the exchange had some specific characteristics in that it brought together people, ministries and agencies that do not usually participate in GENE Roundtables and other activities.

Therefore, this event can also be seen as a discrete activity lasting only three days. This is a limitation for policy learning, considering that, like several authors, namely Hartmeyer et al. (2008) point out, it takes time to get involved in partnerships, develop a common strategy for learning including tools and methods, and learn in solidarity. The participants in the Slovakia-Portugal exchange also recognised the importance of time for learning to occur. They reflected on follow-up activities in order to deepen their learning and made several suggestions.

The exchange encouraged participants to learn from history. Global Education was approached from a historical perspective dating back to the colonial era, right down to the national policy development processes in GE. Raffe (2011) identifies this as an important requirement for policy learning.

As highlighted by the participants, sharing national histories demonstrated the importance of context and that processes and policies must be adapted to the context and be meaningful to the stakeholders involved.

Comparison is key to policy learning and participants learned the most from the identification of commonalities and differences between the two countries. This promotes rich discussions between those with different traditions in GE – an external look at GE with different lenses can bring up interesting questions, make countries reflect with new perspectives or realize things that they had not realised before. This observation is also in line with other policy learning studies, namely with the conclusions of Hartmeyer et al., 2018.

Another aspect is the sharing of good experiences and policy successes. According to Nedergaard (2006, 2009) and Raffe (2011), policy learning increases when groups do not focus only on successful practices. In this exchange, Portugal shared a positive experience in development the National DE Strategy, but both countries highlighted the challenges faced during the processes and the obstacles that remain.

Another important condition for learning is the capacity to build relationships: trust and empathy were identified as stepping-stones to learn from each other. This process requires time to solidify. However, the participants highlighted that, although it lasted three days, the exchange was particularly important to strengthen interpersonal and inter-organizational knowledge within national organizations, a very important aspect in the construction of GE. Methodological aspects, namely the involvement of participants and participatory methodologies, were also important for policy learning.

Finally, the most important thing for learning to occur is to have a sense of purpose (Nedergaard 2006).

This purpose existed and was put forward by one of the participants:

"Our most important expectation for the exchange is that it will help to reignite the spark in Slovakia and give hope for the future of GE in both countries."

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