

GENE 



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Global Education

in Europe:

National Histories

Volume 1
Second edition

Edited by
Annette Scheunpflug
and **Liam Wegimont**



First launched at GENE Roundtable 50

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*Dedicated to the memory of Henny Helmich:
A loyal friend, a visionary in Global Education and
a co-founder and ardent supporter of GENE.*



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GENE – Global Education Network Europe

GENE
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We have been inspired over the years by some authors who have written national histories. Kevin Kelly (now Ireland's ambassador to India) wrote a short history of Development Education in Ireland in the 1990s with insightful analysis, while Manuela Mesa's analysis of generations of Global Education has informed all subsequent consideration. The work of Helmuth Hartmeyer, in his PhD and later Waxmann volume on the history of GE in Austria, was foundational in terms of methodology; and the constant dialogue we have had since then has been inspirational to the continued determination to see this volume to press. Continuing conversations over a decade with Arnfinn Nygaard, Doug Bourn, Luisa Teotónio Pereira and others have inspired and maintained commitment to the idea, while more recent conversations regarding history in GE with La Salete Coelho, Eilish Dillon, Elina Lehtomaki and Massimiliano Tarozzi have all sparked new perspectives and debates.

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Annette Scheunpflug and Liam Wegimont (editors).

List of Acronyms

ANGEL - Academic Network for Global Education and Learning

CoE – Council of Europe

CONCORD – European Confederation of NGOs working on sustainable development and international cooperation.

CSOs – Civil Society Organisations

DAC – Development Assistance Committee (OECD)

DARE – Development Awareness-Raising and Education Forum (CONCORD)

DEAR – Development Education and Awareness-Raising (EC)

DECs – Development Education Centres

DEEEP – Development Education Exchange in Europe Programme

EC - European Commission

EE – Environmental Education

ESD – Education for Sustainable Development

EU – European Union

GCE – Global Citizenship Education

GE – Global Education

GENE – Global Education Network Europe

HRE – Human Rights Education

LRAs – Local and Regional Authorities

MDGs – Millennium Development Goals

NGOs – Non-Governmental Organisations

NGDOs – Non-Governmental Development Organisations

NSC – North-South Centre (Council of Europe)

ODA – Official Development Aid

OECD – Organisation for Economic Cooperation and Development

PISA – Programme for International Student Assessment

SDGs – Sustainable Development Goals

UNECE – United Nations Economic Commission for Europe

UNESCO - United Nations Educational, Scientific and Cultural Organisation

Notes on Contributors

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Tereza Čajková has been involved in the field of Global Education since 2011, gaining experience through roles with organisations such as People in Need and the Analytical Center Glopolis. For six years she represented the Czech Forum for Development Cooperation (FoRS) in CONCORD, the European Confederation of NGOs working on sustainable development and international cooperation. As a researcher and consultant in Global Education she has worked with international GE initiatives, NGO platforms and Universities since 2019. She is currently working towards a PhD at the University of British Columbia.

La Salete Coelho is an educator, researcher, and activist in the field of Development Education at the University of Porto and the Polytechnic Institute of Viana do Castelo. She is the coordinator of the Secretariat of the National Strategy on Development Education in Portugal and the Secretariat of the Ibero-American Program on Global Citizenship for Sustainable Development. She has been a consultant for GENE – Global Education Network Europe on several occasions, facilitating the Global Critical Friends groups from Africa, Asia-Pacific and Latin America. She is a member of the Advisory Board of ANGEL – Academic Network on Global Education and Learning, and of the Sinergias ED Community, also participating in the Editorial Board of the journal *Sinergias - Educational Dialogues for Social Transformation*. She has experience in Development Cooperation projects in the field of education, in Portugal, Mozambique and Guinea-Bissau.

Eilish Dillon is Assistant Professor at the Maynooth University Department of International Development. She has been actively engaged in Global and Development Education in Ireland for over 30 years and an active contributor to civil society global development and education projects through her work with Comhlámh, Amnesty International, Banúlacht and the Irish Development Education Association (IDEA). Her doctoral thesis explored critical approaches to Development Education among educators in Ireland <https://mural.maynoothuniversity.ie/9558/> and her current research focuses on ethics and global development communications <https://mural.maynoothuniversity.ie/14972/>. Eilish has published widely on Global and Development education and is the editor of *Global Education in Ireland: Critical Histories and Future Directions* published later this year by Bloomsbury Press, which will be available free by Open Access <https://www.bloomsbury.com/uk/global-education-in-ireland-9781350380387/>.

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Helmuth Hartmeyer started out as a secondary school teacher, later held posts as director of 3 Austrian NGOs (1983-2004), was head of the Austrian Strategy Group for GE (2004-2015) and was Director of the Civil Society Department at the Austrian Development Agency (2004-2015) before retirement. He was Chair of the Austrian UNESCO Committee for ESD (2006-2015) and Chair of GENE from 2008 to 2016. He taught GE at the Institute for International Development at Vienna University (2008-2020). He published widely.

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She was the Slovak representative to GENE from 2004 to 2008 on behalf of SlovakAid; and part of GENE Peer Review international expert teams for European Global Education Peer Review processes in Austria and the Czech Republic. She is a co-author of the publication *Innovation, Values and Policies in Global Education* and compiled the GENE Award publications (2017-2021).

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Arnfinn Nygaard has been engaged in international development issues and Global Education for many decades, through solidarity work for Latin America and Africa since the late 1970s, as head of campaigns of Amnesty International Norway in the 1980s and as coordinator, director and senior advisor for the RORG Network in Norway from its early start in 1992 until it was closed down in 2021. He has participated in GENE from 2001 and was a member of the board from 2008-2016.

Dalila Pinto Coelho is a researcher at the University of Porto and a full member of the Centre of Research and Intervention in Education (CIIE) of the Faculty of Psychology and Education Sciences (FPCEUP). She has a background in Educational Sciences and International Development and has worked in Portuguese academia for nearly 20 years, in the past decade being an active researcher and consultant in the field of GE, particularly Development Education and Global Citizenship Education. Through her PhD (2019), postdoctoral work, and role as consultant, she has built a comprehensive understanding around

the field of GE in different contexts and actors. She was involved in the external evaluation committees of the Portuguese national policy on GE (ENED 2010-2016 and 2018-2022). She is a member of the European Commission's Development Education and Awareness Raising multistakeholder group as an academic representative. Her work is involved with transformative education in a broad sense, particularly through postcolonial, decolonial and antiracist education.

Klaus Seitz, Dr phil. habil., is an educationalist and lives in Berlin. He habilitated at the University of Hanover in 2002 with a thesis on the socio-theoretical foundations of global learning ("Bildung in der Weltgesellschaft", Frankfurt 2002). After holding various positions in church development cooperation, civil society movements and journalism, he has spent the last sixteen years working as head of the policy department of the NGO "Brot für die Welt" (Bread for the World) in Berlin.

Ditta Trindade Dolejšiová is Head of Support and Innovation in GENE, with expertise and experience in Global Education in the Visegrad countries since 2004; and in Global Education, youth policy and third sector management, innovation and facilitation for some decades. She acts as Chair of the Board of Masterpeace Foundation facilitating a global network of clubs that inspires people to use their talents, co-create change and bring peace in their communities. She is a facilitator of transformation processes in policy, strategy and learning, inspired to contribute to social change and innovation. Previously, she worked with the North-South Centre and the Network University on Global Education e-learning courses, acted as a Director of the Brazilian NGO University of Youth and contributed to youth policy development at municipal, national and international level in Europe, Latin America and globally. Holds a Master's degree in International Relations from the University of Amsterdam in the Netherlands.

Editors

Annette Scheunpflug is Professor for the Foundations of Education at the University of Bamberg in Germany and the Chairperson of the board of GENE. She has been involved in Global Education for over 40 years – as a youth worker, a teacher, a teacher-educator and a researcher. She is editor the German journal on International Educational Research and Development Education “ZEP – Zeitschrift für Internationale Bildungsforschung und Entwicklungspädagogik” and is a member of the editorial Board of the International Journal of Development Education and Global Learning Institute of Education, London. She holds an honorary doctorate of the University of Oulu in Finland and is an elected member of the Bavarian Academy of Science. She has published more than 500 publications, many on Global Education.

Liam Wegimont has been involved Global Education for over 30 years – as teacher, youth worker, teacher-educator, school principal, lecturer, evaluator, and speaker. He is the Executive Director of GENE – Global Education Network Europe and has been Principal of Mount Temple Comprehensive (www.mounttemple.ie). Liam co-founded GENE (www.gene.eu) and ANGEL (www.angel-network.net). He recently co-led the drafting process of the European Declaration on Global Education to 2050 Congress 2050. He is a member of the editorial Board of the International Journal of Development Education and Global Learning Institute of Education, London; and of Sinergias ED, Oporto; and has been visiting lecturer in teacher education and global learning at Fredrich-Alexander University, Erlangen-Nurnberg and Trinity College, Dublin. His research interests include leadership in multilateral organisations, theory in Global Education, the philosophy of Paul Riceour, the role of creativity and imagination in education for social change, and the future of hope.

Global Education in Europe – National Histories

Annette Scheunpflug & Liam Wegimont



GENE 

Introduction

Background

In June 2021 GENE celebrated its 20th anniversary with the launch of the process towards the new European Declaration on Global Education to 2050. While we decided that, in the words of one policymaker “nostalgia can wait”, nevertheless, in GENE we are also conscious that history is crucial to the future. We were intent on returning to the history, even as we looked forward.

For over a decade now, GENE has been considering the development of a series of national histories on Global Education. With the exception of Annette Scheunpflug and Klaus Seitz's three-volume history of Global Learning in Germany, Helmuth Hartmeyer's detailed history of Global Education in Austria and a forthcoming volume on Global Education in Ireland, there is a paucity of research in the field of the history of GE at national level (Scheunpflug and Seitz 1995 a–c; Hartmeyer, 2008; Dillon et al., forthcoming 2024).

23 years ago, GENE was developed as a new type of international organisation bringing together policymakers. GENE gathered national policymakers for one dynamic purpose: to increase and improve Global Education; and with one core process – policy learning through networking. Informed by the latest research on how policymakers learn in informal networks and how networking can become sustainable through systems and structures, along with consultation with existing structures, GENE was born. We had one agreed vision: to work towards the day when all people in Europe, in solidarity with peoples globally, would have access to quality Global Education. This vision persists and is needed now more than ever.

From the start, GENE grew slowly – making the conscious decision to only grow by 2–3 countries annually. This decision was born in the tension between the then existence of a small number of national structures in Western European countries; and the strong, proud, and growing traditions of varieties of GE in Central and Eastern European countries. GENE, building on the sharing of experience between existing Ministries and Agencies (Hartmeyer & Wegimont, 2004), grew by design to include, slowly but surely, all countries in Europe – an aspiration that is almost, but not yet fully, achieved.

Initially housed in the Council of Europe's North South Centre, which at the time was a hothouse of new initiatives in a variety of related fields, by 2008 GENE had moved to become an independent international organisation with a dedicated Secretariat and a growing network of policymakers; with regular multilateral Roundtables, networking national policymakers; facilitating a European Peer Review process in the field, supporting the development of national strategies and strengthening the international policy environment, all with the support of a growing policy research base.

Meanwhile, Global Education in Europe was growing at national and international level. The growth of some of the international policy frames is outlined elsewhere (Hartmeyer & Wegimont, 2016). However, as Global Education in Europe enters, in some countries, its seventh or even eighth decade, we are deeply conscious of the following realities:

- There is still a paucity of research regarding the history of Global Education at national level in European countries.
- Those who were pioneers or "first generation" Global Educators in the 70s, 80s and 90s are reaching retirement age, and so experience, traditions, strategies forged, and principles fashioned in the fire of praxis are in danger of being lost.
- We sometimes see what Solzhenitsyn described as "anamnesis", an almost chosen forgetfulness – in, for example, the designation of "new" paradigms or elaboration of models of GE that ignore previous experience and debates.
- Finally, there is the challenge that, while, in the word of the Irish author Brian Friel, "to remember everything is a form of madness", nevertheless, the choice of shallow recent histories over more foundational history may not do justice to the richness of the field (Wegimont, 2020).

So, with this and subsequent volumes, we intend to address the gap.

The series will begin in 2024 with this volume published to coincide with GENES 50th Roundtable in April 2024; volume 2 will follow. Each volume will bring together short national histories of Global Education in a selection of European countries. The authors – to whom we are exceedingly grateful – include those who have been pioneers in Global Education at national level, as authors and academics, as thought-leaders, as activists and engaged intellectuals, as policymakers, or as researchers more recently engaged and with a passion for the importance of the historical.

We should be clear that these chapters are as much testimonial and narrative and archive as they are documentation of history by those who, among others, created it. The publication of these two volumes will lead to a Colloquium on the History of Global Education in Europe and, we hope, to a series of book length national histories in subsequent years.

What we mean by Global Education

Different terms have been used at national and international level over the past decades. Recognising the rich diversity of terms and traditions of usages in this field is, we believe, a strength. Nevertheless, in GENE for over 20 years, we have used the term Global Education as an umbrella term, not to supplant existing or emerging national terms and concepts, but to gather them in such a way as to facilitate policy learning across borders and languages. What this has meant in practice is that, while the term Global Education might be open to the accusation of being somewhat amorphous, nevertheless, we have seen trends and even fads in terminology over the past decades. Using GE as an umbrella term has enabled us to facilitate policy learning without succumbing to temporary trends or fads. From the Maastricht Congress in 2002, through to the Dublin Declaration on GE to 2050 in 2022, the core of Global Education has been consistent, though progressing (Wegimont, 2023).

The Maastricht Declaration included an agreed definition of Global Education:

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.

It was also clear from the Maastricht Declaration that Global Education was understood as a synthetic, umbrella concept, bringing together varying traditions:

Global Education is understood to encompass Development Education, Human Rights Education, Education for Sustainability, Environmental Education, Peace Education, Intercultural Education, and the global dimensions of Education for Citizenship.

The Definition of Global Education contained in the Dublin Declaration, building on Maastricht, and elaborating it, states that:

Global Education is education that enables people to reflect critically on the world and their place in it; to open their eyes, hearts, and minds to the reality of the world at local and global level. It empowers people to understand, imagine, hope and act to bring about a world of social and climate justice, peace, solidarity, equity and equality, planetary sustainability, and international understanding. It involves respect for human rights and diversity, inclusion, and a decent life for all, now and into the future.

Again, it is clear from the Dublin Declaration definition that:

Global Education is an intersectional umbrella term which encompasses a variety of related terms that are used at national and international level, including, inter alia: Anti-Racist Education, Development Education, Diversity and Inclusion Education, Education for Gender Equality, Education for Global Citizenship and International Solidarity, Education for Sustainable Development, Global Citizenship Education, Global Development Education, Global Learning, Global Youth Work, Human Rights Education, Intercultural Education, Learning for Environmental Sustainability, Peace Education. It also includes the global dimensions of Citizenship Education, Civic and Moral Education and Digital Citizenship Education.

While these definitions pertain as the overarching conceptual framework for this volume, individual authors deal in detail with the various ways in which conceptions have been used at national level.

Why histories now?

GENE has worked with national policymakers, civil society leaders, educators, and researchers across Europe for over 20 years. We recently adopted a new strategy framework, the Dublin Declaration, building on process made during those first 20 years, but also on the incredible achievements of all the actors who developed, nurtured, and championed Global Education before that.

Within the GENE network, some of those pioneers who were fundamental in the early years of Global Education at national level in Europe are coming to retirement age or have already retired. These pioneering voices – some of whom are authors in this volume, others who are referenced and interviewed in chapters – made breakthroughs, fought battles, developed strategies, forged partnerships – in ways that may not have allowed them the time, at the time, to also document the process. We want to ensure that their experiences and what we can learn from them are documented.

Alongside policy, practice and grassroots work, there is a growing literature of Global Education research – comparative studies, pedagogical approaches, empirical research, strategic studies, even several philosophical studies. The annual Global Education Digest of ANGEL shows this growing and professional field across a range of educational areas related to GE. While there is still very little by way of systematic research into the histories of Global Education, there is a small but growing reflection on critical histories of global education, and on methodology in the field, from which we can draw.

Finally, one of our key reasons for developing this first edition of national histories is to address something which we often come across in GENE, and

which we are sure many others who work in Global Education also can relate to: gaps in both knowledge and understanding of the history of the field, at national and at European level. Only by addressing this can we avoid repeating the mistakes of the past. One way of doing so is by learning from those who have gone before us; we honour their legacies by sharing some of their knowledge and by building on their innovations.

A pertinent example comes to mind. We are hearing from colleagues in development policy of a “new paradigm”, with a critique of the foundations of “the existing development paradigm”, a new spirit of partnership, and a refusal to speak any more of “donors” and “recipients”. Many of us who work in Global Education know that this is not a new idea. Global Educators have, at least since the 1980s in some countries, and as early as the 1950s in some others – as attested to in this volume – started their work with a critique of prevalent models of development. They have been at the forefront of the critique of unequal structures of power in both international cooperation and in education, although their voices may not always have been heard.

Knowing this would perhaps seem like a source of frustration, but it is also liberating – in that it shows Global Education to be a frontrunner in the movement towards greater equality and partnership and suggests that critical global learning has some decades of experience and resource to assist the move beyond paternalism in foreign and cooperation policy.

National histories – an introduction and some methodological considerations

In this volume we have adhered to a principle that GENE, as a new type of international organisation, has adhered to for the past 20 years. While recognising the importance of international organisations to the policy landscape, and to policy change at national level, nevertheless, we are clear – the national level comes first, is the most important, and is the only source of true change. While international declarations and agreements are important in a global, polycentric, multilateral world; nevertheless, we recognise that rumours of the demise of the nation state have been greatly exaggerated. That’s why GENE works country by country.

And so, rather than starting with a European or Europe-wide history, we have chosen to develop these histories country by country, member state by member state, delving into the rich detail of national level concepts, debates,

struggles, narratives; to build up a pan-European patchwork. We seek to tell the stories of the development of Global Education at national level in European countries. This approach is informed by the perspective of Jean Paul Lyotard who wrote “destroy all monopolies of narrative [...] instead [...] struggle for the inclusion of theories [...] within the little narratives. So that [our] task is not to proclaim [...] the truth, but to seek the power of playing out, listening to, and telling stories. a power that is so common that the people will not be deprived of it without riposte [...] Justice is wanting it.” (Lyotard, 1977)

We should also point out that our approach to the volume, and to authors, was based on a quite specific approach to the writing of engaged histories. We are conscious that many of the authors will have been engaged in policy, practice, activism or theorising in relation to global education. In all cases the authors have been, and hopefully will continue to be, involved. If they are so engaged, how can they be objective?

We have consciously rejected that false, dichotomous question. We approached authors that were or are still active in the field, that have been involved, that know the field by heart, inside-out; and that are documenting the story, in narrating the history, and in drawing policy and theoretical conclusions from their engagement and practice. How can a critical model be proposed by one who is so involved? Many recent philosophical considerations and ideas, from Antonio Gramsci’s notion of the organic intellectual (Gramsci, 1971) to Michel Foucault’s analysis of the relationship of knowledge and power to Paul Ricoeur’s countering of this false opposition have discredited the notion that there is a necessary dichotomy between the engaged activist and the neutral, objective, scientific observer.

We have also worked on the basis that not all national histories will fit into a common frame. This may seem like a statement of the obvious – even politically, as states, in some cases a current country was previously divided; in others, centrality has been replaced with devolved responsibility for education; in still others, education is no business of the federal state. There are as many different contexts as there are chapters in this volume. So, while we had a common cause, a common vision, and a common commitment to anamnesis; nevertheless, no two national stories are alike.

So, together with the authors of national histories, who have been engaged and who have so kindly devoted their time and thought to reflection not only in a national but also in a European frame, we build a patchwork which will, we hope, paint a picture, and provide food for thought and analysis as we move forward.

An Introduction to the Chapters in this Volume

In the first substantive chapter, **Dr Helmuth Hartmeyer**, former Director of the Civil Society Department at the Austrian Development Agency (ADA) and former chairperson of GENE, together with **Dr Heidi Grobbauer** managing director of KommEnt – Society for Communication, Development, and Dialogic Education in Vienna and a member of the Austrian Strategy Group for Global Education **chart the course of Global Education in Austria**. The authors briefly outline the development of Global Education in Austria from its early beginnings to the present day. They reflect on the conceptual discourse including some international contributions to the national debate. Also, with a narrative capturing the process of developing and implementing the national strategy on global learning, and a summary overview of the history of funding mechanisms, they also provide some illustrations of practice in the field. The chapter also draws conclusions and raises issues and perspectives for the development of Global Education.

Czechia has a long and proud tradition of Global Education. Despite changing nomenclature throughout its development, a constant commitment to policy and practice has always been evident, and Czechia has shown a leadership in this and related fields in Europe and globally. The second chapter in this volume is by **Tereza Čajková**, who has been involved in the field of Global Education since 2011, working with People in Need, Glopolis, the Czech Forum for Development Cooperation (FoRS) and CONCORD, is currently working towards a PhD on GE at the University of British Columbia. Her chapter outlines the evolution of Global Education in the Czech Republic over the last two decades: portraying strategic initiatives at the national level, outlining the engagement of non-governmental organisations, and providing a fascinating glimpse into specific approaches to GE within a few selected organisations.

The third chapter on **Germany** is written by educationalist **Klaus Seitz**, who has been writing on the socio-theoretical foundations of global learning for over 20 years. In this chapter Klaus – who has had a broad engagement in academic movements, journalism, and most recently as head of the policy department of the NGO “Brot für die Welt” (Bread for the World) in Berlin – brings us on a journey that explores conceptual roots and development and that goes back to the pre-history of GE pre-1945. Roads diverge post-1945 as we are led through the differing paths of GE in a divided Germany; later the chapter considers

more recent movements following reunification, before moving on to provide an analysis towards the future. Detailed historical and political context is interwoven with policy frameworks and the emergence of differing schools of thought.

A fourth chapter on **Ireland** is written **Eilish Dillon** of the University of Maynooth. Dr. Dillons recent work has focused on the writing of critical history and a co-edited book-length study is due out in Autumn 2024 (Dillon et al., 2024). In this chapter she adopts a thematic approach to the discussion of changes in GE in various phases of the history of GE in Ireland, highlighting key issues and debates which have come to characterise the field over many years. She explores the influence and role of various organisations in GE and the relationships which are at work in the GE field in Ireland; changes in how GE is structured and organised; and shifting policy and understandings of GE. While the focus of the chapter is mainly on the Republic of Ireland, the chapter also briefly focuses on some of the key issues affecting policy and practice in the North of Ireland around these themes. The final section also addresses some lessons to be learned from GE in the Irish context and some challenges for the future.

The fifth chapter focuses on another island state – **Malta**. **Mark Mifsud**, who outlines the history of GE in Malta, both in terms of conceptual development, and in terms of the movements, actors, and strategic initiatives. Professor Mifsud – who is Director of the Centre for Environmental Education and research at the University of Malta, and who recently completed a mapping of GE in Malta for GENE – also looks back at various funding and other strategic initiatives and then looks forward, identifying issues of concern for the future.

Arnfinn Nygaard – a leader in Norway of Global Education for many years, and an early leader of GENE – has been involved in keeping the idea of this publication alive for over a decade. In the sixth chapter in the current volume, Arnfinn outlines the **history of GE in Norway** – its early roots and historical antecedents, its conceptual development, its political and policy context. He articulates the roots of GE in Norway from the perspectives of foreign policy, education processes and social movements. The chapter includes details of the struggles for policy coherence and recognition and some reflections on challenges for the future arising from challenges of the past.

Portugal has been at the forefront of Global Education policy sharing in Europe for many years and is recognised for the strength of its national strategy development processes. The seventh chapter, by **La Salete Coelho and Dalila Pinto Coelho**, explores the history of GE in Portugal and is framed in a political context, mindful of the conceptual development over some decades, explored through the lens of subsequent national strategies. The chapter recounts the development of GE in a systematic fashion, while also looking to the future.

Global Education in *Slovakia*, while building on previous and earlier strong traditions, began as a specific initiative within the context of pre-accession to the European Union. As development cooperation programmes began to merge in the Visegrad countries, GENE was active to ensure that Global Education was among the priorities of newly established Cooperation programmes. The authors of this chapter – **Katarína Kováčová** and **Ditta Trindade Dolejšiová** – were part of the birth of this process. In this chapter they outline the roots of Global Education in movements for freedom and democracy and delve into more recent initiatives for Global Education at national level.

The final chapter in this volume, written by **Doug Bourn**, outlines the history of ***Global Education in the UK***. Doug – one of the original members of GENE in 2001, founder of the Development Education Research Centre, IOE-UCL and co-founder (with the editors of the current volume) of ANGEL – looks at the origins of GE in the UK, some of the original pioneers of the field, and charts the course of the history of GE across the differing contexts of developed administrations. He examines the political changes that led to policy support, or the decline thereof, across the decades of changing government administrations and across differing geographies and countries within the UK, and outlines challenge for the future.

The volume concludes with a brief comparative analysis by the editors of the issues emerging from the national histories – issues that may challenge and inspire, that might perhaps disrupt the journey and strengthen resolve, on the road to quality Global Education for all.

We look forward to further reflection on these and other national histories. The French philosopher Paul Ricoeur suggests that what is perhaps most interesting about exploring histories is that contained within the narrative there may just be, hidden and unexplored within the histories, the promise of a different future. He writes of the “hidden arrows of futurity” that can be unearthed if we go beneath the surface of any history. We invite you to discover the meaning for the future of Global Education that you might find contained within these little histories.

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¹ Indeed, some of the authors of the current volume were first approached by one of the current editors almost a decade ago.

² GENE was initially born of several conversations. Helmuth Hartmeyer and Suanne Hoeck from KommEnt, had established an Austrian structure, KommEnt, based on learning from NCDO and from the Swiss Foundation. Further conversations and Susanne Hoecks 1997 publication comparing Structures of Support in 4 Countries (KommEnt, Salzburg 1997) also convinced those involved at national level of the need for a representative policy forum for national structures. One of the current authors was chair of the Irish National Committee for Development at the time, and in conversation with Tom Waarts, NCDO (NL), and Helmuth Hartmeyer and Henny Helmich and Doug Bourn, we realised the need for policy learning across borders. The notion of networking for policy learning and of GENE was inspired by these and other conversations.

³ "Ricoeur does not oppose the stereotype of a neutral social science with the opposite stereotype of a partisan science, but rather with an original hermeneutic theory of personal engagement." Jervelino (1996: 75).

National Histories of Global Education in European countries





Austria

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Introduction

The history and development of Global Education in Austria is diverse and complex, with conceptual roots that trace back several decades.¹ From the outset, far-reaching international influences have shaped the discourse on Global Education in Austria and its conceptual orientation. The conceptual and institutional development of Global Education in Austria has been documented, described and examined in a number of publications.²

This article:

- a) Briefly outlines the development of Global Education in Austria from its early beginnings to the present.
- b) reflects on the conceptual discourse and its international contributions.
- c) describes the process of developing and implementing a national strategy within the institutional framework.
- d) gives a summary overview of the funding GE.
- e) Illustrates the field in its practice.
- f) draws conclusions and raises issues for perspectives in relation to this narrative for the development of Global Education.

Global Education in Austria from Early Beginnings to the Present

The development of Global Education in Austria is as embedded in an international, mainly European, context as it is rooted in a national environment. Contributions to conceptual development from neighbouring German-speaking countries are among the most important international influences on Global Education in Austria. The work of the North-South Centre of the Council of Europe and of GENE has been reflected in Austria throughout the years.

The content of Global Education has been greatly influenced by the major United Nations summits since the 1990s in that the summits and their agenda became the thematic focus of GE activities. Furthermore, a number of campaigns of the international NGO community have had a strong impact on substance and focus.

Organisations active in Global Education generally work in the field of school development and school organisation, lobbying for the elaboration of curricula and educational principles, and the participation in the development of schoolbooks and instructional materials. They often adopt interdisciplinary approaches and use project-oriented methods. A special focus is paid to teacher education courses.

The Ministry of Foreign Affairs and – since 2004 – the Austrian Development Agency (ADA) recognise the importance of increased educational work concerning development policy, and acknowledge Global Learning and Global Citizenship Education as a focus in their programmes. The official Three-Year Aid Programme of Austrian Development Cooperation (ADC) has repeatedly acknowledged Global Learning as key to its educational approach.

In terms of institutional structures, the Department for International Relations in the Ministry of Education initially took responsibility for Global Education in its portfolio. The Department supported specific projects as well as providing seminars and materials for teachers and was actively involved in the Strategy Group Global Learning. While this involvement diminished and no new initiatives were taken, there is clear evidence of increasing institutionalisation of Global Education in the formal education sector over the years.

1. Conceptual Roots

The concepts of Global Education in the Austrian context grew from a background of conceptual development that had begun some decades earlier.

In the early 1990s Klaus Seitz³ analysed the development of Global Learning in Austria in the framework of a larger investigation into the history of Development Education (Seitz, 1994). His findings were as follows:

In the era of the Cold War, the Third World was primarily seen as a problem. Development Education and awareness-raising were peripheral. For the aid agencies, which were mainly organisations of the Catholic Church, advertising for donations was foremost.

At the beginning of the 1970s there was a clear break. Development Aid was debated critically, new development theories emerged, the North-South divide became a prominent issue. Alongside institutions founded in the 1960s, the newly established Third World Action Groups and Solidarity Committees confronted the public with discomfiting messages. They were quickly established as an independent, committed voices and they had a marked influence on Austrian development policy. They questioned development strategies which solely targeted economic growth. In 1975 the fairtrade organisation Development Co-operation with the Third World was founded to support the establishment

of a tight and professional network of world shops – shops devoted to fairer trade and information about it.

Within the universities the first structured courses in the field were developed for students. The Austrian Students Union established a desk for development issues.

Developing a concept

The reform of the Austrian education system in the 1970s and 80s was regarded as the leverage for societal reform. The catchwords were: clearing out the curriculum, university reform, expansion and modernisation of the education system. The content “Third World” was understood to go hand in hand with an alternative, counter-hegemonic pedagogy. However, in the field of public awareness-raising, advertising for donations still prevailed. Efforts focused on the formation of a critical consciousness were just beginning. The information given was mainly about development aid projects, and only rarely contained information about developing countries, hardly ever about development policy.

In Austria a defined concept and clear institutional support for continuous Development Education and public awareness-raising only began to emerge in the mid-1970s. The foundation of the Austrian Information Service on Development Policy (ÖIE) in 1979 contributed to a considerable expansion of provision and to the structural establishment of this working area and to a more precise occupation with the question of which groups should be targeted through the work.

Since the end of the 1970s the dominant focus on acquisition of information was replaced by a concern for participatory methodologies. Affective, playful and action-oriented learning came to prevail. Everyday life was discovered as a subject of Development Education. In the 1980s there was a broad consensus to move from a pure transfer of information, which Freire called the “banking method”, to an understanding of education as a critical process, which included creative elements. Through exploration of issues in people’s own environment, such as alternative lifestyles or actions of solidarity in one’s own neighbourhood, alliances with the peace and environment movements were made possible.

During the late 1980s and early 1990s there was a remarkable qualitative expansion of content in Development Education “The interfaces between the issues of international justice, the multiculturalism of a society, of the global environment problems, the question of peace and the limits of growth all emerge within Development Education and replace an isolated treatment of the Third World or of development aid. The rediscovered term “One World” and the pleas for “global learning” are the definition of this expansion of the context” (Seitz 1994).

The core of the guidelines developed in the 1960s were still applied in the 1990s. They could be found in almost all concepts of Global Education/ Global Learning projects (ibid.):

“One World”: With “One World” as the horizon, into which all content in education must be placed. Global interdependence in “One World” becomes the central content of learning and the competency to act responsibly in an interconnected world is the central objective of education.

Intercultural Learning: The acknowledgement of the cultural plurality of world society is accompanied by attempts at learning from other cultures while not underestimating the various culture-bound contexts of perception.

Overcoming Eurocentric charity thinking: This refers to the perception of people and peoples overseas as subjects, e.g. by moving away from teaching about catastrophes, which turns people in the Third World into objects of charity.

Development Education as a principle in education: Instead of a solely quantitative expansion of the canon of education through new subject matter, a global perspective should be integrated in all forms of education.

2. Development of the discourse in Austria

Capturing and defining the positions and contributions to the discourse on Global Education in Austria is a complex task. This section provides an overview which draws largely on the debate within the field of Development Education, but also includes relevant contributions from other pedagogical fields which are defined as part of Global Education.

Global Education developed from a number of pedagogical fields: Civic Education, Development Education, Global Environment Education, Peace Education, Intercultural Learning, and Ecumenical as well as Interreligious Learning all contributed.

The debate begins

The gathering momentum of Development Education towards the end of the 1980s led to reflections on how it could be institutionalised in the Austrian school-system. ÖIE⁴ proposed the introduction of a school decree Global Learning in 1991.

One main line of argument held that “the worldwide political, economic, social, ecological and cultural interdependences and connections, and the enormous global and local problems as well as opportunities which resulted from them, make it necessary to comprehend the world as a whole” (ÖIE, 1991).

ÖIE was of the opinion that reducing education about development issues to single issues and to subject-specific approaches, in spite of good arguments for them, does not do justice to the complex set of development problems. ÖIE argued that “the transfer of knowledge is necessary, but by itself not sufficient.” It would be necessary to experience the *One World* concretely. Curiosity and the struggle for freedom should be promoted and proposals for political change, such as the responsible exploitation of natural resources, should be brought into the discussion:

Through explorative learning, active encounters and the constant exchange of experiences within and outside school the precondition will be created for growing learning needs, the reduction of prejudices and the opening of room for action and decision.

(ÖIE, 1991).

The initiators stressed that the introduction of such a school decree, which should be interdisciplinary and action-oriented, would only make sense if accompanying measures (like teacher-training seminars, in-service training, the financing of the visits of guest-speakers to schools, support for school-linking or ‘twinning’) were undertaken at the same time.

The Minister of Education spoke against the introduction of yet another school decree. “It would be nothing but a decoration of the issue. It would allow school administration to tick off this topic. Some glorious material would be produced, but reality at school would remain the same” (Scholten in ÖIE, 1991). Ultimately, the initiative of ÖIE did not lead to an institutional breakthrough, but it initiated a deepened discourse – also within the Ministry of Education.

Linking with other areas

In the field of Environmental Education, the term Global Learning was not new at all. It was seen in the tradition of what was called “International Learning and International Communication” in the 1960s, “Learning about Development” in the 1970s and “Holistic Learning” in the 1980s.

The preparation in Austria for the UN World Conference on Environment and Development (UNCED, 1992) also saw a rapprochement between *the environment* and *the development* as those working in these areas moved closer to alliance. The issue of the destruction of the rainforests was met with huge interest and there were campaigns carried out by NGOs from both areas. In education, however, the work was mainly separated – neither at ministerial nor on NGO level was there any organisational linking. Towards the end of the 1990s the two work areas grew further apart.

In his monograph “Pedagogy of the Other” (1999) Werner Wintersteiner devoted a chapter to Peace Education and its neighbouring pedagogical disciplines. He underlined that the choice of guiding terms matters, because they express different approaches towards the field of action and attempts to structure it. He arrived at the conclusion that next to a broadly conceived understanding of Peace Education, the term Global Learning,⁵ best captured the integration of the pedagogical fields – Development Education, Environment Education, Human Rights and Peace Education, Anti-racist Education, Intercultural Learning and Ecumenical Learning. He saw “the vision of a worldwide, just and sustainable development” as the uniting force.

Wintersteiner was the first in the Austrian discourse to explicitly define possibilities and limits of Global Learning. His account helps to explain the economic, ecological and political interdependencies and refined methods can promote a more sensitive and holistic understanding of the complex relationship between North and South. However, Global Learning is “often is like *swimming on land*. It aims to qualify for living together in worldwide solidarity, yet it takes place within the frame of nations”. Too often it comes down to an attitude of charity, whereas “only an equal and democratic co-operation in educational processes can turn Global Learning into a positive programme”.

Probably due to the UN Decade on Human Rights Education (1995–2004), the concept of Global Learning was also taken up by human rights educators. The Ministry of Education began to acknowledge human rights and their importance for democracy as a relevant part of Political Education. “Learners should be informed about human rights and the daily violations against them. They should be encouraged to stand up for the realisation of human rights and to develop the necessary attitudes and social skills pertaining to

that” (Min. of Ed. 2006). The Ministry of Education understood Human Rights Education at schools as part of the UN World Programme on Human Rights Education (2004), which followed the UN Decade on Human Rights Education.

In summary, the introduction of the concept of Global Learning initiated an interesting debate in the 1990s, which, however, had a limited audience beyond those in the respective educational milieu. Nevertheless, this discourse was influential to the further conceptual development.

Education for Sustainable Development

The United Nations proclaimed the Decade of Education for Sustainable Development (ESD) for the years 2005–2014, over the course of which the vision of sustainable development was to be firmly established in cultural and educational institutions. The decade started later in Austria than in other countries (UK, Germany, Switzerland) and began with a general debate on what it meant for the further conceptualisation of Global Learning. A closer connection with Global Learning had yet to be established.

The Austrian Commission for UNESCO, in co-operation with the Ministries of Environment and Education, established an advisory committee to oversee activities related to the Decade. The name of the committee included both names: ESD and Global Learning. The initial work of the Committee was to develop criteria, according to which projects could be awarded as official Austrian projects of the decade. Thus, concrete local initiatives were supported and made known to a broader public. Twice a year, projects could make proposals for awards.

3. International contributions

The foreign influence on the conceptual development of Global Learning in Austria should not be overestimated. However, there were relevant incentives especially from the German-speaking countries.

Contributions from conferences and seminars

The seminar of the Swiss Forum “School for One World” at Muttenz (Basle) in 1993 strengthened Global Learning in Austria, providing, for the first time, a synopsis of the content of the field. In it, Global Learning was presented in terms of four guiding ideas (*Leitideen*). They turned out to be of particular relevance for the conceptual development of the Global Learning discussion in Austria.

The guiding ideas reflected a thematic breadth, which was regarded as necessary for the promotion of a global perspective at all levels of education. They also provided a methodology for approaching global processes pedagogically. They are outlined below:

- Enlarging the horizon of education
- Reflecting identity – improving communication
- Thinking about “lifestyle”
- Connecting the local and global

The guidelines were welcomed as both convincing and relevant within the Austrian milieu in this field. The catalogue allowed practitioners – educators – to formulate all teaching objectives anew and to systematically renew them with reference to the guiding objective of Global Learning. Thus, it was a very valuable incentive for the whole German-speaking work in this area.

An important incentive for the further conceptual development of Global Learning in Austria came from the congress “Education 21 – Learning for a just and sustainable development”, which was organised by VENRO⁶ in Bonn in 2000. The congress addressed teachers, education experts, professionals in teacher training and from research, as well as politicians in the field of education at state, regional and local level. Almost 600 participated.

The final declaration was welcomed by the organisations active in this area. The claim that Global Learning (somehow as a follow-up of Development Education) should be integrated into ESD together with other comparable pedagogical fields was not taken up in Austria. The organisations stuck to their own understanding and developed it accordingly. The Strategy Group Global Learning, which was founded in the wake of the Europe-wide Congress in Maastricht (November 2002) in Austria at the beginning of 2003, followed the definitions provided by the Maastricht Declaration. The few discussions around the UN Decade of Education for Sustainable Development had not led to a relevant change in the understanding of the term “Global Learning”.

Next to the above-mentioned national congresses there were also some held at European level, which sought to contribute to the assurance of quality Global Learning.

The North-South Centre of the Council of Europe organised a Europe-wide congress on the contents, perspectives and strategies of Global Learning in Europe. The congress was held in Maastricht on 15–17 November 2002 and followed similar initiatives at national level, including Austria in 2001.

The congress ended with the declaration of a “European Strategy Framework”. Referring to the World Summit on Sustainable Development in Johannesburg (2000) and the Millennium Development Goals, which codified the obligations to a global sustainable development. It said with reference to Global Learning:

- that “Global Education is essential for strengthening public support for spending on development co-operation. All citizens need knowledge and skills to understand, participate in and interact critically with our global society. This poses fundamental challenges for all areas of life, including education.”
- “The methodology of Global Education focuses on supporting active learning and encouraging reflection with active participation of learners and educators. It celebrates and promotes diversity and respect for others and encourages learners to make their choices in their own context in relation to the global context.” (O’Loughlin and Wegimont, 2003)

Therefore, states, civil society organisations, parliamentary structures and regional and local authorities should commit themselves:

- “To take forward the process of defining Global Education and ensuring that a rich diversity of experience and perspectives is included at every stage.
- To increase funding for Global Education.
- To secure the integration of Global Education perspectives into education systems at all levels.
- To develop, or where developed, improve strategies for raising and assuring the quality of Global Education.” (ibid)

In conclusion, it can be said that through the participation of Austrian protagonists in various international expert conferences as well as in some cases through their active involvement, the link between the Austrian discourse and international debate actively shaped the Austrian conceptual development. The international congresses contributed to carrying out the paradigmatic change from Development Education to Global Learning. They led to openness to new conceptual understanding, which came along with this change, and encouraged critical reflection. It also showed that Austria compared favourably by international standards.

Global Education Week(s) in Austria

The Global Education Week had been developed by the North-South Centre of the Council of Europe as an important instrument for the strengthening of Global Education resp. Learning in practice. It was an international initiative, which was co-ordinated by the Centre. Twelve countries were involved when the initiative was started in 1999.⁷

In Austria the annual initiative is co-ordinated by Südwind on behalf of the Ministry of Education. Under a common theme, the Global Education Week (GEW) aims at developing learning communities for an active global citizenship. The motto for the GEW 2023 edition, for example, is: “Peace for the planet. A planet of peace”. The Global Education Week contains a comprehensive package of events and materials for schools and other areas of education (including exhibitions and workshops, teacher-training seminars, expert advice for school events, films and events).

4. The development of the institutional framework

The Austrian Development Co-operation

The Development Co-operation Law 2002 stated that – along with the general obligation of the state for development co-operation in the framework of its international development policy – development policy entails all activities of the state which promote the sustainable economic and social development of developing countries, above all aiming at the reduction of poverty, securing peace, and protection of the environment. Activities which are funded by the state include development information, education, cultural work and public awareness-raising. The state acknowledges that the promotion and funding of such activities is an integral part of Austrian development policy. Following the pressure of NGOs the terms “education and cultural work” were incorporated into the text of the law, replacing the original language which referenced only “information” and “public awareness raising”. Thus, the funding of Global Learning activities was also made possible.

Ministry of Foreign Affairs (MFA)⁸

The MFA is responsible for the preparation and co-ordination of the political guidelines for Austrian Development Co-operation. Since 2004, the Austrian Development Agency (ADA) has been responsible for the implementation of the programme. Accordingly, the ADA Department for Development Communication and Education has a political counterpart in a corresponding department in the MFA. Before 2004, the MFA had a contract with KommEnt, through which the funding in this field was organised.

The Austrian Development Agency (ADA)

The Austrian Development Agency (ADA) was established on 1 January 2004 as the operational unit of Austrian Development Cooperation and is responsible for the implementation of the bilateral programme and project assistance of Austrian Development Co-operation. Funding for projects on development information, education, cultural work and public awareness-raising carried out by NGOs is part of its mandate.

In 2006, a desk for Global Learning was established within ADA. At the same time the Austrian Development Co-operation pointed out that a more direct engagement with topics more closely related to activities of the Austrian Development Co-operation would be desirable, reasoning that the proximity of Global Learning to original concepts of Development Education warrants a central position for development co-operation. This orientation, which takes far-away subjects as its focus, contrasts with the outlook of Global Learning, which advocates a local perspective on global issues.

KommEnt

The Society for Communication and Development (KommEnt) was founded in 1994. This happened because the ministry wanted to outsource the co-ordination of funding in the field of development information. As all the bigger institutions in the area followed their own funding interests, the intention was to establish an independent structure.

KommEnt was entrusted with the programmatic and administrative supervision in the area of Development Education, Information and Communication for a period of ten years. A devolved structure – supported by a board which drew from a broad base – enabled a strengthened social support for this area. KommEnt, as an intermediary organisation, could offer an appropriate frame for professional cooperation in decision-making on

the disbursement of the resources. KommEnt advised, appraised, monitored and co-ordinated the applications of development organisations in the field of development information, education, cultural work and public awareness raising from 1995 onwards, if the applications concerned funding from Austrian Development Co-operation. Beyond the management of projects, KommEnt was tasked with the development of funding criteria and other programmatic contributions, e.g. developing expert policy papers⁹ to support the quality of work in this area and establishing and intensifying contacts within Austria and with partner organisations abroad. KommEnt gained widespread recognition and credibility in this role.

From 1 October 2005, ADA fully took over the former tasks of KommEnt, and in May 2006, a dedicated desk for Global Learning was introduced in the Department for Development Communication and Education at ADA. ADA still follows the work of KommEnt in terms of conceptions. The funding programme and the policy papers were accepted and taken over. ADA also integrated the KommEnt-structure of advisory boards, whose members had to agree, however, that they would still do their work on a voluntary basis.

Over the course of 10 years KommEnt strengthened the systematic work in this area (e.g. through investigations and expert workshops) and contributed to the strengthening of Global Education in Austria.

Federal Ministry of Education (MoE)

In the 1980s and 1990s the MoE initiated a few initiatives to promote concern for global issues at schools. For instance, it funded the annual production of one volume in the series “Third World in Classroom Teaching”, edited by ÖIE between 1979 and 1995.

The incorporation of Global Learning into the portfolio of the MoE was a positive development which stemmed from an ethos of “beyond philanthropy”. There was also a decision to call it “Global Learning” and not “Development Education”. The department follows the international debate and supports single initiatives (see above). The Ministry is interested in maintaining a close link with the UN Decade ESD and participates in a UNESCO advisory committee.

The MoE reacted positively to the Peer Review on Global Education in Austria (2006) and has agreed to participate in the preparation of a national strategy on Global Learning. The fact that the MoE is represented in the Strategy Group Global Learning also helps to support the institutionalisation of Global Learning. Moreover, the MoE mandated three Austrian NGOs (with Baobab as lead agency) with the development of a basic module on Global Learning for the following years, which was then offered for teacher training.

The attempt of NGOs in the early 1990s to lobby for a guiding principle of “Global Learning” in order to achieve a stronger foothold for Development Education

was unsuccessful. It also lacked strong support and commitment from politicians and researchers.¹⁰

In the following years the practitioners of Global Learning concentrated on the further development of materials and on teacher training.

The initiatives of the MoE stagnated since the mid-1990s as financial support diminished. However, the MoE acknowledged the funding programme worked out by KommEnt and the policy papers dealing with Development Education and Global Learning.

A study conducted by the Centre for School Development on internationalisation at Austrian schools (1996), showed that 83% named many more factors which prevented international activities than those which promoted them. Among the most important were high costs, a lack of funding, time constraints and the extra work which was needed; among the latter were the commitment of everybody involved and the support of extra-curricular institutions.

Austrian Commission for UNESCO

The Austrian Commission for UNESCO is the Austrian national agency of UNESCO. It was founded in 1949. For a long time, it was part of the MoE but in 200 it became an independent association.

The UNESCO Commission awarded ESD projects in co-operation with the Life Ministry and the MoE and thus acknowledges the initiatives of educational institutions, organisations and groups, with the overarching aim of combining social justice, ecological sustainability and economic capability in their projects.

In 2017 the Austrian Commission for UNESCO established an interdisciplinary Advisory Board "Transformative Education/Global Citizenship Education", whose mission is to contribute to a successful implementation of the Agenda 2030, specifically working towards the SDG target 4.7. In 2019 a first position paper was published with recommendations directed at education policy and administration. In 2023 a dossier of the Board was published. It took up the discourse on Transformative Education, which had gained more relevance within UNESCO in recent years (see e.g. the UNESCO Summit on Transforming Education in 2022). In the dossier the Advisory Board also reacted to the growing academic debate on transformative education and learning (Austrian Commission for UNESCO, 2023).

5. Developing a National Strategy

A major milestone in the development of Global Learning in Austria was the process of developing a national strategy. This had been informed by European discourse and drew upon the European strategy for strengthening Global Education and Learning in European countries, as formulated in the Maastricht Declaration of 2002.¹¹

In 2005/2006 a peer review on Global Education took place (North-South Centre 2006). The methodology used in the Austrian Peer Review involved both desk research and two visits, each involving a series of consultations with national stakeholders. The Peer Review secretariat (Eddie O'Loughlin and Liam Wegimont) made an initial visit to Austria in June 2005. The main aim was to gather information and documentation and to develop key questions and contacts with key stakeholders, in advance of the main international Peer Review visit which took place in September 2005. This visit involved meetings with key stakeholders and concluded with the development of draft observations and recommendations. The final report was presented in Austria in 2006.

Among the Peer Review's main recommendations was the proposal to develop a national strategy for Global Learning, in order to strengthen the co-ordination between and among the relevant ministries and civil society actors. The review suggested that the strategy should build on existing achievements by:

- Further involving a broad spectrum of key stakeholders
- Further clarifying the roles and responsibilities among the various actors of Global Learning
- Outlining key priorities
- Agreeing on mechanisms for strengthening the explicit integration of Global Learning into the curriculum
- Further elaborating on issues of quality and evaluation
- Setting a schedule for increased funding of Global Learning.

In response to the recommendations of the European Peer Review, the Austrian Federal Ministry for Education mandated the Austrian Strategy Group Global Learning to develop a national strategy for Global Learning.

The overarching aim of the Strategy was the broader integration of Global Learning in the Austrian education system by:

- Strengthening the structures of Global Learning in the Austrian formal education system, especially in the areas of in-service training of teachers, teacher training, school development, curriculum development, external Global Learning programmes, and educational materials for schools and pre-school/ kindergarten pedagogy.
- Widening academic teaching and research in Global Learning as well as promoting a process of reflection on theory and practice of Global Learning, especially by offering a wider range of courses on Global Learning at Austrian universities and institutes of higher education.
- Carrying out research projects and promoting publications on Global Learning.
- Further developing the conceptual framework of Global Learning.
- Strengthening Global Learning in the non-formal education sector, especially in adult education and extra-curricular youth-work.
- Establishing a commitment to Global Learning among various actors and stakeholders in society.

The criteria for the process were defined in terms of:

- Transparency: Through broadly circulated information various actors are informed at the beginning of the process and invited to participate.
- Participation: In workshops and roundtables, interest and expert groups are integrated in the formulation of the strategy.
- Reflection: The Strategy Group Global Learning accompanies the process and its results.
- Documentation: The process of the strategy development is documented.

During the development of the Austrian strategy, inspiration was drawn from similar processes in Finland and Ireland. Following the first phase, the outcomes were presented for international reflection, and a number of Global Education Network Europe (GENE) experts were invited to comment at a roundtable in Vienna in September 2009. The commentators appreciated the process-orientation in

the development of the strategy and acknowledged the role of the strategy group as intermediary facilitator and coordinator. They suggested that the aims should be made more specific and concrete, and a timetable should be developed for monitoring progress. The commentators also commended the learner-centred and realistic approach of the strategy towards the institutions involved in the formal education system.

The Impact of Engaging with the Strategy

The participatory process of developing the Strategy initiated a systematic exchange among various actors. The series of workshops and roundtables with different interest groups and experts, some of whom had differing agendas and understandings of Global Learning, led to a vigorous conceptual discourse, raising a number of questions and concerns. For one thing, it gave vent to the long-standing and ongoing struggle to find clear demarcation lines, as well as points of convergence between Global Learning and “neighbouring” pedagogical concepts (e.g. Education for Sustainable Development, civic education, intercultural education, Peace Education, Human Rights Education).

Important recommendations of the strategy of 2009 could be implemented:

- Alongside a broad offering of training courses for teachers, an annual expert conference on Global (Citizenship) Education has been held since 2012.
- The University Course “Global Citizenship Education” was established by the University of Klagenfurt, KommEnt and the University College of Teacher Education Carinthia.
- The further conceptual development of Global Learning, which leads to improved quality, has taken place.

Global Education has been established as a well-accepted and reputed pedagogical concept in the Austrian education landscape. However, its overall establishment in the curricula and in initial teacher training is still missing.

After consulting with the relevant stakeholders, the Strategy Group presented a revised version of the Strategy, which now referred to recent international and national developments. Reference is made to the Global Agenda 2030, to Education for Sustainable Development and to Global Citizenship Education. The revised strategy of 2019 establishes them as reference points for national education reforms in the coming years. Influenced by international documents

of UNESCO, a more recent development is the debate whether to define Global Citizenship Education as an overarching concept for this field, paying tribute to discussions on post-colonial analyses and transformative education (UNESCO, 2015; Grobbauer, 2016).

Strategy Group Global Learning

The Austrian Strategy Group Global Learning was established in 2003. Its members are experts from various fields in the Austrian education system with a long-standing record in Global Learning. The group aims to strengthen Global Learning in Austria qualitatively and structurally – through measures taken throughout the formal and non-formal education system. Among its members are also representatives of the Ministry of Education, of teacher training institutes, of ADA (the Austrian Development Agency), of NGOs, along with members from school practice and from universities.

The Strategy Group is a co-ordinating group, which discusses Global Learning programmes, projects and initiatives in Austria and contributes to networking in this area. It strengthens the quality and institutional setting of Global Education in Austria. The work programme of the Group aims to have an impact upon all sectors of education.

The Strategy Group follows the international debate in the field of Global Education and Learning and reflects on its relevance for Austria. It cooperates with GENE and other partners at European level. An important task since 2021 has been the participation in the drafting of the new “European Declaration on Global Education to 2050” (GENE, 2022). Together with the Ministry of Education and ADA, the group launched activities to publish this Declaration and to further implement its objectives Declaration in the Austrian education system.

6. Global Education: Further Development in Recent Years

Conceptions of Global Learning: their methodology and didactics

The term “global” was used with a double meaning in the beginnings of the conceptual development of Global Learning. On the one hand, it referred to the various global interdependencies and processes of development, while on the other hand, the term “global” stood for a comprehensive access to content

in education. At its centre stood the unity of thoughts, judgement, feelings and action. Learning about and experiences with the world 'out there' should be connected to one's own environment. This would lead to strengthening one's identity, to challenging one's own values and more generally lead to self-reflection and personal competencies.

Based on this, the methodological and didactical conception of Global Learning in Austria was central right from the start. Participatory, interactive, creative, and experimental forms of learning, based on knowledge and experience were given fundamental importance in actions like exhibitions, workshops, or other pedagogical material. Single products like cocoa, bananas or jeans, later also the mobile, were used to exemplify global conditions in production and trade, to discuss ecological challenges and to make individual manners of consumption an issue. Through these civil society initiatives, actors exercised lasting influence in the field and reached out to many (new) dialogue groups. The story of "the journey of a pair of jeans" and similar examples illustrating complex global economic relationships found its way into schoolbooks and more recently has also been used in education material of banks and providers of energy.

However, relying on succinct illustrations and seeking to reduce the overarching complexity of global developments and phenomena runs the risk of not doing justice to these issues. It is not easy to show power relations in their global context, structural social inequality or economic interdependencies in a way which is clear and simple and has a link to the world of the learner. The consequences of one's habits of consumption reach beyond the spatial and time horizon of our everyday world. In the end it can only be anticipated on an abstract level (Seitz, 2002, p. 379). Therefore, Global Learning is always also about the acquisition of facts and figures. It encompasses cognitive learning as well as thinking in complexity and inter-linkages.

Actors of Global Learning in Austria concluded that if the didactical conception focusses mainly on individual responsibility, patterns of consumption and lifestyle, relevant areas (economic, social, cultural) of overall sustainable development remain untouched. If learners are addressed as consumers only, structural issues of global interdependencies are left out and it leads to depoliticising the discourse on sustainable development.

The Global Agenda 2030: a new impulse for Global Learning

For more than 40 years ecological challenges and problems have been discussed in the frame of a) a lifestyle which requires too many resources and b) the exploitation of nature beyond sustainable limits. Global problems in development like the fight against global poverty and social inequality as well as the aim of giving all people chances for their own development are also on the agenda of international programmes and treaties. In the light of these permanent global crises, in 2015 the UN agreed on a Global Agenda 2030 and its implementation through 17 Sustainable Development Goals (SDGs).

The Global Agenda 2030 comprises an educational agenda: Education should contribute to broader knowledge of the requirements of a sustainable development and to a transformation of attitudes, values and ways of action. Article Target 4.7 is of special relevance to the present discussion. It challenges all nations to ensure that:

by 2030 all learners acquire knowledge and skills needed to promote sustainable development, including among others through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship, and appreciation of cultural diversity and of culture's contribution to sustainable development.

The 17 SDGs further legitimise the work and aims of Global Education actors in Austria. They also allow for better co-operation and co-ordination and activities directed towards the public. Summing up, they have already provided and will continue to provide an impetus for Global Education in Austria.

The following points are particularly relevant:

- The digital platform “www.bildung2030.at” (Education2030) pools together information on the 2030 Agenda themes, providing a wide range of suggestions on how global challenges can be addressed for all ages and in different teaching and learning situations. It collects resources and materials for schools and other learning settings from across Austria, and it offers an overview of currently available continuing education and training for teachers, coaches and instructors. Specially developed quality criteria are applied when choosing these resources. In addition, in order to contribute to critical and sustainable education, the platform presents various educational concepts, including Global Learning/ Global Citizenship Education and Education for Sustainable Development (ESD).

The platform addresses all those who deal with and support the 17 global SDGs and who are implementing educational programs with these goals in mind.

- Targeting youths.
- The National Strategy Global Learning already had a stronger focus on extra-curricular work with young people. At present the Austrian Youth Council and the Platform Open Youth Work (representing all youth centres) are members of the Strategy Group Global Learning. In order to address young people and promote their commitment to the SDGs, youth organisations and partners in the field of Global Education have implemented various initiatives. The most recent campaign “Rebels of Change” promotes the independent engagement of young people. They develop a wide range of activities to raise awareness of the SDGs among the Austrian public and develop their own ideas and projects to support the implementation of the SDGs (www.rebels-of-change.org).

Global Learning and Global Citizenship Education

Global Citizenship Education has developed into a pedagogical field in theory and practice, which finds international acceptance and reputation. It is one of the central guidelines of UNESCO and is rooted in the education targets of the Global Agenda 2030. For these international strategies, the breadth and diversity of its conception is decisive for the participation of as many governments and educational institutions as possible.

Global Citizenship Education – like Global Learning – is therefore based on a variety of definitions and conceptual approaches. However, in order to strengthen Global Citizenship Education as a field of pedagogical research and practice, it is also necessary to emphasise the conceptual foundations. In Austria, this is done on the one hand by the conceptual development of Global Citizenship Education as part of a university course “Global Citizenship Education”¹². On the other hand, the strategy group discusses the further development of the concept. The strategy group views Global Citizenship Education as an extension of Global Learning with a stronger emphasis on the aspect of citizenship education in the context of a world society.

The Strategy Group defines Global Citizenship Education as a pedagogical concept which wants to empower the learners to see themselves and act as “global citizens”. Education should therefore focus on the development of a cosmopolitan, responsible attitude of people; people who:

- are politically interested and aware.
- take on responsibility for their own environment, but in the end also for the world society.
- are able to think critically and reflect their own position in society.
- are interested in exploring the deeper causes of an unjust world and its historical roots.
- are capable to analyse critically both the roots and consequences of global developments.
- are willing to work for the change of attitudes and political structures, which perpetuate the current unjust world order.
- are able to deal with the visions of a “global citizenship”.

In Austria as elsewhere, Global Citizenship Education is meant to interlink different pedagogical concepts. Links already exist with Education for Sustainable Development (ESD), Civic and Intercultural Education, Peace and Human Rights Education. Differences in their histories, in their political foci and their strategies are respected. The conceptual interlinking means that approaches and interpretations are debated, the areas are not left standing alone next to each other, they are placed in relation to each other. This results in a new perspective and not just a new “label” or a new name.

Global Learning and postcolonial perspectives

Global Learning/ Global Citizenship Education require an understanding for historical developments and the historical context of the global crises and conflicts of today. It includes a critical debate of colonialism and imperialism and their consequences. In the German-speaking discourse this happened later than elsewhere. In Austria it has led to an uncritical presentation of the Global South in schoolbooks, especially of Africa. Austria did not understand itself as part

of colonial power relations beyond Europe. The overall context has remained euro-centric, and the development of a pluralistic migrant society is not reflected adequately. It can be seen in the way the issues of migration or globalisation are not presented in their global context in textbooks (Markom and Weinhäupl, 2007; Hintermann et al., 2014; Filko, 2021).

The curriculum of the university course Global Citizenship Education includes a systematic examination of postcolonial perspectives as a cross-cutting theme. Educators thus gain the competence to integrate postcolonial perspectives into the design of their educational programs. Individual master's theses by graduates of the course strengthen the academic discourse on postcolonial pedagogy (e.g. Kernegger, 2023).

The new initiative AEWTASS (Advancing Equality Within the Austrian School System) aims to change the representation of people of African heritage and the Diaspora within Austrian civil society and to create a fairer and non-discriminatory representation of people of African heritage and the African continent within the Austrian education system (<http://aewtass.org>). One of the main activities is the systematic analysis of teaching and learning materials (including textbook analysis) in relation to the representation of the African continent and the diaspora. Based on this analysis the organisation offers workshops for educators and students and is engaged in the development of new teaching materials, funded by ADA and the Ministry of Education.

7. Global Education in Practice

The field of Global learning in Austria is manifold. Here we allude to only a few of the most important areas and initiatives. As for the content, since 2015 the priorities have moved towards the SDGs. This has also been supported by the MoE. Universities, Pedagogical Colleges and schools are called upon to raise awareness of the SDGs and to promote their targets.

Teacher Education and Teacher Training

One of the most important areas for the implementation of Global Education is Teacher Education. There are 14 University Colleges of Teacher Education in Austria. These colleges are responsible for the initial and continued training and development of teaching staff (teacher education). Responsibility for Teacher Education for secondary schools still lies with the universities.

The qualification and development of competencies of teachers is vital for the implementation of an inclusive education, which should meet the challenges of a world society. In order to implement Global Education in schools, appropriate competencies of teachers must be developed, but also of those who teach at the Colleges. (Strategy Global Learning, 2019). This can be achieved if the Colleges integrate Global Learning/ Global Citizenship Education in their programmes. Partly, it is already the case. As well as for initial as for further teacher education various stakeholders in the field of Global Learning offer workshops, seminars and consultation.

The most notable development in this area in Austria was the implementation of a number of Global Learning courses. In 1990 ÖIE had developed a unique course for the professionalisation of Development Education in Austria. It was a two-year course, which was mainly targeted at teachers and multipliers in Development Education and was delivered six times. Due to financial uncertainty and to organisational changes in the framework for teacher education the programme ended in 1997/1998.

Based on this programme, KommEnt and the University of Klagenfurt (Prof. Werner Wintersteiner) launched a new initiative: For the first time in Austria, the University Course "Global Citizenship Education" offers a research-and-theory-based education programme on Global Citizenship Education. It is primarily aimed at teaching staff and other professionals in extra-curricular education, and as a train-the-trainer programme, the University Course has also successfully addressed teacher trainers, thus increasing the number of committed, well-trained professionals in the field. As a result, Global Citizenship Education has been successfully integrated as a transversal principle in the new syllabuses for the teaching profession in the Teacher Education Network South-East, and also as a subject in the syllabus for History/ Social Studies/ Civic Education of the Teacher Education Network South-East.

Since 2012 the Strategy Group Global Learning, together with Pedagogical Colleges in Vienna and Styria has established an annual expert conference on issues of Global Learning. Over the course of two days, keynotes, panels and practical workshops are held. From 2024 onwards the Pedagogical Colleges in Vienna, Styria and the Tyrol have taken on full responsibility for the conferences.

Global Education in Schools

Schools in Austria can rely on a range of proven, high-quality NGOs initiatives in the field of Global Learning, including workshops, exhibitions, teaching material and also digital services for all kinds of relevant topics and methods. The NGO Südwind integrates schools into international, EU-funded programmes of GE. These projects enrich the GE material available to schools.

Those initiatives, which enforce a sustainable implementation of Global Education in schools, are of utmost relevance. This includes the integration of Global Education in single subjects. The 3-year long initiative “Global Issues – Global Subjects” has been implemented in nine European countries by organisations engaged in Global Citizenship and Development Education with the aim of reaching and supporting teachers interested in embedding Global Education in school curricula. Yet, Global Learning has only been rooted as a “whole-school-approach” in a few schools so far. In some Upper Secondary schools, modules have been established which explicitly deal with global developments and promote the competencies of pupils as global citizens. The schools within the UNESCO network follow-up initiatives of Global Learning. A brochure “A School of Cosmopolitanism” provides an overview of a 2-year programme for the implementation of Global Citizenship Education in single schools (Commission for UNESCO, 2019).

Youth Work

There remains an opportunity to firmly establish Global Education in youth work. The umbrella organisations Austrian Federal Youth Organisation and Open Youth Work have made progress in this area. Together with NGOs they developed toolkits and other offers for youth workers. In recent years there is a strong focus on the SDGs.

Adult Education

Although there are numerous potential Global Education stakeholders among adults and adult education institutions, a continuing cooperation or networking among the actors has not yet been achieved. A relevant programme is still missing. The SDGs provided a certain momentum, but the global dimension in the commitment should be enlarged.

The Austrian Open Access Journal on Adult Education provides some stimulus. Some issues have dealt with the context of Global Learning. In 2012 KommEnt co-operated on a special issue on Global Learning Issue 16, presenting the various approaches to the educational concept of Global Learning and attempts to use it for the benefit of adult education. The report highlighted examples of good practice while reflecting on the issue of fragmented debates and research, which suffered from a lack of conversation between areas of study. It pointed out insular tendencies within disciplines, with the social sciences addressing isolated aspects of globalisation, while the discourse about civic didactics and learning in and for a global society remained within educational studies. Issue 42 (2020) featured articles on three topics related to adult education in global society: the potential content of adult education in the light of globalisation, the issue of the (political) positioning of adult education for a global society and migration as a global phenomenon and challenge for adult education.

Issue 49 (2023) depicted the status quo of the discourse on sustainability in adult education, describing concrete, practical action and presenting ground-breaking ideas and perspectives.

Service organisations for Global Learning

There are well-established service centres in all Austrian regions. Experts advise educators in schools, youth work, adult education and at universities in their Global Learning activities, providing them with a wide range of materials, and also with expert speakers. The majority of the work at these service centres is publicly funded. Additionally, organisations which specialise in certain topics (e.g. fair trade, climate change, gender, racism) or world regions (the Middle East, Southern Africa or Latin America) offer publications, toolkits, exhibitions,

courses and discussions etc, for practical educational work. Various specialised libraries and documentation centres also support educators with their physical and virtual materials and offers.

Research and Global Learning

Global Education still leads a life in the shade in Austrian research. There are, however, some interesting initiatives in lecturing, among them regular development weeks at some universities. There are two academic master's programmes – Global Studies in Graz and International Development in Vienna – and there is the interesting pedagogical initiative for a Paulo Freire Centre in Vienna.

The foundation of a “UNESCO-Chair for Global Citizenship Education – Culture of Diversity and Peace” at the University of Klagenfurt (2020¹³) is a promising signal for the recognition of Global Citizenship Education in educational sciences and research. The master's theses as part of the University Course Global Citizenship Education, which is among the tasks of the UNESCO Chair, also contribute to the establishment of the academic field.

In general, science and research in the area of Global Learning/ Global Citizenship Education has remained modest so far.

8. Funding

Regarding the financial support of this work area, the main funding for Global Learning comes from the resources of Austrian Development Co-operation. The Austrian Federal Ministry of Foreign Affairs and – since 2004 – the Austrian Development Agency have always accepted the importance of deepened educational work concerning development policy. Global Learning is identified as an eligible focus in their programmes. Further, state funds are in some cases provided by provincial governments but remain scarce. Austrian Catholic organisations are among the most important non-state funders.

Public Expenses on Global Learning

From 1993 onwards, there was a gradual increase of the budget line dedicated to Global Education. While Austria was in the last third of donor countries in the 1990s and early 2000s in terms of overall volume of ODA, the expenditure on development information and education in Austria increased so that, comparatively speaking, Austria moved into the top third in this area. During recent years ADA has provided approx. 5 million EUR annually.

A minimum target for expenditure on Global Education and public awareness-raising as part of bilateral development co-operation does not exist in Austria. AGEZ (the former Austrian NGOs platform) used a Conference of Alternative Nobel Prize Awardees in Salzburg in June 2005 to call for the gradual increase of government expenditure on DE, information and public awareness-raising to 2% of ODA.

In some internal documents, reference is made to the 1993 UNDP Human Development Report 1993 recommendation of 3% of ODA to be spent on development information.

Most projects are funded on an annual basis. Following the Austrian national Three-Year-Programme and the principle of "going concern", continued funding is now more common.

The Laender (federal regions)

Among the nine Laender, only the regional governments of Lower Austria, Salzburg and Styria fund and support projects of Global Learning to any notable extent. In Salzburg development co-operation money is earmarked for Development Education/ Global Learning. In Styria a well-structured initiative "Fair Styria has been developed (www.fairstyria.at)

Private Funding

Private funding for Global Learning in Austria has traditionally been substantial, and Catholic Church organisations have been at the forefront. According to researchers, the origin of Development Education in Catholic organisations goes back to appeals for donations for development co-operation projects.

The Catholic organisations are by far the biggest funders of Development Education. They spend 4-6 % of their overall donations on work in Austria, which is about equivalent to the amount the government spends in this area. Many carry out their own educational programmes.

9. Conclusion

The narrative of the development of Global Education in Austria presented in this article prompts some concluding comments and remarks. Stories of policy processes in a particular field within a particular national context, such as Global Education in Austria, are often presented as linear processes that culminate in certain strategic advancements. In reports and documents the process is usually presented as a planned route towards planned ends and results. In reality, however, milestones such as generating a national strategy are often the result of processes full of complexity and contingency rather than linear planning and mono-causal influences. The narrative of development related in this article is no exception to the rule. Mainstreaming Global Education is as much a collaborative project as an unsettled one, requiring allies at all institutional levels. The explorative and participatory process of developing a national strategy proved to be a dynamic exercise of intermeshed relations of multiple stakeholders. It delivered strong impetus for the discourse and led to preliminary conceptual positionings at national level. The revision of the strategy in 2019 has proved that any strategic process should remain open for changes and adaptations in definition and concepts. Global challenges change and so do findings and perceptions from educational sciences. New frameworks for initial teacher education have opened new possibilities for implementation and recent international developments like migration and radicalisation pose a challenge to institutions engaged in formal and non-formal education.

There are some main dimensions which demonstrate developments in content in their chronological sequences, reaching out and widening of concerns to sound out its limits within the terminological discourse.

The Factual Dimension: Shifts In Content

Initiatives from external impetus, such as UNESCO (among others) were widely used by the protagonists of Development Education work in Austria. This led to further the paradigmatic shift from Development Education work in the field of development policy towards Global Learning during the 1990s and Global Citizenship Education since 2015. The move away from a purely North-South perspective to a global perspective, strengthened by the end of the East-West conflict, represents one of the major changes within this paradigmatic shift.

The content dimension had been extended significantly through wider subject areas such as interculturalism, environment and human rights, and moved away from the narrow focus on development policy. This has led to changing patterns in co-operation among protagonists, i.e. co-operation going beyond the area of development policy, and has also contributed to newly established networks. The requirements concerning abilities and skills of people in charge of Global Learning activities have increased enormously.

Migration on a wider scale since 2015 and the wars in Ukraine and most recently in the Near East pose an enormous challenge to European societies. Poverty, inequality, and wars have crossed the European borders. The ecological crisis remains a burning issue. Solutions to this polycrisis can only be found through international co-operation. The challenge for stakeholders in Global Education has grown to tackle the complex structural causes and background of the multiple crises, to deal with the reasons for the lack of ecological sustainability, to analyse the power relations which upkeep the present world order. Global Education should mean a continuous reflection and eventually change of its content and priorities. The Global Agenda 2030 has provided important momentum for the field, but a critical debate of its targets and its weaknesses is required.

The lack of research and scientific discourse on Global Education is a particular problem. There are no university institutes which specialise in Global Education. The scientific approach to the work field is left to single initiatives. Thus, conceptual refinement happens mainly because of individuals.

The Regional Dimension: The Widening of Scope

The widening of the regional view from the Third World to the One World and the shift towards a conception of a global perspective has entered other pedagogical fields, related to Global Learning, that are unrelated to development policy.

An important regional dimension in Global Learning is the rediscovery of the proximate environment for this field of action. The relation to one's own life context and to concrete experiences in our everyday life should help to overcome eventual feelings of powerlessness and ensure that education is experienced as a process of emancipation. Dangers to democracy at our own doors, frictions in society, inequality in our own society are issues of Global Education.

As far as pedagogy is concerned, this means the further development towards a holistic education, i.e. an education with all senses. It strives for the change of perspectives, and it asks for and promotes active involvement of everybody addressed.

The Institutional Dimension: Establishing Global Education within the Formal Educational System

There is a consensus within the Austrian Strategy Group Global Learning that the school system only partially allows for the demands Global Education claims from it.

Most organisations active in Global Education concentrate their effort on educational work in and around school. These include the Forum Environment Education, the Intercultural Centre, Polis, Südwind, Baobab, and Welthaus. According to Südwind, Global Education at school requires certain framework conditions which support the implementation of the objectives of Global Education. The respective changes in this framework cannot be achieved by efforts of singular teachers alone. Rather, one should consider schools to be a networking system. Many organisations therefore define work in the areas of school development and the organisation of schools, lobbying for the elaboration of curricula and educational principles, and/ or participation in the development of schoolbooks. The concrete activities in projects aim especially at the promotion of interdisciplinary education and project-oriented working methods.

The forms of teaching and learning have changed due to the new possibilities of communication technologies. The internet has gained importance: it has opened up new possibilities for learning. Global Educators accept the challenge to prepare pupils for these new forms of processing information and therefore a new kind of educational design.

The International Dimension

Digitalisation has also opened the doors wide for international co-operation. It is used for common projects with partners in Europe and the Global South.

Several Austrian institutions and organisations have ongoing and strong contact with foreign partner organisations. The participation of Südwind in the Global Education Citizenship Programme and in a good number of EU projects, as well as the involvement of the Intercultural Centre in the two school networks, Peace Education and Human Rights Education, may be mentioned as examples. Through the Global Citizenship Programme, the Anglo-Saxon influence has become stronger than heretofore. For some years now, contact with institutions and organisations in Eastern Europe has also significantly increased. ADA e.g. signed a Memorandum of Understanding with Slovak Aid which contains, among other areas, cooperation within the area of education. The UNESCO Chair at the University of Klagenfurt is part of an international network within Global Citizenship Education also at UNESCO and OECD level.

From the start Austria participated actively in GENE. KommEnt was among its founding members and was responsible for research and evaluation work throughout the years. ADA and the Ministry of Education participate actively in the GENE Roundtables. Helmuth Hartmeyer was the chair of the network for eight years and contributed through leading a number of Peer Reviews in European countries and editing many publications.

10. Summary

This article portrays the development of Global Education in Austria from the mid-1970s to the early 2020s. The main achievement was the development of a national strategy, which has led to establishing the field especially in teacher education, in school practice and in the continuing work of NGOs. The actors in Austria closely followed the international discourse and have integrated UN, OECD and European documents in their agendas.

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¹ In the title and where appropriate the term Global Education is used. In the text – more frequently - reference is made to Global Learning and to Global Citizenship Education as these terms are commonly used in Austria.

² The descriptions in this article before 2015 are informed by Hartmeyer (2008) and Hartmeyer and Wegimont (2016).

³ His research was a project of the German Research Society, undertaken together with Annette Scheunpflug from 1990 to 1992. He is the author of the German chapter in this volume.

⁴ ÖIE (Austrian Information Service on Development Policy) was founded in 1979 and became the biggest NGO specialised on Development Education and public awareness-raising on development issues in Austria.

⁵ Variably referred to as Globale Bildung, Globale Erziehung, or Globales Lernen.

⁶ VENRO is the German platform of NGOs.

⁷ The first Global Education Week took place in the framework of the Global Solidarity Campaign of the Council of Europe (“Globalisation without Poverty”).

⁸ Since 2007 Federal Ministry for European and International Affairs.

⁹ Among others there were Policy Papers for exchange travels, solidarity projects, festivals, gender, film work, publications, ICT.

¹⁰ There is no professorship for Global Learning in Austria. The Strategy Group Global Learning followed the aim since 2003 to establish and deepen contacts between educational researchers and practitioners of Global Learning.

¹¹ An important basis for the establishment of the Peer Review process was a study by Susanne Höck (on behalf of KommEnt) in 1996. She investigated the framework for public funding of Development Education in Austria, Ireland, the Netherlands and Switzerland. The four countries were chosen, due to the existence of outsourced structures for the implementation of public funding for this area.

¹² The university course “Global Citizenship Education” is a “train the trainer” programme, offering theory-based continuing education in Global Citizenship Education. The programme is primarily aimed at teaching staff, teacher trainers and professionals in extra-curricular education, thus increasing the number of committed, well-trained professionals in the field.

¹³ <https://www.aau.at/en/unesco-chair-global-citizenship-education/>



Czechia

Tereza Čajková

Introduction

This chapter outlines the evolution of Global Education in the Czech Republic over the last two decades. The first section outlines strategic initiatives at the national level. The following sections delve into the engagement of the non-governmental organisations and highlight their collaborative efforts in advancing quality Global Education (GE). The final section provides a glimpse into specific approaches to GE within a few selected organisations.

The concept of Global Education (GE) has been systematically evolving in the Czech Republic for approximately two decades. It is now integrated within the Strategy for Global Development Education and Awareness Raising on Global Issues 2018-2030. This framework builds upon existing national strategic documents, such as the Strategic Framework of the Czech Republic 2030 and The Development Cooperation Strategy of the Czech Republic for the period 2018–2030, aligning with their objectives.

In Czech schools, GE is predominantly addressed within the cross-cutting themes of Education for Thinking in European and Global Contexts, Environmental Education, and Multicultural Education, as outlined by the Ministry of Education, Youth, and Sports in its Framework for Educational Programmes. A significant revision of the Framework Curriculum is currently underway, wherein the themes of Global Education, Environmental Education, and Media Education are becoming more closely interconnected.

The Global Development Education Concept

In the Czech context, from 2008–2022, the term “Global Development Education” (GDE) was the official term used to denote Global Education. The origin of this term can be traced back to development cooperation activities coordinated in the Czech Republic since 2002, based on development cooperation concepts adapted from elsewhere and approved by the Czech government (Czech Forum for Development Cooperation, 2010).

Since 2002, the Czech Republic’s development cooperation efforts have followed strategic plans for development cooperation approved by the Czech Government. The GE concept was included for the first time in the strategy for

the period 2002–2007. The document referred to Development Education but lacked a clear definition of the term and specific objectives that Development Education should pursue. In the subsequent strategy for the period 2010–2017, the term Global Development Education was used, drawing on the definition and referring to the objectives of GDE elaborated in the draft National Strategy 2011–2015 (Czech Forum for Development Cooperation, 2010).

The concept of GDE, as outlined in the National Strategy for GDE 2011–2015, drew inspiration from the English terms Global Education and Development Education. The working group responsible for preparing the National Strategy recommended combining both terms due to the specificity of the Czech context (MFA Czech Republic, 2010). When this document was created, the choice of the term GDE emphasised the necessity of approaching development issues from a “global perspective.” In the Czech context, GDE has consistently encompassed both formal and non-formal education and awareness-raising, viewed as a lifelong educational process.

NGOs actively involved in the development of Global Education have seen their educational concepts evolve in tandem with the focus and profile of their respective organisations. Consequently, terms such as “Development Education,” “Global Education,” “Education for Global Citizenship,” “Critical Global Education,” “transformative education,” or “climate education” have been employed by different actors to describe their approach.

The Dublin Declaration, adopted at the 2022 Dublin Congress, significantly influenced the recent terminology used by Czech institutions. As a result, “Global Education” has now become the preferred term. This text utilises both the terms GE and GDE, depending on the historical context.

Stakeholders in the GE Field

Much credit for the integration of global and development topics into Czech schools after 2000 is attributed to non-governmental non-profit organisations (NGOs) associated with the Czech Forum for Development Cooperation (FoRS). These NGOs gradually gained experience through collaborations with experts and organisations abroad that had extensive experience in Global Education. Drawing from this acquired knowledge, they developed educational programs and teaching materials. This is discussed in further detail below.

At the institutional level, the Ministry of Foreign Affairs (MFA), in accordance with the educational policy of the Ministry of Education, Youth, and Sports (MoEYS), played a key role in anchoring Global Development Education (GDE) in the Czech context.

Ministries and Agencies

The Ministry of Foreign Affairs in the Czech Republic (MFA) is responsible for development policy and coordination, it leads development cooperation policy and implements multilateral programmes.

Through the Development Cooperation unit and the Czech Development Agency, the MFA has played a strong role in leading GDE initiatives. In relation to GDE and public awareness raising, the Ministry of Foreign Affairs both initiated support for these areas and continues to lead in policymaking and funding of GDE, in line with its role in enhancing public awareness of global interdependence.

Since the inception of GDE, the MFA has provided financial support to GDE projects through the Czech Development Agency (CDA), both via grants and, previously, through a program supporting tripartite projects. The budget line for Global Development Education and awareness raising was first introduced by the Ministry of Foreign Affairs in 2004 (Czech Forum for Development Cooperation, 2015). The grants under the Foreign Development Cooperation programme of the MFA are the main source of national funding for GDE and awareness-raising projects implemented by NGOs or other implementing bodies such as Universities.

The Czech Development Agency (CDA) was established in early 2008 under the auspices of the Ministry of Foreign Affairs, as a separate legal entity. It grew out of the former Development Centre of the Institute of International Relations. The main duties of the CDA included: identification and formulation of development projects in priority countries; administration of public tenders for contracts; monitoring of development activities in both priority and non-priority countries; capacity building for various stakeholders (training, information services). The CDA has been involved in administrative and coordinating support for Global Development Education along with the evaluation of projects and monitoring.

The Ministry of Education, Youth and Sport (MoEYS) and the agencies under its auspices were responsible for ensuring the quality inclusion and development of GDE in both formal and non-formal education, spanning from early childhood education to lifelong learning (Czech Forum for Development Cooperation, 2020). In practice, the MoEYS's involvement was primarily channelled through state institutions such as the National Institute for Education and the National Institute for Further Education (which later merged into the National Pedagogical Institute of the Czech Republic). These institutions were responsible for the national curricula and were tasked with providing methodical support to teachers and educators implementing cross-cutting topics in the curricula.

The Ministry of the Environment administers funds for projects in the field of Environmental Education and has been an international leader in ensuring the due recognition of Education for Sustainable Development (Global Education Network Europe, 2008). Along with the Ministry of Foreign Affairs and the Ministry of Education, the Ministry of the Environment has also contributed to the field of Global Education.

National Strategies for GDE

The initiation of the first National Strategy for Global Development Education (NS GDE) marked a crucial milestone. The groundwork for the Strategy was laid in 2009, driven by both the NGOs and the MFA and was carried out through collaboration between ministries and representatives from the academic and non-profit sectors. In 2011, the first NS GDE for the period 2011–2015 was approved. Its significance lay primarily in the collective definition of the concept, objectives, principles, and means of implementing Global Development Education (GDE), endorsed by relevant stakeholders in the country. This unified definition aimed to enhance coordination among GDE actors, precisely target GDE activities, systematically evaluate GDE programs, and consequently, amplify the effectiveness and impact of GDE initiatives in the Czech Republic. The NS GDE complemented the Strategy of Education for Sustainable Development of the Czech Republic 2008–2015 in various areas (Czech Forum for Development Cooperation, 2010).

The NS GDE established a cohesive framework for Global Development Education, defining it as

a lifelong learning process that contributes to understanding the differences and similarities between the lives of people in developing and developed countries and facilitates understanding of the economic, social, political, environmental and cultural processes that affect them. It develops skills and promotes the formation of values and attitudes so that people are able and willing to take an active part in solving local and global problems. Global development education aims to take responsibility for creating a world where all people have the opportunity to live in dignity. (MFA Czech Republic, 2010)

The NS GDE also promoted closer collaboration among organisations, institutions, and schools, aiming to integrate GDE into all levels of formal education. As a result, principles of GDE found their way into several cross-cutting topics of national curricula for elementary and secondary schools.

Subsequently, the National Strategy was updated and extended from 2016 to 2017. In 2018, it was succeeded by the Strategy of Global Development Education and Awareness Raising on Global Issues, valid from 2018 to 2030. Prepared in collaboration with stakeholders from public, academic, non-profit, and private spheres associated with the GDE Working Group of the Council for Foreign Development Cooperation, this strategy aligns with national-level strategic documents like the Strategic Framework Czech Republic 2030, responding to the Sustainable Development Goals Agenda. The education goal outlined is to develop learners' potential and their ability to manage and influence changes, fostering a cohesive society oriented towards sustainable development (Office of Government of the Czech Republic, 2017).

According to the National Strategy for GDE 2018–2030, the goal of GDE is to

promote people's ability to understand global, regional, and local political, economic, social, environmental, and cultural processes, including their interconnections and the interrelatedness of their impacts, in a skilled and objective manner.
(MFA Czech Republic, 2018)

This approach views the world as an interconnected whole, emphasising interdependence between the individual, local, and global levels. The concept encompasses diverse areas related to global challenges, encouraging critical thinking and responsible action to create a sustainable and dignified life in harmony with others and the planet.

By this definition, GDE contributes to building a sustainable world and is closely intertwined with and complementary to environmental and civic education, in particular.

NGOs as Key Players: A Retrospective View

Those who recall the early stages of Global Development Education (GDE) in the Czech Republic agree that initially, all organisations shared a similar approach. Over time, however, their educational concepts evolved in tandem with policy changes, overall development, and the diverse profiles of these organisations.

The advancement of GDE was substantially supported by international projects, fostering inspiring partnerships with European organisations. These collaborations provided new impulses, further refined through projects backed by national funding. Between 2008 and 2018, Czech NGOs actively participated in Development Education and Awareness Raising (DEAR) projects funded by the European Commission and co-funded by trilateral projects of the Czech Foreign Development Cooperation. Many NGOs achieved success as leading organisations in DEAR project consortia, enhancing their professional and structural capacities. This participation regularly injected new ideas into the Czech GDE landscape.

DEAR projects facilitated the creation of high-quality methodological and didactic materials on Global Education topics by NGOs. The concept of GE in numerous NGOs was shaped through impactful interactions with international figures. For instance, the Variants Education Programme collaborated with Jason Buckley, the author of the Philosophy for Children methodology, in the European project Teachers: Agents of Change, systematically integrating this method across its educational programs. NaZemi adopted a critical GDE approach after working with Vanessa Andreotti on The World in a Shopping Cart project. The long-term collaboration with Franz Halbartschlager from the Austrian NGO Sudwind significantly stimulated and supported ARPOK's work. These examples highlight how international projects have enabled Czech NGOs to collaborate, influencing and inspiring their GE methods and themes.

Global Development Education Working Group

A robust driving force behind the development of GDE was the collaborative effort of a working group comprising of organisations dedicated to GDE, unified under the auspices of the Czech Forum for Development Cooperation (FoRS). Established in 2009, the GDE Working Group (GDE WG) emerged by merging two working groups centred on Development Education and awareness raising. Meeting approximately four times a year, the new working group actively engaged in planning significant events and exchanging information and resources related to GDE.

Notably, the working group's distinctive feature, according to the experience of many members, has been an atmosphere of openness and collaboration among diverse organisations. Despite the competitive nature among member organisations competing for the same funding, the GDE Working Group fostered an environment that facilitated and promoted collaboration, encouraging the sharing of expertise across organisations.

The GDE Working Group's activity and effective collaboration played a key role in important moments for the advancement of GE in the Czech Republic. For instance, in 2008, their significant support contributed to the accomplishment of the Peer Review process, which produced the National Report on Global Education in the Czech Republic. This report, carried out by GENE with the participation of an international evaluation team, was part of the European Peer Review Process on Global Education.

The GDE Working Group also actively participated in initiatives associated with the Czech Presidency of the European Union in 2009, notably contributing to the conference titled "How to effectively educate and inform about development." At

that time, representatives from FoRS were also engaged in the preparation of the National Strategy for GDE (Czech Forum for Development Cooperation, 2010). The FoRS platform and the GDE Working Group were contributing to capacity building through regular seminars and training sessions. Seminars focusing on evaluation methods for GE activities were effectively implemented by NGOs, integrating evaluation methods seamlessly into their GDE work. For instance, RISC's methodology, "How Do We Know It Is Working?", published in Czech by Varianty, was inspiring for the evaluation practice of many Czech NGOs (ibid).

In 2011, FoRS, in partnership with the NGDO platforms from the Visegrad countries and with the support of the North-South Centre of the Council of Europe, held the Visegrad Regional Seminar on Global Development Education in Prague. This event brought together more than 70 participants from state authorities and institutions, civil society organisations, pedagogical institutions and other actors from the Visegrad countries (V4) and other EU countries. The seminar invited the stakeholders active in GE to recognise the importance and impact of GE, to share their views on current concepts and perspectives for GE, to exchange information on common challenges and best practices in the Visegrad countries and with other European and foreign experts; to deepen the notion of collaboration and to motivate the key stakeholders to work jointly on the development of strategic structures for GE (Milěřová, 2011).

FoRS has been representing common views of its member organisations and building up dialogue with key stakeholders nationally and internationally. In 2003 FoRS was one of the founding members of CONCORD – the European Confederation of NGOs for Humanitarian Aid and Development. FoRS representatives, participating in the Development Awareness Raising and Education Forum (DARE) and later HUB4, working groups of the CONCORD platform, have consistently ensured the involvement of the Czech Republic in international initiatives within the non-governmental sector.

CONCORD used to assign a different national NGO platform each year to co-design the Development Education Summer School (DESS), a week-long capacity-building, exchange, and networking event for NGO representatives worldwide, co-financed by the European Commission. The 14th Development Education Summer School (DESS 2012) was co-organised by FoRS and the GDE WG. It took place in Zvánovice, Czech Republic, with the overarching theme Change LAB: Engaging Local Society in Sustainable Development. The primary aim was to reflect on DEAR actions from the perspective of sustainable development (DEEEP and FoRS, 2014).

This was a precursor to the emerging trend in the evolution of GE in the Czech context: a growing collaboration with environmental NGOs. Currently, GDE is intricately linked and complements both environmental and civic education. All these educational realms are considered within a common framework of Education for Sustainable Development (ESD). In retrospect, the adoption of Agenda 2030 in 2015 marked the gradual involvement of environmental NGOs as observers and member organisations in the GDE Working Group.

In Environmental Education, the shift towards incorporating global themes was inspired by the concept of GE primarily found in the works of Graham Pike and David Selby during the 1980s. The collaboration and networking between environmental and GDE organisations have proven mutually supportive, contributing to the ongoing development of GE in the Czech context.

Throughout its existence, the GDE Working Group has consistently fostered dialogue among diverse GDE stakeholders, including state administration (MFA, MoE, CDA), educational institutions (particularly the National Institute for Education and National Institute for Further Education), universities, and NGOs. It is apparent even to this day that the GDE Working Group has maintained its openness and representativeness, and member organisations attest that inter-organisational cooperation continues to function effectively. According to Lenka Panková, director of an NGO called ARPOK

the GDE working group meets biannually, functioning effectively in the sense that it provides a platform for mutual awareness of each other's activities. This allows us to draw inspiration from one another and offer recommendations to teachers, with confidence that organisations affiliated with FoRS are of high quality and perform their work with excellence.¹

As Petra Skalická, former director of Varianty Educational Programme and the longest-serving WG GDE chair, observes, member organisations continue to work together directly on a number of joint activities. Several member organisations actively contribute to the Global Schools project, founded in 2008, sustaining it despite fluctuations in resources. They collaboratively host Global Education Week annually and collectively oversee a shared “GDE signpost” website. Regarding the importance of cooperation within the working group from the wider perspective, Skalická explains that “collaboration ensures that the areas of focus for different organisations ‘complement’ rather than ‘overlap’.”²

Examples of GE evolution in Czech organisations

Several NGOs have been focusing on GE in the Czech Republic: ADRA, ARPOK, Charitas, People in Need, Diakonie, INEX SDA, Multicultural Centre Prague and NaZemi are among the most active in the field.

The following three NGOs stand out as key contributors to the development of GE in the Czech context. With two decades of experience, reflecting on their evolution may provide a clearer illustration of the changes that have occurred in the realm of Global Education.

Active citizens put philosophy into action

Varianty has been one of the educational programs of People in Need since 2001, focusing on education for global responsibility, climate education, promotion of active citizenship, development of communication in schools, and modern teaching methods.

Thematically, Varianty has systematically addressed several areas, ranging from poverty and climate change to food security, migration, and climate education. Methodologically, Varianty mainly concentrated on how to bring these themes into schools and activate young people. Initially rooted in critical thinking, Varianty expanded their methodological approach by collaborating with the British Council on the Active Citizens methodology. In 2012, this collaboration led to a methodology adapted for the Czech school environment, emphasising the reinforcement of the community dimension of the school and the active involvement of students in solving problems in their environment.

Varianty introduced the Global Action Schools (GAS) programme in the Czech Republic in 2006. This long-term collaborative program posits that a school can play a significant role in the life of an entire community. The undergirding philosophy promotes the education and preparation of students for real life in a globalised world, structured around a three-step methodology: learn – investigate – act. This methodology centres on active learners, supported by teachers, as students identify global issues and challenges in their locality and seek to contribute to their solution. The goal is to guide students to comprehend the issue, define their personal role in the community, and behave responsibly, encapsulating the spirit of “Think globally, act locally.”

Varianty believed that the widely applicable GAS methodology, developed in a DEAR project led by ActionAid, should be continued even after the project’s completion. They called on several Czech NGOs from the GDE working group and started collectively supporting the increasing number of involved schools each year. While 19 Czech schools received the Global Action Schools Award in 2012, there are now a total of 125 kindergartens, primary, and secondary schools participating.

Since 2013, through the DEAR project Teachers: Agents of Change, Varianty introduced a new approach to addressing global issues in the Czech Republic using the Philosophy for Children (P4C) method. P4C is a didactic method that cultivates independent thinking in young people. Varianty developed their work with this method through collaboration with P4C expert Jason Buckley and further enhanced it as a means of processing global topics in the classroom. Over 400 teachers have been trained in Philosophy for Children through the Varianty program. The methodological approach of Varianty has always been to “bring philosophy to action” under the motto “learn – investigate – act.” And

as Petra Skalická from Varianty concludes, “our targeted evaluations of global competences show that children discover that they can.”³

From fair trade to non-violent conflict resolution

The story of **NaZemi** begins in 2003 when it was established with the objective of raising awareness about fair trade. From 2006 onward, the organisation delved into creating educational programs focusing on the global context of our consumption and responsible options, providing training for teachers, and disseminating information to eco-centres regarding the social and environmental impacts of our consumption on people in the Global South. Eva Malířová from NaZemi recalls that NaZemi first encountered the concept of linking global issues and the products we consume when working with Sudwind. This inspired them to create The World in a Shopping Cart programme, which subsequently became a staple among Czech GE methodologies.

*This was followed by a European project, The World in a Shopping Cart, in which we worked with GE experts like Vanessa Andreotti, along with partner organisations like Živica from Slovakia. We translated and disseminated this methodology and developed a whole project based on it.*⁴

(Eva Malířová, NaZemi)

Another enduring resource for comprehending global themes was a book of lessons for teachers titled “The World in All Subjects” that NaZemi created in cooperation with ARPOK. In 2010, NaZemi initiated a year-long course for teachers on Critical Thinking and Global Issues based on the RWCT curriculum, a program they have been continuously implementing and developing since. A pivotal encounter with Vanessa Andreotti de Oliveira in 2011 shifted NaZemi toward a Critical Global Education approach. The publication “PodObal,” a guide for teaching about the global context of business, was accompanied by an innovative interactive exhibition called Supermarket World, which has been touring schools, museums, and eco-centres since. In 2015, NaZemi led a DEAR project in collaboration with Junák (the Czech Scouts and Scouting and Education Organisations) and NGOs and Scout organisations from four EU countries. The aim was to integrate the active global citizenship into scouts’ education practices and formulate competences of global citizenship. At the same time, thanks to a partnership from with Scottish organisation WOSDEC, NaZemi brought another innovative methodology to the Czech context. The drama-based pedagogy of

Global Storylines was introduced to the first grade of Czech primary schools in 2015–19 in two follow-up projects.

In 2016, responding to the “refugee crisis,” NaZemi focused on methodologies for working with controversial topics. Informed by the practice of Nonviolent Communication, NaZemi created and tested educational programs in schools such as Conflict Management as an Opportunity to Strengthen Democratic Values. Subsequently, the methodological focus shifted toward dealing with conflicts, leading to the publication of the Conflict as a Learning Opportunity methodology in 2020.

More recently, NaZemi has hosted regular Climate Open Spaces for educators and Critical Pedagogy Summer Schools, exploring critical pedagogy. They implemented two year-long educational programs, Generation Symbiocen, offering a transformative learning experience to young people.

Education that brings a different view of the world

ARPOK is an educational organisation that has been dedicated to providing GDE to schools since 2004. It offers a diverse range of educational programs for students, delivered directly in schools, along with interactive workshops for teachers. ARPOK assists teachers in incorporating contemporary issues in their teaching lessons, such as responsible consumption, stereotypes and prejudices, migration, poverty, and climate change, while also preparing methodological materials on GDE.

From 2008, ARPOK achieved success in European projects, contributing to the quality of GE by incorporating inspiration from international sources. The organisation acknowledges the impact of DEAR projects, which expanded their range of possibilities for creating materials, methodologies, and exhibitions.

ARPOK’s methodological materials highlight the cross-curricular links and interconnectedness of global topics, allowing for the integration of these subjects into classes of various subjects, e.g. Czech language, mathematics, and civic education. Lenka Pánková, ARPOK’s director, emphasises their focus on cross-curricular approaches, integrating GDE into different subjects in an interdisciplinary manner.

Throughout its existence, ARPOK has benefited from the guidance of high school teacher Hana Vacková, a seasoned practitioner with 20 years of experience in Global Education. She has actively contributed to the validation of many methodological materials, such as GDE in Czech Language and Literature Classes, in school practice. Reflecting on ARPOK’s early days, Hana Vacková appreciates the organisation’s application of critical thinking methods to address global issues, offering interactive seminars, inspiring conferences, and a unique perspective.

She also recalls ARPOK's foresight in addressing emerging global challenges, such as migration, evidenced by their timely and well-prepared training program.⁵ Over the past decade, ARPOK has regularly hosted the conference "Teaching about Global Contexts", actively participating in Global Education Week, and supporting schools in the Global Action Schools Programme.

Conclusion

The Czech Republic has made significant strides in the field of Global Education over the past two decades. The evolution of GE has been marked by national strategic initiatives, collaborative efforts among stakeholders, and the innovation of GE methodologies.

The development of GE in the Czech Republic has been guided strategically by national documents such as the Strategy for Global Development Education and Awareness Raising on Global Issues 2018–2030. This strategy aligns with broader national objectives and frameworks, ensuring the systematic integration of GE into educational practices.

In formal education, GE is addressed within cross-cutting themes in national curricula and the ongoing revision of the Framework Curriculum promises its further integration.

Non-governmental organisations have played a pivotal role in advancing GE in Czech context, drawing from international collaborations and projects to develop educational programs and materials. Collaboration among the NGOs gathered in Global Development Education Working Group has facilitated knowledge sharing and capacity building in the field. The collaborative approach has led to the establishment of mutual awareness of activities, and enabled sharing of good practices.

Many Czech NGOs have demonstrated sustained commitment to GE over the two decades, adapting their approaches to evolving contexts. Their long-term engagement, collaboration with international partners, and incorporation of innovative methodologies have contributed to the enduring relevance of GE in the Czech Republic.

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List of Interviewees

This chapter would not have been possible without the support and input of the following interviewees:

- **Eva Malířová's** journey in Global Education started in 2006 when she embarked on her role as a trainer at NaZemi. Over the years, she has continued her involvement with the organisation, serving as both a methodologist and facilitator.
- **Lenka Pánková's** first encounter with Global Education dates back to 2005, when she joined ARPOK as a trainer. Since 2010, she has served as the director within the organisation.
- **Petra Skalická** has been an integral part of People in Need since 2005. Initially serving as the Global Education coordinator, she later transitioned into the role of director of the Educational Program Varianty. Currently, she works as an expert in strategic development and methodological support.
- **Hana Vacková** is a teacher at the Grammar School Olomouc-Hejčín. Over the past two decades, she has collaborated extensively with People in Need and ARPOK in the realm of Global Education.

¹ Interview for the purpose of this chapter, 8 February 2024

² Interview for the purpose of this chapter, 6 February 2024

³ Interview for the purpose of this chapter, 6 February 2024

⁴ Interview for the purpose of this chapter, 7 February 2024

⁵ Interview for the purpose of this chapter, 9 February 2024



Germany

Klaus Seitz



Preliminary Note

In Germany, both development policy and Development Education arose in the context of the Cold War. The evolution of Development Education and Global Education is intrinsically linked to this historical starting point.¹

This is particularly evident in Germany, a country that instigated the devastating Second World War and was subsequently divided into two states for more than forty years, from 1949 to 1990. The inner-German border between the Federal Republic of Germany (FRG) and the German Democratic Republic (GDR) was part of the “Iron Curtain” that marked the division between the capitalist and the real socialist world. During these four decades, political and social conditions on either side of the border differed markedly, as did perceptions of global developments. While an explicit concept of Global Education did not develop until after reunification in 1990, the prehistory of Development Education, from which Global Education in Germany emerged, should not be ignored. From 1949–1990 Development Education followed different trajectories in East and West Germany which bore little resemblance to one another, and for that reason, they are presented separately in this article.

The history of Development Education in West Germany is well documented and researched. As such, the author can draw on extensive studies which he compiled together with Scheunpflug as part of a pedagogical research project (Scheunpflug and Seitz, 1995a-c), as well as a comprehensive bibliography of all Development Education literature published in West Germany up to 1992 (Scheunpflug and Seitz, 1994). With about 5000 titles, it shows the rich productivity in this pedagogical field of work. Döring has compiled a selected bibliography for the GDR on Development Education and public relations work by churches and state agencies in the former GDR (Döring, 2004). Döring (2008) and Olejniczak (1999) have presented studies on the history of the work of Third World groups in the GDR, which were also consulted for the corresponding section (3.).

1. Between cosmopolitan education and colonial pedagogy – on the prehistory of international education before 1945

Modern educational philosophy in Germany is rooted in European humanism and draws on concepts developed by Comenius and Erasmus, who left their mark on regions that would later become Germany. Their cosmopolitan understanding of education, which focused on the education of all humanity, was later taken up in the pedagogy of the Enlightenment, for example by Kant and Herder. However, until the end of the 19th century, there was no general education system through which a cosmopolitan education could be widely disseminated. The development of a universal school system, initiated by the Reformation, had suffered a serious setback as a result of the Thirty Years' War. For a long time, attendance at Latin and elementary schools was reserved for a privileged minority of the population. In the course of the 18th century, the development of a public education system experienced an enormous upswing, supported by the enactment of compulsory education in many German states and duchies. The Prussian school edict of 1717 became a model for many regions in Europe, although it would be another two centuries before all children were able to attend school. Only with the Weimar Constitution of 1919 was compulsory education introduced throughout the German Empire.

The development of a public education system and the institutionalisation of educational research coincided with the emergence of the European nation-state system. The first chair of education was established at the University of Halle in 1779. As in most other European countries, education was now seen primarily as a means of strengthening national identity. Although Germany was considered a 'late nation' – the German Empire only became a nation state in 1871 – the construction of a national culture and 'love of nation and fatherland' provided the impetus for educational thinking, supplanting earlier cosmopolitan traditions.

At this initial stage of education, looking beyond the borders of Europe was restricted to 'colonial pedagogy'. In the short history of German colonialism, from 1880 to 1919, some 2,700 schools were established in the German colonies ("protectorates") in East Africa, Southwest Africa, Togo, Cameroon and the Pacific (Adick, 2001). The state schools were often established in conjunction with the missionary societies, which had established a network of missionary schools in many places. While the missionary schools were primarily concerned with teaching Christianity, the government schools emphasised vocational training. Colonial notions of education involved a mixture of racist prejudice and "benevolent" paternalism, imbued with superiority complexes and romantic notions of the 'noble savage'. With the Treaty of Versailles in 1919, the German Empire was

forced to relinquish its 'protectorates' against its will. Due to the early end of German colonialism, there was almost no migration from the former colonial territories to Germany even after the Second World War, in contrast to other former European colonial powers.

After the end of the German Empire, the first democracy on German land, the so-called "Weimar Republic" (1918–1933), saw the development of numerous reform pedagogical approaches. Associated with names such as Elisabeth Rotten or Berta von Suttner, these approaches advanced peace education and cosmopolitan perspectives. The "New Education Fellowship", founded in Calais in 1921, played an important role in these developments, although its German branch, the "Weltbund für die Erneuerung der Erziehung", was not founded until 1931. Democratic politicians such as the Prussian Minister of Culture, C.H. Becker, also sought to establish a pacifist League of Nations education. While Germany became a member of the League of Nations in 1926, the relationship between national and international education had already been the subject of heated debate at the beginning of the Weimar Republic. The debate centered on Article 148 of the Weimar Constitution, which originally contained the provision that education in schools should take place "in the spirit of international reconciliation". This had to be amended to include "German nationality" in order to accommodate conservative preferences. A far-reaching proposal to revise Article 148 of the Constitution was discussed at the School Conference in 1927: "Civic education should be extended to include community education, which introduces young people to the typical forms of human community. The ethical aim is a sense of community which develops into a cosmopolitan attitude in accordance with the child's life circumstances" (quoted from Röhrs, 1966, p. 105). However, the initiators failed in their plan.

During the dark period of the Nazi dictatorship (1933–45), the entire educational system, including extracurricular youth and adult work, was completely subordinated to the propagation of racist, anti-Semitic and chauvinistic Nazi ideology. Education was also put at the service of war preparation. Meanwhile, educationalists close to National Socialism, above all H. Th. Becker, set about theoretically establishing a new 'colonial pedagogy' in line with Nazi ideology (Becker, 1939), in the expectation that Germany would once again rule a vast colonial empire after winning the war. In addition, the Nazis radically suppressed all efforts to create a unifying or pacifist education.

2. From Third World Pedagogy to Global Education – Development Education in West Germany from 1949 to 1990

2.1 Education for international understanding and pedagogy of development assistance (1949 –1968)

Historical background

After four years of Allied occupation following the unconditional surrender of the German Reich, the Federal Republic of Germany and the German Democratic Republic were founded in 1949. In West Germany, this was preceded by the formation of several federal states, so that the Federal Republic was constituted as a federation with extensive powers for the federal states. This was also in line with the desire of the Western Allies to prevent a renewed centralisation of power, as had been the case under the Nazis. The high degree of autonomy of the federal states, especially in education policy where the federal government has only weak powers, is a legacy of this period and remains a particular challenge for education policy to this day.

After the war, the economic situation and living conditions of the majority of the German population were catastrophic. By 1959, however, West Germany had regained its position as the world's second largest economy after the United States. While the unemployment rate was still above 10 per cent in the early 1950s, by the end of the decade there was full employment and even a growing labour shortage, which the authorities sought to alleviate by the recruiting 'guest workers' from southern Europe. Gross national product grew by up to 10 per cent a year and real wages rose accordingly – a boom that lasted until the economic crisis of 1966/67 and was reflected in rising private living standards.

In the process of reconstruction, the struggles of people in the Global South went largely unnoticed. The 'Third World' played almost no role in the media and politics. Decolonisation processes took place in the shadows of German public life. The first government of the FRG sought to integrate the new republic into the West. As the polarisation between East and West intensified, Germany's nascent development assistance was soon shaped by the Cold War. The Western Allies demanded a massive German commitment to development aid as part of the Federal Republic's contribution to the containment of communism. In 1956, funds were first made available for technical assistance "to underdeveloped areas", and in 1961 a separate development ministry, the Federal Ministry for Economic Cooperation and Development (BMZ), was established. Even though Germany was the first European country to set up its own development ministry, ahead of Norway, the Netherlands and Sweden, it must be noted that

in the early years the BMZ did not have the necessary institutional assigned responsibilities for a functionally independent development policy, nor did it have a development policy concept or strategy. It was largely an instrument of foreign policy and economic interests. Since 1955, West Germany's foreign policy had been dominated by the Hallstein Doctrine, according to which the FRG was not to maintain diplomatic relations with states that also recognised the GDR. Development assistance thus became a lever of Western bloc policy, as the allocation of development aid funds was linked to the recognition of the FRG's claim to sole representation. It was also expected that development assistance would serve to promote exports.

The church aid organisations took a different approach. The Catholic and Protestant churches had already appealed for donations for people in need in the South several years before the start of state development cooperation. In 1959, the Catholic aid organisation Misereor and the Protestant organisation Brot für die Welt emerged from such fundraising campaigns. In contrast to state development aid, the churches consciously wanted their work to be altruistic and "help for self-help", completely detached from economic or foreign policy interests. At the same time, they saw their aid as a means of expressing gratitude for the many forms of international aid which the people of war-ravaged Germany had received after 1945 and which the Germans were now able to reciprocate following the German "economic miracle".

The discovery of the Third World as a field of learning

Although concrete plans for the re-education of German youth in the spirit of international understanding and cosmopolitanism had been developed in the final years of the Second World War, including by the socialist reformist pedagogue Minna Specht (1944), the Western Allies abandoned these plans and largely limited their re-education concept to "de-nazification" and education for democratic awareness (Röhrs, 1966). Neither educational policy nor educational research focused on global and world-political issues. In the first two post-war decades it became clear to what extent National Socialism had buried the traditions of cosmopolitan pedagogy in Germany.

Thanks to the establishment of the UNESCO Institute for Education in Hamburg in 1952, it was at least possible to raise awareness of the UNESCO programme "Education for International Understanding" within the German education system. However, the countries of the South were not yet viewed through a "development lens", but were instead primarily understood as a global political "non-aligned" bloc between East and West. The "discovery of the Third World" as a pedagogical or didactic challenge emerged no earlier than 1959 (Böll, 1959). The cautious awakening of pedagogical interest in the subject of the developing countries was primarily due to the establishment of the "Deutsche

Stiftung für Entwicklungsländer" (DSE) in that year, which significantly promoted the educational discourse on the Third World.

The 1960s saw the start of a lively production of literature on the pedagogical aspects of development assistance and on the treatment of the new subject in schools, youth work, and adult education. It is characteristic of the publications of this period that no conceptual or terminological distinction was made between assistance to education in the Third World, the training of students abroad, the preparation of professionals for development service, and the communication of development issues to the public. Even in theoretical contributions in the field of comparative education, the conceptually distinct issues of educational aid and awareness raising for development issues in political education work were conflated under the single term "Development Education", a term introduced by the first professor of comparative education, Gottfried Hausmann, in 1959.

In the didactic discussion, "development aid" initially appeared as a new additional educational topic due to the changed world situation. The geographer Schiffers pragmatically framed the "Third World" as a new subject for geography lessons: "For the school geographer, our problem is first of all quite simply that of dealing with additional material" (Schiffers, 1960, p. 385). In his view, the new perspective of development policy, from which the non-European world has now gained relevance as a subject for geography teaching, can be incorporated into the educational canon:

The simplest thing will be to add a few lessons after the usual treatment of the continent and to ask: 1. What do we think the peoples lack? 2. What do we need to give them first? 3. How must we do it? 4. Why must we do it? This can be done in five or even three lessons. (ibid., p. 386)

This not only reveals a modernisationist and Eurocentric understanding of development, but also an overly simplistic didactics of knowledge transfer. With the expansion of development cooperation in the early 1960s, however, the need to communicate the benefits of development assistance to a sceptical public also grew. Development Education and public relations were primarily assigned the task of promoting the legitimacy of state development cooperation on the one hand, and of encouraging donations to aid organisations on the other.

2.2 Politicisation and profiling of development policy and Development Education (1969–1979)

Historical background

In the second half of the 1960s, the North-South problem was brought into the public eye and into political debate in West Germany with an unprecedented degree of urgency. The internationalism of the student movement in particular brought the Third World to the fore on the streets and in universities with a new perspective which critiqued the paradigm of “development aid”. At the same time, dependency theory gave a new impetus to development research, and didactics were finally given a social science basis. These impulses lead to concepts of ideology-critical and emancipatory learning, which differ sharply from both the charitable rationale and the simple knowledge transfer model of the first phase.

The social-liberal coalition (from 1969) had initiated a conceptual profiling of development policy in the FRG. This was facilitated by the policy of détente between East and West, which began during the Brandt government (1969–1974). This created scope for development policy to be freed from the constraints of bloc confrontation. BMZ Minister Eppler (1968–1974) pushed through a policy reorientation, seeking to break from the interest-driven politics that had characterised the previous years. In 1971, he presented the “Development Policy Concept”, the first policy paper to focus on the needs of partner countries. He described development policy as a “world domestic policy” and emphasised the need for Germany’s own society to be able to learn. The reorientation of German development policy coincided with a self-critical debate at the international level: in 1969, the “Pearson Report” took stock of the achievements of the first decade of development - an ultimately sobering assessment that had to admit the failure of the previous growth strategy. The developing countries themselves now pressed for a fair re-organisation of global economic structures through UNCTAD. This demand was based on a new approach to development theory, which had been taken up enthusiastically in Germany at the end of the 1960s: dependency theory. Its core thesis, that underdevelopment is not a stage preceding development but the consequence of dependent development, i.e. the inevitable downside of the development successes of the capitalist industrialised countries, turned the previous world views of modernisation theory on their head. This critique of prevailing models of development became a hallmark of Global Education in the following decades.

This was also the qualitatively new insight that the student movement brought to the perception of conflicts in the Third World: it wanted to make clear that people in Germany had something to do with “underdevelopment”, war and oppression in the Third World. Solidarity with Vietnam was a central theme of the student movement, which, from today’s perspective, was not originally concerned with development policy. The protest against the war in the Far East was primarily a vehicle for demanding what protesters perceived to be necessary social change at home. The brief phase of Vietnam solidarity from 1965 onwards led to the politicisation of an entire generation. Initially, the Third World movement masked much ideological dissensus among the groups at its now intertwined roots, with church groups on the one hand and left-wing students on the other. This was mainly because, until the early 1970s, the churches mostly kept a low profile in relation to the war in Vietnam, while the left used the war to sharpen its internationalist consciousness. The theme of the Church’s public relations work at that time was ‘Biafra’. The terrible civil war between 1967 and 1970 was largely discussed in a non-political context.

Nevertheless, the cane sugar campaign, the fair-trade campaign, the “aluschok” campaign (which addressed unfair trade using the example of chocolate and aluminium) campaign, the Cabora Bassa campaign and, later, the UNCTAD campaigns, led to the development of independent information work by campaign groups from 1969 onwards, most of which were organised by church-affiliated initiatives. The controversies surrounding Cabora Bassa, a gigantic dam project that the Portuguese colonial dictatorship had been building in Mozambique since 1969 with the help of German development funds, marked the beginning of a critical analysis of the German private sector in the Third World. Cabora-Bassa “radicalised” (Balsen and Rössel, 1986, p. 290) many church-based action groups, because they learned a great deal about their own society, about the influence of industry on government policy or about the ideological patterns of the media by studying the seemingly distant Mozambique. This experience also laid the foundation for political education work which combined the debate on unjust conditions in the world with social and political engagement against structures of injustice in one’s own country.

Ideology-critical didactics and curriculum reform

Towards the end of the 1960s, there was a boom in Development Education thinking and in the production of publications on the subject in Western Germany. This can be traced back to three main impulses:

- the internationalism of the student movement;
- the growing realisation in government institutions that development cooperation could not succeed unless it was anchored in the public opinion of the donor countries;
- the efforts to renew and rationalise the education system, which is seen as the driving force behind the process of social democratisation.

The fact that educational institutions took up the theme of the “Third World” was initially due less to educational policy pressure than to “pressure from the street”. It was above all the youth protest movement that brought the subject of the “Third World” into the educational system, as the geographer Hug acknowledged at the time: “The compulsion to teach about the Third World does not come from the curricula. It comes from the pupils, from the young generation, from people who have experienced our world in its global dimension” (Hug, 1969, p. 272). When Eppler took office in 1968, the BMZ became a major driver of development-related education initiatives. Eppler was convinced that a committed development policy, which also expected the public to make uncomfortable decisions, had to be firmly anchored in the public consciousness. Resolution 2676, in which the United Nations formulated the strategy for the Second Decade of Development in 1970, makes an unmistakable call for increased government efforts in development-related education: “An indispensable part of the work during the Decade will be the mobilisation of public opinion in developing and developed countries”. The mandate for innovative education and outreach is a logical consequence of the reorientation of the concept of development cooperation: “If the goals of the second decade of development are to be achieved, the structures in the industrialised countries will have to undergo considerable change [...]. That is why development cooperation has to start with us, that is why it has to get serious about changing our structures of consciousness” (Schade, 1970, p. 6). At times, the BMZ saw itself as an “innovation ministry” and development policy as a “popular education event”.

By initiating didactic conferences, funding curricular research projects and publishing the series “Schools and the Third World” in the early 1970s, the BMZ fulfilled its aim of promoting critical political awareness. Educational publications from this time attempted to show the structural connections between the Third World and our own society. Teaching models began to explicitly refer to a critical

social theory, while numerous materials from church initiatives implemented this change of perspective and turn the scandal of hunger and poverty in the world into a critique of German society. Large-scale curriculum research projects played a key role in this period. Curriculum research provided a new planning concept that included the definition and justification of learning objectives, the selection of educational content, the temporal and methodological planning of the learning process, and the monitoring of success.

The heyday of curricular innovation was further propelled by numerous critical assessments on the anchoring of “Third World” learning, which used ideology-critical media analysis to document fundamental deficits in the field of education. In 1970, for example, the Frankfurt Institute for Social Research presented a comprehensive textbook analysis. Although the analysis was able to establish that an overtly colonialist world view had been abandoned, it also exposed the Eurocentrism of the technocratic world view that had largely replaced it. One consequence of the textbook study is the insight that merely increasing factual knowledge about the “Third World” cannot contribute to an adequate awareness of development problems. Even improved textbooks cannot break through the distorting knowledge filters as long as such filters are reproduced in school and in extracurricular socialisation processes. The textbook study therefore also presented itself as an anti-textbook that makes the structures of false consciousness itself the subject of ideology-critical learning (Fohrbeck et al., 1971).

Paulo Freire’s “Pedagogy of the Oppressed” (his main work was published in German in 1973), was a plea for liberation pedagogy which, like ideology-critical didactics, advocates a fundamentally new understanding of learning that is critical of domination. His work had a lasting effect. As Freire also headed the World Council of Churches (WCC)’s education office in Geneva for a time, his ideas, combined with Ernst Lange’s work on ecumenical didactics, also had a major influence on the debate on “ecumenical learning” in the context of Protestant religious education.

‘Third World Education’ flourished in the first half of the 1970s. Driven by far-reaching expectations of educational reform, a flood of new curricula and the subsequent waves of evaluation and revision, advocates were all the more surprised when political support quickly dried up. The end of the reform spring was sealed by the resignation of Eppler and Brandt, while the progressive approaches to school and curriculum reform in North Rhine-Westphalia and Hesse were considerably curtailed, and the world economic crisis in the wake of the oil price shock (1973) weakened efforts at forging international solidarity between North and South.

2.3 Formulation of Development Education theory in times of pragmatic development policy (1975–1979)

Historical background

The oil price crisis and its economic consequences turned the focus back on the country itself and on safeguarding national interests. The social-liberal coalition under Schmidt (1974–1982) was characterised by pragmatic crisis management: in June 1975 the Federal Government formulated a return to Germany's own economic interests in the Third World. At UNCTAD IV in May 1976, Germany's strong plea for global free trade led to a serious strain in relations between the FRG and the developing countries. With its fundamental rejection of the call for a New World Economic Order, the FRG, as one of the world's largest trading powers, formulated its opposition to the interests of the developing countries, which also provoked fierce protests from the Third World movement.

Against Eppler's attempt to profile development cooperation as an independent policy area, his successors formulated the concept of development policy as part of "overall policy", which went hand in hand with an emphasis on foreign policy and economic interests. During this period, large sections of the Third World movement also began to distance themselves critically from state development assistance, after Eppler's term of office had signaled a mutual appreciation of state and civil society involvement. The Third World movement now saw itself as a critical counter-public to government policy and formed stable network structures. Many of the initiatives and networks founded in the 1970s still exist today and have proved to be key players and driving forces in Development Education.

In the mid-1970s, the ecological dimension of the global development crisis became apparent. In 1973, the Club of Rome's report "Limits to Growth" highlighted the limits of the planet's ecological capacity and the finite nature of resources. In many places, a moratorium on development was declared, severely disrupting the previous pro-development coordinates of development policy. Government policy at the time was largely unresponsive to these challenges, but the environmental issue resonated all the more in civil society. Existing local environmental initiatives became increasingly popular and networked nationwide. From 1975, the anti-nuclear movement took centre-stage. By the mid-1970s, there were between 15,000 and 20,000 citizens' initiatives in West Germany, about a quarter of which were dedicated to environmental issues. Their membership exceeded the number of party members. As a result of the NATO dual-track decision in 1979, the peace movement also grew stronger and temporarily became the most mobilised part of political civil society, culminating in a major demonstration in Bonn against rearmament with more than 300,000 participants.

Lifeworld orientation and Development Education

Stemming from the dashed hopes for reform that many had placed in the social-liberal coalition, a rather resigned mood prevailed in the socio-political atmosphere in the mid-1970s. Against the background of the urgent appeals for alternative development, this sense of resignation manifested in the Third World movement and in the debate on Development Education theory in a return to everyday life as a political field of action. The so-called “proximity thesis”, which Gronemeyer and Bahr put forward in the context of adult education, was particularly influential in the Development Education debate of the time. They identified the key obstacles to learning for development awareness not as a lack of knowledge that could be overcome through education, but as resignation in the face of experiences of powerlessness in everyday local life. The prevailing view in Development Education that motivation for development can be achieved through educational information was exposed as a myth. This is opposed to a didactic approach that motivates political commitment through emphatic social engagement to liberating alternatives in the communal space (Gronemeyer and Bahr, 1977).

Krämer’s “Ten Theses on Public Relations and Education in Development Cooperation” applied the insights of the “proximity thesis” concretely and succinctly to the work of Third World action groups and also emphasised the importance of the forms of communication used in the action groups themselves: “3. Let us show through our lives and our way of dealing with each other that there are alternatives to exploitation and competition” (Krämer, 1980). These theses became the pedagogical credo of the action group movement. As a result, experience-, participant- and subject-oriented approaches became the focus of didactic discussion. Efforts to address the learner not only through the ‘head’ but also through the ‘heart’ and ‘hand’ were evident everywhere: “But how can you motivate a young person for the problems of the Third World if the heart is not involved?” (Weißhaar, 1976).

The “lifeworld-orientation” in Development Education and the rise of a civil society alternative movement in Germany went hand in hand with a new concept of development theory propagated by the political scientist Senghaas as “auto-centred development”: he distanced himself from the radical version of dependency theory, which saw overcoming underdevelopment as possible only through global disruptive change in the world system, and formulated a “plea for dissociation” (Senghaas, 1977). In view of the consequences of external dependence, he advised the peripheral countries to decouple themselves, at least temporarily, from the world market, to restructure their fractured economies in a domestic market-oriented, “self-centred” manner, and to strengthen South-South cooperation. This was also a counterpoint to the discussion on a “new

world economic order”, which aimed to integrate developing countries into a “fairer” international division of labour.

Numerous development policy initiatives also advocated a strategy of dissociation in the Global North and the establishment of alternative development models in alternative projects. Starting in 1978, Brot für die Welt’s “Aktion e” campaign, which lasted several years and called on people to adopt a simpler lifestyle, achieved broad engagement. The manifesto of the Third World Initiative in Reutlingen in 1976 also called for “alternative development in Germany as a development policy alternative for grassroots groups”. The “Zeitschrift für Entwicklungspädagogik” (ZEP), which is still the most important platform for Development Education discourse in the German-speaking world, emerged from this working group. For ten years, the purely voluntary citizens’ initiative had been making teaching materials available on loan to promote Third World education in schools and in teacher training. On the initiative of the educationalist Alfred K. Tremml, the working group published ZEP in 1978. The journal defined Development Education as “the reaction of education to the fact of development in society” (Tremml, 1983, p. 6).

Tremml’s contribution at this time is worth citing at some length. For Tremml, Development Education theory is concerned with the contribution of educational processes to the emergence of social development problems and how they might be overcome. “It is concerned with the pedagogical management of the development problems of global industrial civilisation, which have now become survival problems - and thus with overdevelopment and underdevelopment” (Tremml, 1982, p. 14). For this reason, it also seeks to combine the various strands of previous Third World pedagogy, environmental pedagogy, future pedagogy and peace pedagogy. The theory of Development Education sees itself as the theory of a practice, namely the practice of self-organised learning in social movements. The impetus for the establishment of the educational research field of “Development Education” came from the self-reflection of the educational practice of the Third World movement. It originated outside the established educational institutions, but later had an impact on them.

The Protestant Churches in Germany have played a central role in strengthening both the theory and practice of these educational activities, especially in extracurricular youth and adult education and in parish education. With the adoption of a “Framework for Development Education and Media Work” in 1976, the Protestant churches established a network of decentralised specialist offices for sector-specific group-related educational work (for farmers, students, journalists, members of youth associations, trade unionists, etc.) on development issues, and created an institution (“ABP”) to finance development-related educational work and journalism. These funds were not reserved for church applicants alone, but also facilitated the extension of Development Education far into secular civil society. Until 1997, the Protestant churches made more than three times as much money available annually for the promotion of Development Education as the BMZ. As early as 1973, the Protestant churches

proclaimed in a “Development Memorandum” that “raising awareness and sharpening consciences in one’s own country” was an indispensable part of their development cooperation. Their own educational practice was mainly based on the concept of “ecumenical learning”, which had been developed on the basis of impulses from the World Council of Churches (Dauber and Simpfendorfer, 1981).

2.4 Development policy and Development Education in the “lost decade” (1980–1989)

Historical background

The 1980s went down in the history of international development policy as the “lost decade”. In its 1990 World Development Report, the World Bank itself acknowledged the fatal failure of the international community’s goals at the end of the third “development decade”, putting it bluntly: “For many of the world’s poor, the 1980s were a ‘lost decade’ - a disaster indeed.” However, the economic successes of the East Asian “tigers” were a bright spot in the overall gloom of those years. At the same time, a progressive “differentiation of the Third World” is becoming visible, which makes a generalised opposition between “First” and “Third World” increasingly questionable. After the lively debates on a fairer world economic order that characterised the 1970s, the UNCTAD summit in Cancún in 1981 marked the end of the North-South dialogue: The industrialised countries, especially the FRG, showed no willingness to meet the demands of the South. The outbreak of the debt crisis in 1982 plunged many countries of the South into a spiral of crisis.

In programmatic terms, the development policy of the 1980s in both the FRG and the USA was a return to the development recipes of the 1960s. In the second half of the 1980s, neo-liberal concepts (“Washington Consensus”) came to the fore worldwide, combined with a return to the promotion of economic growth. After the change from a social-liberal to a conservative-liberal government in 1982, the new development ministers emphasised even more strongly the importance of political and economic self-interest as the guiding principle of development policy.

Intercultural learning and Global Education in a world society

The lifeworld-oriented didactic concepts that had replaced the theory-based educational concepts of knowledge transfer in Development Education at the end of the 1970s received new impetus in the early 1980s with the “discovery” of the cultural dimension of development. Although the roots of intercultural education in Germany lie in the so-called “education of foreigners”, its approach was taken up in Development Education under different auspices. The reception

of intercultural learning in Third World pedagogy was triggered by criticism of the economic reductionism of Development Education (Schmidt, 1987). Development Education, so the accusation goes, reduces people in the Third World to objects of pity. In contrast, the Third World “must not remain an object of learning in Development Education”, but “must become a partner in dialogue” (Freise, 1982, p. 169).

This demand for dialogical learning and addressing cultural and ecological aspects of Development Education are the main trends of this decade. Otherwise, in contrast to the much more vibrant previous years, no new innovative conceptual approaches can be discerned. Development and global issues also continued to play a marginal role in schools and teacher training. A curriculum analysis documented that in 1990 Third World and global issues accounted for only 14% of the total number of lessons in the curricula of social studies subjects (including religious education and geography); in teacher training, the proportion of courses on development-related topics at universities and colleges was less than 6% (Scheunpflug and Seitz, 1995b). However, the project “Dritte Welt in der Grundschule” (Third World in Primary Schools), sustained by BMZ’s long-term financial support starting in 1979, provided important stimulus for dealing with issues relating to developing countries at primary school level.

In this period, debate within religious education on ecumenical learning revolved around issues such as the interplay between local and global contexts, the connection of everyday life and global conditions, and the mutual interdependence of humanity within a more closely integrated world society. An important point of reference for ecumenical learning was the conciliar process on “Peace, Justice and the Integrity of Creation” initiated by the 1983 WCC assembly in Vancouver under the strong influence of delegates from the Federation of Protestant Churches in the GDR.

3. Development Education in the German Democratic Republic (1949–1990)

A history of Development Education in the GDR must face up to the fact that the term that designates our subject was hardly used in the GDR. As Döring (2008) explains in his reconstruction of the history of educational work carried out by Third World groups in the GDR, neither “development aid” nor “education” were common terms. The GDR government did not speak of “development aid” because it was associated with an imperialist endeavour of the capitalist West. And ‘education’ was not discussed in public because the state claimed an absolute monopoly on education. Church and independent groups therefore avoided the term; one of the oldest independent networks, INKOTA, used the more innocuous word “information” (INformation, KOordination, TAGungen) in its name instead (Döring, 2008, p. 17).

It should also be noted that the GDR’s political system proved to be quite inflexible and showed little dynamism. Consider, for example, that in the four decades under consideration here there was only one change of personnel in the central leadership function. The political and ideological structures remained virtually unchanged for decades. This must be taken into account in the following chronological classification. Indeed, its rigidity was a principal cause for the collapse of the GDR system. It was not until the end of the 1980s that the emergence of an active civil society brought new dynamism to social and political discourse.

3.1 The beginnings of socialist economic assistance and the development of socialist mass education (1949–1970)

Historical background

In October 1949, the GDR was founded as the second German state alongside the FRG on the territory of the Soviet occupied zone of Germany. From 1950, the East German unity party SED pursued the socialist organisation of the economic and political system on the model of the Soviet Union. Having failed in its efforts to prevent the FRG’s integration with the West, the Soviet Union accepted the GDR into the Warsaw Pact in 1956. From then on, the bloc confrontation between East and West was a determining factor in the GDR’s foreign policy. The construction of the Berlin Wall in 1961 and the securing of the border fortifications on the German-German border, which also served to prevent the migration of parts of the population to the West, brought this to the fore.

Until the end of the 1960s, the GDR's relations with the countries of the "Third World" were characterised by bloc politics. Initial efforts to build an alliance with socialist-oriented states in the South met with limited success since – with the exception of China, Korea, Vietnam and Mongolia – no independent country in the South was willing to establish diplomatic relations with the GDR. Since the FRG claimed to be the sole representative of Germany and, in accordance with the Hallstein Doctrine, threatened to break off relations with all states that recognised the GDR, the GDR's efforts to extend its "anti-imperialist solidarity" to non-socialist-governed countries in the South were also initially unsuccessful. This only changed at the end of the 1960s, when the FRG abandoned the Hallstein Doctrine and many countries in the South recognised the GDR. Many trade and payment agreements with countries in Africa and Asia had already been concluded in the 1950s. The GDR did not refer to its cooperation with countries in the South as "development assistance", but as socialist economic assistance or proletarian internationalism. International solidarity and support for national liberation movements in the Third World were part of the GDR's self-image and enshrined in its constitution. According to a long-serving Secretary General of the "Solidarity Committee", the aim was "to give solidarity support to peoples and states that proclaimed a non-capitalist path of development" (Reichardt, 2009). The "Solidarity Committee" was set up in 1960 to implement the aid measures. It was directly dependent on the Central Committee of the German Socialist Unity Party (SED), but received its funds through compulsory donations from companies, the Federation of German Trade Unions (FDGB) and other "mass organisations". In the 1980s these amounted to around 200 million marks a year. The Solidarity Committee provided humanitarian aid, but also helped friendly "brother states" build schools, factories and hospitals.

Socialist mass education and proletarian internationalism

According to the 1965 "Law on the Uniform Socialist Education System", the main aim of GDR education policy was "the education and upbringing of all-round and harmoniously developed socialist personalities who consciously shape social life". The associated ideological indoctrination in the spirit of Marxism-Leninism permeated not only schools and universities. The FDJ youth organisation and the trade union federation were also committed to this task. In order to give all social classes, especially the children of workers and farmers, access to education, a standardised polytechnic school was introduced as early as 1949. It was marked by the combination of school education and practical work. The centralised education system, with a single reform in 1965, remained unchanged until the end of the GDR. The office of Minister of National Education, held by Margot Honecker from 1963 to 1989, also stood for ideological continuity. The Education Act also took up an international perspective, referring in Section 5 (2) to education "in the spirit of peace and friendship among nations, socialist

patriotism and internationalism". Anti-fascism and anti-imperialism were also cornerstones of popular education. In practice, however, despite the proclaimed internationalism, school lessons were not designed to provide concrete insights into the living conditions of people in the countries of the South. "Concrete people, other cultures, regional problems [...] were not taken into account" (Döring and Heuer, 1991, p. 4). The perspective was determined by the polarisation of friend and foe, socialism or imperialism, as the history curriculum for grades 5–7 still expressed it in the 1980s: "Pupils should be filled with passionate hatred for the forces that [...] misuse science and technology for the bloody subjugation and brutal enslavement of other peoples" (quoted in Führung, 1995, p. 6).

The appeals of the churches, especially Brot für die Welt, offered a different view of the countries of the South. Here the focus was on the individual in need. Brot für die Welt was launched in 1959 as a purely German fundraising campaign. In the GDR, under the auspices of the Evangelical Church of the GDR, almost 5 million marks were collected in the first year. After the Wall was built, the East German churches had to continue their campaign independently. Due to the non-convertibility of the GDR mark, donations could not be made directly available to partner churches in the South, but had to be channelled through the Red Cross in the GDR. Inevitably, therefore, Brot für die Welt's work in the GDR was limited to humanitarian aid, and its public relations work until the end of the 1980s was confined to fundraising. But for many committed Christians in the GDR, this opened up a bridge to the "Third World" for decades, albeit an emotional one, beyond the state-prescribed anti-imperialist pattern. Between 1959 and 1990, the "Brot für die Welt" campaign in the GDR collected over 150 million marks in donations, making it the most important church aid organisation in Eastern Europe.

3.2 Solidarity engagement in the decade of détente (1970–1979)

Historical background

In the course of the détente brought about by the FRG's new "Ostpolitik", the GDR's scope for foreign policy action also expanded in the 1970s. In September 1973, the FRG and the GDR were admitted simultaneously as full members of the UN. By 1978, 122 states had internationally recognised the GDR. The GDR sought to combine détente in the North with the strengthening of the anti-imperialist struggle in the South and supported numerous liberation movements such as the MPLA in Angola, FRELIMO in Mozambique and ZAPU in Zimbabwe. Vocational training for workers and students from allied countries in the Third World played an important role in the GDR's solidarity work.

In terms of domestic policy, Honecker's government attached great importance to improving the material standard of living and purchasing power in the GDR, particularly through a housing construction programme. This was also intended to

contribute to the population's satisfaction with SED rule. However, the expatriation of the well-known singer-songwriter Wolf Biermann in 1976 provoked fierce protests, particularly among creative artists, and led to an intensification of state repression against voices critical of the SED.

Awakening of the independent solidarity movement and awareness-raising work

Parallel to the Protestant "Brot für die Welt" campaign, other smaller initiatives were launched in the churches from the end of the 1960s, such as the "Leprosy Village Campaign" of the Catholic student community in Magdeburg in 1968. Here, too, the initial focus was on charitable aid, which was administered by the Red Cross. However, the grassroots groups became increasingly critical of their church's purely charitable activities and the inadequacy of previous solidarity work. A meeting of church-based grassroots groups in Halle in May 1971 finally provided the impetus for increased awareness-raising work. At a follow-up meeting in October 1971 under the motto "A new start against poverty", the representatives of the church groups agreed to spend 5 per cent of their donations on "information, coordination and meetings" (= In Ko Ta) and to network. Initially, the joint work was based solely on the voluntary commitment of students and young people, who met under the umbrella of the church. In 1974, INKOTA was able to establish a paid secretariat for the first time. INKOTA's central instruments were the biannual conferences and the magazine INKOTA-Brief as an internal communication medium, which had a circulation of 300 copies in the 1970s and later up to 1,500 copies at the end of the 1980s. It contained texts on debates in ecumenism and international development policy, as well as project descriptions, country information, theological articles and methodological guidance on awareness-raising.

The first peace groups emerged in the early 1970s, parallel to the Third World solidarity groups loosely organised by INKOTA. They were mainly initiated by conscientious objectors and "construction soldiers". These peace movement discussion groups also met in churches. Third World and peace groups, along with their environmental and human rights counterparts, later formed the most important pillars of an independent civil society, which was only weakly developed in the GDR, partly due to the ban on associations. The church provided a protective umbrella for these activities. The church had to come to terms with the socialist state and a rapidly secularising society. After the founding of the Federation of Protestant Churches in the GDR (BEK) in 1969, the church's governing bodies described their own position as "church in socialism". Church leadership did not question the socialist system but diagnosed an "improved socialism" and claimed to enable "a critical public, a place for free speech, a public for radical questions and a fearless willingness to learn" (Falcke, 1972, p. 14) in the church. The motto of the 1974 BEK Synod was "The Church as a Community of Learners".

The churches' openness to offer space to socio-ethical groups was also based on their self-understanding as a learning organisation – a self-understanding which was explicitly linked to Freire's impulses for liberation education. At the time, Freire was working in the educational office of the World Council of Churches (WCC) in Geneva. Accordingly, the approaches of "ecumenical learning" were also received by the Third World groups in the GDR. The connection to the WCC always played an important role in the participation of the church and its groups in the international discourse.

The bridge to the WCC was also important for the groups in that many opportunities for contact with the world were cut off. The groups had no opportunity to travel to the project partners. International personal contacts were also limited, as was access to international literature and the possibility of inviting guests from developing countries to events. Experts sent by the GDR government to developing countries were not allowed to use their experience to raise awareness in their own countries. "Added to this was the paranoid fear of those in power of the wanderlust of their own citizens" (Olejniczak, 1999, p. 231). "There was no public discourse on development issues in the GDR. The debate on development cooperation in groups and churches remained mostly read only and largely without the possibility of practical exchange" (Döring, 2008, p. 29). Strangely enough, there was also hardly any contact with the many people from the "brother states" who worked or studied in the GDR (Döring, 2008; Deutsche Gesellschaft, 2021). The GDR faced a severe shortage of skilled workers, partly due to the high level of emigration to the West. From 1967 onwards, agreements were concluded with several socialist states on the training and employment of foreign workers. These 'contract workers' came from countries such as Angola, China, Cuba, Mozambique, and Vietnam. In the 1970s, they numbered around 20,000 a year. They usually lived in segregated dormitories and were not allowed to move around freely in the GDR. Interaction with the local population was also strictly regulated for foreign students.

Even in the case of outstanding, innovative educational projects in which pupils or students from the South stayed in the GDR for training, they were largely shielded from their surroundings. This was true of the "Wilhelm Pieck" Youth College (JHS) in Bogensee, which was founded in 1958 and defined itself as an international Marxist training centre for young revolutionaries from all over the world (Siegfried, 2021), as well as the "School of Friendship" in Stassfurt, where around 900 children and young people from Mozambique attended school between 1982 and 1989 (Reuter and Scheunpflug, 2006). Looking back, Heitmeyer notes a fatal "contradiction between the ritualised internationalism of friendship between nations and the hermetic sealing off of society from foreigners, both internally and externally" (Heitmeyer, 1992, p. 113).

3.3 A state in crisis (1980–1988)

Historical background

While the 1970s had been successful for the GDR in terms of foreign policy, economic decline set in at the end of the decade. The rise in commodity prices and the global economic recession led to a shortage of foreign currency and supply bottlenecks in the GDR from 1977 onwards, which affected the population daily. When the Soviet Union was forced by its own economic crisis and high arms spending to drastically increase the price of crude oil, which the GDR had previously bought cheaply, the GDR fell into a debt crisis that required guarantees from the FRG to stabilise the situation. As a result, development cooperation now was increasingly geared to its own economic interests. The aim was to generate surpluses in trade with the Third World in order to balance the negative trade balance with the West. In the face of rising energy costs, the GDR stepped up lignite mining. This meant accepting devastating environmental damage and delaying the necessary modernisation of the GDR economy. When Gorbachev took over as General Secretary of the CPSU in the Soviet Union in 1985 and introduced a policy of “glasnost” and “perestroika” in the wake of his country’s crisis, the GDR leadership clung even more firmly to the existing system, distancing itself from the Soviet Union and rejecting all economic and political reforms.

Consolidation and dynamisation of independent solidarity work

The activity of independent Third World groups expanded considerably in the 1980s and was linked to the concerns of the growing peace movement. With growing tensions at home, their work also became more political and eventually led to a civil society opposition that made the peaceful revolution of 1989/90 possible.

In November 1980, the Protestant Youth Work organised its first ten-day campaign, a peace initiative under the biblical motto “Swords to Ploughshares”, which also addressed the growing unrest in the GDR. The motto and its motif were also adopted by the West German peace movement. In 1985, “Peace Grows from Justice” was the first theme of the Decade to focus on development. The link between international development, peacekeeping and ecology was particularly emphasised at the 1983 WCC General Assembly in Vancouver. The delegation of the Protestant churches of the GDR played a central role. It submitted a motion for an all-Christian global peace council and called for “the formation of an informed and committed awareness of solidarity with the exploited and the poor, with the earth and nature; education for a responsibility for survival that includes the other side, and against establishing and propagating enemy images”. (quoted in Döring 2008, p. 97) In the end, Vancouver did not decide on a peace council, but on a “conciliar process for peace, justice and the integrity of creation”, which

was continued in the GDR under the name “Ecumenical Assembly” and enabled broad participation far beyond the church milieu. Numerous needs for reform in their own society were also critically discussed.

The professionalisation of INKOTA's work progressed with the establishment of an office and regional offices. From 1981 onwards, INKOTA staff were employed by the Federation of Protestant Churches, although they were not paid by the Federation. In 1987 a full-time manager was appointed for the first time, who also stepped up the network's educational work. However, the movement itself remained comparatively small: by the end of the 1980s, INKOTA had around 800 individual members and 35 groups. The thematic links were extended beyond the three main themes of the “conciliar process” to include the issue of foreigners living in the GDR. In the autumn of 1988, several Third World groups founded a meeting centre for foreigners and nationals under the name CABANA in a parish in Berlin. Similar foundations soon followed in other cities. The first approaches to intercultural education, hitherto unusual in the GDR, emerged.

In contrast to the structural and thematic dynamism of the independent groups, little had changed in the GDR's rigid education system in the 1980s when it came to dealing with global issues. The ideological education of pupils continued to focus primarily on “contributing to the development and deepening of the conviction that socialism shows all peoples and individuals the way to the future and that capitalism is doomed to destruction” (Döring, 2004, p. 32), even if the geography curricula now placed more emphasis on a differentiated treatment of the continents. In teacher training and higher education, there was virtually no didactic engagement with the issues of the “Third World” learning area. This is illustrated by the fact that out of 260 pedagogical dissertations and theses on the subject of “Education for International Friendship and International Solidarity in the GDR” at the Academy of Pedagogy of the GDR in the period 1949–1990, “only ten dealt with methodological or didactic issues of international solidarity or internationalist education or with countries of the ‘Third World’” (Döring, 2008, p. 33).

3.4 “The Turning Point” (1989/90)

Historical background

The civil rights movement, nourished by independent initiatives in the peace, environmental and Third World movements, only began to make a visible public appearance in 1989 with demands for political reform. Beginning with the “Monday demonstrations” in Leipzig in September 1989, however, a dynamic was set in motion that enabled the peaceful transformation of the GDR's political system within a few months. In November 1989, the SED's government and political office were forced to resign in the face of protests in the streets, but also in the face of a wave of emigration and political upheaval in the Soviet Union

and throughout the Eastern Bloc. A few days later, the wall that had divided Berlin and Germany, fell.

The first free elections to the Volkskammer in March 1990 were won by the “Alliance for Germany”, which advocated rapid reunification. Its leading candidate, Lothar de Maizière, was the first and last democratically elected Prime Minister of the GDR. In July 1990 the economic union between the two German states came into force, and on 3 October 1990 the reunification of Germany was completed. As this was the accession of the GDR and its states to the FRG in accordance with the Basic Law of the FRG, federal law was also transferred to the new East German states. This meant that the hopes of parts of the civil rights movement in the GDR that reunification would go hand in hand with the reorganisation of a common Germany and not simply with the adoption of the social and political order of the FRG by East Germany remained unfulfilled. Alternative proposals, including a new draft constitution, were drawn up by the central “Round Table”, which met between December 1989 and the start of the de Maizière government. It included representatives of old and new social actors, parties and associations. Hundreds of round tables at regional and local level also worked on ideas for shaping political change. However, the political and economic structures of the GDR were largely dismantled when it joined the FRG. This also applied to the GDR’s development policy, which had been bundled for the first time in a separate Ministry for Economic Cooperation (MWZ). Some of the funds of the former Solidarity Committee were transferred to its legal successor, Solidarity Service International (SODI), and to the North-South Bridges Foundation, established in 1994. The majority of former GDR contract workers – around 80,000 in autumn 1989, including 59,000 from Vietnam and 16,000 from Mozambique – left the GDR prematurely. Growing xenophobia in East Germany also played a role in this exodus.

Programmatic revival of civil society

In 1989, public protests and the strengthening of the civil rights movement made it possible for the first time to hold a critical public debate on development policy. Peace and environmental groups were much more critical of the regime than the Third World movement, the majority of which still supported the idea of a reformed East Germany and rejected the West’s imperialist policies towards the Global South. An open letter from October 1989, which emerged from an annual conference of INKOTA, called on the government to create transparency in the state’s international solidarity work, to recognise the autonomy of independent civil society groups and to promote public awareness through the establishment of Third World communication centres. The future of development policy was not discussed at the central round table, but Third World groups were intensively involved in the local round tables. The letter served as the catalyst for convening a “Development Policy Round Table” (ERT), which met for the first

time in February 1990, bringing together representatives of the government and the old associations, as well as church and independent solidarity groups and academics. A committee was also set up to deal specifically with the principles of Development Education and to present concrete instruments for promoting education, journalism and media work. The educational goal formulated in the principles adopted was “a responsible personality that recognises its own interests in relation to the future interests of mankind and translates them into behaviour that can form the basis for development policy action” (Döring, 2008, p. 88).

Some of the ERT's ideas for reorganising development policy were echoed in de Mazière's government declaration, but the concrete proposals, especially those for the establishment of a social advisory council for the Ministry of Development, were lost in the dynamics of the reunification process. The new freedom to set up civil society groups and the funding provided by the government and the churches for their work led to the emergence of many new initiatives in a short space of time. Their number is estimated at 180 in 1990 (Olejniczak, 1999, p. 241). Many of the older initiatives, especially in the fields of peace and the environment, were now able to venture out from the protective umbrella church and become legally independent. After reunification, up to 180 temporary jobs were created by so-called state job-creation measures, but these expired after a few years, which meant an abrupt end to the work of many young organisations if they did not manage to establish sustainable voluntary structures at the same time. In the years that followed, the East German solidarity movement's educational and public relations work drew on the West German movement's canon of themes and didactic approaches. The development associations from the West quickly expanded to the East and overshadowed the initiatives there. Conversely, as Olejniczak (1999, p. 263) points out, German reunification had no impact on the institutional structure of social movements in the West.

Development Education actors in the West could have learned a lot from activists in the GDR. Even if no innovative Development Education concepts could emerge within the repressive structures of the GDR, the learning processes of the activists in the independent groups can certainly be seen as transformative:

In the Third World groups of the GDR [...] diverse learning took place in the context of information and public relations work and during social processes. The groups became places of self-determined informal learning, which consciously and out of necessity stood out from formal learning in state institutions, partially compensated for it and achieved a quality of its own. This acquisition of skills contributed to the development of resistant behaviour under repressive forms of society and was linked to other power-critical movements in the world.

(Döring, 2008, p. 110)

4. Global Education in reunified Germany (from 1990)

4.1 The Decade of Globalisation (1990–1999)

Historical background

The initial hope that German reunification, the fall of the Berlin Wall and the end of political proxy wars in the Third World would bring a peace and development dividend did not materialise. In fact, by the end of the millennium, official development assistance (ODA) from the world's rich nations had reached an all-time low. This also applies to Germany, whose ODA ratio fell to its lowest level ever in 1999, at 0.26%. This decade was also one of great disappointment for the citizens of the former GDR. There was no sign of the "blossoming landscapes" in East Germany promised by Chancellor Kohl. Industrial production in East Germany collapsed by 75 per cent in the first two years after reunification, and by 1995 three out of four East German workers had lost their jobs. The eastern states have since caught up considerably in economic terms, but the socio-economic gap between west and east has still not been completely bridged.

The new world order did not prove to be more peaceful: the number of armed conflicts in the world rose again, and the horrors of war came dangerously close to Central Europe, for example in the Balkan wars. Economic globalisation has widened the gap between winners and losers. But for all the rifts and renewed fragmentation of the world, globalisation has also had a positive side: a growing awareness that the world's problems can only be solved together. The UN World Summits of the 90s marked important steps towards a kind of "world domestic policy". Whether it was environmental policy, biodiversity, poverty reduction, population policy, gender equality, climate protection or human rights – after the series of world summits, no state could ignore the insight that the challenges of the upcoming 21st century can only be met together. Above all, the 1992 UN Conference on Environment and Development in Rio contributed to a new understanding of global politics, which for the first time gave civil society participation a key position on the global political stage. Agenda 21 expressed the fact that the new guiding principle of "sustainable development" had to be anchored in all areas of society. It was a historic first that in a document adopted by the world's heads of government, one third of the resolutions were devoted to cooperation with non-state actors, strengthening social participation and public awareness, as in Rio's Agenda 21. In the same year, German civil society, which closely followed the Rio Summit, succeeded in bringing together the previously separate environmental and third world initiatives into a common platform, the

“Forum Environment and Development”, which today coordinates civil society activities to implement the SDGs.

Since 1992, development-focused civil society has proved itself to be a competent actor on the global political stage, no longer just sitting on the sidelines. For instance, in Seattle in 1999, development-focused civil society actors prevented resolutions on further liberalisation of world trade to the detriment of the weak, and in the same year wrestled a debt-relief initiative for the most heavily indebted countries from the G7 summit in Cologne.

The rise of Global Education

On the eve of German reunification, some 600 teachers were invited by the World University Service to meet in Cologne at the end of September 1990 to discuss the “North-South conflict as an educational task for the future”. Paulo Freire was one of the main speakers. It was significant that many teachers from the GDR took part in this conference, and in an addendum to the final declaration of the congress they also expressed their hope for an expansion of Development Education in East Germany “taking into account the specific characteristics of the GDR”. This was the first time that participants from East and West Germany had attended a major education congress together, and the first time that this civil society-initiated congress had the support of the BMZ and the state ministries of education. The establishment of coordination structures for cooperation between these bodies was therefore a central demand of the final declaration. This was the starting point for the institutionalisation of stable working relationships between civil society, the Federal Government and the Länder on Global Education issues.

The term “Globales Lernen” (Global Education) was not yet used at this congress, but at the regional follow-up congresses at state level from 1991 onwards, Global Education came to be used as the name for the new educational concept that went beyond the previous Development Education (Seitz, 1992). Although “Global Education” had been discussed in the USA since the 1970s (Hanvey, 1976; Anderson, 1979), the term only found its way into German-speaking countries through a publication by the Swiss “Forum Schule für eine Welt”. Their “Learning Objectives for One World” (Maier, 1986), first published in 1985, were based on Anderson’s proposals and aimed at broadening the perspective of teaching towards a “global world view”. Later editions of the Catalogue of Learning Objectives then used the term “Global Education” to reflect the idea that Global Education was not primarily about new learning content, but about a new global perspective that should ultimately permeate all subjects, in line with the UNESCO Declaration of 1974.

In the course of this decade, ‘Global Education’ became established as a self-description for the pedagogical concept of Development Education actors in East and West Germany, even if the conceptual reappraisal was to take several

more years. The disillusionment of the East German public, combined with the reorganisation of a radically new education system, initially posed major problems for the establishment of Global Education in the new federal states (Führung, 1995). In the years following reunification, educators were also challenged by the dramatic outbreaks of racist and right-wing extremist violence. The violent attacks and murders of former GDR contract workers, refugees and foreigners in Hoyerswerda in 1991, Rostock in 1992, Mölln in 1992 and Solingen in 1993 shook reunified Germany and demonstrated the need for education against xenophobia, racism and violence. At the same time, post-colonial criticism was gaining a foothold and prompting reflection about how ethnocentric perspectives could be overcome, not only in communication about development, but also in development cooperation itself. In these years, ZEP also saw a “paradigm dispute” in the controversy between positions based on evolutionary systems theory and action theory (ZEP, 1998). The introduction of evolutionary and systems thinking into the Development Education debate, championed by ZEP founder Alfred Tremel, was accompanied by criticism of the conventional action theory paradigm with its strong normative claims of world improvement and planning optimism. Conversely, evolutionary and systems theories were accused of having a fatalistic view of the world and of legitimising the status quo. However, these various innovative discourses initially received little attention from state education policy. In 1997, the Conference of Länder Ministers of Education and Cultural Affairs was able to publish a recommendation on “One World/Third World in Classes and Schools” (KMK 1997), but this was based on an outdated understanding of Development Education. With its Eurocentric view of development, its neglect of ecological issues that had long been on the agenda, and its blindness to the challenges and potential of a multicultural world, this statement seemed outdated at the time.

4.2 ESD and Global Education after the Millennium (2000–2014)

Historical background

After 16 years of a CDU-led federal government (Kohl), the 1998 federal elections brought a red-green cabinet (under Schröder, until 2005) into power for the first time. As a result, environmental and development issues became much more important. Under Minister Wieczorek-Zeul, development policy was now understood as a ‘global structural policy’, also based on the guiding principle of sustainable development. The promotion of Development Education received a significant boost, and in 1999 the funds for the corresponding BMZ title were increased by 40%, after an OECD-DAC peer review had also criticised Germany’s insufficient commitment to domestic development work. This was partly due to the lobbying work of VENRO, the umbrella organisation of development NGOs in Germany, which was founded in 1995. In the following

years, a series of far-reaching structural reforms and mergers of German development cooperation institutions took place; from 2002 to 2011, the newly founded InWent was responsible for Development Education, followed by the public corporation “Engagement Global” from 2012.

The UN Millennium Development Goals as the new guiding principles of development policy were received with scepticism by German civil society and criticised as half-hearted and ecologically blind. They offered little reason for corresponding awareness campaigns. The terrorist attacks of 11 September 2001 and the subsequent “war on terror” led to a reevaluation of security policy considerations in development policy, which was often criticised as a “securitisation of development policy”. After the 2005 federal elections, Angela Merkel replaced the red-green coalition and presides over a CDU-led federal government until 2021. Even under conservative leadership – with the exception of the 2009–2013 phase under Minister Niebel – Minister Müller (until 2021) continued to upgrade development policy and the recognition of the importance of cooperating with civil society.

Institutionalising ESD and Global Education

The Bonn Education Congress “Education 21 – Learning for Just and Sustainable Development” in September 2000 was a milestone in the development of Global Education in Germany. Ten years after the aforementioned Cologne Congress, more than 700 educators gathered at the invitation of VENRO to discuss the future of Global Education in the German education system. The Standing Conference of the Ministers of Education of the Länder in the FRG and the BMZ, as co-sponsors of the congress, took a clearer stance than ten years earlier. The final declaration focused on recommendations for improving the framework conditions for Global Education in schools and civil society and for financing the corresponding structures. The congress made a significant contribution to strengthening cooperation between civil society, the national government and federal education policy, and thus to promoting the institutionalisation of Global Education.

This was reflected in particular in the presentation of an “Orientation Framework for Global Development Education” by the Standing Conference of the Ministers of Education of the Länder and the Federal Ministry for Economic Cooperation and Development (BMZ) (first edition 2007), the significant increase in funding for Development Education, and the establishment of a One World Promoter Programme, which today finances more than 150 promoter positions throughout Germany from funds provided by the BMZ, the Länder and the churches. With the adoption of a position paper entitled “Global Education as a Task and Field of Action for Development NGOs”, the NGOs and initiatives associated in VENRO have explicitly adopted this conceptual orientation. Global Education is defined as follows:

Global Education aims to motivate and enable people to participate in shaping the global society in a committed and informed way. Global Education aims to develop the ability to see all phenomena in a global and holistic context. It stands for a learning process that combines perception, feeling, thinking, judgement and action, strengthens identity and world view and leads to the readiness to harmonise local action with global requirements.

(VENRO 2000)

Parallel to the institutionalisation of state and civil society structures, the didactic and theoretical foundations of Global Education have also made progress since the turn of the millennium (pioneering work includes Bühler, 1996; Scheunpflug and Schröck, 1999; Seitz, 2002; Rathenow and Selby, 2003). At the same time, the field has become established in educational research and teaching, with numerous dissertations and postdoctoral theses presented and the first pedagogical handbooks published (Lang-Wojtasik and Klemm, 2012). The formulation of evaluation standards specifically for Global Education and the development of a corresponding evaluation culture were also important for further development (Scheunpflug et al., 2010). However, compared to the progress made in the development of theories, teaching concepts and evaluation standards, empirical research on Global Education has long lagged behind. A review in 2010 identified significant shortcomings in empirical research on the impact factors in teaching-learning arrangements for Global Education (Scheunpflug and Uphues, 2010). Critical assessments have also noted that the isolated empirical studies available do not enable cumulative research progress, as they do not refer to overarching models. Fortunately, as numerous articles in ZEP (e.g. ZEP 1/2018) and elsewhere document, the importance of the empirical foundation of Global Education has gained greater recognition.

In the field of education policy, learning about sustainable development issues has been discussed much more under the umbrella of “Education for Sustainable Development” and less under the label of “Global Education”. As early as 1999, the Commission for Educational Planning launched an “Education for Sustainable Development” programme aimed at embedding ESD in the regular school curriculum. It combined the impetus of Agenda 21 with the increasingly important concept of competence in education policy. This programme was continued as “Transfer 21” and further consolidated in the course of the UN Decade of Education for Sustainable Development (2005–2014), for which a national action plan was developed in Germany. ESD has received much more attention in the education system than Global Education and correspondingly more funds have been invested in this area. This is also due to the fact that ESD, which emerged from earlier environmental education, was already firmly anchored in educational structures, whereas Development and Global Education were brought into educational institutions more “from outside” by civil society. However, the respective representatives of Global Education and ESD were increasingly interested in combining the two pedagogical fields of work – in

line with the Maastricht Declaration on Global Education of 2002 – even though different emphases remained visible. In a position paper at the beginning of the UN Decade in 2005, VENRO “therefore advocates a clearer emphasis on the global perspective, references to human rights, international justice and intercultural understanding in the Decade’s National Plan of Action” (VENRO, 2005, p. 2).

4.3 Agenda 2030 and beyond (post-2015)

Historical background

In many respects, 2015 was perceived in Germany as a milestone for global cooperation and openness to the world. The adoption of the UN 2030 Agenda and the successful conclusion of the Paris Climate Agreement were almost euphorically celebrated by politicians and civil society as an important signal for strengthening global cooperation to overcome global development crises. German civil society was also heavily involved in the preparation of both international agreements. In contrast to the MDGs, the SDGs triggered broad awareness-raising campaigns on the implementation of the goals, which were supported by development and environmental policy actors alike and also forged new links with business and social organisations. The SDGs are also influencing government action in Germany. The German government’s sustainability strategy, which was first launched in 2002, has been consistently aligned with the SDGs since 2016.

Largely triggered by the war in Syria, more than one million refugees fled to Germany in 2015. A positive attitude and welcoming culture initially prevailed in German society, also encouraged by Chancellor Merkel’s globally known statement: “Wir schaffen das” (We can do it). Since then, however, the mood towards migrants and refugees has changed, with political parties outdoing each other in calls to stop migration, advocating exclusion and deportation in the face of pressure from right-wing populists. The Merkel era ended in 2021, when a coalition of the SPD, the Greens and the FDP took office with a government programme focused on transforming the economy and society towards sustainability. However, in the aftermath of the pandemic and Russia’s war on Ukraine, the implementation of this transformation programme has stalled and fallen under the wheels of crisis management. Chancellor Olaf Scholz has called for a ‘turn of the tide’ in 2022, with a focus on strengthening security policies.

Transformative learning in the polycrisis

Since the adoption of the SDGs, the implementation of ESD has taken another step forward. The National Platform for ESD, established by the Federal Ministry of Education in 2015 with the participation of politics, science, business and civil society, has also contributed to this. The embedding of ESD in schools,

early childhood education, higher education and vocational training has been systematically monitored for several years, also taking into account “ESD-related educational concepts” such as Global Education (Holst and Brock, 2020; Holst, 2022). An overall analysis of the curricula shows that ESD is explicitly mentioned in just under 30% of the curriculum documents analysed. Almost 40% of all curricula refer explicitly to sustainable development as a subject area. It is noteworthy that explicit reference to ESD is found almost four times more often than explicit reference to Global Education.

As far as general education schools are concerned, explicit references to ESD are now even enshrined in school legislation in four federal states. However, it is sobering to note that no curriculum document considers the “whole school approach”, which is essential for UNESCO’s ESD programme. This gives rise to the fear that ESD and Global Education are only being half-heartedly implemented in schools. The situation in teacher training is also very unsatisfactory: around 2/3 of teachers state that they have never had any contact with ESD and Global Education during their training (Grund and Brock, 2022).

With the 2030 Agenda, the discourse on Global Education has shifted again. As the UN sees the Agenda as a “transformation agenda”, the educational efforts associated with it are increasingly being described as “transformative learning”. In Germany, the report of the German Advisory Council on Global Change “World in Transition – Social Contract for a Great Transformation” (WBGU, 2011) had already stimulated progress in this direction a few years earlier. The report argued for an evidence-based socio-ecological transformation of society and recommended transformation education as a lever for change, helping to impart knowledge about transformation research and transformative education capable of initiating transformation processes. Civil society was quick to adopt this concept. A VENRO position paper on the UN Decade 2014 explicitly places “transformative learning” in the tradition of Global Education: “Global Education as Transformative Education for Sustainable Development” is the programmatic title (VENRO, 2014). The “Berlin Declaration on ESD” of the UNESCO World Conference ESD 2030 in May 2021 also concludes with a reference to transformative education. This does not so much refer to Mezirow’s adult education concept of transformative learning, but to an understanding of sustainability-oriented learning that aims to transform society. The Handprint concept, which was originally developed by the Centre for Environment Education CEE in India and has since found great resonance in Germany (www.handprint-hub.de), enables the application of findings from transformation research in concrete transformative educational practice.

The transformative nature of Global Education and Education for Sustainable Development is now being emphasised more than ever. This calls for a rethinking of the relationship between these pedagogical fields and Transformative Learning.

In parallel with these tendencies towards a global social design programme oriented towards universalist values in the sense of the SDGs, Global Education, ESD and transformative learning are simultaneously being challenged by postcolonial self-reflection. The criticism that Global Education was insensitive

to diversity and reproduced hegemonic development models, racist attitudes and power relations has featured in the discourse in Germany for years (Scheunpflug, 2014). Critical reflection from a postcolonial and anti-racist perspective should be a matter of course for Global Education actors today. At the same time, postcolonial theories are also being made fruitful in educational science (Knobloch and Drerup, 2022). The pandemic, the Russian war against Ukraine, the war in the Middle East, and the tangible effects of climate change have recently brought the experience of living in a crisis-ridden world to the fore. Society's response to the permanent state of crisis is now also a topic of educational research. This is reflected in the title of the annual conference of the German Educational Research Association GERA/DGfE 2024: "Crisis and Transformations" (www.dgfe2024.de). The questioning of many things taken for granted and the search for ways of transformation that lead out of crises are the fundamental state of mind of our time and therefore the subject of educational reflection.

5. Conclusion

The theory and practice of Development and Global Education can look back on a lively history in Germany. A variety of complementary but also competing didactic concepts have emerged, which can be simplified into the following phases of the dominant approaches:

In the 1950s and 1960s, a knowledge transfer, country-related, and occasionally appellative “pedagogy of development assistance” appeared.

Concepts of emancipatory and ideology-critical learning followed in the first half of the 1970s under the influence of student internationalism, curriculum research and critical social theory.

After a publishing boom in Development Education in the second half of the 1970s, a subject-, action- and experience-oriented approach, combined with a focus on learners’ everyday lives, took the lead.

Since the early 1980s, intercultural learning approaches have come to the fore.

The 1990s were characterised by the transfer of Development Education and “Third World Pedagogy” into the concept of “Global Education”, which, at the turn of the millennium, was challenged by the programme of “Education for Sustainable Development” derived from “Agenda 21” and shifted the emphasis from a thematic and methodological to a competence orientation.

Since the 2030 Agenda, the discourse on Transformative Learning has gained in importance and has influenced the sub-disciplines of Global Education, EDS, GCED, Human Rights and Peace Education as well as their post-colonial critique.

In the decades leading up to German reunification in 1990, it was not possible to reconstruct a comparable differentiation of Development Education approaches for the GDR, as the state government enforced an all-encompassing, ideologically entrenched educational monopoly in which international solidarity was proclaimed but not put into practice. Under the repressive conditions of the GDR, civil society could only begin to engage in independent awareness-raising work on development issues under the protection of the church. Nevertheless, the learning experiences made possible in these niches cannot be praised highly enough, as they made a significant contribution to the peaceful dissolution of the GDR regime.

For decades, Development Education in both East and West Germany was primarily supported and promoted by social movements. However, it was also influenced by impulses from educational science, suggestions from the international education debate and the dynamics of state development policy. The early formulation of a theory of Development Education emerged at the intersection of civil society, social practice and educational science. For a long time, education policy was rather distant from these innovations, and the concepts of ESD and Global Education have only been tentatively and systematically implemented in the education system in the last 20 years. The development of action programmes and monitoring procedures in which civil society, government agencies and academia work closely together has been important. Since 2015, a regular nationwide monitoring system for the implementation of ESD in schools, early childhood education, universities, teacher training and extracurricular education has been in place, which also focuses on ESD-related educational concepts such as Global Education. Recently, progress has been made in terms of implementation, although the level of implementation still lags far behind the goals formulated in the UNESCO ESD for 2030 Programme and the National Action Plan.

Despite all the shortcomings in the implementation of Global Education in educational practice and despite the astonishing variety of concepts that have emerged, the development of Global Education in Germany can be reconstructed as a successful learning history. Starting with a “Third World Pedagogy” up to today’s discourse on transformative learning, a broadening of both the subject area and perspective can be observed, which brings to bear the “global perspective in education” already called for in the UNESCO declaration of 1974. Originally concerned only with education’s contribution to overcoming perceived development deficits in Third World countries, transformative Global Education is now concerned with enabling “shaping competence” in a global social and planetary context. Global Education stakeholders are more aware than ever that such a “global perspective” must not degenerate into a new variant of a hegemonic world view.

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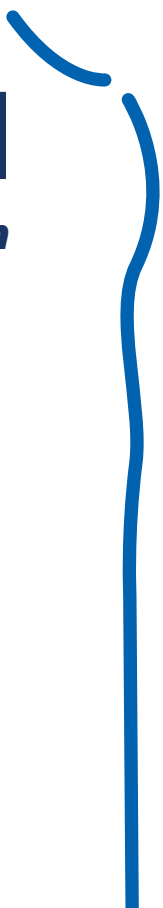
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¹ A preliminary linguistic note is necessary. Since the German language distinguishes between education, upbringing and learning in a different way to English and the term “Pädagogik” (pedagogy) is also widely used, the various terms that have been used in the history of Global Education in Germany cannot always be translated with sufficient clarity. While “Bildung” refers to the overall personal development of an individual, but often also the totality of what is to be taught and experienced in educational institutions (“Bildungseinrichtungen”), “Erziehung” focuses education and socialisation, and “Lernen” deals specifically with the process of acquiring knowledge or skills. “Pädagogik” refers to the broader field of educational theory, practice, and methodology. It is not possible to decipher why the English term “Global Education” has become established in German as “Globales Lernen” (global learning), but “Education for Sustainable Development” as “Bildung für nachhaltige Entwicklung”. In Germany, it has also been common to speak of “development policy education”, as education related to the policy area of development cooperation, or also of the broader term “development-related education”. Both of these terms focus more on the practice of educational work, whereas the educational discipline of “Entwicklungspädagogik” focuses on its theoretical reflection or underpinning. However, all three of these terms are translated here as “Development Education”. Unless otherwise stated, all sources cited below are originally in German and have been translated into English for this article.



Ireland

Eilish Dillon



Introduction

Global Education (GE) in Ireland has come a long way since its early, informal and undefined associations with missionary organisations in the 1950s and 60s, its framing as Development Education (DE) linked to the work of non-governmental development organisations (NGDOs), solidarity groups and the newly established government development cooperation Bilateral Aid Programme (BAP) in the early 1970s, and since the first government strategy on DE in Ireland (DCI, 2003).

In 2021, the Irish Development Education Association (IDEA) published its 'Vision 2025 – Towards a Society of Global Citizens' document, setting out the aspirations of its 80 member organisations in its "proposals for the future of Global Citizenship Education in Ireland and what is required to fulfil that vision" (2021, p. 1). It came soon after the publication of the fourth Irish government strategy on DE or Global Citizenship Education (GCE) (Irish Aid, 2021), and around the same time as the second national strategy on Education for Sustainable Development (ESD) (Government of Ireland, 2022). What these recent documents tell us is that there has been much progress since the early days.

During and since that time, GE (understood here as an umbrella term – see GENE (2022)) has moved through many phases (Fiedler et al., 2011; Dillon, 2018; Dillon et al., 2024 (forthcoming)¹). The 1990s brought in a wave of government support for DE in Ireland and the early establishment of a DE sector or field with the formalisation and expansion of government funding for DE projects and some consolidation of institutional arrangements around DE practice. This formalisation and institutionalisation of DE in the 1990s to the mid-2000s, was also associated with the adoption of other critical and values-based educations, such as Human Rights Education (HRE), Antiracism Education (ARE) and Intercultural Education (ICE), as well as growing emphasis on mainstreaming GE in formal education and the professionalisation of a growing GE field in Ireland. Following the global economic crash in 2008, there was a contraction of the GE field in Ireland in the 2010s.

During this time, many organisations were disbanded and others were supported as part of a new, consolidated form of governance of DE through funding by, and strategic partnerships with the Irish government's development co-operation division of the Department of Foreign Affairs and Trade, Irish Aid. Thus, the economic crisis precipitated the application of government-wide business and managerial practices to the organisation and practice of GE, and these were accompanied by emphasis on measures to professionalise GE practice more broadly. As the GE field became more consolidated through strategic partnerships and close IDEA-government working relationships, the GE field's influence on

policy grew. This was the case in relation to the articulation of government GCE as well as ESD strategies, as well as in curriculum policy and development more broadly. Buttressed by the emphasis on GCE and ESD in the Millennium Development Goals (MDGs) and the Sustainable Development Goals (SDGs) and more favourable budgetary circumstances at home, strong traditions of government-civil society partnerships in Ireland were built on, including following recommendations adopted from the GENE review of GE in Ireland (GENE, 2015). This led to more systematic, partnership-based, multi-sectoral integration of GE and a shift to GCE and ESD in the 2020s.

Throughout these phases of change and development, GE in Ireland has been influenced by and has influenced trends in the policy landscape of GE at European and global levels. To understand these changes over time and the influences on them, in this chapter, I am adopting a thematic approach to the discussion of changes in GE in these various phases, highlighting key issues and debates which have come to characterise the field over many years. In particular, I explore the influence and role of various organisations in GE and the relationships which are at work in the GE field in Ireland; changes in how GE is structured and organised; and shifting policy and understandings of GE. While most of the focus here is on the Republic of Ireland, because of the important working relationships with those involved in GE in the North of Ireland and the all-island remit of many of the institutions governing GE in the Republic, I briefly focus on some of the key issues affecting policy and practice in the North of Ireland around these themes in the final section. The final section also addresses some lessons to be learned from GE in the Irish context in the light of trends in relation to these themes over time, and some challenges for the future.

1960s–1980s – Early Years and Informal Beginnings

Organisations, Roles and Relationships

The history of Global Education in Ireland is often associated with the powerful influence of Irish missionary activity to the countries of Africa and Asia on attitudes and understandings of global development in Ireland, especially from the 1960s onwards. In their narrative account of the history of Irish government engagement in DE, Fiedler et al. (2011) highlight that missionary organisations had been laying the ground for GE in Ireland through returning missionaries visiting schools, raising money for missions abroad and, from the late 1960s, through their more active engagement in newly established development NGOs such as Concern Worldwide.

Much has changed in the GE landscape in Ireland in the years since educators, activists and development workers first began to talk about the importance of DE in Ireland. Despite earlier missionary influences, early mentions of DE in Ireland tend to be associated with the 1970s. Then, recently established NGOs began to see the importance of promoting broader understanding of global poverty and injustice as part of their work. This was especially the case for Trócaire, which was established with a dual mandate of development assistance abroad and development awareness 'at home' (Dillon, 2009, p. 7). Organisations that also emphasised the importance of DE and solidarity included Comhlámh, the association of returned development workers, and Afri (Action from Ireland) were two. Around this time, Ireland's development cooperation programme was also set up, on Ireland's entry into the EEC, as was the Kimmage Manor Development Studies programme (later the Kimmage Development Studies Centre), which brought a DE and Freirean critical pedagogy approach to its provision of development studies.

GE Structure and Organisation

Early on, DE in Ireland shared some similarities with its origins in the UK, other European countries and North America (Bourn, 2014), where it began by focusing on the delivery of 'content'. At the same time, at its establishment in 1973, Trócaire emphasised DE's broader role in contributing to awareness raising and structural change (Trócaire, 2012). In the 1970s Trócaire, the Irish Commission for

Justice and Peace (ICJP) and Comhlámh, played significant roles in establishing DE as a core dimension of development cooperation in Ireland. Convincing other NGOs of the importance of DE, Dóchas (2004, p. 7) argues that making the case for DE as an important aspect of development cooperation was a significant challenge at the outset and one of the first priorities "was to promote DE within the NGOs themselves and among the public at large", as "DE was treated with a measure of scepticism by some of the NGOs" (ibid). The 1970s brought an "opening up of the agenda" and Trócaire and the ICJP used the UNESCO (1974) recommendations (now revised in the 2023 recommendations) to spark the convening of a Dáil Foreign Affairs Committee Hearing in 1975, which led to the establishment of the National Development Education Grants Committee (NDEGC) and DESC. As such, in 1978 the government – in response to both internal and external pressures and recommendations – introduced a dedicated budget line for funding DE initiatives (Fiedler, Bryan and Bracken, 2011; Dillon, 2018).

Despite an economic recession in the 1980s, the case for ongoing and increased ODA was made by civil society, with growing activity in the area of civil society solidarity activism and DE at the time. Kirby (1992) highlights the influence of liberation theology and returning missionaries from Latin America on the establishment of a range of solidarity groups. Comhlámh ran popular, nation-wide debates (Hanan, 1996) and it established a branch in Cork in 1979. Trócaire appointed its first DE officer in 1983 and opened a resource centre in Dublin. Throughout this period, also, the focus of DE on formal education was firmly established with Trócaire's work on the development of resources and support for teachers and Concern's focus on its Concern debates in schools around the country (Dillon, 2009). CONGOOD's (later Dóchas) DE Commission, or working group, was also involved in the development of publications including the first '75:25 Ireland in an Unequal World' in 1984 (Dóchas, 2004) – its 7th edition (now titled '80:20: Development in an Unequal World') was published in 2016 by 80:20. Partnerships were established between people and places in Ireland and in the countries of the South, e.g., the Waterford Kitui partnership, and local Development Education Centres (DECs) were established around the country. Thus, in Ireland, DE became the framing for education and awareness raising which involved public debate on global development issues, campaigns, solidarity, workshops, courses and curriculum development. Despite overlaps, differences in approach were also evident.

Shifting Policy and Understandings of GE

The 1970s set the tone for the DE which would follow in Ireland. Fiedler, Bryan and Bracken argue that:

from the very beginning, a tension existed between awareness raising approaches to DE that are framed conceptually by a notion of development as charity as opposed to justice, and an associated conflict between providing information to members of the public to generate funds and resources for overseas development work and deeper educative attempts to engage people at home with global issues.
(2011, p. 18)

They argue that there were three broad discursive strands associated with the DE work of NGOs and other civil society organisations. The first is a value-based DE, which is based on global justice and equality and influenced by liberation theology, structuralist analysis of global North-South inequalities and the transformative education and critical pedagogy work of Paulo Freire (1970). This approach was advanced initially by Trócaire and the ICJP. Invoking United Nations (UN) resolutions on the need for DE, through publications like 'Dialogue for Development', Trócaire helped to define understandings of DE in the Irish context including various attitudes, knowledge and skills involved and different components of DE such as action outcomes (Trócaire, 1984). The involvement of Trócaire and other solidarity groups in supporting Latin American rights struggles and protests organised around President Ronald Regan's visit to Ireland in 1984, also helped to bring a 'solidarity' hue to some DE activity in Ireland.

A 'solidarity' approach was exemplified in the approach to DE adopted by groups such as El Salvador Awareness and the Irish Nicaragua Support Group as well as in the DE approach of organisations such as Afri and Comhlámh through its membership groups, debates and campaigns. Established to enable returned development workers to "bear their own particular experience in order to further international development cooperation", one of the objectives of Comhlámh at its outset was to promote "awareness and knowledge among Irish Government and people and public education" (Hanan, 1996, pp. 14-15). A third approach was also in evidence in the 1970s and '80s, which Fiedler et al. (2011, p. 23) call a 'development-as-charity perspective'. Focused on humanitarian concerns and economic development (largely understood in modernisation terms) or 'underdevelopment' in the countries of the global South and drawing its influence from Irish missionary and NGO development work in Africa and Asia, this perspective involved promoting awareness and understanding for fundraising purposes especially in schools. In the late 1970s and 1980s, civil society engagement in DE became more influential on government development cooperation efforts and government reports increasingly mentioned DE as an integral part of the work of its aid programme.

1990s to mid-2000s – The Formalisation and Institutionalisation of DE

In the 1990s, the role of DE in development cooperation became more formally established in Ireland, with growing links between civil society and government in the provision of DE and a burgeoning DE field. With the development of government strategic plans, an emphasis was placed on mainstreaming DE in curricula (Fiedler et al., 2011) and on capacity building among development educators in formal and non-formal education settings. Approaches to and understandings of DE were expanded with the introduction of emphases on related ‘adjectival educations’, often influenced by international policy articulations, e.g., the Maastricht Declaration on GE (Wegimont, 2002).

Organisations, Roles and Relationships

Though DE was a small field in Ireland up to the 1990s, there had been a growing number of voluntary-led One World Centres set up around the country by enthusiastic individuals from the late 1980s – there were 12 in existence by 2002 (Kenny and O’Malley, 2002). These expanded in the 1990s through grant support provided by the Department of Foreign Affairs (DFA) with networking enabled by Comhlámh. Hanan (1996) refers to two Comhlámh projects, ‘Bringing it All Back Home’ (BIABH) (1987–1990), which tried to harness the interest of returning volunteers in DE in Ireland, and ‘Network Outreach for DE’ (NODE) (1991–1998). These helped to consolidate the DE work of Comhlámh and other DE groups in Ireland. In the 1990s, Trócaire also encouraged national organisations to get involved in DE. This led to the establishment of particularly influential partnerships between Trócaire initially, and later Irish Aid, and organisations like the National Youth Council of Ireland (NYCI) and the Irish Congress of Trade Unions (ICTU).

Through the NYCI, a development education for youth (DEFY) project was established to support the integration of DE into youth work at a national level, especially through its annual One World Week.

Given the relatively small size of the field at the time, early paid DE professionals working for organisations leading the way in this work worked alongside a plethora of volunteers and educators to advance DE activity in formal and non-formal contexts. They often moved between organisations and networks serving to cement close working relationships in the field and between civil society and government in this area. Internationally, links and relationships

were also forged through the EU-NGO- Liaison Committee (1976–2001), later Concord (since 2003), EU project funding partnerships, e.g., NODE, and around consultation processes such as that which led to the Maastricht Declaration on GE (Wegimont, 2002). Similarly, there were growing institutional links between Ireland and the UK through links around the work of the DE centres and in the work of the Ireland-UK Commission on DE and HRE (Regan, 2020). Links between DE in the North and South of Ireland were also cemented through NODE and the influence of the Centre for Global Education in Belfast therein. Apart from those mentioned above, other notable civil society DE initiatives active in the 1990s were 80:20, which published many important resources, including the book of the same name; the Lourdes Youth and Community Services (LYCS) DE training with community activists; and Banúlacht, a feminist DE organisation primarily engaged in DE with community women's groups.

At a more formal education level, Trócaire worked in partnership with curriculum bodies such as the City of Dublin VEC Curriculum Development Unit and the National Council for Curriculum and Assessment on the promotion of DE through the formal curriculum. Significantly influenced by this work, a new subject, Civic Social and Political Education (CSPE), was introduced to the Junior Cycle curriculum in 1997 (Dillon, 2009). Though the introduction of CSPE brought with it a lot of hope for the inclusion of DE perspectives and content into the formal second-level curriculum, there were significant challenges in its implementation (Jeffers, 2008; Bryan and Bracken, 2011; Doorly, 2015). DE activity also began to expand at higher education level beyond development studies with the start of links between DE organisations and universities and colleges providing initial teacher education.

GE Structure and Organisation

As Interest in DE grew in Ireland, in the late 1980s, two Development Education Support Centres (DESC) were set up (in Dublin and Limerick) by the Department of Foreign Affairs with the aim of supporting educators involved in DE. Institutionally, in the 1990s, DE also became more integral to Irish official development cooperation. This was influenced by the growing recognition for the need for DE and human rights education at an international level, for example, through the Convention on the Rights of the Child (1990), by the emphasis on human rights by the Labour Party in government (mid-1990s) and by a growth in professionalism in the Irish DE field which promoted DE as integral to development cooperation and to formal education curricula.

Various bodies were established by the government to promote DE, e.g., the NDEGC, which had been established in 1978, and DESC, established in 1986, were amalgamated into the National Committee for Development Education

(NCDE) in 1993. The composition and structure of the committee included representatives of many of the NGOs and other education bodies engaged in DE at the time. Fielder et al. (2011, p. 31) suggest that this reflected "a partnership approach to development education policy", which "appears to have stemmed from commitments made by the Government at the World Summit on Social Development in Copenhagen". While the NCDE continued its DE support and advocacy for DE, it shifted from providing DE support directly to supporting others to undertake DE through the management and administration of DE grants, which had been increased as ODA increased. There was a rise in funding to DE at the time, for example, from less than 0.5 million punts in 1992 to 1.1 million punts in 1995 and 1.4 million in 1998 (of which 0.13 million punts were allocated to public information). Though state funding for DE grew throughout the 1990s, it did so alongside a percentage reduction in funding by comparison to overall ODA by the end of the 1990s (from 1.14 per cent of ODA in 1992 to 0.55 per cent in 1999).

Throughout this period, a number of important reviews had an influence on the changing structure and organisation of DE in Ireland. These included the OECD DAC Peer Review in 1999 which influenced a time of broader re-structuring within state development cooperation, and by extension, DE in Ireland. This was exemplified in the Review of Ireland Aid (DFA, 2002), which reviewed the structures, organisation and funding of Ireland Aid and its activities. Research was also commissioned by Dóchas into DE in Ireland (Kenny and O'Malley, 2002). Their report argued that there was "urgent work to be done. The definition of DE is still unclear and is being interpreted diversely... there is a need for a structure to support DE activists, paid and unpaid, on an on-going basis" (2002, p. 8). They highlighted the need for "instituting a model of 'best practice' that promotes the highest standards in all aspects of DE work" (2002, p. 8).

The disbandment of the NCDE, recommended by the Report of the Ireland Aid Review Committee, centralised government DE support through the establishment of the Development Education Unit of the Department of Foreign Affairs in 2002. This led to the NCDE being subsumed into the Department of Foreign Affairs in 2003. This signaled a move away from more active participation by civil society development educators in direct decision-making around government-supported DE. Fiedler et al. highlight that it came after a commitment on the part of government to significantly increase the aid budget, to reach 0.7 per cent of GNP to overseas development assistance (ODA), with an interim target of 0.45 per cent by the end of 2002. It was also influenced by the OECD DAC Peer Review of Ireland in 1999, which recommended, among other things, that:

reinforcing existing organisational structures is preferable in the short-term. In the longer term, establishing an independent implementing agency is an appealing option from an operational point of view. Irish Aid could do more to engender a culture of evaluation and a focus on monitoring and results. (OECD, 1999)

Buttressed by the international advice and national-level reviews mentioned above, as well as by the participation by organisations in the DE field in Ireland in EU-funded projects and networks, therefore, a much more strategic approach to DE emerged. As part of this, the Kenny and O'Malley (2002) report called for a dedicated DE-focused group to champion the DE field in Ireland. The Irish government, through its newly established DE Unit of DFA, now taking responsibility for promoting and supporting DE in line with global development cooperation policy and business management practices, also called for more strategic relationships with civil society as a more effective way of promoting DE. As part of this, the Irish government was instrumental in the establishment of IDEA in 2004 through early encouragement of its establishment and financial support. Within a few years, IDEA was actively addressing issues around capacity development in the field as well as the lack of understanding of what DE is (which had been raised by Kenny and O'Malley (2002)) as part of its remit.

As such, in the early 2000s, civil society and wider education institutional engagement in DE became more formalised and structured with the establishment of IDEA. This represented a shift away from NDGO and development dominance of civil society GE in Ireland to a broadening of activity beyond NGOs and into other related educations.

IDEA began to represent development educators and those involved in HRE, environmental education and citizenship education, liaising directly with government and curriculum bodies on their behalf. As the issues of concern to these educators were advanced, membership of IDEA grew rapidly. The establishment of IDEA, therefore, streamlined Irish Aid's engagement with and support of civil society involvement in GE, sharing its emphasis on professionalism and working in partnership.

Shifting Policy and Understandings of GE

Despite the disbandment of the NCDE in 2002, civil society development educators contributed significantly to the development of the first government strategic plan for DE, which was developed in 2003. Its mission was to ensure that

every person in Ireland will have access to educational opportunities to be aware of and understand their rights and responsibilities as global citizens and their potential to effect change for a more just and equal world. (DCI, 2003, p. 11)

Highlighting "the mainstreaming of DE within education in Ireland" as a key aim (DCI, 2003, p. 12), institutions were put in place to facilitate this, e.g., with the Development and Intercultural Education project (DICE) supporting initial teacher education for primary teachers, and through NYCI. On the one hand,

McCloskey argues that "the DE field was therefore becoming integrated into official development policy having previously languished in the 1970s and 1980s on the margins of education policy and practice" (2014, p. 10). On the other, with the growing professionalisation of DE came concerns over civil society engagement in the direction of DE and questions about whether or not a growing emphasis on mainstreaming led to the de-radicalisation of DE (Khoo, 2011). McCloskey also argues that the increased support on the part of Irish Aid contributed to

reduced support for DE from within the non-governmental development sector which prioritised other areas of activity such as campaigns, fundraising and overseas aid ... this left the sector more dependent on government resources and vulnerable to changes in policy. (2014, p. 11)

The 2003 government strategy and approaches to GE adopted in Ireland were also influenced by international actors and policy processes. As an aspect of this influence, it reflected renewed calls on the Irish government from the OECD DAC and from the Ireland Aid review to include development awareness and engagement, as part of DE (Fiedler et al., 2011). With this in mind, a volunteering and information centre was later opened in 2008 in a prominent venue on O'Connell Street, one of the main streets in Dublin, with a view to promoting public awareness of and action around global development issues, including the Irish Aid programme. There were increasing references to promotion in government DE strategic plans and government – civil society development partnerships included public awareness of the aid programme as part of NGO requirements. IDEA was subsequently to criticise the apparently growing conflation of development engagement and DE within Irish Aid (see IDEA 2016 and Dillon 2017 for a broader discussion of debates on this).

A significant feature of policy discourses of DE in the 1990s and 2000s was the rise of 'adjectival educations' (Khoo and McCloskey, 2015) and challenges to the unitary framing of global critical education in development terms. Discursively, they represent the coming together of influences from international policy as well as domestic politics and organisational influences. From the Rio Conference in 1992 with its emphasis on sustainable development to the 50th anniversary of the UN Declaration on Human Rights in 1998, these 'adjectival educations' were identified in Ireland as related to DE and fundable by Irish Aid under its DE scheme, once they involved a global dimension.

These included Education for Sustainable Development (ESD), Human Rights Education (HRE), Intercultural Education (ICE) and Global Citizenship Education (GCE).

The promotion of HRE was significantly advanced through work in this area by Trócaire and Amnesty International in the light of the ratification of the Convention on the Rights of the Child by Ireland in 1992. Stipulating that all children should have access to HRE, a UN Decade for HRE was declared in 1995. At the World Summit on Sustainable Development (WSSD) in South Africa in 2002,

commitments to ESD were developed and in 2005, the United Nations Decade for ESD was launched. In the end, it wasn't until 2014 that a strategy for ESD was developed in Ireland. Though in other countries the strategy usually built on an existing environmental education strategy, in the Irish case, among educators, Irish Aid and those active in IDEA, it found natural companions in those engaged in DE and HRE. Like other adjectival educations, many development educators not only embraced ESD but contributed to shaping its policy articulation.

Where ESD and HRE had their origins in international development and human rights policy, ICE was framed as an important education strategy for promoting integration and anti-racism in the face of a changing, and increasingly multi-cultural, Ireland. Growing references to GCE reflected the emphasis on citizenship education at second level, the taskforce on citizenship (2006) as well as growing concerns about the need for citizenship education in East and Central Europe following the fall of the Berlin Wall and the expansion of the EU in the 1990s and early 2000s. In general, by the time the first Irish DE strategy was published in 2003, the link was already made by government between DE and related adjectival educations, with their promotion often advanced using a DE framing. The question was whether they would divert attention away from DE or help to re-shape it, and if the latter, how critical or radical it would be.

2010s–2020s – Managing and Professionalising GE – from DE to GCE and ESD

There is little doubt that the 2010s in Ireland were characterised by the fall-out from the global financial crisis and the subsequent recession and austerity in Ireland. As a result, there were immediate and significant cuts to ODA overall, and disproportionately to DE, e.g., government allocations to DE fell from €5.71m in 2008 to €2.9m in 2014 (GENE, 2015). Institutionally, Irish Aid's dominance of DE grew through funding, partnerships, and regulation enacted through accountability, good governance and measurement requirements. In terms of understanding of GE, there was growing emphasis on promoting development engagement and on highlighting the global in development. This came alongside an overall shift in GE policy from DE to GCE and ESD.

Organisation, Roles and Relationships

Post-recession cutbacks and new management practices in the 2010s were accompanied by a rationalisation of government funding and working

relationships with civil society. A Synthesis Paper (Irish Aid, 2011), which was produced from a set of reviews undertaken on behalf of Irish Aid, highlighted extensive DE activity going on in Ireland at the time. Despite this, it identified the need for Irish Aid to work more strategically in partnership with key DE providers and through commercial contractors. To advance a more strategic approach, service-delivery contracts were agreed with different consortia of partners, under what became known within Irish government circles and the Irish GE field as 'strategic partnerships'.

These strategic partnerships with relevant organisations and consortia were both regarded as more efficient and were designed to promote DE and GCE across the various education sectors. Consortia comprising different 'stakeholders' were contracted to provide services on Irish Aid's behalf. This approach has expanded over time and has included the Development and Intercultural Education (DICE) project for supporting the integration of development and intercultural education in primary initial teacher education (ITE), established as an initiative in 2003; developmenteducation.ie, established in 1999 and funded as a strategic partner since 2008; IDEA, 2012; Worldwide Global Schools, 2013, for supporting GCE in second level schools in Ireland; the Stand programme through SUAS, for engaging young people in higher education in GCE; Youth 2030 through NYCI, 2017, for supporting global youth work and activism; Saolta, 2019, for advancing GCE in adult and community education settings; and Global Village, a pilot programme from 2020–2023 for supporting GCE in primary schools. While these partnerships emerged in the context of the need for more effective and efficient working relationships, they also reflected an approach within government to working closely with civil society. As they became cemented, among government and civil society actors engaged in GE, they began to be seen as embracing more inclusive and engaging relationships and practices for supporting the development of DE across a range of sectors. As such, they have become a much-valued development of earlier, less formalised partnership approaches between the state and civil society in the advancement of GE in Ireland.

The Global Education Network Europe (GENE) Peer Review of GE in Ireland was engaged in by Irish Aid with a view to developing the third DE strategy (2017–2021). This review argued that the partnership approach adopted by Irish Aid "led to the successful and widespread integration of DE in some cases" (2015, p. 54). This, in addition to the advocacy and policy work of IDEA, led to notable successes in national level curriculum and initial teacher education integration of GE in the early 2000s. An example of this has been the introduction of a requirement for all teachers to have experienced some GE throughout their programme of initial teacher education (Teaching Council, 2020).

Despite the successes associated with these partnerships, the close working relationships within the GE field in Ireland have arguably contributed to the construction of a 'two-tier' DE field with the bigger, better-funded, more organised partnerships with formal education institutions and NGOs on the one side and smaller, more financially vulnerable and less 'mainstreamed' organisations and

groups on the other (Dillon, 2017). This can be partly explained by what Khoo calls the fragmented but state-centric nature of civil society, which is highly dependent on the state. For her, "being too coordinated with the state also results in a civil society that does not raise the necessary critical, alternative and counterbalancing views" (n.d., p. 6). As such, in the 2010s, many smaller DE organisations became more dependent on Irish Aid and IDEA argues that cuts in Irish Aid funding severely affected regional DE and One World Centres, most of which were disbanded by the 2010s (apart, notably, from the Centre for Global Education, Belfast and the Galway One World Centre).

By working in partnership with NGOs, education institutions and DE organisations, Irish Aid established its coordination and leadership position. Particularly the partnership with IDEA, and IDEA's role in consolidating the DE field in Ireland in the 2010s has been widely acknowledged, especially in enhancing "the coordination of those engaged in DE, in strengthening their capacity, and in providing a vision for its membership" (GENE, 2015, p. 27) (see also IDEA 2021). As such, it has facilitated consultations on a number of aspects of DE on behalf of Irish Aid and their work is highly valued by Irish Aid.

Though Irish Aid has been the central institutional player in the GE landscape in Ireland since the 2010s, NGOs and other civil society actors, alongside educators in other spaces, continued to play an important and active role in the promotion of GE in Ireland. In the 2000s, Trócaire and Amnesty International played an important role in promoting global Human Rights Education, with Concern Worldwide advancing a global active citizenship framing for their DE and later GCE work. At the same time, NYCI was advancing a global youth work agenda and ECO-UNESCO was instrumental in bringing Environmental Education and Education for Sustainable Development (ESD) to the fore in policy making and discussions around GE. Despite their contribution to IDEA and their work in DE more broadly, some commentators noted a shift away from DE among the bigger NGOs. Concerned that this would lead to a more diluted version of Global Education, Regan (2016, no page) argues that "there has been the significant withdrawal of (too) many NGOs from effective and sustained DE." Contrary to this view, spending on DE by Concern and Trócaire, for example, remained relatively high in the 2010s with growing emphasis on their support of GCE consortia engaged in promoting Global Citizenship Education activities across the education spectrum. Furthermore, as Irish Aid enabled its development cooperation NGO partners to apply for funding for public engagement, DE and GCE as part of their overall grants, this led to the participation by many other development NGOs in GE than had been the case heretofore. As evident below, though, concerns over the extent to which some of this is about promoting development aid and organisations' work have also been raised (IDEA, 2012).

GE Structure and Organisation

In advance of the recession, Irish Aid's second strategic plan (2007 – 2011) was developed, which made a commitment to promote DE in a variety of settings. Khoo argues that around that time "an ambitious agenda began to emerge around the mainstreaming, formalisation and professionalisation of DE" (2011, p. 1). At the same time, she argues, the recession moved DE "from an expansionary to a contractionary or survivalist mode" (2011, p. 2). Thus, at a time when the field was growing in Ireland in terms of its cohesion and professional practice, especially through IDEA, there were fewer resources to maintain the level and quality of DE activity in the field. This, in addition to the growing emphasis within the Irish government, and as a consequence, within Irish Aid, on results-based management practices led to an increased focus on administration and project governance among practitioners, a development which practitioners have heavily criticised as it leaves little time for actual DE work (Dillon, 2017).

The growing emphasis on good governance, accountability and measurement, beginning to exert its influence in the 1990s, therefore became a far more evident influence in the 2000s. Driven by new managerialism and framed in DE in terms of aid effectiveness, emphasis on it was enhanced in Ireland following the recession in 2008. This was reflected in Irish Aid's DE strategic plans as well as in the governance and funding mechanisms which were instigated as a result, e.g., through its Performance Management Framework (PMF). Through accountability, good governance and measurement tools and legislation, Irish Aid had more direct influence over what DE organisations and activities were funded. As the economic climate in Ireland improved towards the end of the 2010s and in light of Ireland's attempt to secure a place on the UN Security Council around 2020, there was renewed commitment on the part of government to increased ODA funding and, by extension, to DE, with IA funding to GCE rising to €6.5m in 2021 (IDEA, 2022).

Shifting Policy and Understandings of GE

As indicated above, in the 2010s, discourses of GE began to move beyond DE and educators embraced a range of influences. These included the push to build support for aid and development through 'development engagement', a focus on the global and on citizenship, and notions of 'best practice' and accountability. Fielder et al. (2011) highlight that one of the key themes and tensions which has

pervaded DE in the Irish context is the relationship between public information or awareness of aid, and DE. Increasingly, public information and communications, as well as advocacy and campaigning have found a home along with DE under the terms 'development engagement' or 'public engagement'.

IDEA, in its consultation document around the review of the White Paper on Irish Aid, agreed that there is a need for deep public engagement on development but argued that public communication and information exercises are not sufficient. IDEA argues that where these are prioritised "support will remain 'a mile wide and an inch deep'" (2012, p. 11). An increasing focus on development engagement among NGOs in the 2010s, sometimes from a global justice point of view (Trócaire, 2016), has been influenced significantly by changing priorities and understandings of DE in the international development context. The DAC Peer Review in 2009 encouraged the Irish government to "strengthen its efforts to communicate its role in Ireland's development cooperation and illustrate the impacts of using different aid modalities" (OECD, 2009, p. 28). This growing conflation between DE and development engagement, with its emphasis on campaigning and advocacy alongside communication and public information, has raised important questions about the need for critical DE which does not reduce DE to education for development with its 'support for' rather than 'critical engagement with' development (Weber, 2014).

Another shift 'beyond DE' towards 'the global' came in light of the move from the Millennium Development Goals (MDGs) to the Sustainable Development Goals (SDGs), which feature prominently in the Irish Aid DE Strategy 2017 – 2023. It highlights the "important role for global citizenship education including DE" in target 4.7 of the SDGs (2016, p. 10). The SDGs indicate a shift internationally from focusing on poverty and inequality in 'the Global South' to addressing these issues globally, and there is greater focus on sustainability and environmental challenges and responses. At the same time, as they are still framed broadly within a goals, targets, and measurement approach, they are potentially prone to repeating the inadequacies of the MDGs especially if North-South notions of development are not challenged and governments are not held to account for their promises. In addition, IDEA argues that "the SDGs require active citizen participation and broad partnerships in order to achieve the transformative change which they promise" (2016, p. 3), and it reiterates the role that DE can play in that.

In tandem with a shift in emphasis in the development goals, other terms such as GCE became popular (Bourn, 2014), especially, initially, among those educators working in formal education settings in Ireland. We see, for example, in Irish government policy, the shift from a DE framing to one which combines DE and GCE (Irish Aid, 2017) to one where GCE has become the framing umbrella term which includes DE (Irish Aid, 2021). Though there has been some debate about terms and understandings of DE in Ireland, which have featured over the years in various reports (Kenny and O'Malley, 2002), there has been a reluctance in the Irish context to let debates about conceptions of DE overshadow the work. While

the shift to the global and GCE represents a more connected understanding of global development, its potential to challenge existing North-South development assumptions in DE remains a challenge (Dillon, 2022). Another significant shift has been the general embracing of environmental sustainability in discourses of GCE and of ESD more broadly. This has become particularly acute in light of the importance given to the SDGs in government more broadly and is evident in the influence of IDEA and other GCE actors on ESD policy development and advisory groups in recent years.

As part of the shift towards the professionalisation of DE, a key feature of discussions around DE in recent years has been the increasing prominence of the notion of 'best practice' or 'good practice' in DE or GE. Following an Irish Aid recommendation in its strategic plan (2007), which had been influenced by concerns within civil society in the first place, IDEA promoted good practice through the development of various guidelines, e.g., for schools (2011), for producing DE resources, and for DE in adult and community settings (2014). Other sets of 'good practice guidelines' developed include those for DE in volunteering (Comhlámh, 2013) and in primary schools (DICE, 2014). All of this work culminated in the development of a Code of Good Practice for DE (IDEA, 2019). The 'Code of Good Practice for DE' (ibid.) outlines nine key points of good educational practice and three of organisational practice. These include many of the points which have characterised descriptions of DE, GCE and ESD over the years, e.g., that DE develops knowledge about global development, an understanding of root causes, critical thinking skills, that it involves participatory methodologies and builds skills for collective action. This tradition of describing these adjectival educations goes back to policy developments such as the United Nations definition of development education (1975) and has continued up to the Dublin Declaration (GENE, 2022).

With the widespread participation in the Code of Good Practice by global educators in Ireland and its developing association with the need for critical forms of GE, it is hoped that this emphasis on 'good practice' supports more critical and radical GE and accountability which helps "civil society become involved in holding governments, institutions and the private sector to account" (Trócaire, 2012, p. 31). With IDEA central to discussions on good practice in GE, and these supported by growing critical research and publications on GE in Ireland, especially through *Policy and Practice: A Development Education Review*, there is growing space for development of good practice on the one hand and lively debate and critique of that practice on the other. Despite the growing influence of international GE research and academic publications on debate and research in Ireland, there remains a dearth of involvement in funding for GE research and higher education programmes. Similarly, there is limited analysis of power relations in the Irish GE field or of their impact on criticality (Dillon, 2017). Despite this, in tandem with broader debates in GE, the Code of Good Practice and policy articulations of GCE (Irish Aid, 2021) and ESD (Government of Ireland, 2022) have embraced broader, more critical and intersectional discourses of GE. There is also lively

discussion and debate in Ireland now around the extent to which GE is critical and relational enough (Dillon, 2021), or whether it addresses neoliberalism sufficiently (Fricke, 2022), with questions raised about the individualisation of the skills agenda (Bryan, 2022), and exploration of coloniality in GE (Andreotti et al., 2019).

Trends, Lessons and Challenges for the Future Organisations, Roles and Relationships

As evident in the discussion in this chapter, a number of interesting trends emerge in the history of GE in Ireland. The influence of civil society, especially of missionary organisations, development NGOs and solidarity groups, on the establishment of DE in Ireland is without question (Bourn, 2014), as has been its ongoing contribution to GE in more recent years. This, in tandem with the establishment of the Bilateral Aid Programme in the 1970s and the insistence by NGOs that DE needed to play a central role in state international development cooperation served to cement close working relationships between civil society and the state in the provision of DE in Ireland over more than five decades. Particularly significant in the development of strategic curricular development and mainstreaming approaches to the advancement of DE in various education fields has been the approach adopted by Trócaire, which, over many years emphasised DE as an essential part of its work and of all education provision. Alongside Concern Worldwide, and through their membership of IDEA, especially in the last 20 or so years, development NGOs have buttressed the provision of DE by the state, working in partnership with it and supporting an array of civil society organisations in their GE work.

Despite the significant contribution of development NGOs and civil society, Irish Aid has, especially since the early 2000s, become a central policy leader and the most prominent funder of GE in the Irish context. Where this has meant it has had a deep influence over all aspects of GE in Ireland over many years, ensuring the survival of many groups and activities, the absence of other significant funders has also resulted in some over-reliance in civil society on Irish Aid for necessary resources.

Despite this, we can see that the approach to working together in partnership between civil society and the state has been a very successful approach in the advancement of GE. Supporting the mainstreaming of GE in formal and non-formal curricula and different education sectors, close working relationships between civil society, education providers and Irish Aid has been key to this. IDEA has played a significant role in bringing educators and civil society together

and in supporting professional development and engagement of educators in curriculum and policy making processes. As such, it has become an essential companion to Irish Aid at the centre of, and shaping, the GE field in Ireland in the last 20 years.

The Irish case highlights the strengths and potential weaknesses of close working relationships between state and civil society. Strong and critical civil society, including NGOs and educator groups, can play a crucial role in insisting that governments take their responsibilities to critical, challenging and alternative types of radical GE seriously. As one would expect, given its funding dependency on Irish Aid, there are still concerns around the enmeshment of the state and civil society in GE in Ireland. As such, civil society organisations and educators in formal and non-formal contexts, need to be creating the kinds of spaces that critical, alternative and radical GE requires. This involves retaining autonomy, being critically reflexive and continually questioning the organisational roles and relationships at play as well as the effects of structures and institutions on the approaches to GE adopted. This means that we need to understand and challenge the economic, social, political and discursive structures which we often take for granted in ourselves and which inhibit criticality in education systems such as neoliberalism, coloniality, exclusion and elitism, critically exploring our own role and relationships as well as those of government.

GE Structure and Organisation

We have seen that Ireland is not an Island, separate from the rest of the world or homogenous in its experience when it comes to the structure and organisation of GE. North and South, it has been significantly influenced by world events, by European and international policy developments in the areas of education and development, in sustainability and in human rights. International agreements such as the MDGs and SDGs, institutions such as the UN, the EU and the OECD DAC, as well as civil society networks and international articulations of GE policy have helped to secure the priorities given to GE in Irish foreign, development cooperation and education policy. It has also been influenced by managerialism, neoliberalism and a growing emphasis on skills and the individual in education policy, each of which has led to greater restrictions on criticality and on dissent in many contexts. While these international policy shifts have been influential, they have not always been universally positive and they are in need of on-going interrogation and analysis (see, for example, Bryan 2022).

It is also the case that signing up to international commitments does not ensure their enactment in national-level policy. While there are commonalities, for example, the experience around GE in Ireland, North and South, is quite different in terms of policy and government support for GE. Across the island, GE has been significantly influenced by the state and by government adherence

to their international commitments. In the South, for example, it has developed within the context of a strong, professionalised development NGO field and generally strong (though often exaggerated) government commitment to development cooperation. The context in the North of Ireland, as part of the UK, has been quite different, with the hope following the Good Friday/Belfast Agreement (1998) and increased funding to ODA and GE in the UK around that time dampened by recent UK Conservative party-instigated cuts to ODA and the challenges for GE following Brexit.² In the South of Ireland, sometimes lofty government policies have not been backed up by financial and institutional commitments. Despite rhetoric to the contrary, for example, it is important to remember that no Irish government has ever implemented the oft-stated financial commitment to spend 0.7 per cent of gross national income (GNI) on Overseas Development Assistance (ODA), which funds GE, including DE and GCE in Ireland. There have also been significant reductions in ODA in the UK, which has had a huge impact on GE in the North of Ireland. Of course, more government funding does not automatically lead to more radical GE but without sufficient funding, the infrastructure for developing and promoting GE, radical or otherwise, is significantly compromised (IDEA, 2021).

In recent years, IDEA members have been regularly calling on Irish Aid to increase its DE funding to 3 per cent of the overall ODA budget (in 2021 it was 0.6 per cent of ODA. It was at its highest percentage in 1994 when it reached 1.24% of ODA). This comes with challenges, not least of which is the likelihood of less and less critical questioning of state-led GE in the face of greater reliance on its funding and even deeper enmeshment between the state and civil society. At the same time, we have seen the necessity of government strategic and financial commitment to GE, across policy, curricula, within different education sectors and among different cohorts of learners. Such ongoing government commitment needs to be matched by an openness to and support for diverse and more radical and challenging approaches, which question government and NGO GE efforts, and which address the material, structural and discursive dimensions of global crises. It also needs to be matched by transparent and inclusive policy making processes, accountability and implementation paths and embedded into state policy beyond specific government or political party interests. International policy developments support this kind of long-term, sustainable approach to GE.

Shifting Policy and Understandings of GE

As the GE field in Ireland has been so heavily influenced by development NGOs, especially in its early years, its framing in terms of DE held strong for a long time. For many, this was a strength in terms of its criticality, its emphasis on unequal and exploitative Global North/South relationships and its promotion of participatory methodologies. But, within development, Global North/South ethnocentric and

neocolonial discourses and representations often sat alongside these critical, Freirean and liberation theology inspired participatory and critical development approaches. As such, development was not always the radical framing many would like it to have been and its association with charity, modernity, patriarchy and inequality, injustice, neoliberalism, over-consumption and exploitation has often been obscured and under-addressed (Fricke, 2022).

With growing awareness of globalisation and the problematisation of development, as well as renewed emphasis on citizenship, anti-racism and environmental sustainability, we have seen a greater focus on Education for Sustainable Development, Intercultural Education and Global Citizenship Education in recent years. In the context of the silo-isation of government departments, where funds are distributed for separately framed themes, projects and practices, with responsibility for policy implementation separated, support for DE and GCE within the Department of Foreign Affairs in Ireland meant that official Department of Education recognition of DE and GE within curricula was slow and it was often regarded as an add-on, with limited and piecemeal integration into formal education. Since the articulation of the strategies on ESD by the Department of Education and growing engagement between those involved in GCE and ESD in recent years, this may change. On the other hand, it could be argued that maintaining the emphasis on DE, and the Department of Foreign Affairs' control of it within government, offered some distinct identity and spaces for DE which might have been lost, if, like other countries, it was one of the responsibilities of the Department of Education.

Ensuring that the GE field in Ireland is critically reflexive and dynamic needs a strong theoretical, philosophical, research and academic base which supports the generation of alternatives and of debate and questioning of GE itself. Activists, educators, researchers and academics engaged in GE in Ireland have significantly benefited from opportunities to critically reflect on all aspects of GE, together with others, for example through opportunities for such engagement offered by networks such as IDEA and international networks and publications such as the Bridge 47 project, the Academic Network on Global Education and Learning (ANGEL), *Policy & Practice: A Development Education Review* and *the Journal of Development Education and Global Learning*. When it comes to educator forums, it is important that they are not overly directed towards practice or funding to the detriment of critical reflection on philosophies, ideologies, power and epistemology. The IDEA Code of Good Practice (IDEA, 2019), for example, has been a very useful tool in bringing global educators together in Ireland but there is need for more research and debate which address broader questions of power, criticality and the impact of GE. The example from the North of Ireland, in particular, shows how policy and institutional spaces can become severely restrictive towards GE, and experience in the South of Ireland show how difficult it can be to be critical when you are tied up in financial accounting, bureaucracy, governance and administrative procedures.

Conclusion

In this chapter, I have introduced some trends, changes and developments in GE in Ireland over three main phases. In doing so, while I have suggested that GE has come a long way in the last 60+ years. I have attempted not to present a linear or simplistic narrative of progress or success. Along the way, there have been, and continue to be, many successes and challenges. In terms of successes, it is clear that there is a growing emphasis on GE, through GCE and ESD, in development cooperation and education policy, as well as greater integration of GE into national-level curricula and initial teacher education. There is a strong civil society and educator network in the Irish Development Education Association (IDEA) and close working relationships between the state and civil society. We have seen that Irish Aid has played a central and important role in supporting GE in Ireland in different sectors over many years and all of the activity in this area in Ireland has been supported and enhanced through European and international policy and networking influences. Despite these 'successes', there are ongoing challenges, such as questions around the criticality and influence of GE in the face of growing global challenges and otherwise constrained education and development cooperation policy environments. As funding from the development assistance budget to GE increases, it is important that it is not conflated with the promotion of development work and aid and that questions about the extent to which it is as critical or radical as is necessary are always to the fore. Ireland has a long tradition of strong support, funding and engagement in GE across government and civil society and many of its critical approaches have been important for other actors at the European level. Building on this base, and through critical reflection on context, content and approaches, GE in Ireland is in a good position to create the space for critical reflection and for hope. These are what we need now, more than ever, in the face of the climate breakdown, racism, rising populism, gender discrimination and violence being experienced by so many around the world today.

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¹ This chapter draws on and develops the content of Dillon (2018). The issues addressed here are developed in the forthcoming book: Dillon, E., Gaynor, N., McCann, G. and McCloskey, S. (eds.) (2024 – forthcoming), *Global Education in Ireland: Critical Histories and Future Directions*. London: Bloomsbury.

² These issues are discussed in detail in Gerard McCann and Stephen McCloskey's chapter on GE in the North of Ireland in Dillon, E., Gaynor, N., McCann, G. and McCloskey, S. (eds.) (2024 – forthcoming), *Global Education in Ireland: Critical Histories and Future Directions*. London: Bloomsbury.



Malta

Mark Mifsud

Preface

This overview maps the development of Global Education in Malta and identifies actors and trends that have been instrumental in shaping the direction of GE development. The chapter was compiled through the desk study of relevant policy documents and through the analysis of previous reports and previous consultations with important stakeholders that used both qualitative and quantitative means. This work builds on the previous work published by the author in 2011 and in 2023. The chapter aims to capture and convey the main processes involved in GE development to shed light on the development and extant situation of Global Education in Malta.

While the policy framework of Global Education within the Maltese Islands may not yet be fully developed, Global Education is now being officially written into Education Ministry policies through the public consultation of the 2024–2030 Education Strategy. Nonetheless much of what encompasses Global Education has been carried out until now through activities that involve Education for Sustainable Development (ESD). In Malta ESD is still associated mostly with the environmental domain rather than the other domains of sustainability, though there are signs of change in this regard. Issues of definition still abound as the concepts Education for Sustainable Development, Sustainable Development and Environmental Education are often intertwined. As a result, users and stakeholders sometimes do not distinguish between terms that deal with pedagogy and those that deal with content. In this scenario finding a proper framework within which GE can operate effectively is complex. Therefore, we will start with the concepts before moving on to elaborate stages in historical development of the field.

Key Concepts

The definition of Global Education used in this chapter is the one used by GENE and taken from the Dublin Declaration on Global Education in Europe to 2050.

Global Education is education that enables people to reflect critically on the world and their place in it; to open their eyes, hearts and minds to the reality of the world at local and global level. It empowers people to understand, imagine, hope and act to bring about a world of social and climate justice, peace, solidarity, equity and equality, planetary sustainability, and international understanding. It involves respect for human rights and diversity, inclusion, and a decent life for all, now and into the future. Global Education encompasses a broad range of educational provision: formal, non-formal and informal; life-long and life-wide. We consider it essential to the transformative power of, and the transformation of, education.

(GENE, 2023)

It should be noted that in Malta, much of what encompasses Global Education has usually been associated with Education for Sustainable Development, which theoretically entails a broad focus and encompasses the social, economic and cultural aspects in addition to the environment. The National Strategy for Education for Sustainable Development (NSES), which has been drafted and offered for public consultation, but has not as yet been passed through parliament, uses the UNECE definition of ESD:

ESD implies a wide range of concerns and should holistically explore diverse themes such as “poverty alleviation, citizenship, peace, ethics, responsibility in local and global contexts, democracy and governance, justice, security, human rights, health, gender equity, cultural, diversity, rural and urban development, economy, production and consumption patterns, corporate responsibility, environmental protection, natural resource management and biological and landscape diversity.”

(UNECE, 2005)

It is increasingly understood that these occasionally overlapping terms have traditionally been interconnected. However, Education for Sustainable Development is primarily rooted in Environmental Education in the Maltese context, where the latter has always been erroneously understood as pertaining ‘only’ to the natural environment. More recently, there has been a progressive adoption of the term ESD, which provides more clarity about its broad scope. It is clear that the concepts and their understanding are still evolving. This is

a necessary ongoing journey of conceptual clarification which encourages debate. Encouragingly, while the applied definition of ESD used at the local level still shows remnants of the EE environment-only focus of the past, key players in achieving clarity and consensus on the definitional and conceptual basis of ESD have emerged among those who are driving research and projects within the ESD field.

The Beginnings – NGOs take the lead

Small island states like Malta tend to be very vulnerable to environmental degradation, as people strive for a better quality of life by focusing on improving their social and economic conditions and disregarding the environment (Ventura, 1994). Environmental degradation is very apparent in small islands, mostly due to the pressures exerted by a population which tends to be in a process of development, facing scarce space and resources. Sustainable development is crucial for all countries and, even more so for small islands like Malta due to the limited resource base and high population density.

The early stages of Education for Sustainable Development can be traced to the work of local non-governmental organisations (NGOs). The first response to a global effort to improve the environment and sustainability came from various NGOs in the early 1970s, that at first focused more on the environmental aspect. These NGOs organised activities such as campaigns and seminars, and published leaflets, magazines and articles in newspapers to increase public awareness (Pace, 1995). As the NGOs developed, their programs became broader in scope and most started to include other aspects of sustainability. However, this trend only began to emerge until the early 1990s.

The Historical Educational Context

To understand the challenges NGOs and other entities including the government had to face when trying to draw up effective strategies to achieve ESD aims, it is important to understand the forces shaping the Maltese educational system. Malta's state school sector is influenced, to a large extent, by the British educational system, owing to its colonial past. The educational system is divided into three main levels:

- Primary education (from age five to eleven).
- Secondary education (from age eleven to sixteen).
- Tertiary education (16+).

Schooling is compulsory from age 5–16 and kindergarten classes are provided from the age of three. In the primary and secondary sectors, there are state, church and private schools.

Key features of the Maltese educational system during the formative decades which would have affected the provision of Education for Sustainable Development and Global Education include:

- An overwhelming reliance on the United Kingdom for educational models, textbooks and expertise.
- A centralised state education system that is constrained by bureaucracy and practices, such as the appointment to positions of responsibility on the basis of seniority and not on qualifications and merit (Darmanin, 1990; Wain, 1991; Farrugia, 1992; Fenech, 1994).
- A private school system, consisting of independent and church schools, that cater for approximately 30% of the total students' population and that have intensified intra- and inter-school streaming (Sultana, 1995), increased the culture of competitive achievement (Wain, 1995), and that direct the best human and material resources to the best achievers rather than to those most in need (Mifsud, 1993).

In the 1980s, the formal education sector started to place some emphasis on the study of the environment and other conservation issues. Nevertheless, the development in this direction was hindered, particularly due to our colonial past. Malta's strategic position in the Mediterranean, in between Europe and Africa, made it a perfect stronghold for consecutive colonisers. Malta was colonised by the Phoenicians, the Romans, the Arabs, the Angevins, the Aragonese, the Knights of Saint John and the British. The country gained its independence from the United Kingdom in 1964, and, in 1974, it became a republic with its own president.

Some scholars contend that colonialism had a lasting impact on Maltese culture and self-understanding (e.g. Boissevain (1990)), and these views may contribute to, or hamper, the Maltese people's openness to issues of global and local justice, of responsibility for sustainability and the environment, and regarding critical thinking and the questioning of authority.

Implementation Challenges within the School Sector

In 1982, the government, through its Ministry for Education, grouped together nature studies, geography, history and civics under the title of social studies in order to provide some form of Environmental Education over the last four years of the primary cycle (Ventura, 1993). The main vision was for pupils at primary level to achieve good formation in character and scientific knowledge of the environmental field, enhancing their sense of responsibility for safeguarding our habitat (Ministry of Education, 1989).

However, EE programmes in the Maltese islands struggled to achieve success, owing to a variety of factors, including the lack of teacher preparation, the lack of resources, intense streaming and selective examinations that exclude the non-examinable components of the curriculum (Ventura, 1994; Ham & Sewing, 1987; Samuel, 1993; Sussman, 1999). Largely on account of these issues, little progress was made up till the beginnings of the new millennium (Mifsud, 2004).

The curriculum, which was published in 1999, was a step in the right direction with the inclusion of environmental studies at secondary level ('O' level). This non-compulsory subject includes sections on management of resources, ecosystems, human population, pollution, climate, and geology. The subject adopts a local perspective on global problems and solutions. Now that it is examinable, parents tend to regard the subject as important not for its intrinsic value, but as a means to add another certificate to their children's extensive collection.

This is the result of the dominant educational ideology, which sees the school as preparing young people for a job, certifications are therefore highly regarded from a very early age. Environmental studies are included as a central part of the secondary level curriculum which is common to all schools and through all stages at this level (Ministry of Education, 1990). Therefore, students use this subject to gain another qualification simply by memorising facts, as it is considered to be a 'soft' option. In fact, 94.8% of those opting for environmental studies got a pass mark in 2007 (MATSEC, 2008a).

In 1992, environmental science was introduced at the intermediate level for post-secondary students (16–18). The syllabus includes sections on the atmosphere and atmospheric pollution, water and water pollution, ecology, conservation biology, agriculture, exploitation of natural resources, solid and liquid waste disposal. This subject is not limited to the science of the environment, but also has sections that specifically deal with the social and economic aspects

of the environment. However, while the syllabus tries to take a holistic view of sustainable development by combining aspects from the natural, social and economic fields, most of the emphasis is on the scientific aspect of the subject, as the examination has normally been biased towards this area. Presumably, this is because scientific knowledge is easier to assess than value development.

In 2012, ESD was introduced as a cross-curricular theme in the National Curriculum Framework. The curriculum advocates a whole-school approach to ESD that involves the reorientation not only of the curriculum, but also of the school culture, the school campus management, the school community, and the wider local community, in line with sustainable development. Learners should experience ESD through transformative pedagogies that facilitate ESD teaching and learning experiences that promote the acquisition of the knowledge, skills, values, attitudes and behaviours necessary to become active global citizens. ESD should be a lifelong learning process involving a blend of learner-centred processes, such as participatory/collaborative learning; problem-based learning; inter-disciplinary learning; multi-stakeholder social learning; critical and systemic thinking-based learning; action learning; learning outside the classroom; experiential learning; reflective evaluation; and using relevant real-world contexts. The inclusion of ESD in the National Curriculum Framework and the subsequent compilation of ESD learning outcomes as part of the Learning Outcomes Framework was a key step in the development of ESD. This elevated the standing of ESD in the eyes of policymakers and those in stakeholder professions in the education domain. Implementation of the above still depends on the individual teachers and their interest.

EU accession fast-tracks the government's response

The government's commitment to the environment improved consistently after the island applied for European Union (EU) membership in 1990. The Environmental Protection Act (one of the first environmental laws of the country) was passed in 1992. Eventually, Malta became a full EU member on 1 May 2004, after a very close referendum. The country adopted the majority of the EU laws and regulations, although it has a number of special derogations due to its particular geography. Derogations involving bird hunting and trapping are seen by environmentalists as being a form of appeasement to the powerful hunting and trapping lobby which undermines the effectiveness of educational programmes.

The Planning Influence

The growing concern about the blatant urban sprawl and the changing environment of the Maltese islands led to the enactment of the Environmental Protection Act in 1990 and the subsequent publication of the Malta Structure Plan (MSP), which covered a period of twenty years up to the year 2012 and is concerned with resource creation, management and protection. The MSP has more than three hundred policy statements which address sustainable development. Among these, the four EE-related statements require that the government:

- Actively promote educational programmes aimed at creating positive patterns of behaviour of individuals, groups and of society as a whole towards the environment.
- Establish a resource centre for EE, in conjunction with the Department of Education and the government's environment agency, whose function will be (1) to keep the Maltese public adequately informed about environmental matters; (2) encourage and promote the establishment of field centres by recognised educational institutions and of interpretative visitor centres associated with conservation areas, provided that these are set up in harmony with existing policies and regulations; (3) encourage and promote public and private research on the environment and on environmental problems, in conjunction with the appropriate government agencies, and to disseminate it widely (Ministry for Development of Infrastructure, 1990).

These policies were instrumental to lay the foundation for the eventual setting up of the University of Malta Centre for Environmental Education and Research in 2004.

The National Environmental Education Strategy (NEES) – a missed opportunity?

The National Environmental Education Strategy (NEES) was the outcome of the second training workshop on EE in Malta, called “In Today's Education, Tomorrow's Environment”. The NEES was an attempt to develop a central

infrastructure that would co-ordinate EE initiatives (NEES, 1995). From the beginning, the NEES had little political support and insufficient funding. The plan was to deliver a list of guidelines and suggestions for the promotion of sustainability, but the government, seemed to prefer funding plans with short-term goals, such as clean-up campaigns (Pace, 2002). This strategy was basically constricted during the data collection phase, did not receive parliamentary approval and subsequently was not implemented. However, it signaled a growing concern in the area at the strategic level from the grassroots.

NGOs to the rescue

NGOs have progressively become very active in the formal sector and started organising environmental and later on broader sustainability campaigns aimed at school children. They also supply teaching resources and promotional material to schools and teachers. Some NGOs have even organised courses for teachers to equip them with the skills required to organise EE activities. Some examples of NGO work in the school sector include Dinja Wahda, Ekoskola. Young Reporters for the Environment and LEAF.

An NGO initiative called 'Dinja Wahda' (One World) which is run by Birdlife, Malta, is an award scheme, involving 14 different activities, and was accepted and adopted by more than 50% of the Maltese primary schools (Grima, 1996). The first edition of Dinja Wahda was implemented in the school year 1994–1995, and it is still active today. The intrinsic value of Dinja Wahda is in its environmental message. However, the initiative also carries a competitive element where schools earn points for every activity they accomplish, and it must be noted that in some schools this may become the overriding aim of Dinja Wahda.

Another important programme in the primary sector (especially) is the initiation of the EkoSkola (Local Eco-School initiative) programme. It is an innovative programme in Malta, as it involves collaboration between an NGO (Nature Trust) and the government. The EkoSkola programme was developed in 1994 by the Foundation for Environmental Education (FEE) and seeks to raise environmental awareness and to promote sustainable development at a local level in the classroom and, in the wider community, through the implementation of the United Nations' Local Agenda 21. Nature Trust (Malta), in collaboration with the government, introduced the EkoSkola programme in Malta in 2002 and since then has worked to encourage the holistic development of Maltese schools, opening up innovative collaborative strategies with Local Councils. Again, some schools seem to be more interested in gaining points for certification rather than raising the intrinsic value of sustainability in the whole school community.

The University of Malta's role

The Centre for Environmental Education Research (CEER) was set up in 2004 with the goal of becoming a centre of excellence for Education for Sustainable Development (ESD) research in the Euro-Mediterranean region. CEER seeks to catalyse change towards a sustainable society by providing opportunities for ESD that empower citizens, irrespective of age, gender and socio-economic status, to actively participate in environmental decision-making fora and in initiatives that promote a good quality of life. CEER offers a hub that coordinates ESD initiatives, increases the opportunity for ESD research, makes scientific and technological research results more accessible and facilitates resource transfer and capacity building in Malta and particularly in the Euro-Med region.

The Master's in Education for Sustainable Development (MESD) was launched in 2012 following an assessment of ESD provision that identified a lack of local, structured postgraduate educational programmes in the field of ESD. The course of studies was designed to ensure theoretical and practical competence in the specialty providing the academic underpinning for applicants who may wish to achieve competence as ESD experts. The Master's in Education for Sustainable Development aims to present students with a variety of different perspectives:

- the environment.
- different models of development.
- environmental education/education for sustainable development.
- the interaction between the environment, economy and society; and
- sustainable development.

A good number of undergraduate units pertain to the new Certificate in Environmental Education and Interpretation (CEEI) which is offered by CEER. This course does offer a broad look at sustainability but does have a bias towards the environment aspect more than the MESD. In addition to the MESD and CEEI units there are a number of other units that deal with GE and ESD that are delivered at university.

The other units are standalone units in broader degrees, mostly delivered by CEER staff to other Faculties. One interesting unit which has the potential for further development is a pre-tertiary unit coordinated through the Degree Plus Programme which focuses on Migration, the SDGs and GE. The other units are either delivered to Youth workers or to Erasmus Mundus students and therefore

have a broader reach. A new addition in 2022 was the introduction of a unit directed at Doctoral students of all faculties at the University of Malta. This unit is important as it is directed towards students who are doing research in any area. The main thrust is to align the doctoral research to the SDGs, and it is therefore helping to disseminate ESD and GE areas and principles with a wide range of new researchers.

The NEES Strategy rebooted – the National Strategy of Education for Sustainable Development

The need for a national strategy for ESD has been on the national agenda since 1995. Plans suggesting its development have also featured in important national policy documents. In 2013, a Board of Governors was officially established, with representatives from the Ministry for Education and Employment and the Ministry for Sustainable Development, the Environment and Climate Change. Its task was to formally initiating the process leading towards the development and the implementation of the National Strategy of Education for Sustainable Development (NSESD). The board worked relentlessly, and this time had managed to gain resources from the government. The document was prepared by academic experts from the University of Malta and four representatives from two ministries, and drew on a large volume of research with stakeholders.

The document addresses broad sectors of the community, identifying needs and priorities to effectively integrate ESD into government policy and other legislative, economic and technological means to achieve a sustainable community. The strategy aims to ensure long-term commitment to ESD implementation and to establish a broad supporting and regulatory infrastructure in order to promote ESD initiatives in formal, non-formal and informal contexts. The strategy also focuses on methods to provide training for ESD-competent educators and to provide financial and institutional support for NGO participation in government ESD strategies. The NSESD identifies a range of priority targets and actions (19 actions in all). It also sets a realistic timeline and identifies the entities responsible for particular actions. Some priority actions appear to be important for the actual realisation of the NSESD including the setting up of a National ESD Platform supported by the necessary legislation and entrusted with ensuring the implementation of the strategy.

The finalised document was put up for public consultation following a symposium but has not yet been submitted to parliament.

NGOs establish more programmes

Young Reporters for the Environment (YRE), a secondary school programme run by the Foundation of Environmental Education (FEE), launched in the Maltese islands in 2008. (YRE) is a programme designed specifically for secondary and post-secondary students. Upper primary students can participate through the Press Kids programme. The goal of YRE is to engage youth in resolving environmental problems and issues by giving students the opportunity to conduct investigations on local environmental issues. Students propose solutions through investigative reporting and photojournalism.

Learning about forests (LEAF) launched in Malta in 2011, under the direction of the FEE. Learning about Forests (LEAF) advocates for outdoor learning and hands-on experiences, allowing students to connect with nature and develop a deeper understanding of the natural world.

ESD as a cross curricular theme

Within the curricula, there are topics across a number of subjects associated with Global Education and Sustainable Development at every level of schooling in Malta. Additionally, when the National Curriculum Framework was introduced in 2012, ESD was cemented as one of the cross curricular themes in formal schooling. As a partner country within the UNECE, the Education Ministry's ESD curriculum development and implementation is aligned with the UNECE strategy.

Nonetheless, although the necessary curriculum framework has been developed, it appears that teachers still have issues adapting to this new reality. In the primary cycle it has proven easier to tackle the mandatory cross curricular themes than in the secondary cycle, due to subject-based teaching, as subject-based teaching requires increased coordination efforts by all involved. It is also evident that environmental topics continue to dominate, although there has been a lot of progress recorded on social issues, driven in large part by NGOs and the Directorate for Learning and Assessment Programmes (DLAP). Nonetheless, it is also apparent that although a number of projects have been beneficial, there remains a greater interest in some schools in end results (a trophy or certificate) rather than the journey, which is the essence of education and effective change.

Exams become more important from primary to secondary education, and again between secondary and tertiary. Correspondingly, themes that do not directly help students succeed in examinations diminish in importance as a student progress through their education. Although there are some traditional science subjects that mostly tackle sustainable development themes from a scientific viewpoint, other subjects such as environmental science could be approached in a way that gives more attention to all aspects of sustainable development, beyond a purely a scientific perspective. This is however the prerogative of the teachers given the present nature of assessment.

Funding of Global Education

Funding opportunities are mainly administered through two ministries – The Ministry for Education and Sports and the Ministry for Foreign and European Affairs.

A first memorandum of understanding was signed between GENE and the Ministry for Education in 2017. This included the development of a co-funding mechanism to which GENE contributed. The cooperation was officially launched at a National Seminar in June 2018 and led to a Technical Support Agreement in the same year for Global Education teacher training. To reflect the maturation of the partnership, a new Memorandum of Understanding was signed in 2019, with a contribution from GENE, as part of the GENE Programme of National Support and the EC funded programme: Strengthening quality Global Education and DEAR in Europe. Additionally, MEYR allocated 10,000 EUR. In 2020, another Technical Support Agreement was signed to continue the teacher training and plan for the National Symposium on Global Education and ESD in Malta. This total of 50,000 EUR was to facilitate the promotion and strengthening of Global Education in Malta. Another Technical Support Agreement was signed in 2020, to continue with the Teacher training and plan for the National Symposium on Global Education and ESD in Malta.

In January 2020 DLAP launched the second phase of the GENE school-based project initiative. This initiative empowered state, non-state, and independent schools at primary, middle, and secondary level to plan, develop and implement school-based projects that promote the acquisition of knowledge, skills, competences, attitudes and behaviours conducive to responsible and active, national, European and Global Citizenship.

The Ministry for Foreign and European Affairs and Trade (MFET) is responsible for the formulation and implementation of Malta's foreign policy, relations with the European Union and international organisations and institutions, representing Malta's interests across a range of issues. MFET funding to GE supports the implementation of Malta's Official Development and Humanitarian Assistance Policy. The long-term goal of this policy is that through the provision of GE, students will be empowered to analyse and challenge the root causes and consequences of global hunger, poverty, inequality, injustice and climate change. Malta's ODA Policy plays an important role in building the conditions to meet ongoing global challenges, contributing to both foreign policy and international development policy objectives.

Recognition through research and Conferences – forging collaborative efforts

In 2016 Kopin, the leading NGO provider of GE in Malta, conducted a policy and activity mapping research on Global Citizenship Education (GCE) and Development Education Awareness Raising (DEAR). This research identified policies, activities and projects that were being carried out in Malta. The research addressed the main national institutions and stakeholders that are involved in global citizenship and development education issues. The ensuing report 'Global Citizenship Education and Development Education in Malta: A Mapping Exercise' was published in 2016 and a follow-up report was published in 2019 (Kopin and SKOP, 2019).

A launch seminar, which followed the agreement of a memorandum of understanding between GENE and the Ministry of Education, was held at the University of Malta on the 11 June 2018. The seminar, organised by DLAP and GENE, featured participants from the primary, secondary, post-secondary and tertiary sectors. NGO representatives, the Quality Assurance Department, and Education Ministry representatives were also present. The Minister for Education and Employment opened the launch seminar, highlighting the need for Global Education in the context of multiculturalism.

In 2022, DLAP, CEER and GENE jointly organised a National Symposium on Education for Sustainable Development and Global Education. Stakeholders working in the field, from academics to policymakers, shared insights from their work within the formal, informal and non-formal educational sectors. Symposium participants took part in workshops to discuss the state of ESD and GE at a national level, while sharing their views on the latest research in the field. The main aim of the symposium was to stimulate movement towards

strengthening national policymaking and implementation in nurturing responsible national, European and global citizenship, in line with the United Nations' social, environmental and economic priorities.

2023 saw the publication of a report titled "Global Education Mapping in the Maltese Islands" commissioned by GENE and carried out by University of Malta¹. The report provides insight into the current state of affairs of GE in Malta and sets out a number of recommendations for a more effective GE future within the Maltese islands. The report examined the policy framework of Global Education within the Maltese Islands, the National Strategy of Education for Sustainable Development, teaching at all school levels and teaching and research at the University of Malta and other entities. A quantitative and qualitative study with stakeholders gave deeper insights on GE and ESD provision and challenges in Malta.

Latest Strategy and Vision Developments

The National Educational Strategy 2024-2030 was launched by the Ministry for Education and Sports following a public consultation which ended in February 2024. The National Education Strategy (NES) is based on extensive consultations with stakeholders and the input of educators, parents, and policymakers in the formulation of the strategy is readily apparent. However, although sustainability is mentioned a number of times in the document it seems a step in the wrong direction that ESD appears to have lost its importance as a cross-curricular theme within the NES, especially as the UNECE Strategy for ESD "is to encourage countries to integrate ESD into all forms of their education systems". The strategic orientation within the NES specifically focuses on SDG4 and the promotion of education for sustainable development and global citizenship, which is mentioned five times in the document. It is pertinent to point out that GE and ESD should co-exist in synergy as they have been kept separate by UNESCO (in for example target 4.7) for important reasons: GE uses a broad lens to understand the world while ESD focuses on a pedagogy that enables sustainable development. This synergy should be encouraged and not suppressed, as both GE and ESD have their place in schooling systems.

The Sustainable Development Vision 2050 was launched for public consultation by the Ministry for the Environment, Energy and Regeneration of the Grand Harbour and ended in 2023. The SDVision50 encapsulates the 17 Sustainable Development Goals and condenses them into five strategic goals and 19 objectives. The strategic goals deal with issues which are connected to ESD and GE including a "resilient and climate neutral economy", "preservation of sustainable urban development and cultural heritage", "ensuring healthy lives and wellbeing for all", "sustainability", and "achieving social fairness and prosperity for all". Education is mentioned many times as an enabling factor for achieving the SDGs.

A future to reflect on

ESD and GE in Malta started off with environmental NGOs, mainly in response to the major environmental issues on the island. There were a number of drivers and barriers for the development of Global Education in Malta including the islands' colonial past and the accession of Malta to the EU. A key step in the development of ESD was its inclusion in the National Curriculum Framework and the subsequent compilation of ESD learning outcomes as part of the Learning Outcomes Framework. This has elevated the profile of ESD (and subsequently GE) among policymakers and other important stakeholders in the education domain.

Although Global Education is carried out in one form or another at schools, much more needs to be done. Practitioners' perspectives indicate that schools are still at their infancy in teaching GE-related concepts. Engagement at the local community level is still in its infancy. There is a strong need for a new national strategy for Global Education in Malta that would provide the necessary framework, and for the already drafted National Strategy on Education for Sustainable Development to be updated and passed through parliament.

Alignment of both the national ESD strategy and a future GE strategy with the SDVision2050 and with the NES should be sought to ensure synergy between the policies of the Ministries of Sustainable Development and the Ministry of Education. Nonetheless the effectiveness of the above strategies still requires a robust institutional direction on how ESD and GE can actually be embedded in the curriculum. Teachers need to be given directions on how this can be applied in the classroom and the school. Periodic and cyclical training is a necessity.

Financial and institutional support from various agencies can help NGOs become more effective in their projects and processes. It should be considered whether funds should mainly target projects or if funding should also be partly directed towards training teachers in embedding cross curricular themes throughout the curriculum.

Collaborative mechanisms are synergistic and helping organisations/ ministries/ institutions to deliver. For example, the tripartite DLAP/GENE/CEER collaboration appears to be moving the field towards desired outcomes. Although the government is supportive of GE and ESD initiatives, a major issue remains the mischaracterisation of education as information dissemination and the narrowing of sustainable development to the natural domain. ESD and GE pedagogy goes beyond dissemination of information and very much includes people. ESD and GE require a pedagogy that is participative, one that utilises critical thinking and that empowers and engages individuals in decision making and behavioural change.

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¹This study was carried out by the current author on behalf of GENE.



Norway

Arnfinn Nygaard

Part 1: Early Roots of Global Education

The early historical roots of Global Education (GE) in Norway can be found in the confluence of several factors. These included the relatively large number of Norwegians abroad as sailors and missionaries in the 19th and first half of the 20th Century; national values linked to being a relatively egalitarian society in a small state being subject to the interests of elites in neighbouring countries (Denmark and Sweden) and the rise of popular education within Norwegian social movements in the early 20th Century.

However, GE in Norway, as we know it today, emerged primarily from the atrocities and destruction of World War 2 (WW2) and the establishment of the United Nations (UN) in 1945. GE was developed as part of the effort to build a better and more peaceful world, but also as part of the Western world's effort to contain Communism and pursue its global strategic and economic interests during the Cold War, when the epoch of colonialism came to an end.

Building knowledge and support for the United Nations and a more peaceful world

Norway's first major GE initiative (using the term retrospectively) was closely linked to the establishment of the UN in 1945 and its core objective of preventing future wars. As a small state, promoting and supporting the UN has always been a key national interest for Norway. Political and popular interest in the UN was enhanced by the election of Mr. Trygve Lie, who had previously served as the Norwegian Ministry of Foreign Affairs in London during WWII, as the first Secretary General of the UN in February 1946.

The World Federation of United Nations Associations (WFUNA) was established in August 1946 with the objective of building support for the values and work of the UN. The Norwegian chapter of WFUNA, the UN Association of Norway (UNA Norway),¹ was established in October the same year and soon became the first major actor within GE in the country. This process was led by the then Minister of Foreign Affairs, Mr. Halvard Lange, supported by key people's movements and

Non-Governmental Organisations (NGOs), such as the Norwegian Confederation of Trade Unions (LO), the Adult Education Association of the Labour Movement (AOF), the Norwegian chapter of Women's International League for Peace and Freedom (WILPF) and the Norwegian Peace Council. In a speech broadcasted by the Norwegian Broadcasting Company (NRK), a distinguished lecturer, Mr. B. S. Tranøy, articulated the vision and mission of the UNA Norway. Many key elements of GE, which have once again become acutely relevant in our times, are evident in his address:

If it is correct that war begins in the minds of human beings, then it must be right that it is in the minds of human beings that we must build up the defence for peace. Could it be a too high a goal to set, that we should learn to understand that it depends on the people themselves whether we should have war or peace? People themselves must create an order in the world so that it becomes possible to live in peace and together as good neighbours.

In order for this to happen, we must do something so that public opinion will rally around this idea, rally around creating an arrangement. Because democracy needs to be upheld by public opinion. Democracy is rootless without an alert and clear perception on the part of the great masses. They must have the ability to assess, and they must be given reliable material to assess from.

UNA Norway, itself an NGO, was built on membership of other organisations. There was a broad political consensus around its core vision and mission and a large number of different organisations joined and supported the work of UNA Norway. To ensure support across political divides, two key member organisations, *the Norwegian Confederation of Trade Unions (LO)* and *the Norwegian Employers Confederation (NAF/NHO)* have since then been represented consistently in the board. Furthermore, it was decided at an early stage that its key mission was to "reach out" to "all the people", not to influence government policies through political inputs or "demands". This conferred a high degree of credibility on UNA Norway as a source of information across political divides and among the general public, laying the foundation for the organisation to grow and develop a key role in GE in Norway for decades to come, not least in schools.

From the start it was clear that children and young people should be the main target group of UNA Norway, which would require cooperation with schools and teachers. The first publication to be distributed to all schools, in 1946, was about the UN Charter. It was produced by the Chr. Michelsen Institute in Bergen (CMI), a scientific institute established in 1930 "to foster tolerance between nations and races - religious, social, economic and political".²

In 1948 UNA Norway started cooperation with the Teacher Convention for Eastern Norway (Østlandsk lærerstevne), presenting films and information material for 500 teachers. A school department was established within the

secretariat of UNA Norway in 1950, although the total number of staff at that time was only 4 people. Since then, UNA Norway has come to play a key role in Global Education within schools in Norway, funded and supported by the Government.

Mobilising support for development assistance to “under-developed countries”

The second major GE effort in Norway was inspired by a noble goal set forth in Article 55 of the UN Charter, to promote inter alia “conditions of economic and social progress and development”. At its 3rd session in 1948, the UN General Assembly adopted resolutions calling for technical assistance for economic development in “under-developed countries”, and in 1949, following US President Truman’s point 4 speech, the USA embarked on “a bold new program for making the benefits of our scientific advances and industrial progress available for the improvement and growth of underdeveloped areas”.

Norway’s experience of the transformative effects of financial aid under the post-WWII Marshall Plan embedded a strong appreciation for the role of international economic support. However, in Norway, as in the USA, such assistance was openly linked to the Cold War. As Western nations joined forces in The North Atlantic Treaty Organisation (NATO) for joint military defence, aid was seen by some as a kind of “positive defence” against communism. In his May 1st speech in 1951, the chairman of the Norwegian Confederation of Trade Unions (LO), Mr. Konrad Nordahl, stated that:

The best positive defence for Western culture and our way of life is to raise the standard of living in the developing countries. I believe that the expenditure on this defence should become part of our country’s defence expenditure.

In 1952, the “Fund for assistance to under-developed areas” was established³. The selection of India as the first recipient of aid among “under-developed countries” served not only developmental purposes but also as a strategy to prevent India falling into the hands of the communists, as China had a few years prior. Despite such considerations, the idea of assisting poor countries and people was widely and enthusiastically supported within the Labour Party as well as most other parties, in particular the Christian Democratic Party. After a meeting at the party office, discussing the matter, the advisor to the foreign minister, Mr. Arne Ording, noted: “Good plan. People need something positive in addition to the large defence appropriations.” (qtd. In Pharo, 2019)

In addition to government funding for the Funds first project, labelled “India Aid”, Norwegian organisations were widely mobilised behind the “*People’s Action for India*” in 1953. The aim was to rally support and raise additional funds, setting the course for a key theme within GE in the following decades. The powerful secretary of the Labour Party, Mr. Haakon Lie, himself a driving force behind the building of the Adult Education Association of the Labour Movement (AOF) in the 1930s, was a strong supporter of both NATO and development aid. He took active part in the mobilisation and noted enthusiastically: “I have not seen such interest for matters outside of our own borders since the pre-war campaigns for Spain and Finland.”

These early efforts show how GE in Norway was developed in close cooperation between the state and civil society from its inception, embodying what is sometimes referred to as “the Norwegian (or Nordic) Model”.

Key terms and conceptual understanding

The key term used within GE in Norway is “*informasjonsarbeid*” (literally meaning “information work”) or similar terms, such as “*opplysningsarbeid*” (i.e. enlightenment work) or “*opinionsarbeid*” (i.e. opinion work). Despite UNA Norway’s focus on the formal sector, the prevalence of these terms indicates that for many in the field, Global Education in Norway has centred on activities in the informal sector. For the sake of simplicity, the term “information work” will be used in this article. The conceptual understanding of this term, within this context, corresponds roughly to the English abbreviation DEAR (Development Education and Awareness Raising). However, the term itself provides little insight into the nature of this work – the “what”, “why” or “how”. In this pioneering period, it was commonly understood as information work about the UN, peace, aid, developing countries and international development assistance. For UNA Norway and other actors in this early phase, the term “FN informasjon”, i.e. information about the UN, was also widely used.

Conceptually such information work has been, and still is, closely linked to the Nordic tradition of Popular Education,⁴ inspired by the Danish pastor, author, poet, philosopher, historian, teacher and politician, N. F. S. Grundtvig (1783–1872), the founder of the Folk High School (Smith, 1999, 2007, 2011). He inspired popular education, consisting of enlightenment (learning) and empowerment, both in folk high schools and within various people’s movements. The latter included the lay movement, the abstinence movement, the peasants’ movement, and the labour movement. His influence extended to the Norwegian language movement, which emerged after centuries under Danish rule until 1814. These were all part of

a popular counterculture that challenged the national elite and power structures of the 19th and early 20th, when the execution of state power was monopolised by civil servants from the upper classes, who in Norway were often of Danish descent. This tradition of popular education has also guided key public service institutions, such as libraries and the Norwegian Broadcasting Company (NRK).

Part 2: GE through decades of shifting international policy contexts

Since the pioneering efforts mentioned above, GE in Norway has been shaped by shifting international policy contexts, notably the Cold War and the concept of Sustainable Development that increasingly gained a prominent place in international development cooperation following the end of the Cold War. However, although specific goals, focuses, perspectives, and content have changed, reflecting different positions and approaches to the international policy context, the expressed mission and vision of GE in Norway has always been anchored in the aspirations of the UN.

GE in the first decades of the development epoch and the Cold War (1962 – 1991)

Political context

The reconstruction of Europe with assistance from the USA and Canada through the Marshall Plan came to a close at the end of the 1950s. This was followed by the UN adopting a **Declaration on the Granting of Independence to Colonial Countries and Peoples** in 1960, and launching its *1st Development Decade (1960–1970)*. The post-war period was characterised by “development optimism” and strong belief in modernisation and the prospects of technological development led by the USA. At the same time, Cold War tensions were at their most severe, leading the world to the brink of nuclear war during the Cuban Missile Crisis in 1962.

The Cold War had a detrimental impact on UN efforts to promote social and economic development, as the two blocs pitted a capitalist model of development on the one side against a communist model on the other. Thus, the original idea that the UN itself should provide assistance to “under-developed countries” was also undermined. Instead, donors among the industrialised countries started their own development assistance programmes on a bilateral basis. For donor states, not least former colonial powers, providing aid also guaranteed an advantage, allowing them to dictate conditions and leverage assistance to secure their interests. This dynamic is highlighted in the context of Norway in the 1961 Government White Paper: “Bilateral aid has so far constituted by far the most significant part of aid to the developing countries. By its very nature, bilateral aid activities are well suited to the interests and resources of the great powers.” (Ministry of Foreign Affairs, 1962)

International development co-operation became a central battle ground in the Cold War, as both the Soviet Union and the West sought to win the hearts and minds of people in developing countries through development assistance. This competition may have boosted the amount of aid to Third World Countries, but it weakened the effectiveness of aid in promoting development. In this context, two interconnected and competing goals and narratives emerged, that informed, fuelled and funded GE in Norway until the end of the Cold War: The UN goal of promoting “conditions of economic and social progress and development” through aid and the Western world’s determination to contain communism by winning the “hearts and minds” of people in recipient countries.

GE in Norway in this early period was also influenced by the radicalisation in the 1960s of students and young people in general, which saw strong engagement with development assistance and international solidarity with the Third World. Additionally, the *UNESCO 1974 – recommendation concerning education for international understanding, co-operation and peace and education relating to human rights and fundamental freedoms* had some influence.

OEDC/DAC's early influence on GE in Norway in the 1960s

The *Development Assistance Committee (DAC)* of the *Organisation for Economic Cooperation and Development (OECD)* was a key international body influencing the goals, content, concepts and funding of GE in Norway during the Cold War and beyond. Through the *OECD/DAC 1961 Resolution of the Common Aid Effort*⁵ members agreed on a system of Peer Reviews, both of “the amount and the nature of their contributions to aid programmes, bilateral and multilateral,

keeping in mind all the economic and other factors that may assist or impede each of them in helping to achieve the common objective". One such "other factor" was public support for aid in donor countries, which had a particular significance in a period of ODA growth. From 1960 to 1970 Norwegian ODA grew from 0.11% of GNP to 0.33% and between 1962 and 1975, 0.25% tax to ODA was part of all Norwegian taxpayers' tax bill. The positive role of CSOs in this regard was mentioned in the aforementioned White Paper on Norwegian assistance to developing countries in 1961, which noted that:

These organisations can also contribute to stimulating interest and understanding of the developing countries' problems. It is extremely important that this work is backed by an alert and interested public.

In the 1960s, government-funded efforts to inform the public about these issues was mainly carried out by CSOs associated with the UN, primarily *UNA Norway* and the Norwegian *Freedom from Hunger Campaign (Mot Sult-kampanjen)*, initiated by FAO,⁶ and to some extent also by *the Norwegian National Committee for UNICEF*. Efforts were also made by returned participants in the Norwegian Volunteer Service (*Fredskorpset*). Norwegian Development Assistance, established in 1962, replaced by Norad in 1968, focused their efforts on informing the Norwegian public about Norwegian bilateral aid. However, driven by politicians' concern for public support for aid, Norad's cooperation with and funding of CSOs to enhance public support for aid was significantly strengthened by mid-1970s (see below).

Major GE initiatives in the 1960s and 70s

The Norwegian Volunteer Service and "bridgebuilding" established in the mid-1960s

Inspired by the US Peace Corps founded three years earlier and in an atmosphere of growing international solidarity and engagement, *The Norwegian Volunteer Service (Fredskorpset)* was established in 1964 and engaged many young and idealistic Norwegians. From the start it had a two-fold mission: 1) to contribute to economic and professional development in the developing countries (the assistance role) and 2) to promote human contact and understanding across borders (the bridgebuilding role). This bridgebuilding role for the Norwegian participants extended not only to their work in recipient countries, but also on their return home, where they shared information and dispelled misconceptions

about societies in which they had stayed. As bridgebuilders at home, they reached their families, friends, and colleagues, but also the wider community through schools and public meetings, as well as local and national newspapers. According to an evaluation for the Ministry of International Development in 1989, this aspect was downplayed in 1960s, but became more prominent later, promoted also through the association for returned participants (Fredskorpssambandet).

The rise of international solidarity among young people and students in the 1960s

A number of organisations for international solidarity emerged in the 1960s and 70s that also engaged in various forms of issue-specific or country-specific GE-related issues, for example to the situation in Southern Africa, Vietnam, Palestine and Chile. This movement emerged from the contemporary political radicalisation of young people and students in ways that linked local, national and international concerns. Reflecting increased solidarity with people in the Third World in general, *The Students and Academics International Assistance Fund (SAIH)* was established in 1961 and a few years later *Operation a Day's Work* (Operasjon Dagsverk - OD). OD was first established in Sweden in 1961, in honour of Dag Hammarskjöld, the highly respected Swedish Secretary General of the UN, that tragically died – most likely killed - in a plane crash during the Congo Crisis that year. It reached Norway in 1964, organised by students in upper secondary schools as an annual international solidarity action for, by and to young people, gradually engaging most schools in Norway. The Norwegian students spent one day working and donating their income to projects for young people in poor countries. It has since been organised as a combined information and fundraising campaign. From the early 70s it became an annual event and for most Norwegians alive today, this campaign was their first encounter with international solidarity and action. However, in the mid-70s, other developments and initiatives also emerged, that had a major impact on GE in Norway.

First annual fund-raising event on national TV in 1974

During the 1960s TV emerged as a new and powerful tool for mass communication through the *Norwegian Broadcasting Company (NRK)*, a major public service institution in Norway. The painful and heart-breaking images from the Biafra in the late 1960s shocked many viewers and in 1974, ten years after the Operation a Day's Work (OD), NRK organised another annual event that focused on poverty and development needs around the world – using this new and powerful media. This telethon, known as the TV-action (TV-aksjonen), was to become a major annual, national information and fundraising event. Each year since 1974 a humanitarian project has been chosen, in cooperation with one or more of the larger humanitarian organisations in Norway. Local committees have been set up around the country, engaging tens of thousands of volunteers to knock on as many doors as possible with boxes collecting money. TV-aksjonen is carried out on a Sunday in October, when NRK devote most of the day to broadcasting information about the projects to be funded, supported by artists and celebrities, and constantly reporting on fundraising results and initiatives around the country. While this was an awareness-raising campaign aimed at fundraising, it was also a powerful event drawing people's attention to the situation of poor people and countries in the South, as well as shaping many Norwegians images of "us" and "the other" for decades (Tvedt, 1993).

UNESCOs 1974-recommendation and the Nordic "Alternative Group"

In 1974 UNESCO (the UN Educational, Scientific and Cultural Organisation) adopted a *recommendation concerning education for international understanding, co-operation and peace and education relating to human rights and fundamental freedoms*. At the same time, educational staff in the UN Associations in the Nordic countries, Sweden, Denmark, Finland and Norway, joined forces to improve their work in the education sector and established the Nordic "Alternative Group". Their key goal was to provide alternative teaching material about developing

countries, the UN and UNs work, in order to nuance the image of people in developing countries as poor, unhappy, in need of help, and unable to fend for themselves. Their pedagogical basis was the UNESCO 1974 Recommendation (UNA Norway, 2022).

A joint magazine, "Alternativ", was published in all the Nordic countries from 1976 to assist teachers in primary and secondary schools. The magazine provided pedagogical and methodological ideas, as well as teaching plans, and became a success in all countries. The group met twice a year to discuss joint issues and challenges and their work soon attracted international interest. In 1979 they were invited by the UNDP to see their work in Cameroon, resulting in a special issue of "Alternativ" on self-reliance. In 1981 they decided to take a close look on educational films from UNICEF. On the evidence of fourteen hours of film, the reviewers argued in a critical letter to the UN organisation that their films were superficial and failed to provide a deeper understanding of the development problems. UNICEF responded that while they took this evaluation seriously, "views in the Nordic countries are far ahead of views in most other countries". Later, UNICEFs head of information and others took part in the group's work, and they started to meet annually with the heads of information in the Nordic aid agencies.

In the 2000s, the group gradually dissolved, partly because some members scaled back their work in schools and partly because Nordic cooperation diminished as Denmark, Sweden and Finland became members of the EU.

The rise of Norad as a national hub for information work in the 1980s

Background: The need for public support for increased aid

Like most DAC members, Norway committed itself to the goal of 0.7% of GNP target for ODA agreed by the UN in 1970 (OECD, 2002). The country's policymakers also considered it important that increased ODA was backed by the understanding and support of public opinion.

Early opinion polls (1967, 1970 and 1972) showed that a majority supported Norwegian ODA. However, in early 1973 a new poll showed that 61% thought the amount of ODA was too high. This caused concern and sparked a vivid debate in Parliament (Stortinget). The chair of the parliamentary committee on foreign

affairs, Mr. Tor Oftedal from the Labour Party, noted that “we politicians have not been able to create a sufficient understanding for the real purpose of the significant payouts from the state treasury to development aid”. Ms. Liv Aasen, MP also from the Labour Party, noted that support for aid was highest among those who were best informed and stated that “this must tell us that, through our own aid budget, we must invest more heavily in information”, and that Norad should be strengthened in this field.

In an article in Norad’s magazine, Norkontakt, Norad’s head of information, Mr. Leif Vetlesen, analysed the opinion polls and concluded:

Regardless of how one wants to assess the trends in public opinion in recent years, it is clear that approximately every other Norwegian is partly sceptical and partly dismissive of the extent that our public development aid has gained in recent years. Taking into account the declared intention of the political authorities to increase ODA from 0.46% of GDP in 1973 to 1% in 1978, that is to say in constant prices a tripling of the allocations in relation to this year’s budget, it is immediately clear that one is facing a very serious political problem here.

Thus, a government White Paper on international development co-operation presented in 1974, following up on the debate in 1973, stated that:

It is an important task to awaken the public opinion on our part of the responsibility. The idea of solidarity and cooperation has strong roots in Norwegian society. It will be a central objective to gain understanding that we must accept a somewhat lower rate in the increase of our own standard of living in favour of people who lack basic prerequisites for a human existence.

(Ministry of Foreign Affairs, 1975)

Norad takes on a key national role for more and better information work

Despite some reluctance from the Conservative Party, the concern raised in parliament led to increased focus on the need for more and better information work. This laid the foundation for a gradually expanding role for Norad as a national hub for information work on aid and international development cooperation. Norad’s head of information since the late 1960s, Mr. Leif Vetlesen, initiated this process and it was further developed and strengthened in the 1980s by his successor, Mr. Halle Jørn Hanssen.

In an interview in 2012 (RORG Network, 2012), Mr. Hanssen underlined that “it was a broad and value-based scheme for information work” where “critical voices had their place” and stressed the importance of a “diversity of fellow players”,

including “civil society, schools at all levels, media, filmmakers, photographers and writers”. He furthermore stressed the importance of international cooperation in the field of information work. Heads of information of the Nordic Aid Agencies normally met twice a year and every second year they went on a joint trip to the UN headquarters in New York and the financial institutions (IMF and World Bank) in Washington. They also met with colleagues in OECD, formally established as the OECD Development Communication Network (DevCom) in 1988, to discuss issues of common concern, including matters related to public opinion. Norad also reached out to other international actors for collaboration, such as IPS (inter Press Service) and the PANOS Institute.

Most actors supported this joint effort and Norad’s role as a hub, providing space and resources for networking and debates on common challenges, supported also by the Ministry of Foreign Affairs (MFA)⁸ and the Parliament, politically and financially.

Strengthening collaboration with NGOs

A key development in this period was the establishment of a new grant for multiannual framework agreements with NGOs in the field of information work.

In 1971 Norad began providing financial support to CSOs to carry out information work on developing countries and aid, facilitating a growing number of NGOs to engage in such work. Responding to the concerns raised in Parliament in 1973, Norad expanded this funding arrangement in 1975–76, through multiannual framework agreements for umbrella organisations. The first pilot agreement was made with AOF, the adult education association of the Labour movement, funding a position dedicated to overseeing information work within AOF. Similar multiannual agreements were soon made with the adult education association of the other political parties in Parliament, including the Conservative Party, as well as with other key umbrella organisations of popular movements in Norway, such as the Church of Norway, the Norwegian Youth Council and the Norwegian National Council for Women. By involving such umbrella organisations Norad sought to broadly disseminate information to broad layers of the population, conscious that members of the different target groups would have greater confidence in information coming from their own associations and opinion leaders (Hovdenak, 1992). Also other organisations were gradually granted multiannual agreements, including a number of solidarity organisations and other internationally oriented organisations.

An evaluation for the Ministry of Development Cooperation in 1984 looked at the administration of the grant and the information work funded, including measures such as study trips to developing countries, seminars and the use of newsletter and magazines distributed to members (Von Hanno Aasland, &

Johnsen, 1985). The organisations funded by Norad for information work were generally referred to as the “information organisations”, guided by the Nordic tradition of popular education (folkeopplysning), as different from the “aid organisations”, whose “information work” was heavily influenced by PR and fund-raising objectives. Nevertheless, among the recommendations made by the evaluation was that more focus should be on the situation in developing countries, at the expense of the aid aspect.

Conceptual understanding

The conceptual understanding of information work in Norway in this period still corresponded largely to DEAR in English-speaking countries at the time. When used by UNA-Norway, The Norwegian Agency for Development Cooperation (Norad) and other major actors in this period, information work was commonly understood as being about the UN, aid, developing countries and international development assistance, pedagogically guided by the Nordic tradition of popular education. In this period, some more specific terms were frequently used by Norad and others, such as “u-landsinformasjon”, literally meaning “information about developing countries and “bistandsinformasjon” (information about development assistance), but also the term “FN-informasjon” (information about the UN) was still in use. Another key term contributing to the conceptual understanding in this period, highlighted by Mr. Egil Magne Hovdenak in his 1992-paper based on 18 years of experience in Norad’s information office, was “network information”. In his view this term described the way Norad’s information office had worked:

A systematic and comprehensive collaboration with civil society organisations that engage in information work. The organisations reach out to broad layers of the population, that will get information through channels they know and confide in. People get activated to engage in information work shaping attitudes and opinions at the local level and in their families. This provides basis for debate and popular engagement.

However, at the end of the period there were early signs of a major change underway concerning content, goals and approach. A government White Paper on development cooperation in 1984 emphasised that focus should be on “the fundamental problems of the situation in developing countries” and “convey insight into the structural conditions in the international economic system that created problems and difficulties for developing countries”. The second White Paper in 1986 added that priority should be given to information work on sustainable development during the work of the World Commission on

Environment and Development. This commission was led by the then Prime Minister of Norway, Ms. Gro Harlem Brundtland. It further stated that “the North-South dimension is an important part of this information work”. These changes were to cause major controversies in the years ahead.

GE in the first decade of Sustainable Development following the end of the Cold War (1991–2000)

Political context

The international political context shaping GE in Norway changed dramatically when the Soviet Union was dissolved in December 1991 and the Cold War came to an end. Suddenly the fear of a nuclear war between the two superpowers vanished. Hopes of a more prosperous and peaceful world and international cooperation in the true spirit of the UN flourished. The *zeitgeist*, that western liberal democracy would rule the world, was captured by the American political scientist Francis Fukuyama in his 1992 book “The End of History and the last Man” (Fukuyama, 1992).

On the other hand, a first major effort at the international level to forge a better and more prosperous world was already underway, taking into account the rising concern for the environment: the UN Conference on Environment and Development in Rio de Janeiro in 1992, building on the 1987 report of the UN World Commission on Environment and Development, “Our Common Future”. The report had argued that “the changes in human attitudes that we call for depend on a vast campaign of education, debate and public participation”. It furthermore stated that “this campaign must start now if sustainable human progress is to be achieved” and mobilised people, CSOs and governments, at an unprecedented level towards the Rio-summit in 1992. This new potential of GE was also recognised by the UN Development Programme (UNDP), that in its Human Development Report 1993 recommended that

perhaps as much as 3% of aid funds could be earmarked for spending within donor nations to prepare public opinion for these post-cold-war realities and to increase public awareness of the interdependence of the North and the South.
(UNDP, 1993, p. 8)

However, throughout the first decade of sustainable development, that included several UN summits on key development issues, governments

failed to deliver on their promises and commitments made in Rio. Instead, international development cooperation in the 1990s was shaped by the Western powers' triumphalism and desire for worldwide free trade and economic globalisation (often labelled the Washington Consensus) that was imposed on the rest of the world through the International Financial Institutions (IFIs). Thus, the potential of GE to contribute to fundamental change in this critical decade of sustainable development was largely lost.

The setbacks at the international level soon also impacted on Norway's formerly leading role, as revenues from the flourishing Norwegian oil and gas industry grew rapidly and Parliament decided that these revenues, through the government pension fund (the Oil fund), should be invested in the global stock market. Norway's economy thrived in this decade of economic globalisation and increasingly Norway became part of the problem as global sustainable development efforts faded.

At the national level in Norway, the end of the Cold War and the sustainable development agenda coincided with a slight reduction in public support for aid, rising controversies about the structural adjustment programmes imposed on developing countries by donors through the IFIs and a sense of "aid fatigue" within the aid community. These factors contributed to controversies about the way forward for the information work and eventually to a new rationale for Norad's funding.

The first steps towards a new rationale for information work funded by Norad

For Norad, the key rationale for funding information work had so far been to ensure public support for aid, but this was to change during the 1990s. The process started in the 1980s, as a result of Norway's role in promoting sustainable development. In 1983, former Prime Minister of Norway, Ms. Gro Harlem Brundtland, was appointed as head of the World Commission on Environment and Development (also known as the Brundtland Commission). In 1986, as the Brundtland Commission was preparing their report to be launched in 1987, she became Prime Minister again. At that time, due to the reorganisation a few years earlier, Mr. Halle Jørn Hanssen had a double role as head of information of both Norad and the Ministry for Development Cooperation. In that capacity, he was asked by the government to act also as a de facto head of information for the Brundtland Commission in Norway (Norad, 2012). The following year, the ministry established *the Norwegian Campaign for Environment and Development* (Felleskampanjen for jordas miljø og utvikling), in close cooperation with Norad and Norwegian civil society, including UNA Norway. Its task was to follow up

on the “campaign of education, debate and public participation” recommended by the Brundtland Commission report. The head of this campaign, Ms. Elin Enge, underlined in an interview in 2023, that this was very important for Ms. Brundtland, “both to create broad public support for the key messages of the Commission, but also to feel the public pulse on the challenges raised by the Commission” (ForUM, 2023). Norway also took part in the European campaign on North-South interdependence and solidarity organised by the Council of Europe (CoE) in cooperation with the European Community (EC) in 1988.

As the Cold War came to an end, the issues and perspectives of these campaigns, that went beyond the traditional focus on aid, were reflected in a new comprehensive strategy for information work, developed by Norad’s information office in 1990. However, within Norad there was growing concern regarding “aid fatigue”, increased critical media coverage of aid issues and a modest fall in public support for aid. Therefore, as the Rio Summit was approaching, the Director of Norad favoured a more traditional approach to information work to ensure public support for aid.

The emergence of the RORG-Network and its role in shaping the new rationale

In the 1980s, Norad’s information office had established good relations with all actors at the national level, including with the civil society, and its role as hub for information work was widely accepted and appreciated by other actors. However, the growing number of CSOs funded raised the question of coordination, both within the Norad’s information office, for capacity reasons, and among the CSOs, to strengthen the effects of their combined efforts and to develop and formulate their own views and positions on information work. The strongest and most dedicated group of CSOs were those funded through multiannual framework agreements (in Norwegian: “rammeavtaleorganisasjonene”). They were later to be known by their Norwegian acronym, the RORGs. In 1991, Norad provided funding for two part-time coordinators for the RORGs for a few months, later to be followed up, first on an annual basis and then on a multiannual basis for many years to come.

The first steps towards a new rationale for information work described above, taken by Norad and the Ministry, were strongly supported by civil society and other actors within GE, including the RORGs. Thus, the RORGs were also among those reacting with surprise when Norad’s director signalled his intention to only fund information work on aid. Controversies around this led to the establishment of a “Resource Group” by Norad in 1992, with members from both Norad and the CSOs, including the coordinator for the RORGs.⁹ Its task

was to make proposals for “extended collaboration” between CSOs and Norad in the field of information work. The report of the Resource Group, published in October 1992 following intense debates in the group, formulated a new rationale for Norad's information work:

The information work must be linked to attitude-creating work in an overall North/South perspective. The main objective is to contribute to creating an understanding of a Norwegian north/south policy that can contribute to the global changes that are necessary to create a development that is economically, ecologically, socially and politically sustainable.

This reflected both the perspectives introduced by Norad's information office and the ministry in the 1980s, as well as the views of the CSOs. It formed the basis for the RORGs and their networking through the RORG Network, for many years to come. However, it would still take some years before it was also endorsed in Parliament.

The North-South/Aid Commission and subsequent new policies for information work

In February 1993 the government appointed an expert commission on North/South- and aid issues. The RORG Network dedicated much of its joint efforts to deliver input on information work to the commission. The Commission's report, Norwegian South Policy for a Changing World (NOU, 1995:5), was presented February 1995. It was mainly about aid and South-policy, but also included a relatively broad discussion on information work. It adhered to the principal guidelines advocated by the RORG Network, reflecting key messages from CSOs in the South on sustainable development:

It must be a main objective for the information work to prepare a political will in broad sections of the people for the necessary consequences of a global sustainable development. Such a development will have to involve, among other things, both a change to sustainable production and consumption patterns, and changes in the unfair distribution of resources and power in the world.

The Commission Report was followed up by the Government in a White Paper on South policy to Parliament in 1996. No specific reference to sustainable development linked to information work was made in either the White Paper or comments made by Parliament, but both stressed the need for a holistic North/

South-perspective, which did not exclude key issues connected to sustainable development. Both also underlined other aspects of information work that were important for the RORG Network, such as focus on the causes of the global challenges, the value of contributing to critical engagement and debate and not least the importance of bringing in perspectives and views from the South. At the same time the MFA announced that the division of labour between the MFA and Norad had changed: Norad's own information work should now concentrate on its own aid activity and the situation in recipient countries, while the MFA would be responsible for information work on the wider North/South-issues. Norad would, however, still be responsible for the administration of the funding of CSOs for information work, in accordance with the new policy. This led to continued tension between the RORG Network and Norad, who wanted to dismantle the network. This ended in 1998, following an evaluation carried out for the MFA (COWI, 1998), when Norad was told by the then Minister of International Development and Human Rights, Ms. Hilde Frafjord Johnsen (Christian Democratic Party), to accept the continued funding and role of the RORG Network.

Government funding of critical voices for sustainable development

An important aspect of the changes in the late 1990s was the increasing acceptance and appreciation of critical voices within civil society being funded by the government.

The North-South/Aid Commission, reflecting on the role of information work in support of sustainable development, acknowledged that "we must recognize that we are in a process of global change that will require a critical commitment and the search for new insights and new solutions". Thus, for GE to contribute constructively towards global sustainable development, it was of utmost importance for actors within civil society to be able to address key issues critically. Norad and government ministries, which used to fund CSOs in support of their own policies, had to change. This change was on the agenda during the 1990s and was later confirmed explicitly by the parliamentary committee on foreign affairs in 2004:

We must recognize that we are in a global change process that will require a critical commitment and the search for new insights and new solutions. Information and attitude-creating work must therefore be seen in a broader perspective, where an important objective is to stimulate active public participation in these change processes.

This aspect was also welcomed by the GENE Peer Review of Norway in 2009, that saw “the willingness in Norad and the Ministry of Foreign Affairs to support and encourage critical public debate and reflection in the Global Education area as “very important” (O’Loughlin & Wegimont, 2009).

This allowed the RORGs, under the umbrella of sustainable development, to critically address a wide range of new issues in their information work, issues related to global justice and environment, generally issues “beyond aid” and issues linked to PCD.

Information work in Norway in the 1990s

The controversies concerning information work in the 1990s changed the national landscape and Norad’s role as a national hub for information work. Norad’s own information work was now thematically limited to information about bilateral aid and recipient countries. Meanwhile, the MFA took on a more proactive role. In collaboration with the major actors in information work, UNA Norway, the RORG Network and the Norwegian Forum for Environment and Development (ForUM), established in 1993, the MFA arranged annual conferences on key issues, often linked to major UN summits. Thematically these actors had a common agenda, with overlapping, but slightly different target groups. UNA Norway had developed as a large and dominant actor within formal education in school, while the RORGs and ForUM were key actors in the informal sectors. The CSOs active within the two networks overlapped; as RORGs, their role was primarily as “informants” or “popular educators”, while as members of ForUM, their role was to act as coordinated advocates for sustainable development and improved development policies at home and at the international level.

There was no major shift in the methods used in GE and most non-governmental actors continued their efforts through study trips, seminars, weeks of action, magazines for members, publications, and other printed material, including teaching material for schools. Rather, the fundamental changes occurred in perspectives, content and critical approach, and the changed conceptual understanding of the information work.

A new conceptual understanding

Gradually, a changed conceptual understanding took form and was widely accepted among key actors, stakeholders and funders in Norway. The overall term was still “information work” and the pedagogical approach was still inspired by Grundtvig and the Nordic tradition of popular education. The major change was reflected in the new term “North/South-information”, that gradually replaced the term “u-landsinformasjon”, i.e. information about developing countries. This change opened up Norad funding to information work on sustainable development and global justice issues beyond aid. It also addressed the lack of coherence in donor countries’ policies that undermined international cooperation for global sustainable development. Furthermore, the new conceptual understanding underlined the importance of including views and perspectives from the South and stimulating critical debate, as means to improve understanding and policies to move forward towards a more just and sustainable future for all (Nygaard, 2009).

However, the fundamental insight from the Brundtland Commission Report, that the development path of the rich countries in the North was unsustainable and had to change, was still difficult to address in information work funded by Norad, as all their funding was tied to the DAC-list of approved recipient countries in the South. It was still about “us” helping “them”, not about “us” changing our unsustainable development path.

GE and policy coherence for development in the multipolar world of the 21st Century (2000–2015)

Political context

Despite the failure of Western powers and other UN member nations to follow up on their commitments in Rio in 1992, the first decade following the end of the Cold War was a relatively peaceful decade for the world at large. This ended when al-Qaeda launched its terrorist attack on the USA on September 11 2001 (9/11), that had extensive repercussions worldwide in the prolonged “War on terror” that followed. These developments raised many new issues to be dealt

with by GE, including on the rising tensions between the West and the Muslim world and a possible “Clash of Civilisations”, prospects of “the Arab Spring”, and issues related to religion and multiculturalism.

However, at the international level, there were other elements within the changing global political context that had an even more profound impact on GE:

- A new global balance of power: Global politics in the first years of the 21st Century were still dominated by the USA in what many saw as a unipolar world. However, as the “War on terror” evolved, the global dominance of the USA was increasingly challenged by Russia and emerging powers in the South, not least China, in an increasingly multipolar world that also impacted on the UN and other international bodies, such as the WTO. “Perhaps I was present at the collapse of a world order”, wrote the then Minister of Foreign Affairs, Mr. Jonas Gahr Støre, in August 2008, having witnessed the collapse of the WTO negotiations in Geneva some weeks earlier.
- The MDGs: At the turn of the century, and indeed the millennium, the UN General Assembly adopted the Millennium Declaration and the Millennium Development Goals (MDGs), global development goals to be reached by 2015. However, the Declaration and the MDGs did not reflect the outcomes of the UN Summits in the 1990s. Instead, they were testament to the UN Secretary General’s capitulation to western powers and the IFIs after a decade of pressure to obstruct development policy agreed at the UN summits. Nevertheless, for better or worse the MDGs formed the basis for much of the information work carried out in Norway in this period.
- The importance of Policy Coherence for Development (PCD): PCD, underlined by OECD/DAC in their 1996-Strategy, *Shaping the 21st Century: The Contribution of Development Co-operation*, gained an increasingly prominent role in development policy (OECD, 1996). In 2004 Sweden, as one of the pioneers, adopted its “Policy for global development”, and a few years later this became a key focus also in Norway.

A brief overview of GE in Norway 2000–2015

The key non-governmental actors in Norway in this period were still UNA Norway, which focused on youth and played a major role in the formal education sector, and a wide diversity of CSOs through the RORG Network and ForUM, which were dedicated increasingly to PCD and development issues beyond aid, targeting politicians, the general public and different target groups of special relevance to the different CSOs. Norad's "information work" was mainly related to public relations for aid, but their new magazine "Bistandsaktuell" ("Aid News") increasingly also addressed issues beyond aid. The engagement of the MFA was broader, extending to PCD issues.

The MFA initiated several GE campaigns, including the MDG Campaign (2003–2007), Reflex – on Norway's interests in a globalised world (2007–2013) and the Dialogue Project – capital for development (2010–2013).

The Ministry of Education and Research (MoER) made efforts to follow up on the UN Decade of Education for Sustainable Development (UNDESD) from 2004–2014, through a national strategy for 2005–2010, revised in a new strategy for 2012–2015. These strategies were strong on environmental issues and concerns at the local level, but weaker on the interlinkages between development and environment at the global and structural level.

Several evaluations of information work were carried out in this period, at the initiative of both the MFA and Norad. In addition, the RORG Network initiated a major "South evaluation" (2002–2003) as well as a study comparing DEAR in Norway and the EU (2010–2011).

GENE was established in 2001 and Norway became an early member through the RORG Network, followed by the MFA in 2002, and later by Norad. Norway, including the MFA, took active part in the preparation of the Maastricht Congress (Europe-Wide Global Education Congress) in November 2002, where Norway's state secretary for international development and human rights, Mr. Olav Kjørven (Christian Democratic Party), were one of the keynote speakers. A GENE Peer Review of Norway was conducted in 2009 and the Norwegian MFA hosted a GENE Roundtable in Norway the same year.

A DAC Peer Review of Norway in 2013 found that "Norway has a long tradition of strong civil society involvement in development education, and the independence it gives CSOs to fuel critical debate on development co-operation constitutes good practice". The review concluded that "although several Norwegian CSOs rely on public funding, the MFA has effectively encouraged CSOs to cast a critical eye on Norway's ODA, and has managed to establish a dynamic relationship geared towards mutual improvement". This traditional focus on aid was balanced as they added that "the shadow report on policy coherence produced in 2011 by the Norwegian Church Aid is just one of the examples of the overseer role assumed by Norwegian CSOs" (OECD, 2013).

Some major developments within GE in Norway in this period, in which the digital revolution and the introduction of Results Based Management (RBM) had a profound impact, will be elaborated below.

RORG Network focus on perspectives from the South and quality of GE

As a new decade started, good working relationships were developed between the RORG Network and public officers in Norad and the MFA. Mutual understanding and cooperation regarding the administration of funding, with political backing from supportive members of Parliament (MPs), impacted positively on information work. As a result, the RORG Network could dedicate more time and energy to their key task: more and better information work.

A first major initiative was to invite critical friends in the South to critically assess the information work carried out by the RORGs through a participatory South Evaluation, led by Dr. Stiaan van der Merwe from South Africa. Additional funding from the MFA made it possible for van der Merwe to spend considerable time in Norway to get to know the diversity of the RORGs, their information work and the national context.

The highly critical report, presented in 2003, had a profound impact and led to the development of a number of documents guiding the information work carried out by the members of the RORG Network for many years. The annual general meeting (AGM) of the RORG Network in 2004 approved two joint position papers contributing to 1) the conceptual understanding of North/South-information and 2) Perspectives from and cooperation with the South. Two years later, the AGM adopted a “Be Careful poster”, inspired by rules guiding the media. This “poster” provided a checklist outlining a) the CSOs role as both educators and political “watchdogs”, b) stressing their right and duty to ensure information work based on independent, factual and critical information, c) underlining their responsibility to focus on key and current North/South issues based on common interests, not their own vested interests, financial or otherwise, and d) pointing out their obligation to research and include relevant perspectives from the South in their information work.

These documents represented the common understanding of what constitutes quality information work among the wide diversity of the RORGs. They also played a key role in the administration of a new additional grant for information work established by Norad, administrated in cooperation with the RORG Network secretariat, and the development of a peer review system of the RORGs, inspired by the system and methods of Peer Reviews of GE at the European level, developed by GENE after the Maastricht Congress in 2002.

These efforts, in a collaboration between the RORG Network, Norad and the MFA in the early 2000s, building on the changes in the 1990s, contributed to the strengthening of key aspects of GE in Norway. These were also appreciated and acknowledged in a comparative study commissioned by the RORG Network in 2009, that highlighted six aspects as “striking when the Norwegian scenery of DEAR is compared with other European countries” (Fricke & Krause, 2011):

- the clear focus on broader development issues rather than aid;
- the focus on "central and current" issues;
- the appreciation of a critical and political role of DEAR in Norwegian policy debates;
- the strong efforts to involve Southern perspectives into DEAR;
- the focus of Norad's and the RORG network's approaches on (quality) Campaigning/Advocacy; and
- the good basis for the further development of the Global Learning approach of DEAR.

Results of GE on policy coherence for development

In hindsight, one of the major results of civil society advocacy in Norway in recent decades, has been the ethical guidelines for the Norwegian Pension Fund (the Oil Fund), one of the largest Sovereign Wealth Funds (SWF) in the world, adopted by Parliament in 2004. Information work, funded by Norad, played a key role, in documenting the fund's investments in corporations responsible for human rights violations and environmental degradation and proposing ways to introduce ethical guidelines. At a conference about the Oil Fund and Climate, organised by CSOs in 2016, Ms. Kristin Halvorsen, former Minister of Finance, stated:

The activity and insight that the voluntary sector has built up in this field was of great significance for us getting ethical guidelines in place for the oil fund ... and in the further development of the guidelines.

But of course, such results depend on interaction and cooperation between many actors, including politicians, researchers, and the media. At that time, in the early 2000s, the role of Norad's funding in this case was delicate, as it could have been seen as a politically partisan issue. However, this was about to change, and the advocacy element of information work was eventually to be accepted across all political parties.

In 2009, Norad announced that reporting on results would be a requirement extended to CSOs funded for information work. The CSOs would be required to answer: What results can you show after many years of Norad-support for information work? Through courses run by Norad on the Results Based Management (RBM) model, CSOs were made familiar with the new language, including “baseline” and “SMART indicators”, as well as input, output, outcome and impact. The RBM model had for some years been applied to measure results in aid, but whether they could apply to information work remained an open question. The RORG Network was critical, but open to the idea, asking: “What results do Norad want?” and “How should we measure them?” Answers were hard to give and in the dialogue between Norad and the RORGs it was agreed to start by just trying and using common sense, without any given answers from Norad.

Based on the annual reports for 2011 to Norad from the RORGs, the RORG Network secretariat published a summary report in 2012, outlining results along a series of metrics, with a description of how they were measured and assessed. In an attempt to answer Norad’s question from 2009, it suggested that the key results achieved, based on the political guidelines made by Parliament, was that government funding of information work through the RORGs had contributed to critical debate and improved knowledge about key and current North/South issues; the strengthening of CSOs in their roles as advocates and “watchdogs” on development policy issues; focus on relevant themes related to Policy Coherence for Development (PCD); contact and cooperation with development actors in the South, ensuring that relevant knowledge, views and perspectives from the South had been made available for target groups in Norway; improved understanding among the general public, that development policy is more than aid and a shift from development policy dominated by aid in direction PCD. The report was careful to outline results that corresponded to the political guidelines made by Parliament, mindful that the line between information work and undue political lobby was unclear and a political sensitive matter.

Mr. Peter M. Gitmark, MP for the Conservative party and party spokesperson on development policy, was invited to the launch of the report. He welcomed the report, but challenged the Network: did all these efforts lead to anything? How did increased knowledge and learning, changing attitudes and values translate into new behaviours, actions or policies that make the world a better place? The RORG Network took up this challenge in its summary report for 2012, that included the most prominent examples of results reported by the RORGs to Norad not only as educators, but also as political advocates and “watchdogs”. Such results, that normally were achieved through the combined actions of various actors and ultimately by decisions by others than the RORGs, included (in 2012) i.e.: the adoption in the UN of an Arms Trade Treaty (ATT); principles for responsible lending and borrowing launched by the UN; the Norwegian government commitment to introduce country-by-country reporting (related to tax justice) before January 2014; the Norwegian government commitment,

as the first government in the world, to conduct a debt audit, based on the UN principles for responsible lending and borrowing; the Varner Group, Moods of Norway and H&M (all well-known clothing chains) all decided to be open about their supplier lists; Norwegian food producers cut the use of palm oil (harming the rain forest and having negative effects on health) by two thirds and the Bank of Norway decided to make tropical deforestation as a priority area for the ethical work. Again, while all of these positive developments cannot be attributed to the information work or civil society alone, in all of these cases the outcome was in part a product of dedicated RORGs and other CSOs, working closely with politicians, journalists, researchers and others.

Such results of information work, funded by the government, were welcomed by MPs from most political parties and CSOs role as “Watchdogs” were increasingly seen as important in the democratic process of improving policy. This was also reflected in the new political guidelines for the funding of information work proposed by the government in the budget for 2014. The grant should “contribute to democratic participation and political advocacy as well as promoting critical debate about development policy issues through: a) ensuring diversity of opinion, contributing to engagement and spread knowledge about development policy and global issues to different part of the population and b) making arrangements for representatives from developing countries to participate in the Norwegian debate about development policy.”

The Struggle for Government funding for information work 2014–2015

Government funding for information work through CSOs, administered by Norad, had been rising since the early 1970s. As percentage of ODA, it peaked in 2000 at 0.47% under the first government of Mr Kjell Magne Bondevik, consisting of his own Christian Democratic Party together with the Centre Party (formerly the Farmers’ Party) and the Liberal Party. The total amount peaked in 2011, at NOK 91 million, during the government of Mr. Jens Stoltenberg (Labour Party), consisting of the Labour Party, the Socialist Left Party and the Centre Party. That level of funding has been kept since, but funding was nearly brought to a complete halt in 2014–2015.

After the parliamentary elections in September 2013, the eight-year tenure of the red/green government under Prime Minister Stoltenberg came to an end, making way for Ms. Erna Solberg’s government. It was a minority government of her own Conservative Party in coalition with the Progress Party, thus labelled the blue/blue government. To ensure a majority in Parliament, the government

needed support from their two partner parties, the Christian Democrat Party and the Liberal Party.

The new government did not appoint a Minister of International Development. Instead, aid was included in the portfolio of the Minister of Foreign Affairs, Mr. Børge Brende, with the explicit aim of enhancing PCD. In his letter to Norad concerning the 2014 budget, he instructed Norad *not* to announce the planned continuation of the multiannual grant for information work. When questions were raised in Parliament, the government referred to a recent review and stated that the grant “had reached out to a wider audience to a limited extent” and concluded that “it is therefore natural to assess the scope of the grant and whether an alternative use of the funds can provide a greater aid effect”.

Despite loud protests from CSOs and academics, the government proposed a cut in funding from NOK 91 million to 60 million in its 2015 budget. In the media, Minister Brende explained that “in a situation where there are millions of children who do not even get basic education, we must look critically at the funds that are being used in Norway for information campaigns and salaries for permanent employees in this country.” The Minister added: “Then I have to prioritise humanitarian activity outside the country’s borders.” This contradicted not only the guidelines approved in Parliament in 2013, but also with the explicit reason given for having one minister in charge of both foreign affairs and international development.

Thus, only one week after the presentation of the budget, Mr. Kjell Ingolf Ropstad, MP from the Christian Democrat Party, on which the government depended to get a budget through Parliament, announced in media that the proposed cut would be “cancelled”. Instead, he suggested that Parliament and the CSOs should use 2015 to come to terms on guidelines for the grant that would ensure PCD. Consistent with this approach, the budget agreement reached between the two parties in government and their partners in Parliament reversed the proposed cuts. Furthermore, a joint committee in Parliament approved that “the scope and the structure of the grant for information work will be the same as in 2014” and that a review be initiated in consultation with the CSOs. Nonetheless, the struggle didn’t end there.

In their 2016 budget they proposed to cut NOK 50 million, even more than the year before. With reference to the ongoing refugee crisis in Europa, Minister Brende hit back at protesting CSOs and argued in the media that he “had expected that these organisations would also have said that it was good and that they understood that priority in the tough situation we are in”. A broad opposition alliance argued that the development debate was in danger and advocated a reverse of the proposed cut. This included the youth organisation of the Conservative Party and the two partner parties of the government, the Christian Democrat Party and the Liberal Party. However, as expected, expenses for refugees grew and the government presented a supplement to the proposed budget that went even further, proposing a complete halt in all funding for information work, including funding for UNA Norway and the RORGs as well

as Norad's own magazine. In the end, the government was unsuccessful. All proposed cuts were reversed, following the budget agreement in Parliament between the government parties and their partner parties.

A revised conceptual understanding

The key term used was still information work, but the term North/South-information faded out gradually in this period. Conceptually it was increasingly understood as an essential part of a national democratic process, informing/educating and engaging public opinion and civil society to stimulate debate to improve Norway's policies and performance on PCD. Nevertheless, as an implicit consequence of the MDGs and traditional North/South-relations created by aid, reflecting global power relations, PCD was still understood as "us" helping "them", i.e. as an extension of traditional aid. Thus, contrary to the key message about sustainable development from Rio, "development" was about "them", not "us", at least in the mindset of the key bodies funding information work: the MFA and Norad. As UN efforts towards the MDGs came to an end in 2015, this was about to change.

GE and the Sustainable Development Goals (SDGs) in an unstable and uncertain world (2015 – present)

Political context

The multilateral agreed basis for GE was substantially strengthened with the adoption of Agenda 2030 and the Sustainable Development Goals (SDGs) by the UN General Assembly in 2015, including target 4.7: "By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development [...]" Unlike the controversial MDGs, the SDGs were developed in a participatory process ensuring their legitimacy and capturing key ambitions from the Rio summit in 1992 as well as many of the multiple global concerns at the time of their approval. At the international level, the basis for GE was further strengthened by UNESCO's revision and update of the 1974-Recommendation as a tool for all education stakeholders to achieve the SDGs, completed in 2023.

At the European level the basis for GE was strengthened inter alia by the New European Consensus on Development adopted by the EU in 2017 and the European Declaration on Global Education in Europe to 2050, adopted in Dublin in 2022. However, as the multilateral framework for GE improved significantly, the global outlook for achieving sustainable development deteriorated.

While new reports highlighted the urgent need to address global warming, its consequences, and the rapid depletion of global natural habitats and biological diversity, the post-Cold War erosion of Western dominance and triumphalism persisted. This coincided with a weakening of the multilateral system established after WWII. Indeed, many feared that the democratic foundations of Western nations themselves were weakened, as the climate of public and private debate became hostile and polarised. This was reflected in a number of high-profile issues in Europe, such as the election in 2016 of Mr. Donald Trump as the president of the USA (2017–2021), the rise of populist, nationalist and “anti-globalist” parties and movements in Europe in the wake of the European refugee crisis in 2015, terrorist attacks and the failure of multiculturalism, the withdrawal of the UK from the EU in 2020 (Brexit), and the mobilisation of youth for the climate, striking under the banner of Fridays for Future and led by the Swedish climate activist, Greta Tunberg, from 2018. Then, as Europe and the world was grappling with these pressing and polarised political issues in early 2020, the world was hit by the COVID 19 pandemic, resulting in serious setbacks for Agenda 2030. A few years later, the ability and will of the UN and the international community to focus on the SDGs experienced further setbacks, as Russia launched a military attack on Ukraine in 2022 and the Middle East exploded in a new bloody war in the Gaza Strip. Along with the skyrocketing of energy prices and the general price hike hit ordinary people in Norway, all these developments influenced the political agenda in Europe, as well as in Norway, removing focus from the SDGs to basic issues of ensuring our own safety and well-being.

The strengthening of GE in formal education through school curricula renewal

Perhaps the most profound change in GE in Norway in this period occurred in the formal sector. In 2013, the government appointed a committee to assess basic education subjects against requirements for competence in a future social and working life.¹⁰ The RORG Network had been coordinating input to the committee from CSOs and academia, to strengthen GE elements in line with SDG target 4.7. These elements were also included in the committee's report, "The School of the Future — Renewal of subjects and competences" (Ministry of Knowledge, 2015), presented in 2015 and further strengthened by the subsequent government White Paper on Education to Parliament in 2016.

The head of the Union of Education Norway insisted on the centrality of Sustainable Development into the future in his response to presentation of the final results of the curricula reform in 2019 by the Minister of Knowledge, Mr Jan. Tore Sanner (Conservative Party). As part of the curricula renewal, three cross curricular themes were introduced: Democracy and Citizenship, Sustainable Development and Health and Life Skills. In addition to providing UNA Norway and other CSOs with a better basis for their work within the formal sector, it led to a large and increased focus on Education for Sustainable Development and other elements related to GE within academia and the education sector itself. These changes harmonised well with the massive engagement of school students as part of the global youth movement for climate mobilised by Greta Tunberg at that time. However, this engagement was brought to a standstill during the Covid 19 pandemic, and the long-term effects of the curricula renewal remain to be seen.

The SDGs as the common ground for information work

In 2015, a majority in Parliament forced the government to reverse proposed cuts and maintain the direction and funding of information work. This secured continued funding for UNA Norway and Norad's magazine "Bistandsaktuelt" and led in the short run to a temporary extension of the multiannual agreements made with the RORGs for the 2011–2014. Nonetheless, the future remained uncertain.

However, following a period of ad hoc solutions, new guidelines were approved by the MFA in 2020, when a new call for proposals were made, offering

multiannual agreements for 2021–2025. The new guidelines implicitly referred, in a slightly different language, to the overall goal of the funding, repeatedly confirmed by Parliament since 2014, “to contribute to knowledge, engagement and debate about global environment and development issues among the Norwegian population”. It was furthermore stated that “Agenda 2030 and the SDGs are the framework for the call” and that it would be possible to apply for funding of projects “within the entire sustainability agenda”. This was in line with how the funding in practice had been used since 2015, not least by the RORGs.

As a result of compromises in Parliament during the battle over government funding in 2015, the funding of UNA Norway was moved from Norad to the new Department for Sustainable Development within the MFA. Thus, the framework for UNA Norway and its funding from the MFA was Agenda 2030 and the SDGs. In 2015–2016 UNA Norway developed comprehensive digital educational materials for schools.

Long-term results of information work

In their annual and results reports to Norad, the RORGs reported on all their information work funded by Norad, detailing their outreach and engagement with different target groups and how they had contributed knowledge and stimulated debate on different key issues and themes. These reports were the basis for the continued efforts of the RORG Network to identify and document results of Norad-funded information work, including long-term results and political impact.

Two studies published by the RORG Network focussed on long-term results on two key issues, for which a substantial amount of the funding had been used: Ethical Management of the Oil Fund 1997–2017 (2018) and Tax Evasion and Tax Havens 1998–2018 (2019). In addition, the RORG Network produced another overall report, a Results Report for 2017–2019. In order to look at the relevance for Agenda 2030, this report presented a diversity of results linked to the 17 different SDGs. It also included 1) a brief presentation of results of the information grant in promoting the SDG-agenda as a whole in Norway 2016–2020 and 2) a special study on FIVH¹² and the clothing industry 2002–2020. These reports aimed to document results in the form of political impact, often as results of the combined efforts of CSOs, through information work and advocacy, interacting with engaged actors within academia, media and politics, and were well received by politicians and others engaged in information work and development policy.

The results report on Ethical Management of the Oil Fund 1997–2017 was launched at a seminar in Parliament in February 2017. “There is reason to congratulate civil society on its efforts”, said Mr. Einar Steensnæs, a former key politician for the Christian Democrats and Minister of Petroleum and Energy.

“Civil Society contributes to making the impossible possible”, said the Director of Norad, Mr. Jon Lomøy, and concluded: “The sum of seminars and reports becomes something useful.”

The closing down of the RORG Network Secretariat

Although the Minister of Foreign Affairs, Mr. Brende, suffered a defeat in Parliament in the battle of government funding for information work 2014–2015, this moment still marked the beginning of the end of the RORG Network.

In 2017 Norad’s independent Department of Evaluation conducted an evaluation of Norad’s funding for information work and communication, including the grant for the RORGs, UNA Norway and Norad’s own communication work. The final report, “Monologue or Dialogue”, was launched in August (Brauteset et al., 2017). Reflecting developments during the last 3–4 years, it concluded, among other findings, that the relation between Norad and the RORG Network had become “unclear” and recommended to the MFA that “the justification, role and function of the RORG Network should be assessed in the light of a possible change in the administration of the grant for information work”. The MFA decided in April 2018 that this was to be followed up by Norad in a review that would soon be initiated.

As part of this review, the input from the members of the RORG Network basically expressed their desire that the relationship between Norad and the secretariat of the RORG Network continue as before. The review, published in December 2018, reflected this, and concluded that “RORGs role as the spokesperson for its members and the saviour of the informasjonsstøtten grant is clearly appreciated by its members. Its role as a dialogue partner between members and Norad has diminished...” (SDA, 2018). One option, suggested for Norad, was to outsource the administration of the grant to the secretariat of the RORG Network. Norad’s decision, communicated to the board of the RORG Network at a meeting in January 2020, was to terminate cooperation with the secretariat of RORG Network as an intermediate between Norad and the RORGs.

While Norad recognised the important work carried out by the RORG Network throughout many years, the intermediary function of the secretariat the RORG Network between Norad and the RORGs of was to be discontinued. Furthermore, Norad stated that the RORG Network could still apply for funding as all other CSOs. However, the role of the RORG Network and its secretariat had never been to carry out GE projects, and an attempt to apply for continued funding failed. Thus, the secretariat of the RORG Network closed down in June 2021.

Part 3: Learning from History

Key issues and the contribution and impact of GE at national level

This brief historical overview of GE/information work in Norway since WWII suggests that the key issues dealt with in GE, to a large extent, have reflected both the international and national political context, as well as national, political ambitions and interests. This, of course, should come as no surprise, as most of the information work has been funded by the government through the MFA/Norad.

For many decades information work was about the UN and aid to developing countries, and it was “easy”. It is reasonable to assume, that for most Norwegians, support for the UN and aid to developing countries was value based and seen as “the right thing to do” at a time of building the welfare state and experiencing improved standards of living at home. Surveys indicate that the contribution and impact of information work during the Cold War was successful when assessed against its goal: It reinforced the existing sense of international solidarity among the general public, across most of the political spectrum, brought it on to new generations and provided politicians with the understanding and support of public opinion they needed to legitimise the corresponding national policies and budgets. On the other hand, it might have failed to provide knowledge and learning for people to be able to critically assess and understand global power relations and its effects on international development co-operation, including the UN and the wider multilateral system. Although perhaps more due to fund-raising campaigns, it may also have failed to deliver quality GE/information, by highlighting the moral dimension at the expense of deeper understanding of complex issues and processes. This may have undermined Norway’s ability to properly address challenges and threats to the multilateral system and international development cooperation during the Cold War and beyond.

Since the Cold War, however, the issues, as well as the assessment of the contribution and impact of GE/information work, has become more complex and complicated. Again, the key issue of concern dealt with, Sustainable Development, reflected both the international and national political context, as well as national interests and political ambitions, not least those of the Norwegian Prime Minister, Ms. Gro Harlem Brundtland. Her ambitions resonated with young

people at the time, among whom there had been a growing concern for the environment, but politically, the new challenges turned out to be difficult to handle. Norway's petroleum industry flourished, being the source of a rapidly growing national pension fund ("oil fund") and providing well paid employment to many Norwegians and their families, and there was growing concern among people that sustainable development and a "green shift" would put the continued improvement of their standards of living at risk. It was widely acknowledged, although not by all, that in our search for solutions to these new challenges and dilemmas, we did not have the answers. Strong values and moral integrity were not sufficient; GE/information work funded by the government needed to embrace and encourage critical debate, as well as new, challenging, and more robust knowledge.

Under the umbrella of Sustainable Development, a wide range of new issues related to global justice and environment, generally issues "beyond aid" and linked to PCD, was increasingly the focus of GE/information work also, in particular in the informal sector. In addition to climate and other environmental issues linked to planetary boundaries, such issues included "ethical guidelines for the oil fund", "third world debt", "trade justice", "tax justice", "responsible business" etc. etc. If resolving these issues is the measure of success, GE/information work has failed since 1992. Norway and the world at large are far from being on a path to sustainable development. However, it would be unfair to blame GE/information work for this failure. Based on the documentation and reports of the RORG Network, the contribution and impact of GE/information work on issues beyond aid and PCD can be evaluated according to several other criteria.

Knowledge about such issues has been extended to particular target groups and layers of society, as well as the general public, through a wide variety of projects, including the use of the media. Numerous polls have shown that this has had an impact on public opinion, indicating that widespread learning has taken place. In many cases, this has contributed to agenda-setting, stimulating critical public debate and attracting political interest that in some cases has led also to political impact, for instance through new government policies, laws and regulations or more responsible businesses. The most celebrated result has been the ethical guidelines for the oil fund, approved in Parliament in 2004. These guidelines and the fund's development as a responsible investor was labelled the "Gold Standard" for Sovereign Investments Funds by Time Magazine in 2008. According to Dante Pesce in 2016, representing the UN Working Group on Business and Human Rights, there was "room for improvement", but still, the responsible management of the oil fund was "the best in the world" and "an example for others".

In addition, key actors within GE/information work, UNA Norway and the RORG Network, has played an important role in ensuring that ESD has been substantially strengthened in the formal sector, through the curricula renewal in 2019.

Perhaps even more important in the long run, is that GE/information work has reached and engaged many young people, who have learned to assess new information critically, contributing new knowledge and insights through their own research, seeking new technological and political solutions to contemporary challenges. Young people have acquired the skills to find allies among researchers, stakeholders and others and using the democratic means to improve policy and practice. Such learning may be of vital importance when these young people, as adult professionals or politicians, seek to contribute to global Sustainable Development.

Lessons learned

In order to promote quality GE, decades of experience within government funded GE/information work allow us to identify a number of important lessons learned, including:

- To ensure democratic legitimacy and to facilitate critical debate, it has been important to secure support for funding and guidelines for GE/information work among the widest possible spectrum in Parliament. All politicians amenable to the GE agenda must be included, which cannot be left to a ministry or agency alone.
- For actors within GE/information work, long-term, predictable funding has been vital to build, maintain and renew competence and capacity over time, both on GE/information work and the many issues dealt with.
- For GE/information work to have political relevance and impact at the national level, it is important for actors within civil society to build political and democratic competence. Civil society actors must forge constructive relations with politicians, media, academia and relevant stakeholders, as well as actors at the national and international level, constantly reviewing and renewing their knowledge, perspectives and messages in dialogue with others and in light of technological changes and the ever changing national and international political context.

Key challenges for GE in our contemporary dark, historical context

Since 1992, international efforts to achieve Sustainable Development, supported by GE/information work, have failed and we are confronted with a range of difficult dilemmas and challenges in our search for a way forward. While wars are looming, democracy falters and the multilateral system fails to deliver, recent research found that six of the nine planetary boundaries have been transgressed, suggesting that Earth is now well outside of the safe operating space for humanity. In this situation, it is easy to feel powerless and difficult to maintain faith in a sustainable future.

Thus, a key challenge for GE/information work today, is to identify and reach through to the hearts and minds of the general public, politicians and other stakeholders, in particular young people, with robust knowledge and feasible solutions that can bring hope and renewed energy, engagement and commitment for positive change into the dark political context of today's world.

There are many obstacles, including:

- *Future funding and direction after 2025 are uncertain.* Since 2015, the budget line for GE in the annual budget proposals from the government has gradually been removed and there are few MPs and political advisers left in Parliament aware of and concerned with the matter. At the same time, the secretariat of the RORG Network, that produced national reports and successfully advocated for funding for decades, was closed down in 2021. It remains to be seen if the next Norwegian government and Parliament, following parliamentary elections in 2025, will maintain funding until 2030.
- *The international and national context is challenging.* Despite the many burning issues of Agenda 2030 and the SDGs, other issues dominate the national political agenda. At the international level, that includes the wars in Ukraine and Gaza and the coming presidential elections in the USA, polarised issues hardly addressed by government-funded GE actors. At the national level, it includes a number of heated political issues, such as the price hike on electricity and a number of other consumer

goods, challenges in schools, health care and more. Thus, for GE actors it is more difficult than earlier to attract the interest of different target groups and partners, including politicians and the media.

- *Maintaining focus on ESD in the formal sector.* The curricula renewal in 2019 was a breakthrough for ESD, accompanied with political engagement and a lot of engagement in the education sector itself, among teachers and school students, as well as academia and CSOs. Much of this engagement appears to have lost momentum during the Covid 19 shutdown, which hit the education sector and school students particularly hard. Since the opening of the schools, other critical issues within the education sector have dominated, including the lack of motivation among teachers (due to low salaries and difficult working conditions), increased violence in schools (among students and toward teachers) and Norway's weak performance at the latest PISA-ranking.

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¹ The main source of Information on UNA Norway is UNA Norway (2022).

² <https://www.cmi.no/about/who-we-are>

³ The Fund was reorganised and replaced by *The Norwegian Development Assistance* (Norsk Utviklingshjelp) in 1962, which in 1968 became the *Norwegian Agency for Development Cooperation (NORAD)*.

⁴ The Norwegian and Scandinavian term is “folkeopplysning”, literally “peoples enlightenment”.

⁵ (Smith, 1999; 2007; 2011)

⁶ The resolution was adopted by the DACs predecessor, the Development Assistance Group (DAG), established in 1960 and replaced by DAC in October 1961. Norway joined in 1962 (Führer, 1996).

⁷ <https://www.fao.org/3/f3200e/f3200e01.htm>

⁸ According to this publication the Alternative Group in many ways became a pioneer in this field.

⁹ From 1983-1989 Norad was part of a separate Ministry of Development Cooperation (MDC) that was also responsible for the funding of the information work administered by Norad.

¹⁰ The coordinator employed in early 1992 was Mr. Arnfinn Nygaard, the author of this article.

¹¹ The committee was normally referred to as “The Ludvigsen-committee” (Ludvigsenutvalget), after its leader, Sten Ludvigsen.

¹² FIVH is a Norwegian acronym for the Future in Our Hands, one of the larger CSOs in Norway engaged in information work funded by Norad.



Portugal

*La Salete Coelho
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Introduction

This chapter outlines the early history, contemporary situation, and challenges of Global Education (GE) in Portugal, with a particular focus on national policy. While existing accounts of GE in Portugal include aspects of the background and challenges to GE, we aim to provide a more comprehensive picture by building on these accounts, gathering information already published, alongside lesser-known sources.¹ We hope this text will provide an historical perspective on GE in Portugal and how it links to the European context.

Acknowledging as authors our strong engagement within the field of GE and the diversity of simultaneous roles within it, both nationally and internationally, is for us crucial. As “hybrid” actors we can have a somewhat privileged position of observing the GE landscape nationally and globally, and experiencing firsthand its (often) conflictual encounters. Both are important to the way our vision and hopes for GE have unfolded.²

We believe that part of the transformative power of Global Education lies in the dynamic interplay between the past, present, and future, which is still to be fully explored. As Coelho, D.P. (2019, p. 249) puts it:

as paradoxical as it may seem in a time of terminological updating, it seems to us that the future of Development Education (DE) implies, to a large extent, the past of DE, regardless of the terminological update – and the reasons underlying it [...] (2019, p.249)

In this chapter we start by tracing the emergence of GE around the Portuguese pre- and post-dictatorial period in the 1970s. In doing so, we aim to highlight the importance of recognising informal and formal processes to understand how GE has been shaped in Portugal and, at the same time, to point out key steps towards the policy recognition of GE in the contemporary period. We then address the progress of GE over the last three decades in greater detail.

Any adequate account of GE in Portugal also requires a consideration of two “strands” of GE that are particularly relevant: “Development Education” and “Global Citizenship Education” – which are the main key terms to date³ (Coelho, L.S. et al., 2024).

The chapter is divided into three parts. In Part 1 we offer an account of the early history of GE by looking at key events and mapping informal and formal actions that were constitutive of GE, across what we identify as three distinctive stages. Part 2 is devoted to understanding the main national policy in the field, the National Strategy for Development Education (ENED): an inter-ministerial

initiative which has lasted, in consecutive iterations, for almost fifteen years, jointly coordinated by the Ministry of Foreign Affairs and the Ministry of Education since 2010. We describe the key points, challenges and lessons learned across the lifespan of this policy, in each of its three existing cycles to date. Based on this “roadmap” of GE, finally, in Part 3, we offer our thoughts on a selection of key challenges we see for the field in the coming years, and that respond to national, European, and international concerns.

Part 1: Early History of GE

Before 1974: the informal emergence of GE

In Portugal, the roots of Global Education (GE), particularly in the Development Education (DE) tradition, are identifiable as far back as the dictatorial and colonial period, before the “carnation revolution” that took place in 1974 (CIDAC, 2006; Coelho, L.S., 2013; GENE, 2014; Santos & Cardoso, 2014; Tarozzi & Inguaggiato, 2016; CONCORD Europe, 2018; Coelho, D.P. et al., 2019; GENE, 2020). Informal civil society groups and collectives were the protagonists. These actions were

led above all by groups of students and active elements linked to the Catholic and Protestant Churches, which aimed to inform national public opinion about the realities of the territories under Portuguese colonial domination [...] to help creating a critical awareness and a will to act for justice and peace. (CIDAC, 2006, p. 2)

The existence of a censorship policy, closely monitored by a political police force, controlled the information circulating in Portugal about the European democratic context and Portuguese colonial policy. Public demonstrations – both those that were pro-democracy and anti-colonial war – were banned. By promoting these actions, these revolutionaries, educators and documentalists risked arrest and even put their lives, and their families, at risk.

Among these groups, the work of individuals contributing to the preparation and distribution of the “Anti-Colonial Bulletin” (BAC), the “BAC group”, is noteworthy in terms of what we can consider DE-related work. Working in a structured and rather fluid mode, this clandestine group organised this bulletin and other documentation to raise awareness about the colonial occupation and war taking place in Cape Verde, Angola, Mozambique and Guinea-Bissau. CIDAC (which now⁴ stands for “Amílcar Cabral Centre of Intervention for Development”⁵), a founding Non-Governmental Development Organisation (NGDO) in the field of DE, had its origins in this group.

Once the Portuguese dictatorship was overthrown in 1974, these groups turned their attention to the liberation and independence processes in the former colonies, mainly between 1974 and 1975, and focused on providing information and training to Development Cooperation agents working in those contexts (Coelho, D.P. et al., 2019). Gradually, some of these groups reshaped and formalised into civil society organisations, such as NGOs.

Some authors (Pereira, 2014; Braga, 2018) argue that while not formally recognised as DE, the attention these initiatives paid to relations between peoples, North/South dynamics, connections with newly independent nations, and the emphasis on fostering peace and human rights, laid the groundwork for DE in Portugal. However, the term was then unknown in Portugal and would be later introduced in the mid-1980s in the scope of Development Cooperation (Pereira, 2014).

Recognising the (informal) DE roots in this historical context is crucial to understanding the chronology, the actors, the focus, the challenges, and even the debates that still mark the field in the country (Coelho et al., 2019). Even though the Portuguese dictatorship (one of the longest in Europe, from 1926 to 1974) and the colonisation of Africa are fundamental to the idea of a constructed national identity, the debate about their legacies is quite recent, conflictual, and remains largely unaddressed by Portuguese society.

Critical reflection on Portuguese 20th-century history and its legacy for today has been challenging. Until recently, and, even today for many, the implications of Portugal's colonial past have been generally a kind of 'non-issue'. When discussed, colonialism is often presented in apologetic terms, 'not as bad' as other colonial powers, led by the goals of evangelising, civilising, and developing the territories (Coelho, D.P., 2019) – the so-called "luso-tropicalism" (Castelo, 2013).⁶

Coloniality, which refers to the persistence of a 'colonial' mentality in the present, finds expression in structural and mental schemes associated with colonialism (despite the end of the historical domination), the lack of representation of ethnic and cultural diversity in political decision-making spaces, a widespread tendency to deny the existence of racism (Coelho, D.P., 2019) or the prevalence of "charitable approaches (...) over international solidary approaches" (GENE, 2020, p. 11). These pressing challenges are of key relevance for GE (Coelho, D.P., 2019) and will be later resumed in this text.

After 1974: the emergence of GE

Development Education emerged in Portugal as part of Development Cooperation in the 1980s and was implemented by NGOs (Pereira, 2014). After only a decade, in 1998, the by-laws of Non-Governmental Development Cooperation Organisations were adopted, by the Law 66/98 of 14 October, and

DE was established as one of the fields of action of NGOs (Article 9, i.) (IPAD, 2009)⁷. At the time, only a brief (yet suggestive) mention of DE was made, and no official definition was issued.

While there may not have been a substantial volume of activities in the field during the 1980s and 1990s (Braga, 2018), several initiatives from this period became instrumental to the formal emergence of DE and positioning Portuguese DE community within the European space (Coelho, D.P. et al., 2019).

One important development in March 1985 was the creation of The Portuguese NGO Platform⁸ by thirteen non-governmental organisations (CIDAC, 2006). This took place in the context of preparation for Portugal's integration into the European Economic Community, in 1986. As a result, it became possible for this Platform to access the co-financing available for Development Cooperation and DE projects. However, between 1987 and 1999, only four Portuguese NGOs had projects approved under this granting mechanism, which meant that only a small number of NGOs could in fact access these funds (CIDAC, 2006). However, the most significant consequence of the Platform was its role in connecting the national NGOs under its umbrella with groups of European non-governmental organisations working in similar fields, and enabling participation in specialised training initiatives (GENE, 2020). For instance, the annual meeting of the Forum of the NGO Liaison Committee (CLONG) was held in Lisbon in 1996, making it possible to organise the first national exchange of experiences from DE projects, and the European "DE Summer School" in 1997. Another event that proved crucial for the integration of a "European community of DE" was the creation of the North-South Centre of the Council of Europe in 1988, located in Lisbon, which had the primary objective of promoting GE (Coelho, LS, 2013). This led to the participation of The Portuguese NGO Platform⁹ in the Global Education Week, beginning in 1999.

The early 2000s were crucial times for DE in Portugal and Europe. The organisation of the Maastricht Global Education Congress (2002) and the subsequent development of the Maastricht Declaration where the vision for GE was established was also instrumental for years to come. The founding of CONCORD¹⁰ (The European NGO Confederation of Relief and Development) in 2003 was key for advocacy and policy influence in the field. CONCORD is the umbrella network of NGOs and NGO representatives across Europe that acted as "main interlocutor with the EU institutions on development policy"¹¹; its Development Education working group provided a welcome hub for NGOs working in GE at the time.

In Portugal, this period was marked by the organisation and strengthening of the DE community. At a national level, a working group dedicated to DE in The Portuguese NGO Platform was created in 2001. This group sought to gather, empower and mobilise national players through dedicated training events¹² and to liaise with European peers. By the end of 2002, the participants of the National *DE School* decided to carry out an exercise to collectively define their vision of "Development Education". This consolidated the Platform's DE Working Group

and paved the way for this group to organise the European *DE Summer School* in the following year, in partnership with the Development Education Exchange in Europe Project (DEEEP), a high point in the experience of DE to date in Portugal. 2002 also marked the beginning of the affiliation of Portuguese representatives with the newly created GENE. Interestingly, this participation was made through the NGDO CIDAC, since it was clear that it was the most experienced actor in the field in Portugal (CIDAC, 2006).

From 2005: Towards the political affirmation of GE

The years 2005 and onwards are marked by several strategic actions that would become decisive for the gradual political affirmation of GE. These include the formal participation of Portugal in several DE and DE-related national and European political high-level groups and funding for DE work developed by NGDOs.

The institutional basis of NGDOs' work was strengthened, with the participation of the Portuguese Institute for Cooperation of the Ministry of Foreign Affairs (ICP)¹³ in GENE. This was fundamental to the Portuguese officials' understanding of DE in Europe (CIDAC, 2006) and laid the foundations for the first dedicated DE policy in Portugal in the following years – the *ENED – National Strategy for Development Education 2010-2015* (IPAD, 2009). In 2005, the field of DE was significantly strengthened in terms of policies and funding (Pereira, 2014; GENE, 2014), an institutional turning point highlighted in the 2006 *DAC Peer Review of Portuguese Development Cooperation* (IPAD, 2009). For the first time, DE was recognised as one of the priorities of the national cooperation policy, embodied in the document *A Strategic Vision for Portuguese Cooperation*, approved by the Council of Ministers (November 2005), in the following terms:

Education for Development is an important priority for Portuguese development cooperation. It is fundamental that we promote knowledge and raise the awareness of Portuguese public opinion to the issues of international development cooperation and active participation in global citizenship. This priority, although less costly than some of the others, is an important factor in civic education, particularly to ensure that the younger sectors of the Portuguese population are able to participate fully in the response to the global challenges that lie ahead.

(IPAD, 2006, p. 28)

Besides this recognition at the policy level, the Portuguese Institute for Development Support (IPAD), the successor of ICP, promoted the first granting mechanism for DE projects, aimed at NGDOs. This granting scheme, currently promoted by the successor of IPAD, Camões, I.P., remains the main funding

instrument and is central to the day-to-day of NGOs working on GE (Coelho, D.P. & Caramelo, 2023a, b).¹⁴

At the national level, the conclusions and recommendations from the *Education for Citizenship Forum*, launched in 2006 under the initiative of the Ministry of Education and the Presidency of the Council of Ministers, provided an important opportunity for interministerial dialogue. Further impetus was provided by the conclusions and recommendations contained in the document titled 'United Nations Decade of Education for Sustainable Development – Contributions to its implementation in Portugal' (2006), promoted by the UNESCO National Committee (Comissão Nacional da UNESCO, 2006). These exchanges informed the discussion and facilitated the articulation of DE with the formal education sector (CIDAC, 2006; IPAD, 2009). At the European level, IPAD participated in the formulation and adoption of the principles and recommendations produced in the scope of GE's main political fora, notably, the Council of Europe, the European Union, and GENE¹⁵ (IPAD, 2009).

In 2008, a crucial process took place, considered a foundational moment for the elaboration of the ENED 2010–2015. Facilitated by an exchange between Austria and Portugal in the field of DE, supported by GENE (Hartmeyer, 2008; IPAD, 2009; Guimarães & Santos, 2011), this process presented a chance to widen the range of actors involved in the field. A decisive outcome of this exchange was the recognition by the (then) Secretary of State for Foreign Affairs and Cooperation, João Gomes Cravinho, of the need to draw up a national DE strategy involving relevant Portuguese actors working in this area, that would later become the ENED 2010-2015 (Coelho, L.S., 2013).

Besides the significant political commitment, ENED was also "the first public document in Portuguese to summarise the institutional framework and to provide some background on the history of DE at national and European level" (Santos, 2014, p. 71). While over a decade has passed since the policy was initiated, ENED 2010–2015 documentation still holds pedagogical and historical value for understanding DE in Portugal.

We now move to contextualising GE as part of a strategic framework, which includes a closer look at the ENED. Considering that the ENED is now well-established policy, implemented over the course of three cycles, our analysis is done following each of these cycles, respectively: ENED 2010–2016, ENED 2018–2022, and from 2024 onwards. Based on the information available, we try to provide a contextualized overview of key points for each cycle, covering preparation, implementation and lessons learned.

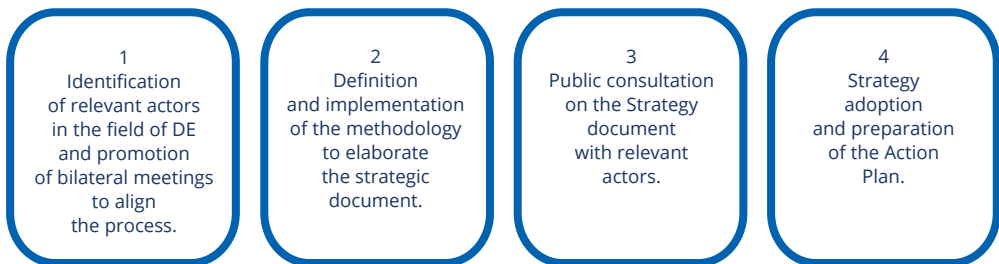
Part 2: GE as part of a strategic framework

ENED 2010–2016: towards the conceptual understanding and strategising of GE

“Inside” the making of ENED

The elaboration of ENED 2010–2015 was developed in four phases (see Figure 1). During the **start-up phase (1)**, a timetable for the development process was set, and several challenges and constraints identified. Among the main concerns at the time were the 2009 elections, when the formation of a government less supportive of the GE was on the horizon. It was then decided that the DE Strategy would consist of two separate documents: one on the framework (the National Strategy document) and one on the implementation (the Action Plan document), to be drawn, respectively, before and after the elections (Santos, 2014).

Figure 1. Making of ENED 2010–2016 – main phases.



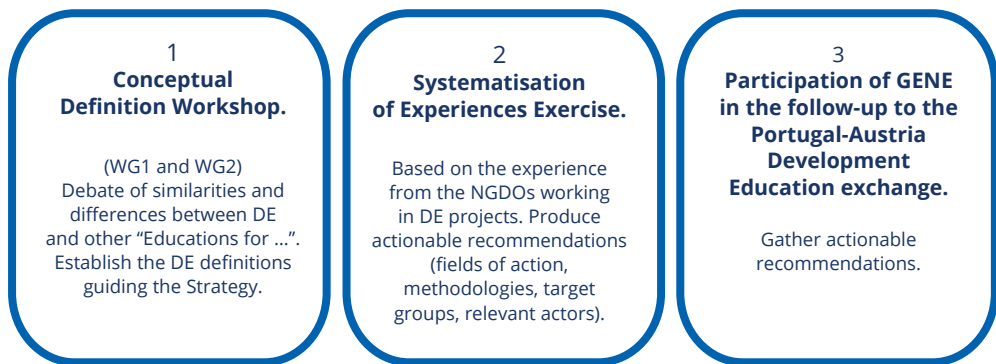
Source: IPAD, 2009; Santos, 2014.

With the support of a team from the Centre for Social Studies of the University of Coimbra, the overall methodology and two working groups were established during **phase 2**. Working Group 1 (WG1), was responsible for leading the process, identifying, and mobilising relevant actors in the field of DE, and for promoting the meetings of Working Group 2. WG1 was composed of IPAD, the Ministry of Education (through the Directorate-General for Innovation and Curricular Development), the Portuguese NGDO Platform, and the NGDO CIDAC as a member of GENE. Working Group 2 (WG2) was composed of public entities

and civil society organisations covering a wide range of GE-related topics (e.g., environment, intercultural dialogue, gender, education) and target groups (e.g., youth, teachers) (IPAD, 2009). Its members were assigned a consultative role, providing input to WG1's work. A third group of contributing institutions was identified, whose main goal was to expand the public consultation of the Strategy prior to its final version.

The elaboration of the strategic document was grounded in a participatory perspective, aiming to gather conceptual, experiential, and strategic guidance, with the input of national and European peers (see Figure 2 for key moments).

Figure 2. Elaboration of the Strategic document – key moments.



Source: IPAD, 2009.

The choice for a participatory approach “was made, above all, to ensure that the Strategy was not limited to the existence of a mere document (...) but that it would be widely appropriated and put into practice by all the actors involved in DE” (Santos, 2014, p. 68). It has been highlighted that such an approach contributed to a sense of ownership, which is vital for long-term impact (GENE, 2014; Pereira, 2016).

After accommodating suggestions from the various stakeholders consulted in **phase 3**, finally a joint order was signed by the Secretaries of State for Foreign Affairs and Cooperation and for Education in 2009 (nr. 25931/2009, September 11th, published in the Official Gazette, 2nd series, nr. 230, from 26th November of 2009). In **phase 4**, after the Strategy was adopted in early 2010, the WGs drew up an Action Plan, with a set of priorities to be achieved by 2015, with corresponding activities detailed in yearly action plans. On 22 April 2010, a protocol was signed to formalise the commitment of the fourteen public institutions and civil society organisations to the implementation of ENED and its Action Plan, during the *3rd Development Days* (Coelho, L.S., 2013; Santos, 2013; 2014). Initially foreseen for 2010–2015, it was officially extended until 31 December 2016 by Order n^o.

9815/2015, published in the Official Gazette, Series II, on the 28th of August (Coelho, D.P., 2019) due to an extended final evaluation period. Finally, it was still valid for 2017, during the elaboration and approval of ENED's second cycle.

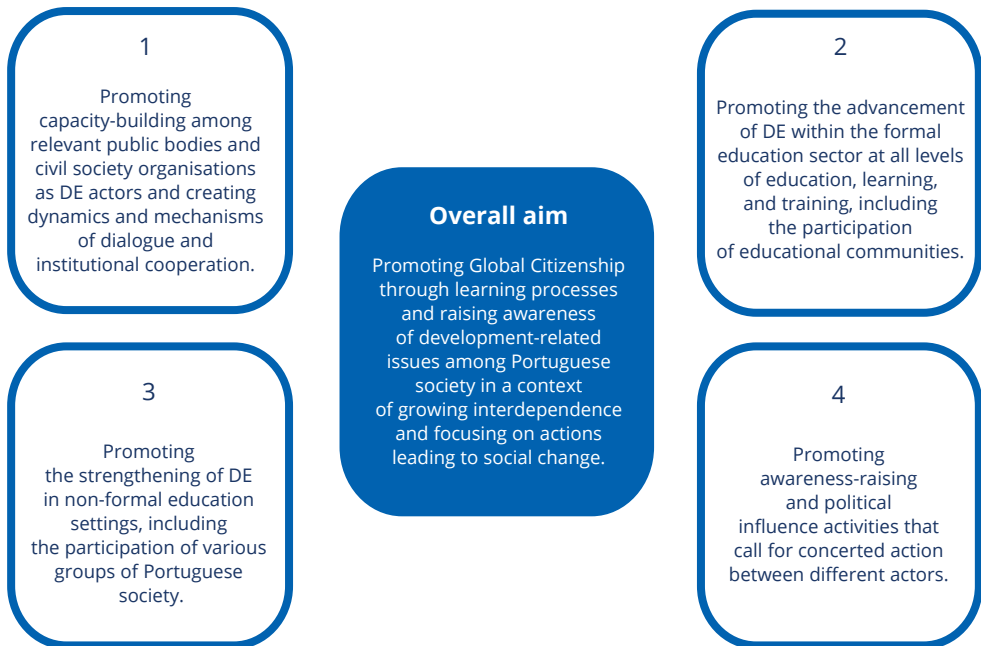
ENED structure, concepts and aims

The Strategy was structured around six parts: i) the methodology and the process of the strategy development; ii) the institutional framework, national and international contexts and/or documents relevant for the strategy; iii) the definition of DE adopted, where the conceptual debate is captured; iv) the principles, aims and policy areas; v) the monitoring and evaluation system; and vi) references consulted and annex documents. One of the main contributions of the Strategy was the conceptual background offered, a result of the Conceptual Workshop and the Systematisation of Experiences mentioned previously (see Figure 2). These collective exercises “sought to address the need to reconcile different perspectives on DE arising from the diversity of actors involved” (Santos, 2014, p. 75).

In this vein, it was decided that ENED should include various definitions of DE, as a single definition of DE “would collide with both the necessary setting of DE in its historical context (DE ‘progressively became’, as opposed to DE ‘is’) and the necessary conceptual and operational interaction of DE with other “Educations for ...” (IPAD, 2009, p. 14). Assuming that the definition of DE is always an unfinished and complex task, ENED included three existing national and European definitions, to be considered as a starting point.¹⁶ However, it was considered essential to “understand, identify and share the core of fundamental ideas that give them body” (IPAD, 2009, p. 17). This included articulating the pedagogical, ethical, and political dimensions of DE, and acknowledging diverse forms of intervention, educational settings (beyond formal education), and actors.

Due to GE's historical connection to “Development Cooperation” and the leadership of IPAD, “Development Education” was the agreed terminology used. However, “Global Citizenship” was included in the overall aim (see Figure 3, below), in line with the concept favoured by several civil society organisations (CONCORD Europe, 2018) and with the conceptual debate happening around Europe and beyond.

In part four of the document, the political Strategy is given form. Besides a reflection on DE principles – Equity, Social justice, Cooperation, Solidarity, Co-responsibility, Participation, and Coherence – the structure of the policy is displayed: one overall aim and four specific aims (see Figure 3, below), along with twenty-six measures.

Figure 3. Overall aim and specific aims of the ENED 2010–2016.

Source: IPAD, 2009, p. 28.

The last part of the Strategy is dedicated to the monitoring and evaluation of the ENED. It comprised mid-term and final external evaluation. At the time, the possibility of the mid-term evaluation being linked to a Peer Review process by GENE was foreseen, which occurred in 2013.

While the Strategy document provides a brief, conceptual and historical overview on GE in Portugal, and also establishes the overarching and specific aims for the policy and expected measures for implementation and monitoring, it is the associated Action Plan that is a more operational document. Informed by the Strategy, ENED's Action Plans were drafted annually and defined an "interrelated set of types of activities and their respective goals" (Action Plan 2010–2015, 2010, p. 2). It also included two "Transversal Activities"– the "DE Days", to be organised annually, and the "DE Forum" – to take place by the last year of ENED. These annual initiatives were deemed to be relevant moments for collective reflection "to contribute towards achieving the ENED aims as a whole, bringing together actors, promoting the sharing of experiences, furthering reflection and demonstrating and consolidating the progress made while identifying the path that has yet to be traversed" (ibid., p. 14).

ENED Governance

Once the protocol was signed, the implementation phase of the Strategy started, and a governance system was created, based on the already existing Working Groups 1 and 2 that had been responsible for elaborating the ENED. Working Group 1 took on the role of ENED's Monitoring Committee and the contribution of Working Group 2 continued to also be included through annual meetings. Overall, the two groups constituted what is defined in ENED's document as the Action Plan Signing Entities (ESPA)¹⁷. The Monitoring Committee had the responsibility of leading the process, meeting monthly. The ESPA gathered four times a year and were responsible for elaborating the Strategy's Monitoring and Evaluation Mechanism, presenting the Strategy in several *fora*, and organising the Transversal Activities. The involvement of the various players from the outset contributed to a sense of ownership that proved crucial for the implementation period, with the stakeholders continuing to be involved and contributing to the sustainability of the Strategy (Santos, 2014).

Follow-up, monitoring, and evaluation

Once ENED and its Action Plan had been drafted and approved, the question of how to monitor its implementation arose. A Monitoring and Evaluation Mechanism tailored to the Strategy was developed and validated at the end of 2010. However, the implementation of this mechanism proved to be quite demanding for the Monitoring Committee, with member organisations unable to devote the requisite human resources, particularly for the data collection and analysis needed for yearly planning and reporting (Santos, 2014).

Thus, in 2011, a protocol was signed between IPAD and the Higher School of Education of the Polytechnic Institute of Viana do Castelo, for contacting organisations involved in DE activities and collecting data for annual planning and reports.^{18,19} Establishing a Monitoring and Evaluation mechanism and providing it with a structure have been identified as critical factors for success (Pereira, 2013; Santos, 2013, 2014; CONCORD Europe, 2018). This collection of information proved to be essential for monitoring and evaluating the implementation of ENED, creating "a collective work environment and an intense sharing of information and experiences, which should be inherent to the DE process itself and contribute to deepening its success" (ENED 2018–2022, p. 10).

In 2013, a GENE International Team, in cooperation with the Monitoring Committee, undertook a DE Peer Review process in Portugal²⁰ through desk research and interviews with key stakeholders. The process focused on taking

stock of current provision and envisioning the future of GE. The resulting Peer Review report (GENE, 2014) presents critical observations and recommendations about the sector at a national level, notably, regarding key documentation, structures, actors, coordination bodies, integration in formal education, funding, and good practices.

ENED non-formal and formal education key-players

As stated, NGOs have been the main actors in DE (CIDAC, 2006; IPAD, 2009; GENE, 2014; Pereira, 2014; CONCORD Europe, 2018). The DE Working Group of the Portuguese NGDO Platform, created in 2001, promoted several initiatives that contributed to deepening the reflection, debate, learning, and strengthening of DE's political leverage.²¹

Regarding the formal Education sector, in 2012, a new framework for the organisation and management of primary and secondary school curricula was instituted (Decree-Law n^o. 139/2012 of 5th July), where Citizenship became a cross-cutting issue. By then, the Ministry of Education and Science identified the various dimensions of Citizenship Education in the document *Citizenship Education – Guidelines* (DGE, 2012), and Development Education was included as one of the domains. This was perceived as a milestone for the institutionalisation of Development Education within formal education.

To operationalise the work done within this domain, on October 2012, a Collaboration Protocol between the Directorate-General for Education (DGE) and Camões, I.P. was agreed, to promote the consolidation of DE in the formal education sector at all levels of education, teaching, and training within the framework of the ENED Action Plan (IPAD, 2009; Collaboration protocol, 2012). This led to the elaboration of the *Development Education Guidelines – preschool, primary and secondary education* (Torres et al., 2016), drawn up by the DGE in partnership with Camões, I.P., and two NGOs (CIDAC and FGS). Published by the Ministry of Education, this document represented another important step towards integrating DE into all levels of education (Coelho, L.S. et al., 2020).

In the following years, several important educational reforms promoted by the Ministry of Education opened possibilities for GE in formal education. In the school year 2017–2018, the pilot “Project for Autonomy and Curriculum Flexibility (PACF)” was implemented in a sample of schools, aiming to support “schools with the necessary conditions to manage the curriculum while also integrating practices that promote better learning” (OECD, 2018, p. 5). In 2018, the project was extended to all public schools.²² This project was informed by a reference framework establishing a new vision for the *Students’ Profile by the End of Compulsory Schooling* (Order N^o. 6478/2017, of 26 July, of the Secretary of State for Education). The *Profile* became a

reference document for organising the entire education system (...) based on humanism, by understanding that schools provide young people with knowledge and values to build a more just society, centred on the individual, human dignity, and positive actions in the world as a common good to be preserved. (ENED, 2018, p. 10).

In the same year, the Government approved a National Strategy for Citizenship Education (ENEC, 2017). Besides detailing several content domains and learning goals to be considered, ENEC included “Citizenship and Development” in the curriculum of all levels and cycles of compulsory education²³ for the first time (ENEC, 2017). In this new framework, Development Education appears in connection with Sustainable Development Education, and the DE guidelines were included as learning resources (Torres et al., 2016).

One important point of ENED 2010–2016 was the explicit recognition of the important role higher education could play in the progress of DE in Portugal. Higher education institutions could be considered an emerging actor in the field of DE at the time, playing a mainly sporadic role, and the evidence of research, training and publications in DE was limited (Coelho, D.P., 2019).²⁴ As stated in the Strategy:

In Portugal, the involvement of higher education in the area of education for Citizenship and DE in particular needs considerable strengthening, namely because it is in this area that the initial training of teachers takes place. [...] A special responsibility in this area naturally falls to the Education Sciences courses, which should be particularly sensitive to their relationship with training for DE. Closer liaison between higher education institutions and cutting-edge scientific research is an opportunity to make a specific contribution to a pedagogical and discursive agenda for DE that accompanies the conceptual and methodological transformations underway in the different fields of knowledge.

(IPAD, 2009, p. 33)

Between 2010–2016, some initiatives aimed at raising awareness and empowering higher education (and formal education players, in general) are noteworthy, such as: i) the creation of communities of practice and reflection, such as the teachers’ Global Citizenship Education Network in 2013; ii) the Sinergias ED project²⁵, the largest community of GE actors in Portugal, which brings together higher education and civil society organisations around joint actions in this field; and iii) promoted by this community, *Sinergias – educational dialogues for social transformation*, the only scientific journal specialising in this subject in Portugal (Coelho, D.P., 2019).

ENED in practice: actions implemented, monitoring and evaluation

As Coelho, D.P. notes (2019) the annual reports originating within ENED 2010–2016 provided an important contribution to the limited information available on DE in Portugal at the time. Annual monitoring reports focussing on actions implemented were gathered and made available. The reports were based on information provided by the Action Plan Signing Entities, plus the member organisations of the Portuguese NGDO Platform and the Higher Schools of Education²⁶, and provided insight into the actions implemented. Coelho, D.P. (2019) summarises highlights of the annual monitoring report from the last year of ENED 2010–2016's implementation (Coelho, L.S., 2017) (see box 1).

Box 1. ENED 2010–2016's implementation – highlights.

- 35 entities involved in ENED, including 18 NGDOs, nine Higher Education Schools and eight public institutions, and other civil society organisations.
- Most actions focus on formal education, followed by capacity building and institutional dialogue.
- Most frequent themes include education, development, human rights, environment, sustainable consumption, inequalities, and in recent years, the Sustainable Development Goals.
- Diversity of participants achieved. Most frequent are public bodies and civil society organisations, primary and secondary school teachers and pupils, students, other educational agents.
- Concentration of DE actors and initiatives in urban areas, particularly the Lisbon region. Gradually, there has been an expansion to the other areas related to the increase in the action of Higher Schools of Education, more spread throughout the territory.
- Financing of activities has been supported by own and external funds (in the case of NGDOs, mainly by Camões, I.P. and, to a lesser extent, by the European Commission).
- Transversal activities implemented: four “DE Days” and one DE Forum.

Source: Coelho, L.S., 2017; Coelho, D.P., 2019.

During the period of ENED 2010–2016, four “DE Days” were organised in Lisbon in relation to the Transversal Activities, covering the following topics: *Practices of Awareness Raising and Political Influence* (2010), *Development Education in Schools* (2012), *Development Education and other “Educations for...”* (2013) and *Evaluation in the context of Development Education* (2015). The *Forum on DE – The*

importance of exercising global Citizenship (2014) took place in the Senate Room of the Portuguese Parliament. Besides showcasing national practices, the peer-review process led by GENE was also presented at the Forum (GENE, 2014). This policy-level event “contributed to publicly emphasise the importance of DE and citizen participation as bases for the sustainability of democracy, as well as to strengthen the institutional recognition of DE and to promote collective learning through the analysis of relevant practices carried out by various actors” (ENED 2018–2022, p. 11).

The final external evaluation process was facilitated by CIIE – Centre for Research and Intervention in Education of the Faculty of Psychology and Education Sciences of the University of Porto (Costa et al., 2017).²⁷ Among the main conclusions the final report stressed: i) the relevance and impact of the existence of a strategic framework; ii) the conceptual debate undertaken (between DE and Global Citizenship Education); iii) the existence of a monitoring process (with room for improvement in terms of qualitative data); iv) the complexity of ENED's structure and language; v) the impact on stakeholders, while recognising that ENED's contribution has primarily been to support the actions organisations were already implementing; and vi) the fragility created by the lack of a funding mechanism devoted to the ENED's implementation.

The recommendations focused mainly on: i) updating the strategic framework, simplifying its architecture and language; ii) investing in a more qualitative evaluation mechanism; iii) maintaining ENED's participatory processes, diversifying the stakeholders; iv) strengthening collaboration between actors, through joint initiatives that could contribute also for raising awareness about DE; v) broadening the dissemination of, and knowledge about, the Strategy and the actions developed within its remit; and vi) increasing and diversifying the Strategy's funding capacity.

ENED 2010–2016 in hindsight: contextual elements or a view on policy in practice

To understand progress, steps, and challenges across the implementation of ENED 2010–2016, a snapshot of the political decisions directly impacting DE around this time is instructive.

In 2011, the first year of implementation of the National Strategy, the national political context was characterised by a degree of turmoil. As Guimarães and Santos (2011, p. 22) describe it,

the context under which the Strategy was produced has now changed significantly. Portugal has found itself in unprecedented financial and economic crisis; the country benefits from an external financing package, and a new Government was elected. (2011, p.22)

These changes impacted the DE landscape significantly. In 2011, the new Government decided to freeze IPAD funding for DE projects. Moreover, in 2012 IPAD was dissolved and replaced by Camões – Institute for Cooperation and Language, I.P. (Decree-Law n°. 21/2012 of 30th January). The new Institute is a result of the merger between IPAD, responsible for Development Cooperation (DE, included), and the Camões Institute, in charge of the dissemination of Portuguese language (ENED, 2018). The newly created “Camões, I.P.” was assigned responsibility for the areas of Development Cooperation and Language promotion.

Writing at the time of these events Guimarães and Santos (2011, p. 22) reflected on “Implementing the Action Plan – with the crisis in the neck”, a metaphor that perfectly illustrates the general feeling in the sector. The reorganisation was received as an abrupt merger of two very different, often conflicting realms, entailing a diminished focus on Development Cooperation in favour of Language and a severe loss of qualified staff in development cooperation. NGOs reacted to the funding cuts by writing an Open Letter on the present and future of DE in Portugal to the Secretary of State for Foreign Affairs and Cooperation, signed by 222 individuals and 12 organisations, which, after negotiation, led to the reactivation of the granting scheme for DE projects, albeit with only two thirds of the funding previously earmarked (Coelho, L.S., 2013).

Nevertheless, in 2014, political commitment to DE was reaffirmed and strengthened with the approval of the “Strategic Concept for Portuguese Development Cooperation 2014–2020” (Council of Ministers Resolution n°. 17/2014 of 7 March), the main policy framework for the Portuguese Cooperation sector. The document featured DE as one of the three areas of activity of Portuguese Cooperation, alongside Development Cooperation and Humanitarian

and Emergency Aid. It mentioned the importance of implementing and monitoring the ENED 2010–2016, of continuing DE support to NGOs, and of promoting an active participation in European and international fora on DE (ENED, 2018). The introduction of the Sustainable Development Goals (UNESCO, 2015) in the following year had no visible impact at the ENED policy level since the strategic framework was already in place at that time. Nevertheless, it was visible in the formal educational reforms and in the projects implemented by NGOs and other stakeholders, as mentioned before.

One of the critiques of ENED 2010–2016 is that it overly depended on activities that the actors were already implementing since there was no specific budget (Costa et al., 2017). IPAD (and later Camões, I.P.) provided funding for the monitoring and evaluation mechanism and the transversal initiatives mentioned earlier (DE Days and DE Forum), but not for ENED's Action Plan *per se*. ENED was mainly funded by the budgets of each one of the organisations that subscribed the Action Plan. As critical DE players, NGOs continued to have access to the specific co-funding of IPAD/Camões I.P. for DE projects, to which organisations had (and still have) to apply on an annual basis.

In 2017, another financial mechanism was created to support the “organisation of congresses, colloquia, conferences and seminars and the carrying out of studies in the fields of development cooperation, development education, and humanitarian and emergency action.” Unlike the line devoted to NGOs' DE projects, this granting scheme was aimed at “duly constituted Portuguese private non-profit organisations, public institutions, and networks and platforms working in the area of Portuguese cooperation”²⁸, thus opening up the possibility of supporting other players beyond NGOs.

CONCORD's European report titled “Global Citizenship Education in Europe: How much do we care?” (2018) also highlighted the role of the European Commission's Directorate-General for International Cooperation and Development (DG DEVCO²⁹) in funding DE projects through the DEAR – Development Education and Awareness Raising programme.³⁰ In the period of the National Strategy (from December 2014 to December 2017), fourteen European projects out of forty-three had Portuguese partners. Among those were NGOs, local development associations, higher education institutions, municipalities, and foundations. Portuguese participation, although growing, is not very significant, mainly due to the fragility of its funding, its experience in managing larger sums, and its international networking. Since 2016 (and until 2026) there is also a DEAR project led, and co-funded, by the North-South Centre of the Council of Europe, which aims to bring together a wide range of stakeholders from Europe, the Middle East and Africa, strengthening the bonds between countries and peoples. Portugal is represented by its NGO platform.

Looking back: ENED as learning experience

On the whole, ENED 2010–2016 represented, mostly, a major learning experience. The first cycle of ENED represented an unprecedented effort of providing a “common ground” for various GE actors, emergent and experienced, offering a relatively diverse and systematised overview on GE concepts and offering roads for strategising GE. Besides the important political commitment, ENED was conducted in a way that positioned Portuguese GE in the European landscape for the first time. Looking back at ENED 2010–2016, Santos (2013, 2014) provides interesting points for reflection. We revisit some of those elements, supplementing them with some additional reflections.

- ENED provided an innovative contribution to systematising the History of DE. ENED was the first public document in Portuguese to provide an institutional framework and background on the history of DE at the national and European levels.
- ENED represented a political commitment stemming from a long and structured process. The early and contemporary historical elements on the first part of this text provide an insight into actions leading to such process.
- ENED was based on learning from previous experiences across Europe. The various international experiences of “building” GE strategies was a valuable source of learning for the Portuguese process. Espousing a participatory approach, promoting joint actions between the implementing organisations, including a monitoring and evaluation methodology, among others, were important lessons drawn from what had (and had not) been done in other European strategies at the time.
- ENED’s choice of a (challenging and not without its discontents) participatory approach with the stakeholders involved, throughout its creation and its implementation, was key for the long term commitment it required. This approach was also a way of seeking coherence between “theory” and “practice”, respecting DE values, accommodating different views, and adjusting to contextual shifts (as the ones mentioned in the previous point).
- ENED was grounded on a model of shared leadership. Although IPAD led the process, the participatory approach contributed to mitigating “the lack of ownership and allowed for different voices to be heard in the planning of a complex and fragile topic” (Monteiro, 2021, p. 27), and potentially contributing to change the DE sector in Portugal.

- ENED reached a relatively broad range of actors who committed to its Action Plan, a substantial number of whom, despite their DE-related work, came from other “Educations for...” and were new to DE as such. The participation of different stakeholders and with various levels of experience in DE and DE-related areas allowed for a more complex outlook on what DE is and how a DE Strategy could, in practice, serve diverse actors. Despite progress made in increasing the contribution of higher education – implicitly and explicitly targeted by the Strategy – at the end of this first cycle of ENED, one of the areas of intervention that remained inadequately addressed was research and production of knowledge relevant to the empowerment of DE actors. Overall, the progress on the higher education front was slow (Coelho, L.S., 2017).
- ENED contributed to conceptual reflection and systematisation, favouring a consensual approach. The Conceptual Definition Workshop and the Systematisation of Experiences reconciled different perspectives on DE arising from the diversity of actors involved, and informed fundamental choices made in the final document. A comprehensive and inclusive vision of DE was desired/envisaged, hence the decision to include three existing definitions which would serve as a starting point. However, overall, a “soft” approach to DE prevailed in the Strategy, likely due to the conciliatory approach (Braga, 2018; Coelho, Caramelo & Menezes, 2019; Costa et al. 2017; Santos, 2013; Monteiro, 2021).
- ENED provided a strategic, non-exhaustive, framework for DE and exemplified the importance of identifying goals and measures within a set of common priorities for a circumscribed timeframe. According to the external evaluation (Costa et al., 2017), one of ENED’s perceived major effects was contributing to greater legitimacy for DE actors (particularly, NGOs) at the political level and in public opinion, which was achieved by explaining how their (current and future) actions contributed to national and international goals for DE.
- ENED incorporated “self-learning” and collective learning as key elements. The importance given to monitoring and evaluation mechanisms, the annual reports, and the external recruitment of a dedicated secretariat were critical to the implementation and improvement of ENED. Moreover, two specific areas strengthened during this period include monitoring and joint actions, which were important in securing an extended reach and a more articulated implementation of the Strategy (ENED 2018–2022, p. 10).
- ENED leveraged the contribution of Portuguese DE actors in the European and international GE space (Santos, 2013, 2014; ENED 2018–2022). The recognition of the Portuguese ENED has strengthened bilateral collaborations around the work carried out in Portugal, especially, among policymakers and NGOs.³¹ Overall, if the Strategy, in its genesis, was greatly influenced by the international context and participation in global

networks, its drafting, implementation, and monitoring processes have also been influential to other processes due to its innovative nature (GENE, 2014; Coelho, D.P., 2019; Monteiro et al., 2023).

ENED 2018–2022: towards the growth and quality of GE “Inside” the making of ENED

The second cycle of the Portuguese DE policy was elaborated in 2017, covering the period between 2018 and 2022. It benefited from the recommendations outlined in the peer-review process by GENE (see “National Report on Global Education in Portugal”, GENE, 2014), and in the external evaluation of the first cycle of ENED (see “Final External Evaluation Report of ENED 2010–2016”, Costa et al., 2017). The making of ENED 2018–2022 was guided by the ENED Monitoring Committee³², again with the support of a team from the Centre for Social Studies of the University of Coimbra, contracted to facilitate and draft the Strategy.

A collective and participatory process was, once again, the methodology adopted. Four thematic workshops – two focusing on concepts, one dedicated to strategic issues, and another to operational matters – were held to collect the contributions of the Action Plan Signing Entities. To the already existing body of organisations, three new ones were added to strengthen the role of gender issues, and of local development and municipal actors³³. The consultative role of this group was maintained, providing key documents and contributions for the draft version of the new Strategy. This process “enabled the consolidation of practices of joint analyses and a culture of evaluation” (Conselho de Ministros, 2018, p. 4).

This second cycle of ENED was approved by the Council of Ministers on 5 July 2018, through the Council of Ministers Resolution 94/2018, published in the Official Gazette, Series I, on 16 July, reinforcing “the political commitment of public entities and civil society organisations to jointly define and implement a strategic framework of action in DE” (Conselho de Ministros, 2018, p. 3). The Strategy’s Action Plan was approved and signed on 23 November 2018 by the 16 public institutions and civil society organisations involved in the framework elaboration, during the International Conference *Building a World of Justice and Solidarity: Global Education in the School System*, held in Lisbon, by GENE, Camões, I.P., and DGE, in partnership with UNESCO.

ENED structure, concepts and aims

Like the preceding document, the Strategy is structured around six parts: i) an introduction, where the process and the actors are presented; ii) the national and international institutional framework; iii) the conceptual framework, composed of the principles, scope of action, forms of intervention, and DE actors (iv); and v) the strategic framework, where the aims and measures are listed.

An updated version of the most contextually relevant international and national frameworks on Global Education was included (part ii). Internationally, documents from the United Nations, the European Union, and GENE are referenced³⁴, reaffirming “the significant role played by DE and by awareness raising in increasing citizens’ commitment and mobilisation and in achieving the SDGs at national and global levels, also contributing to developing global citizenship (Conselho de Ministros, 2018, p. 7). At the national level, the education reform that took shape in 2017, presented in the previous section, is emphasised. Some interlinkages are also established with other Portuguese National Strategies developed in the meantime in the fields of Environmental Education and inequalities³⁵, reinforcing the need for alignment, since “these national documents have in common with this ENED the desire to promote active citizenship through education, committed to principles of justice, equality, non-discrimination, non-violence and solidarity, among other aspects” (Conselho de Ministros, 2018, p.10).

Regarding conceptualisation, it was decided that even if aware of the conceptual discussion on the DE field, the Strategy should maintain the same national and international reference sources mentioned in the previous framework. However, to capture the rich debate (that took two workshops), some consensual elements considered fundamental to a DE definition were presented.

The final document updated the conceptual perspective previously adopted, defining DE as:

a lifelong learning process, committed to the integral education of people, the development of critical and ethically informed thinking, and citizen participation. The ultimate goal of this process is social transformation towards preventing and addressing social inequalities, namely inequalities between women and men, the fight against discrimination, the promotion of well-being in its multiple dimensions, inclusion, interculturality, social justice, sustainability, solidarity, and peace, at both local and global levels.

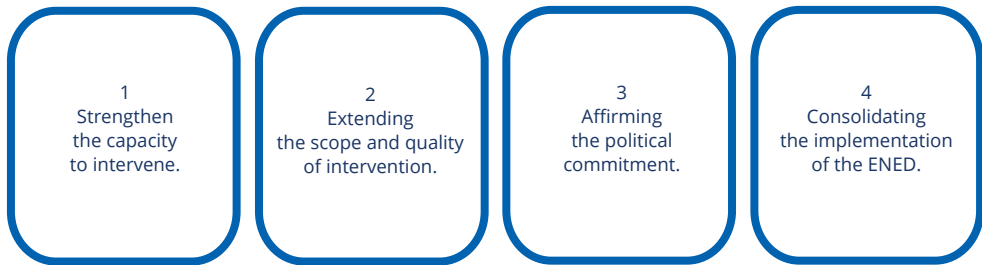
(Conselho de Ministros, 2018, p. 13)

The document described the principles which underly the Strategy (Coherence, Cooperation, Co-responsibility, Equity, Equality, Social justice, Non-Discrimination, Participation, and Solidarity), the scope of action (formal, non-formal, and informal), forms of intervention (awareness-raising and mobilisation, pedagogical action, coordination for policy improvement), and the actors that are aligned with the vision of DE and endorsed the strategy.



Regarding the strategic framework, four aims and fifteen measures are included which are designed to continue the work developed under the previous Strategy, based on the previous experience and evaluation input as well the new participatory process (Conselho de Ministros, 2018).

Figure 4. Specific aims of the ENED 2018–2022.



Source: Conselho de Ministros, 2018, p. 20.

These aims were seen as interlinked, since

to promote the building of fairer, more solidary, inclusive, sustainable and peaceful societies, the objectives of strengthening the intervention capacity in DE and broadening the scope and quality of DE interventions are considered as necessary conditions. The objectives of affirming the political commitment to DE and of consolidating the ENED's implementation are regarded as facilitating conditions for the DE process at the national level.

(Conselho de Ministros, 2018, p. 20)

The Action Plan, an integral part of the Strategy, was the product of two workshops held in 2018, with the Group of Entities already involved in the strategy development and considered reflections from the previous experience of 2010–2016. The Action Plan included the definition of specific actions, output indicators and targets for each measure, as well as the expected contribution of entities regarding the implementation of each action. The document also provides detailed information on cross-cutting indicators, disaggregated by objective, measure, and action, and a glossary of defining terms and expressions adopted. The Action Plan for 2018–2022 included three main differences:

- The monitoring and evaluation system, which had a specific chapter in the ENED 2010–2016, was linked to a perspective of consolidating ENED and therefore included in the respective aim (4. *To consolidate the implementation of the National Strategy for Development Education*) (see figure 4, above).
- The identification of the DE Days and the DE Forum as cross-cutting measures and collaborative initiatives aiming to contribute to the ENED objectives, and the Action Plan measures and targets.
- The inclusion of a set of new qualitative indicators to report actions implemented, to provide a full picture, beyond quantitative aspects. As stated in the document, “the rationale of this distinction is based on the idea that implementing an action is a significant step in itself but, in a DE approach, does not enable the understanding of conditions, context or particularities of the implementation, which may entail discriminatory, unequal or unfair dimensions. [...] These indicators reflect some cross-cutting concerns about the defined actions’ implementation and the Profile of participants and institutions engaged in these actions, irrespective of the specific actions” (Action Plan, 2018, p. 2).

ENED governance

The governance system remains the same from the ENED 2010–2016: i) the Monitoring Committee, responsible for leading the processes, meeting on a generally monthly basis; and ii) the Action Plan Signing Entities (ESPA)³⁶, which includes the Monitoring Committee, is responsible for implementing activities and participating in the organisation of the transversal activities, meeting four times a year.

Follow-up, monitoring, and evaluation

Following on from the ENED 2010–2016, when the importance of the final evaluation process was recognised by the organisations, the focus on the monitoring and evaluation system was reinforced.³⁷ The establishment of a Secretariat was entrusted to the Centre for African Studies of the University of Porto (CEAUP) together with the Higher School of Education of the Polytechnic Institute of Viana do Castelo, following the signing of a contract led by Camões, I.P.³⁸

Preparing the Annual ENED Monitoring Reports remained a fundamental part of the monitoring process. This annual document aims to provide information about the ENED 2018–2022 implementation, promote critical reflection on the results, and share conclusions among the DE actors involved and the general public interested in ENED at local, regional, and international levels. The annual reports remain important sources of information on DE practices and aim to characterise actions implemented regarding: i) the coverage of strategic measures; ii) actors; iii) types of actions; iv) participants (notably, in terms of gender distribution); v) geographical distribution; vi) institutional dimension (the type of institution of the participants); vii) sectors of activity of the promoters; viii) timeframe; and ix) production and dissemination of DE resources and contents (Coelho, L.S. & Costa, 2019). Though necessarily incomplete, this information has allowed for a more comprehensive view of the Strategy's implementation across time and yearly readjustments based on the recommendations issued by the reports.

During the implementation of the Strategy 2018–2022 intermediate and final external evaluations were carried out. Other relevant processes include GENE peer reviews and exchanges. The second peer review by GENE to GE in Portugal was proposed as a mid-term review but ultimately it was not carried out during the period of this ENED. It was judged that the conditions were not met (mainly because of the pandemic) and that the action related to creating a reflection group on monitoring and evaluation of DE needed to be fully implemented; while such a group had been created, it was not yet operational. Although not foreseen in the Strategy, in 2019 a peer-learning exchange between Portugal and Slovakia took place, that also contributed to the appraisal of ENED. The exchange was hosted by Camões, I.P. and organised with the Slovak Agency for International Development Cooperation, to increase “the mutual knowledge about GE and to learn from each other's specific experience in terms of policymaking in GE” (GENE, 2020, p. 6). The specific objectives for the peer exchange covered policy-making aspects (coordination mechanisms among ministries and agencies and funding), GE in formal and non-formal education and the role of the youth sector.

ENED non-formal and formal education key-players

Overall, ENED key-players remain the same, although progress has been made in reaching new actors. Besides being recognised as the primary promoters of DE and the ENED in practice, NGOs were called upon to actively participate in capacity-building activities of the Action Plan Signing Entities, in response to recommendations received during the intermediate evaluation. These activities mainly focused on conceptual clarity and training of the different actors involved in the ENED and took shape in the context of a newly created Support Mechanism for Initiatives (more on this below) and a workshop organised in 2021 (Coelho, L.S. & Lourenço, 2022).

The Portuguese NGDO Platform revisited its definition of DE, adopting a new terminology, “Education for Development and Global Citizenship”, signalling the importance of the conceptual debate for national actors (Coelho, D.P., 2019). The following definition was proposed:

Education for Development and Global Citizenship intends to be a learning and transformative process through individual and/or collaborative action oriented towards social justice and the common good. From an awareness based on a critical interpretation of reality, Education for Development and Global Citizenship connects a concrete theme with the causes of inequalities wherever they exist. In this sense, Education for Development and Global Citizenship is not assigned one or several themes, but rather regarded as another way of analysing reality. (PPONGD, 2018, p. 10)

In the area of formal education, the reforms aiming to foster curricular flexibility, a new profile for students and the mainstreaming of citizenship education across compulsory education (mentioned above) were implemented nationwide in 2018. Despite the investment in the effective integration of DE content in different curricular areas, in interdisciplinary initiatives, in school projects, and in the continuous training of teachers, numerous challenges have been identified (Lourenço, 2018; Coelho, D.P. et al., 2020; Costa et al., 2022; CIDAC & FGS, 2023; Monteiro et al., 2023). First, the integration of DE into the domain “Education for Sustainable Development”, alongside 17 other domains, has led to “subsuming DE into an area of Citizenship Education, de-centr[ing] both global citizenship and sustainable development” (Monteiro et al., 2023, p. 43). A second challenge is the irregularity of the implementation of this area in the curricula of the education system, due to the lack of dedicated pre-service and in-service teacher training (including DE, which is mostly optional or sporadic in initial teacher training). Other shortcomings include the emphasis on formal Citizenship over a vision of Global Citizenship. Regardless, between 2018 and 2022 a growing number of initiatives aimed to grasp and support the “new” role of schools in promoting GE-related topics (see, e.g., Martins et al., 2022; CIDAC & FGS, 2018).

Higher education has gradually become a crucial actor in DE (Monteiro et al., 2023; Coelho, D.P. et al., 2019, 2022). In the country report of Portugal’s *Conceptual and stakeholder diagnosis for Global Citizenship and Sustainable Development* funded by the Ibero-American Program on Global Citizenship and Sustainable Development, Monteiro and colleagues (2023)³⁹ describe the increase in teacher education and knowledge production during this cycle of the ENED. This is especially visible in the growing number of master dissertations and pedagogical resources on DE topics, although this is mostly concentrated in a limited number of institutions, most of which in Higher Schools of Education (Monteiro et al., 2023)⁴⁰. In fact, ENED 2018–2022 advanced investment in the integration of DE in Higher Education, mainly targeting Higher Schools of Education in charge of initial teacher training. An important step on this direction was the project *Development*

Education in Higher Schools of Education (2021 and 2022), sponsored by ENED and led by the ARIPESE, one of the signatory organisations. The project aimed to promote the institutional reach of DE in these institutions, and support them in including DE at political, pedagogical and research levels (Teixeira et al., 2022).



ENED in practice: actions implemented, monitoring and evaluation

As previously stated, the monitoring reports are the main source of information about implementation of ENED. Box 2 summarises the highlights of the most recent report, referring to the year 2022 (Coelho, L.S. & Costa, 2023).

Box 2. ENED 2018–2022's implementation – highlights.

- 40 organisations registered 744 responses, reporting 1197 actions.
- The four aims of the Strategy were reached, and the commitments assumed in the Action Plan exceeded targets, except for aim four (Consolidating the implementation of the ENED). Aim two (Extending the scope and quality of intervention) received the most investment.
- The “surplus” actions comprise mainly: initial and continuous teacher training; promotion of projects and other initiatives to integrate DE in education institutions; the organisation of capacity-building actions; awareness-raising and mobilisation for the importance of DE; and the production and dissemination of DE contents and resources.
- The actions with limited coverage include capacity-building actions promoted by the Signing Entities; disseminating DE content on official media; and formal recognition of DE by policymakers and other Organisations.
- Participation – the higher numbers of participants come from aim 2, “Extending the scope and quality of ED intervention”, related to the promotion of projects and other initiatives to integrate DE in education institutions.
- Gender – there is a predominance of female (54%) over male (46%) participation.
- Institutional affiliation – most participants come from three large groups, namely (in descending order): primary and secondary education institutions, regional and local authorities, and civil society organisations.
- Geographical coverage – the distribution of actions is very much related to the presence of actors in the territory. Actions predominantly take place in the Lisbon area, followed, to a lesser extent by Braga (North). Higher Schools of Education show a more balanced geographical distribution, due to a more widespread distribution in the country. a high number of actions with broad national reach was also reported.
- Types of actions in descending order of frequency: awareness-raising campaigns/ actions; workshops and courses. “Other types of action” include exhibitions, summer schools in residential format, artistic and cultural products and events, public events, student internships, camps, petitions, reports, study visits, or journalistic creation grants.
- Sectors of activity – the entities organising the actions linked to ENED 2018-2022 assume to work in Development, Education, and SDGs in general.
- Dissemination – most DE content was disseminated through digital media channels, namely social networks. Only one action used conventional media channels, namely the newspaper.

Source: Coelho, L.S. & Costa, 2023.

ENED's transversal activities were intended to be privileged spaces for engaging different actors "by fostering the exchange of experiences and in-depth reflection about DE concepts, issues, methodologies and pedagogical resources" (Action Plan, 2018, p.3). The DE Days, with an annual thematic focus (2019, 2020, 2021) were dedicated, respectively, to integrating DE in Schools, articulating DE and the Sustainable Development Goals, and Digitalisation from a DE perspective. Due to the pandemic, the two last events were held virtually, allowing for a larger number of participants, and to support the work of the ENED Action Plan Signing Entities. The II DE Forum *Learning processes about the world and ourselves in the light of Development Education*, was organised in Lisbon. ENED's Forums are political events, that include a "vital component of disseminating the work carried out and to be developed in the DE framework (Action Plan, 2018, p.3).

The mid-term evaluation was facilitated by Logframe (2020). The final report highlights the crucial role of ENED as a guiding and facilitating instrument, the diversity of actors involved in its implementation and its active participation, the level of ownership, the comprehensive target audiences identified, the deepening of the evaluation culture among DE actors, among others. It is also acknowledged the practical and political relevance, providing "unequivocal added value for the DE sector in Portugal" and having a "potential to impact at international level" (Logframe, 2020, p. 10). Recommendations refer to greater territorial coverage of ENED actions, diversification and alignment between funding sources, diversification of promoters, alignment between different National Strategies, and communication and visibility strategy. It was suggested to continue the investment in ESPA capacity building, strengthening collaborative work and peer learning among the group, reinforcing also moments for reflection and monitoring of the implementation of the ENED, such as meetings by objectives or thematic areas.

The final external evaluation was facilitated, once more, by the Faculty of Psychology and Education Sciences of the University of Porto ⁴¹(Costa et al., 2023). The final report highlights: i) the relevance and consolidation of ENED; ii) the high implementation rates; iii) the existence of a multiplicity of actors involved in the implementation of ENED, assuming commitments (measures and targets) for the Action Plan implementation; iv) the consolidation of the monitoring and evaluation system; v) the reporting process; vi) the deepening of the incorporation of ENED by its promoters; and vi) the formal political recognition of ENED. Limitations identified include a focus on quantitative data and on the implementation of initiatives in the reporting mechanism, the difficulty in evaluating the realisation of the strategic objectives, and the over-centralisation of Camões, I.P. as funder of ENED.

The evaluation recommended updating the Strategy, given its social, political, and educational relevance, considering, however, an extended duration and intermediate action plans in a forthcoming ENED. The evaluation advised maintaining ENED best practices, such as the attention to the conceptual aspects of DE and the participatory and collaborative processes. Areas for improvement

include broadening the dissemination of and knowledge about the ENED as a political tool for DE, promoting deeper involvement of stakeholders in implementation, refining the monitoring and follow-up process (notably, the reporting system), and reinforcing and diversifying ENED's funding sources.

ENED in hindsight: contextual elements and a view on policy in practice

We now turn to key contextual elements and challenges directly impacting DE in Portugal. ENED's national funding remained unchanged until 2021, with Camões, I.P. dedicating a funding scheme for DE in NGOs. For the first time since its creation in 2005, this mechanism saw the largest increase in funding, corresponding to a total of 1 million EUR in the 2023 edition (Coelho, D.P. & Caramelo, 2023a, p. 9). The smaller granting mechanism, aimed at promoting events and studies and open to other actors since 2017, remained available. Both operate on a yearly basis.

Moreover, in 2020 Camões, I.P. set up a Support Mechanism for Initiatives, targeting vital small-scale interventions to be developed by the ENED Action Plan Signing Entities, with the possibility of partnering with other organisations (Coelho L.S. & Costa, 2021; Coelho L.S. & Lourenço, 2022). This mechanism, which marks an unprecedented level of sponsorship for ENED's implementation, was a response to previous and current evaluations, which called for a specific budget for the ENED Action Plan, diversifying promoters, strengthening collaborative work and capacity-building actions, and promoting a better territorial coverage (Costa et al., 2017; Logframe, 2020). The Mechanism had two editions (2021, 2022) with four proposals presented and funded in both years (Coelho L.S. & Costa, 2021). Proposals gathered different Signing Entities and covered topics like equality, migration and institutional capacity building of NGOs and higher education institutions.⁴²

In terms of European funding, the DEAR programme⁴³ still plays an important role in funding DE projects in Portugal, but its role is circumscribed in terms of institutional reach among the NGDO community and even less so among local authorities. From January 2018, eight European projects have been initiated, having (at least) one Portuguese partner. Among those are NGOs, environmental associations (testifying to the centrality of climate change related topics), a communication agency (illustrating the European focus on campaigning) and municipalities.

Regarding policy coherence, ENED is aligned with the *2030 Agenda* and the *New European Consensus on Development* (2017), at an international level, and with several *National Strategies* in pressing issues at a national level, as

mentioned before. The year 2022 brought two new important frameworks: the *Portuguese Cooperation Strategy 2030* (ECP 2030), approved by the Council of Ministers Resolution 121/2022, and the *European Declaration on Global Education to 2050*, promoted by GENE (2022). The ECP 2030 strategy grounds the Portuguese Cooperation on three pillars: Development Cooperation, Development Education, and Humanitarian and Emergency Action. Regarding DE, it states: “In the field of DE, Portugal has travelled a path of affirmation at national and international levels, which must be enhanced and deepened in the coming years (...). An effective, coordinated, and coherent implementation of the National Strategy for Development Education (ENED 2018–2022) affirms its importance and promotes the mainstreaming of DE at multiple levels. Portuguese Cooperation’s actions in this area involve mobilising a diverse set of actors, partners, and involving human and financial resources applied specifically to this area, including supporting the work of civil society” (ECP 2030, 2022, p.6).

In 2019, a political shift threatened the DE context in Portugal. A nationalist party won a seat in Portugal’s parliament, “putting an end to the long thought immunity of the country to the rise of Europe’s far right. This means that populist speech, representing xenophobic and radical arguments of parts of the population are now given an official voice through Parliament; arguments that basically go against all values that DEAR stands for. Also ultra-liberalists have now a seat in the Parliament” (Santos, 2019, p. 5).

ENED 2024–...

With the end of ENED 2018–2022, the forthcoming cycle of the Strategy is currently in the making. Since 2023 DE in Portugal has been transitioning from ENED’s evaluation into the elaboration of the new framework. The new framework followed the previous processes, being promoted by the ENED Monitoring Committee with the support of a team from the Centre for Social Studies of the University of Coimbra, contracted to facilitate and draft the Strategy. Four thematic workshops – focusing on conceptual, strategic and operational issues – were held to collect the contributions of the Action Plan Signing Entities.

The new strategic document took into consideration the conclusions and recommendations from the “Final External Evaluation Report of ENED 2018–2022” (Costa et al., 2023) and is strongly aligned with the new national policy for Portuguese Cooperation (Camões, I.P., 2022) and the new vision on Global Education for Europe to 2050 (GENE, 2022), mentioned in the previous point. The policy for Portuguese Cooperation identifies a number of major international challenges: i) the continuation of joint work with the EU; ii) the promotion of synergies with the North-South Centre of the Council of Europe, within the framework of its Global Education programme; iii) alignment with the Dublin Declaration, *European Declaration on Global Education to 2050* (GENE, 2022); iv)

and the promotion of DE in the Ibero-American region, through coordinated and structured action within the International Organisation serving Ibero-America, namely within the framework of the Program on Global Citizenship for Sustainable Development (Camões, I.P., 2022).

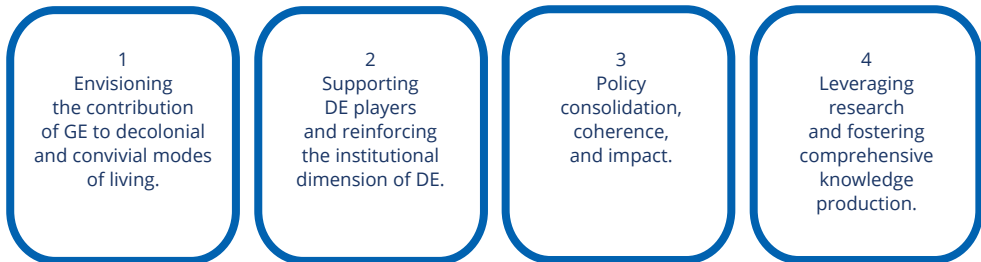
This Ibero-American Program, which began in 2022 within the SEGIB, the International Organisation serving Ibero-America, with Andorra, Chile, Dominican Republic, Paraguay, Spain and Uruguay, aims to mobilise the Portuguese national and European experience, to promote, with the cooperation coordinating bodies, the creation and strengthening of national agendas in the area of Global Citizenship for Sustainable Development jointly with other actors⁴⁴ (Coelho, L.S. & Lourenço, 2022).

At a national level, the political instability brought by the resignation of the prime minister in November 2023⁴⁵, and the consequent dissolution of parliament led to new elections in March 2024. This instability and the parliamentary outcome⁴⁶ have affected the elaboration and approval process of the new framework, which will continue in 2024.

Part 3: Learning from History

This chapter's third and final section gives a brief overview of critical issues and challenges for GE in Portugal. The discussion in this section is informed by the historical background provided and the decision to focus the chapter on the National Policy for DE, a significant milestone in the field. It is also informed by previous analyses of the challenges of DE in the country (particularly by Coelho, D.P. et al., 2019; Coelho, D.P. & Caramelo, 2023a; GENE, 2020; Pereira, 2016; and the ENED and Portuguese DIGEST reports).

Since broad readings of the Portuguese situation can be found elsewhere, we do not intend to offer a comprehensive account of DE challenges and their implications. Instead, we consider four pressing issues for GE with national, European, and international relevance (historically and for the coming years).

Figure 5. Points for debate.

Source: authors.

1. Envisioning the contribution of GE to decolonial and convivial modes of living

As this chapter is being drafted, indescribable enduring violence happens daily in multiple parts of the world. Its colonial roots are well documented, yet the topic remains controversial among citizens all over the globe. Envisioning the contribution of GE to decolonial and convivial modes of living (and progressing the contribution of such modes to GE as well) is, therefore, of utmost importance for our collective future. In our understanding, besides clear anti-racist and decolonial standpoints, this necessitates critical sustainable, human-rights-respecting, conflict-preventing, and peace-promoting efforts, in line with the recent Dublin Declaration (2022). This Declaration has the merit of making significant progress in incorporating an explicitly anti-racist and decolonial stance in its vision for Global Education by 2050. This is unprecedented in GE key documents and very important considering the potential political and societal reach of this document and that it sets the GE vision for the next 25 years.

In Europe, a comprehensive view of the extent to which current GE strategies adopt clear antiracist, postcolonial, or decolonial standpoints must be developed. This would be a valuable exercise for collective reflection. In Portugal, despite progress made in embedding complex perspectives in the ENED, the Strategy has remained on what can be called a *soft* level and, in certain aspects, depoliticised and de-historicised – conforming with some of the “problematic patterns” of the field Andreotti (2016) has drawn attention to. One piece of evidence of this is the absence of a clear acknowledgment of Portugal’s postcolonial condition and

its implications for DE and the DE Strategy. As Monteiro argues in her analysis of ENED 2018–2022 (still the reference document while transitioning to a new cycle of the policy),

the lack of perspectives from the South or of an intention for their inclusion throughout the Strategy, future aims, and process, represents a substantial gap in a plan to challenge Development discourse. [...] DE is, overall, framed as a compassionate learning approach, not accounting for a critical view of the self but only of the systems which surround the learner, and with the final goal of transforming all. This frame does not fully challenge dominant discourses and, hence, can contribute to sustaining Power inequalities.

(2021, p. 39)

But the question is not only the extent to which policy frameworks (or publications in the field more broadly) have endorsed antiracist, postcolonial, or decolonial perspectives, which we believe to be vital if some substantial transformation is to be looked for in the light of our present challenges. The question is also that of GE's contribution to understanding and addressing colonial legacies. This is particularly relevant for countries with a colonial past and the European context at large.

As mentioned in the first part of this chapter, the Portuguese colonial past still needs to be addressed. In recent years, some events served as catalysts for public debate, ranging from arts to civil society actions and even education – especially the role of history textbooks in perpetuating romanticised and uncritical visions of the “age of discoveries,” the colonial war, the dictatorship etc. Critical reflection on Portuguese 20th-century history and its legacy has been challenging. At a time of intensified extremism and polarisation, there is a risk of historical revisionism and whitewashing themes such as colonialism, colonial wars, and dictatorship. Despite a common rhetoric of embracing “critical GE” visible in the ENED and among practitioners (Coelho, D.P., 2019), DE has been more distant from these debates, and its contribution to addressing the colonial legacy has not been a national priority.

Finally, the in-betweenness of DE – an area between education(s) and development – is also an essential part of the conversation. Studies suggest a conflicting relationship between DE and the field of development cooperation, in which Portuguese DE is rooted (Coelho et al., 2018b). Despite political standpoints (e.g., ECP Strategy, 2022), the connection between DE and international cooperation and development remains largely underexplored. As Monteiro (2021, p. 38) summarises, “the dynamics between the postcolonial foundations of DE in Portugal and the current Development and Cooperation field (as well as public perceptions) must be considered”.

Currently in a transition stage, we hope that the coming cycle of ENED is well prepared to contribute to addressing these issues and, more importantly, create favorable conditions for a long-term vision among GE actors in Portugal to do so.

2. Supporting DE players and reinforcing the institutional dimension of DE

A second point concerns supporting DE players and reinforcing the institutional framework of DE. This is a broad argument that goes beyond the valid claim that additional, more diverse, more predictable and more long-term funding to DE is needed. The central issue we would like to stress concerns the heavy reliance of GE on “GE champions”, typically a small group of highly motivated individuals that progress this agenda in their contexts locally and even beyond. This has been a concern for many years, and we believe it is familiar to many countries in Europe, posing risks to the sustainability of the field.

Portugal is no exception. As Santos notes,

despite governmental recognition, DEAR actors are of the opinion that this enabling environment is still highly dependent on key people (DEAR “champions”) in the ministries/governmental agencies, and it doesn’t exist because the importance of DEAR is truly recognised and rooted at a political level. This means that if these key people leave, the DEAR environment might drastically change.
(2019, p. 4)

In reality, despite 50 years of history, the DE “community” actors (individuals and institutions) has remained small and often split across multiple roles, a situation that is ingrained and very hard to counteract – in which both of the authors are, of course, also included. Being “too close for (dis)comfort” is the norm in this scenario. As a result, DE remains politically, socially, and institutionally fragile and always seems on the verge of crumbling, which should continue to call for our collective attention.

One of the main reasons for this is limited human resources. DE staff and teams are typically small and project-dependent, making it hard for DE players to have broader, stable teams allocated to this field (Coelho, D.P. et al., 2019; Coelho, L.S. & Caramelo, 2023a). This is a common challenge to main actors (from Camões to NGOs). With DE remaining anchored mainly in individuals and a few institutions, the lack of institutionalisation of DE directly impacts the over-reliance on “champions”. Investing in the institutionalisation of DE is one of the most necessary tasks ahead and the most cohesive with the complex and collective nature of the global challenges too.

Encouragingly, especially over the past decade, DE in Portugal has gradually expanded. New players (individuals and institutions) have been enrolled, notably under the ENED, particularly the Higher Schools of Education. Despite their

continued relevance, the DE space is no longer the preserve of NGOs, and this shift requires a broader reflection on the role of this established player. This is especially the case, considering legitimacy and lack of political power are among the challenges faced by these players (Santos, 2019; Coelho & Caramelo, 2023a).

Another persistent challenge in DE in Portugal has been the lack of a collaborative work culture and between institutions “[...] to establish a real dynamic of joint work between the institutions remains a challenge” (GENE, 2020, p. 13). Greater clarity must be sought on how national actors can support relevant, contextualised, institutional collaboration and strengthen the institutionalisation of DE beyond its “champions”.

3. Policy consolidation, coherence, and impact

A third point for reflection concerns policy consolidation, coherence, and impact. This is a multifold challenge, implicating issues such as boosting GE’s financial envelope or adopting an integrated perspective on public policies. We focus here on the potential contribution of policy evaluation as a step towards understanding the contribution and impact of GE at the national level and supporting the elaboration of future GE policies.

As the GENE’s *Reflections from a Peer Exchange Between Slovakia and Portugal* document notes, “policymaking is a long-term process that requires strong political support as well as a bottom-up approach. [...] However, the biggest challenge is to make the strategy relevant to the context” (GENE, 2020, p. 13). The same document states that “evaluation is another essential part of the process of policy development and implementation [...]. 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” (ibid, p. 14).

Despite the effort to progress policymaking and evaluation in GE in Europe, notably in the scope of GENE⁴⁷, more systematic investment in the nexus between policy consolidation, coherence, impact, and evaluation is needed for the coming years. On the one hand, longitudinal and comparative studies on current GE policies across Europe – to the best of our knowledge, largely inexistent – could provide valuable insights regarding the trajectories, strengths, pitfalls, and contextualisation of GE policies. On the other hand, the contribution and impact of GE at the national level requires particular attention.

Countries with long-standing GE policies, as is the case for Portugal, which has had a GE policy since 2010, could integrate a poll of case studies dedicated to advancing this line of work. In fact, despite such policy and its fairly comprehensive monitoring and evaluation mechanisms, to date, Portugal lacks robust evidence on the contribution and impact of GE (mainly through DE) and the contribution

and impact of the Portuguese GE policy (the ENED) to the field. More systematic progress has yet to be made in understanding the impact of GE, which is among the main concerns of GE actors in Portugal (see, e.g., Coelho, D.P. & Caramelo, 2023a).

As Scheunpflug points out, evaluation is an integral part of this nexus as “policymakers around the world who are supportive of promoting GE seek and need evidence to demonstrate its impact on individuals and communities” (2020, p. 40). Such evidence can be used to redirect GE policies, enhancing their alignment with “neighboring” policies and making them more resilient against the backlash on GE and other progressive agendas in education and/or social justice. The history of ENED illustrates well how policy turmoil and twists significantly impact an area that might be viewed as “ideologically charged”. If anything, such twists – which ENED is experiencing as we write – should remind us that education is political by nature, and as such, GE and other areas perceived as loaded will always be in the spotlight. As GE actors, maintaining a (complex) balance between acknowledging progress and being mindful of its fragility is part of the political challenge *per se*.

4. Leveraging research and fostering comprehensive knowledge production

A final point for debate is the need to leverage research and foster comprehensive knowledge production in the field of GE. The demand for additional research in this field is enduring in Portugal and Europe (see, for instance, Bourn, 2015, 2020). The previous points already illustrate the importance of research. Reinforcing research with the objective of influencing policy is part of a growing discourse on the need for “evidence” and understanding of “what works” in GE (see, e.g., Scheunpflug, 2020; Bergmüller et al., 2021). In fact, as Scheunpflug highlights,

besides the need for rationality in a new and prospering field, there is the danger of shortcuts and the problem of what we mean by ‘efficient global learning’. An under-complex understanding of global learning might lead to an under-complex understanding of its efficiency. (...) On the one hand, knowing what works would help the field to grow and to enhance a global understanding of the world. On the other hand, awareness of the validity of this knowledge might be appropriate. (2020, p. 40)

A fine line exists between advocating for more evidence and succumbing to technicism, and this tension should be considered across research endeavors.

In Portugal, the demand to further research has been directly linked to the

need to strengthen the role of academia, mainly through public support (e.g., DE funding), which has, to date, been limited despite the progress made. So far, in the scope of past cycles of the ENED, the role of higher education has been fragmented or primarily viewed in terms of the contribution to teacher education (training, production of resources, research), with a more explicit role regarding higher schools of education.

Though still at an early stage, the strategic investment provided to higher schools of education in charge of initial teacher training, mentioned above, illustrates the importance of higher education in advancing DE, with a growing number of institutions gaining awareness and adopting DE (see Teixeira et al., 2022). This is a much-needed investment that should be continued in the coming years (particularly in the scope of the recent education reforms and the forthcoming ENED) and be expanded into a whole-school perspective.

Preliminary work on DE in higher education beyond the scope of teacher training has been done (e.g., Coelho, D.P. et al., 2022; CIDAC & FGS, 2019; project *Sinergias ED*) but needs to be continued. As the Digests on Portuguese publications from the past decade suggest, there is still a limited number of publications⁴⁸ about GE, most of which are about teacher training and formal education. Publications about other aspects of higher education, theoretical contributions, informal and non-formal education, or policy contributions have mainly been underrepresented (see Digest 2020, 2021, 2022, and 2023 and GEL database). These are similar trends found in other countries, which also calls for collective reflection.

The point we raise here is that a comprehensive strategic view on the role of higher education beyond the critical topic of teacher training and formal education seems to be absent. This must be rectified if we aspire to a more significant contribution to GE by this key education player. This should consider not only the particularities of our dual system, composed of University and Polytechnic subsystems (the latter comprising the Higher Schools of Education) but also the three missions these institutions are tasked with promoting (education, research, community engagement). Higher education's clear and strengthened role is crucial in leveraging research and expanding knowledge production.

However, this should not be mistaken by viewing higher education as the only site of knowledge production. As the recent study about non-formal DE in NGOs in Portugal has raised (Coelho, D.P. & Caramelo, 2023a), an inclusive perspective on what counts as relevant knowledge is needed when thinking of actionable steps towards knowledge production. Meaning, *inter alia*, encompassing non-formal and informal GE, considering the particularities of its processes and the diverse nature of its "products" (e.g., digital tools, exhibitions). This relates to a deeper, more significant debate about what counts as knowledge and which voices matter (Coelho, L.S., 2018), and, in the case of NGOs, the reconfigurations needed for no longer being the "solo" GE provider.

Final remarks on this last point relate to building on what already exists. In Portugal, there is a mismatch between the amount of DE practices and the

level of knowledge about those practices (Coelho, D.P., 2019). After nearly 20 years of governmental funding to DE, we still lack a thorough understanding of DE “in practice.” The same is valid for DE’s “informal” emergence before the Portuguese independence. Assembling, making available, and revisiting these “DE archives”, taking stock of what has been done, offering additional readings, and actively investing in the “memory of GE” is something to aspire for in the coming years. On a related note, supporting the translation of core resources (e.g., research instruments, final reports), as GENE has done recently⁴⁹, and scaling up projects of international relevance would be beneficial for promoting joint action, learning, and “reflected evidence” (Scheunpflug, 2020, p. 48).

As a very final remark, the points for debate raised here need to be considered in an interrelated, transgenerational, collective view. Understanding how such complexity (dynamically) operates and how it translates in the specifics of each GE context and actor have been core drivers in our personal GE journey and, hopefully, to the collective action needed ahead.

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¹ Although we have tried to include the English versions of consulted documents whenever available, most documents are originally written in Portuguese, in which case, we included free translations of relevant citations. We encourage readers to consult the original sources.

³ We have collaborated on GE in Portugal on several occasions. Despite each of us having written and researched about it extensively, this is a (very fortunate) first opportunity to do that collaboratively in a more extended, systematic process. However, the chapter is also the result of years of meeting in multiple settings, traveling the country, as peers and across GE communities, of e-mailing and messaging, musing around the “GE world”. Steadily, we have grown shared understandings around GE – and perhaps, even more so, shared questions, doubts, and dreams for what a transformed world in which all can thrive convivially could look like.

³ In this chapter we will generally refer to Global Education (GE) in line with the terminology chosen by GENE. Nevertheless, when referring to the Portuguese context we opted for Development Education (DE) due to its use in the official national documents.

⁴ Originally, CIDAC stood for “Centre for Anti-Colonial Information and Documentation”.

⁵ Amílcar Cabral was the leader of the liberation movement in Cape Verde and Guinea-Bissau.

⁶ Originally coined by the Brazilian sociologist Gilberto Freyre, “in general terms, luso-tropicalism postulates the special ability of the Portuguese to adapt to the tropics, not out of political or economic interest, but out of innate and creative empathy. The Portuguese aptitude for relating to tropical lands and people, their intrinsic plasticity, is the result of their own hybrid ethnic origin, their “bi-continentality” and their long contact with Moors and Jews on the Iberian Peninsula in the first centuries of nationhood and is manifested above all through miscegenation and the interpenetration of cultures” (Castelo, 2013, s/p).

⁷ According to the Law, the areas of intervention of NGOs are: a) Teaching, education and culture; b) Scientific and technical assistance; c) Health, including medical assistance, medicines and food; d) Employment and vocational training; e) Protection and defence of the environment; f) Social and community integration; g) Rural development; h) Strengthening civil society by supporting similar and grassroots associations in developing countries; i) Development education, in particular by disseminating the reality of developing countries [sic] to the general public.

⁸ <https://www.plataformaongd.pt>

⁹ At the time, enabled by the NGDO *OIKOS*, an organisation still active in the field of DE.

¹⁰ CONCORD remains the main acronym, however, its description now reads “the European Confederation of NGOs working on sustainable development and international cooperation” (<https://concordeurope.org/about-us/who-we-are/members/>).

¹¹ <https://concordeurope.org/2012/09/14/about-us/>.

¹² For instance, the “National DE Schools” that were promoted between 2001 and 2005.

¹³ The ICP would later be renamed IPAD. In 2012, the institute was renamed “Camões, Instituto da Cooperação e da Língua, I.P.” and it comprises international development (by former IPAD) and the promotion of the Portuguese language (former Instituto Camões), following a merger of the two entities. For more on the historical evolution of Camões, I.P., see <https://www.instituto-camoes.pt/sobre/sobre-nos/gestao-sobrenos/historia>.

¹⁴ In the first year, IPAD received 30 projects from 22 NGOs, of which 10 were approved, with a total funding of 374.140,60 euros (Coelho, D.P., 2019). Detailed information since 2012 to date is available at [Camões, I.P.](#)

¹⁵ Such as: *The European Consensus on Development: the contribution of Development Education and Awareness Raising* (2007) during the *European Development Days* held in Lisbon; the *Conference on Intercultural Dialogue in Development Education*” (2008), organised by the Slovenian NGO Platform following the Brussels (2005) and Helsinki (2006) Conferences, held within the context of the respective country’s EU Presidency; and the *Multi-Stakeholder Steering Group* promoted by DEEEP (2006).

¹⁶ Respectively, the ones adopted by NGOs (from The Portuguese NGO Platform, in 2002), from the national policymakers (from *IPAD a Strategic Vision for Portuguese Cooperation*, in 2005), and from European policymakers (from the *European Consensus on Development*, in 2007).

¹⁷ The Monitoring Committee (formerly, Working Group 1) included: Camões – Institute for Cooperation and Language, I.P., DGIDC – Directorate-General for Innovation and Curricular Development, PPONGD – The Portuguese NGO Platform, and CIDAC – Centre for Intervention on Development Amílcar Cabral. The remaining subscribing entities (formerly, Working Group 2) include: ACIDI – High Commission for Immigration and Intercultural Dialogue; APA – Portuguese Environmental Agency, I.P.; APEDI – Teachers’ Association for Intercultural Education; ARIPESE – Association for Reflection and Intervention in Educational Policies of the Higher Schools of Education; CIG – Commission for Citizenship and Gender Equality, I.P.; CNJ – National Youth Council; CNJP – National Commission for Justice and Peace; CPADA – Portuguese Confederation for Environmental Protection; IPJ – Portuguese Youth Institute; and the UNESCO National Commission.

¹⁸ One of the current authors, La Salette Coelho, was responsible for this task from 2011 until 2018.

¹⁹ The Annual Monitoring Reports, from 2012 to 2022, can be found in ENED webpage <https://ened-portugal.pt/>

²⁰ One of the current authors, La Salette Coelho, was the GENE national researcher for the Peer-Review process.

²¹ For instance, the *2nd European Congress on Global Education*, an initiative of the North-South Centre of the Council of Europe, and the seminar *Development Needs Citizens* (2012); the participation in the Quality & Impact Study of DEEEP 4 (an initiative of the CONCORD DARE Forum), an Action-Research Project entitled *Pathways for Citizens’ Engagement: DE and the World Around Us* (2013); the workshop *Evaluation in the Context of Development Education - Inputs for defining common Terms of Reference* (2015); the seminar *Development Models and Perspectives* and the workshop *Is a different world possible with SDGs?*, held in line with the national Public Consultation process on the SDGs’ implementation (2016); and the debates *Development Education and/or Global Citizenship Education? Debating Concepts and New Approaches and Forms of Intervention for Social Transformation: spaces and Methodologies* (2017) (ENED 2018-2022, p. 11).

²² Results from the OECD review of this project available at OECD (2018).

²³ This is done differently depending on the cycle. For detailed information, see ENEC (2017).

²⁴ Currently, systematic, up-to-date information is available on publications in the Portuguese case since 2015, at *GEL – Global Education and Learning* database, at <https://projects.dharc.unibo.it/digestgel/about>.

²⁵ <https://sinergiased.org>

²⁶ Members of ARIPESE, one of the Signing Entities.

²⁷ One of the current authors, Dalila Pinto Coelho was a member of the final external evaluation team.

²⁸ https://www.instituto-camoes.pt/images/cooperacao2/Aviso_de_Abertura_Linha_Confer%C3%Aancias_2019.pdf

²⁹ Currently, DG INTPA - Directorate-General for International Partnerships.

³⁰ <https://dearprogramme.eu/>.

³¹ Some examples include: i) the invitation of the North-South Centre of the Council of Europe to Camões, I.P. and The Portuguese NGDO Platform to integrate the Organising Committee of the 2nd European Congress on Global Education (2012); ii) the engagement of The Portuguese NGDO Platform (namely through its DE Working Group) in initiatives and projects of CONCORD's DARE Forum and the 1st Cross-Border Seminar on Development Education (organised by PPNGDO, Camões, I.P., the Extremadura Agency for International Development Cooperation, the Coordinator of NGDOs in Extremadura, and the Association of Adult Education Centres of Extremadura); iii) the collaboration with the EC, the OECD-DAC, the North-South Centre of the Council of Europe, the EU Multi-stakeholder Group on Development Education and GENE (in which Camões, I.P., DGE-ME, and CIDAC NGDO participate); and iv) an exchange with members of the Chilean International Cooperation Agency (2017). As part of the DARE Forum, members of the ENED Monitoring Committee (Guimarães & Santos, 2011) shared the Portuguese experience with ENED in the thematic dossier *DEAR matters: Strategic Approaches to Development Education in Europe*, aimed at providing inspiring examples for future strategies across Europe.

³² Composed by Camões I.P., the Directorate-General for Education (DGE), the Portuguese NGDO Platform, and the NGDO CIDAC as a member of GENE.

³³ Respectively: the Portuguese Platform for Women's Rights (PpDM), the Portuguese Association for Local Development (ANIMAR), and the Intermunicipal Network for Development Cooperation (RICD). For detail on the remaining organisations see footnote 16.

³⁴ Among them, the UNESCO's *Agenda 2030* (2015) and the European Union's *New European Consensus on Development: Our World, our dignity, our future* (2017).

³⁵ Such as the *National Strategy for Environmental Education* (2017), the *National Strategy for the Integration of Homeless People 2017-2023* (2017), and the *National Strategy for Equality and Non-Discrimination 2018-2030 'Portugal+ Igual'* (2018).

³⁶ ACM – High Commission for Migration, I.P.; ANIMAR – Portuguese Association for Local Development; APA – Portuguese Environmental Agency, I.P.; APEDI – Teachers' Association for Intercultural Education; ARICD – Intermunicipal Network for Development Cooperation; ARIPESE – Association for Reflection and Intervention in Educational Policies of the Higher Schools of Education; Camões – Institute for Cooperation and Language, I.P.; CIDAC – Centre for Intervention on Development Amílcar Cabral; CIG – Commission for Citizenship and Gender Equality, I.P.; CNJ – National Youth Council; CPADA – Portuguese Confederation for Environmental Protection; DGE – Directorate-General for Education; IPDJ – Portuguese Institute for Sports and Youth, I.P.; PpDM – Portuguese Platform for Women's Rights; PPNGDO – The Portuguese NGDO Platform; and the UNESCO National Commission.

³⁷ See measures 4.1 *Institutional model of the National Strategy for Development Education* and 4.2 *Monitoring system* (Action Plan, 2018).

³⁸ La Salette Coelho was the coordinator of this Secretariat from 2019 to 2023.

³⁹ Dalila Pinto Coelho was a member of the country report team.

⁴⁰ Regarding knowledge production, in a search on the RCAAP portal, a substantial body of work focused on "Education for Sustainable Development" and "Education for Global Citizenship" was found (mostly, from the University of Aveiro, the Polytechnic Institute of Bragança, and the Polytechnic Institute of Viana do Castelo). RCAAP aggregates the scientific output of Portuguese higher education repositories. Educational provision entangles experiences of presenting, discussing, and promoting the appropriation of themes and approaches from the DE framework in Bachelor's (1st cycle) or Master's (2nd cycle) courses, especially in initial training courses (mostly, at the Polytechnic Institutes of Coimbra, Guarda, Portalegre, and Viana do Castelo and at the Universities of Minho and Algarve). Regarding the creation of educational resources, the Viana do Castelo Higher School of Education experience is highlighted, mainly related to its participation in the DEAR

– Development Education and Awareness Raising programme of the European Commission. The report also mentions the *Chair of Education for Global/Citizenship*, an initiative funded by the OEI – Organisation of the Ibero-American States for Education, Science, and Culture promoted by the Faculty of Psychology and Education Sciences of the University of Porto, since 2021 (<https://catedra-oei.fpce.up.pt/>). This chair is organised along three lines: teacher education, educational policies, and participation of children and young people at school. For a detailed overview on publications about the Portuguese DE situation in the last decade, in which some of these trends are reflected, see also the *Global Education Digest* (2020, 2021, 2022, 2023) or the GEL – Global Education and Learning database at <https://projects.dharc.unibo.it/digestgel/>

⁴¹ Dalila Pinto Coelho was a member of the final external evaluation team.

⁴² i) The project Intersections: equality between women and men and development education (Silva et al., 2022) by the Commission for Citizenship and Gender Equality, I.P. (CIG), a public entity, and the Portuguese Platform for Women's Rights (PpDM), a civil society organisation, to reflect on the relationship between the two areas. The NGDO Graal and the Higher Schools of Education of the Polytechnic Institute of Viana do Castelo and Santarém joined the action focused on elaborating educational resources, promoting teachers' education, and organising events for educators and policymakers. ii) The project Development Education: Migration & Interculturality by the High Commission for Migration, I.P. (ACM), as public entity, and the Teachers' Association for Intercultural Education (APEDI), a civil society organisation. Along with the NGDO AIDGlobal, they produced education resources, teachers' courses, and events for educators and policymakers. iii) The project The role of environmental NGOs in the National Development Education Strategy, by the Portuguese Environmental Agency, I.P. (APA), as public institution and the Portuguese Confederation for Environmental Protection (CPADA) as civil society organisation. With the support of the NGDO OIKOS, educational resources and an event for educators were organised. iv) And finally, the project Development Education in Higher Schools of Education: Diagnosis and Capacity Building (2021) and Development Education in Higher Schools of Education: Collaborative Conception and Action Planning (2022). Led by the Association for Reflection and Intervention in Educational Policies of the Higher Schools of Education (ARIPESE), it brought together the fourteen public Higher Schools of Education in Portugal, and the NGDO FGS. In June 2022, participating institutions signed the Charter of Commitment of Higher Education Schools for the implementation of the ENED, which more actively involved HEIs in the diagnosis of DE practices in their entities and boosted the creation of strategic plans to increase the dimensions of DE in initial teacher training (Monteiro et al., 2023).

⁴³ <https://dearprogramme.eu/>

⁴⁴ La Salette Coelho is the coordinator of the Secretariat of the Ibero-American Program on Global Citizenship for Sustainable Development.

⁴⁵ More on the context leading to resignation in international press at https://www.theguardian.com/world/2023/nov/07/portuguese-pm-antonio-costa-resigns-amid-corruption-inquiry_.

⁴⁶ More on the results from the election on March 10th 2024 at <https://www.reuters.com/world/europe/portuguese-head-polls-right-left-seen-almost-evenly-matched-2024-03-10/>.

⁴⁷ GENE website has a compilation of GE national policies and other relevant information, per country, at <https://www.gene.eu/country-profiles>. Peer review exercises conducted and foreseen can be consulted at <https://www.gene.eu/peer-reviews>. According to GENE, "to date, 14 Global Education Peer Review processes have taken place and National Reports published – Estonia (2019), Cyprus (2017), Belgium (2016), Ireland (2015), Portugal (2013-14), Slovakia (2013-14), Norway (2009-10), Poland (2009-10), the Czech Republic (2008), Austria (2006), the Netherlands (2005), Finland (late 2004), and Cyprus (pilot review, early 2004)".

⁴⁸ The authors are members of the team responsible for the elaboration of the *Digest* on Portuguese publications.

⁴⁹ An example is the book of Bergmüller and colleagues *Quality and Impact in Global Education Empirical and Conceptual Perspectives for Planning and Evaluation* (2021), originally published in German and made available in an open access translated English version with the support of GENE.



Slovakia

***Katarína Kováčová
and Ditta Trindade Dolejšiová***

Introduction

This chapter outlines the historical context that influenced the beginnings of Global Education in Slovakia and the key foundations on which Global Education in Slovakia was built. This includes the establishment of the Official Development Assistance (ODA), the efforts to enhance the multistakeholder dialogue, the international cooperation, participation in regional and European networks and a handful of strong civil society organisations bringing positive change through Global Education.

The history of Global Education in Slovakia is also marked by a continuous effort to overcome the educational legacy of the forty years of the communist regime. While there have been moments of success and progress in democracy building, there have also been setbacks.

A brief glance to the past reveals a pursuit of independence and the recognition of sovereignty, along with the struggle for freedom, democracy, and human rights. This pursuit has been defined both by individual and collective expressions of solidarity and resistance.

Democracy building and the roots of Global Education

From a historical perspective, there are five significant milestones that have greatly influenced the development of Global Education in Slovakia. These milestones have played a crucial role in shaping peoples' perspectives, fostering a deeper understanding of global issues and addressing various themes within Global Education.

Slovakia was a part of the Habsburg Monarchy for several centuries until 1918 when Czechoslovakia was established. **The first milestone was marked by the advent of Slovakia's first parliamentary democracy** as part of the Republic of Czechs and Slovaks. At the international level, Czechoslovakia was a founding member of the League of Nations in January 1920 and was a founding and active member of the United Nations since 1945.¹

This short period of democratic foundation in Czechoslovakia ended in 1939 when the country was split, as a result of Hitler's policy, and Slovakia became an independent state – a satellite of Germany. **The second milestone**

in Slovakia's history was the remarkable display of solidarity and resistance shown through underground movements against the German occupation.

These courageous actions eventually led to the Slovak National Uprising in August 1944. This resistance movement was predominantly spearheaded by members of the Democratic Party, social democrats, and communists. Their effort aimed to resist the presence of German troops on Slovak territory. Although the resistance was largely defeated by German forces, partisan operations continued until the end of war.

After the war, Slovakia, as part of Czechoslovakia, fell under Soviet influence, remaining within the communist totalitarian regime for over four decades. **The resurgence of the democratic movements in Czechoslovakia in 1968, known as Prague Spring, represents a third milestone. This period was characterised by political liberalisation** and the visionary leadership of Alexander Dubček, who sought to enhance citizens' rights through partial decentralisation of the economy and democratisation efforts. These efforts resulted in granting of various freedoms, such as the loosening of media regulations, freedom of speech and the freedom to travel. This short period of re-opening started on 5 January 1968, with the election of Alexander Dubček as the First Secretary of the Czechoslovak Communist Party (KSC), and ended on 21 August 1968, with the Warsaw Pact armies' invasion of Czechoslovakia to suppress the reforms.

During the oppressive years of the communist regime, a resilient **dissident movement emerged, composed of underground pro-democracy circles. These courageous individuals gathered clandestinely to strategise**, print and distribute documents that advocated for democratic reforms. One of the significant outcomes of these persistent efforts was the creation of **the Charter 77. This can be considered as the fourth milestone, as this influential document** served as a powerful critique of the government's failure to uphold the human rights provisions it had previously ratified as outlined in several international agreements.²

On January 1, 1977, the Charter was officially published, accompanied by the names of the initial 242 signatories from diverse backgrounds in terms of their occupations, political beliefs, and religious affiliations. Among these signatories was Vaclav Havel, who would later become the first post-communist democratic president of the country. However, their attempt to present the Charter to the Federal Assembly and the Czechoslovak government was met with yet another act of repression. The main signatories, including Havel, were detained, and the original document was confiscated by authorities.

Despite these setbacks, copies of the Charter continued to circulate as an underground publication known as "Samizdat." Additionally, the document gained international attention as it was published in prominent Western newspapers, such as *Le Monde*, *Frankfurter Allgemeine Zeitung*, *The London Times*, and *The New York Times*. The Czechoslovak regime banned radio broadcasters like *Radio Free Europe* and *Voice of America*, who also played a crucial role in transmitting the contents of the Charter to a wider audience.

The fifth milestone in the pro-democratic struggle to overcome the totalitarian regime, emerged in March 1988, in the form of the **Candle Demonstration in Bratislava**, organised by Roman Catholic dissents. Thousands of people with candles in their hands peacefully asked for religious freedom and were suppressed by the police. **This demonstration was the first important step towards the November 1989 known as Velvet Revolution led by students, artists, and dissidents.** This led to democratic processes, including the free elections of the **democratic parliament**, and a **democratic government** was established in June 1990.

After a period of political turmoil, Slovakia became an independent state on 1 January 1993, and it gradually joined the international and European structures, as represented in the table below.

February 1993 - Slovakia joins UNESCO
(Czechoslovakia was one of the founding member)

June 1993 - Slovakia joins Council of Europe
(as part of Czecho-Slovakia already in 1991-1992)

December 2000 - Slovakia becomes member of OECD

March 2004 - Slovakia becomes member of NATO

May 2004 - Slovakia becomes member of the EU

Global Education in national and international policy contexts

Development policy context

During the first ten years of the independent Slovak Republic, the newly established country experienced political turmoil. This was accompanied by a fast-growing civil society ready to express its dissatisfaction with the weakness of institutions and slow progress in democracy-building. At the same time, this period of fighting for democracy contributed to the renewed foundations of citizenship education, critical public thought, and concern for issues of local and global social justice. This provided a basis for Global Education.

In 2003, the Ministry of Foreign Affairs (MFA)³ initiated the development of the Official Development Assistance (ODA) mechanism, as part of the Slovak commitment during the EU pre-accession process. The MFA developed its first strategic documents (Ministry of Foreign Affairs, 2003), a legal and institutional framework, as well as creating a specific ODA budget with funds to co-finance Slovak development projects in programme and priority countries, including the budget for Development Education and public information. As part of this process the first grant scheme for Development Education was launched. This was implemented through the Slovak-UNDP Trust Fund, established by the Slovak MFA in cooperation with the UNDP, before the Slovak Agency for International Development Cooperation (SAIDC) was established in 2006 (UNDP, 2008). It was managed as a regional project and executed and implemented directly by the UNDP's Bratislava Regional Centre. The Administrative and Contracting Unit (ACU) of the Slovak-UNDP Trust Fund was an implementing unit of MFA which administered projects to priority countries and Development Education projects.

Since its inception, **Development Education (DE)⁴ was an integral part of the Slovak ODA** with a specific budget line used for Development Education projects each year. Along with the development cooperation projects, the first call for proposals for DE projects were announced in 2004 by the ACU Slovak-UNDP Trust Fund and the first eight Development Education projects were selected and implemented. In 2004, the state budget allocated 100 000 EUR to Development Education projects. In that same year the representatives of the Slovak MFA participated for the first time in GENE Roundtable 7 in Bern. This led to the first Memorandum of Understanding between the ACU Slovak-UNDP Trust Fund and the North-South Centre of the Council of Europe on strengthening Global Education in Slovakia, as part of the Visegrad four programme financed by the MFA of the Netherlands (ibid, p.57).

Since then, the funding has not increased significantly over the years, yet it remained an integral part of ODA. In 2024, there is 150 000 EUR allocated for GE projects with 50 000 EUR maximum grant per project (GENE, n.d.). The most frequent activities implemented are workshops, presentations, discussions, trainings of teachers and trainers, handbooks, and manuals for teachers.

The MFA strategic documents have systematically included Development Education. The latest Medium-Term Strategy for Development Cooperation of the Slovak Republic for 2019–2023 states that

Global Education, which includes Development Education, is a responsibility of the Ministry of Education, Science, Research and Sports (MoE) and the Ministry of Foreign and European Affairs (MFA) of the Slovak Republic. The main challenges in Development Education include drafting a National Strategy for Global Education as well as enhancing instruction of Development Education in formal and non-formal education. To increase general awareness of development aid, it is important to train stakeholders, particularly non-formal education leaders, teachers, and journalists, who facilitate the information to the public.
(MFA, 2019)

In 2020, based on the agreement of State Secretaries of the MFA and the MoE, the responsibility for coordination of Global Education policy was transferred from the MFA to the MoE.

In November 2023, the Slovak MFA and SAIDC celebrated the 20 year anniversary of the Slovak Official Development Assistance by organising the SlovakAid Development Summit that included the Ambrela Development Forum, a high-level international conference, and a public event SlovakAid development festival. Global Education played a prominent role at the Ambrela Development Forum that facilitated a Deep Dive discussion on the theme with key European and national experts.

Educational policy context

Over the past 30 years, there have been numerous initiatives to reform national education policy and provision including efforts to re-structure the system, the internal processes as well as propose a curriculum reform at different levels of the primary and secondary education. Since 1989, the leadership of the education policy sector witnessed a fluctuation of over 20 Ministers of Education. Unfortunately, only two of them were able to complete their four-year mandate.⁵ This constant turnover in leadership had a significant impact on the delays in implementing the necessary reforms in the field of education.

The education administration is jointly guaranteed by the national Ministry and by the relevant local and regional governments, responsible mainly for school infrastructure. The central body responsible for education is the Ministry for Education, Science, Research and Sport of the Slovak Republic (MoE).⁶ The Ministry oversees the aims, content, and methods of education, and is also responsible for national policy for both formal and non-formal education and international engagement.

Slovakia has a unified continual system of primary and lower secondary education, which is organised as a single structure system. This starts at the age of six and consists of nine years of schooling. The primary school curricula reform has been widely discussed for several years. There is a common agreement among all key actors and in society that education needs to shift from traditional forms of education to a modern model which is suitable for current world. Slovakia is committed to a new way of teaching in its recovery plan, with more than 300 experts working on the reform's conception (Office of the Government of the Slovak Republic, 2021). A large part of the Slovak school system consists of memorisation. Critical thinking, respect for diversity, and inclusion provided the basis for the new primary school curriculum reform that is currently being tested in 40 selected pilot primary schools (during the school year 2023/2024) (Ministry of Education, 2023).⁷

According to Erika Fabiánová, a director of an elementary school in Rožňava, for daily newspaper Denník SME, "We were used to the fact that the teacher spoke 80% of the time in class and children only 20%" (Silenská, 2024). Fabiánová's school has been implementing the new curriculum since September 2024, which aims to shift the role of children from "passive recipients" to active participants in their learning journey. The first graders now engage in "thematic and holistic learning", where they acquire information through interactive discussions and practical activities. This approach fosters curiosity and encourages children to be proactive in learning.

A model primary school in Zvolen, run by CEEV Živica reported⁹⁴, that there are many opportunities for Global Education in the current curricula. By 2026/2027 the new curriculum shall be adopted by all schools in Slovakia (Eurydice, 2024).

Debates around the reform of the upper secondary education, in line with the primary education reform have begun.

The change is needed both at the level of content and methods of education (Beňová, 2023). Education must move from delivering information that students need to remember to the development of skills and competences. The contemporary world offers a variety of information, and the new curriculum shall teach students how to select the reliable sources and make sense out of the different findings.

Within the General Education provision there are Grammar schools (Gymnasium), including bilingual grammar schools, artistic schools, vocational secondary schools and shorter apprenticeship courses. Several Global Education projects have been implemented over the past 20 years in secondary schools in cooperation with CSOs, such as People in Need, PDCS – Partners for Democratic Change, Živica and more recently, Hekima.

Higher education is provided across three levels – Bachelor, Master, and PhD study programmes – in autonomous universities and higher education institutions. There have been enormous changes in this system in line with the adoption of the Bologna process, since 1999. Several Global Education courses were piloted as part of initial teacher training at the Faculties of Pedagogy, as well as at departments of journalism and political and social sciences and international relations, also in cooperation with CSOs; however, the formal accreditation and integration of these Global Education courses in the regular offer remain an issue.⁹

Adult education includes further professional education, special-interest education, and civic education. The Act on Lifelong Learning (No. 568, 2009) has as its aim “to create the conditions which enable citizens to acquire and deepen qualifications during their lifetime” (National Council of the Slovak Republic, 2009). This provides a clear basis for further education, and for Global Education. While the new Law on Lifelong Learning was not approved yet by the government, several improvements are to be made in the newly elaborated Law proposal. Other areas of non-formal education in terms of adult learning and youth, are also mainly CSO led, as the formal structures face continuous structural changes and budgetary restrictions.

Key actors in Global Education

At the governmental level, the Ministry of Foreign and European Affairs, the Ministry of Education, Research, Development and Youth and the Slovak Agency for International Development Cooperation have key roles in policy development, policy support and implementation of Global Education.

- **Ministry of Foreign and European Affairs (MFA)** plays a key role in GE in policymaking. It provides funding support for GE initiatives of civil society organisations through SAIDC. It played a crucial role in initiating and supporting GE over the past decades, and by initiating and endorsing the first GE National Strategy with MoE.
- **Ministry of Education, Research, Development and Youth (MoE)** plays a key role in integrating GE into formal education and support its integration into non-formal education. It overtook the responsibility for GE coordination from MFA in 2020 (based on the agreement between the state secretaries of both ministries) and has taken the leadership in formulating the new Strategy on Global Education for 2024 to 2030.
- **SAIDC is an implementing agency of MFA**, it announces the annual calls for proposals for GE projects and is responsible for full administration of these projects. Representatives of SAIDC have been active participating members of GENE Roundtables since 2004 (more on that below).

Other relevant ministerial actors in Global Education include:

Ministry of Environment responsible for the *Environmental Fund* which supports Environmental Education and Education for Sustainable Development projects. Its work includes the establishment and reconstruction of existing centres for Environmental Education, eco-centres, eco-classes, visitors' centres, support to projects and competitions at school, CSOs activities, festivals, trainings, conferences etc. It also administered the Green Education Fund for support of non-formal Environmental Education and activities for sustainable development. With the recent 2024 governmental changes, the future of these funds is uncertain.

- **National Institute for Education and Youth** was established in 2022 when several state agencies merged, such as the regional methodical, pedagogical centres, the youth agency and the state pedagogical institute. It provides accredited courses in the field of in-service teacher training and youth worker trainings on themes related to Global Education, including environmental, citizenship, intercultural and human rights education.
- **Ministry of Investments, Regional Development and Informatisation (MIRRI)** is formally responsible for the implementation of the Agenda 2030. The Slovak government defined six main priorities for implementing SDGs presented at the UN General Assembly in July 2018, among them "Education for a decent life". Other Global Education themes are also present in other five priorities.

At the non-governmental level, the Slovak CSOs are the key actors putting GE into practice within formal and non-formal education.

- **Ambrella** – Platform for Development Organisations has been a key partner of the Slovak ODA already for over 20 years. It is an umbrella organisation of 30 mostly non-governmental organisations in Slovakia (16 full members, 14 observers) which focus on development cooperation, humanitarian aid, global development education and sustainable development at home and abroad. A working group for GE works within Ambrella with the goal of contributing to strategic GE document in cooperation with the two ministries and to lobby for increased funds for GE activities. Over the past two decades, the Slovak CSOs active in Global Education have been cooperating with CSOs in other, mainly European countries and increased their capacities. They regularly apply for national calls for proposals as well as in the calls announced by European Commission.
- CSOs with over 20 years of expertise in Global Education include: People in Need¹⁰, Živica - Centre of Environmental and Ethical Education, Pontis Foundation, PDCS, UNICEF Slovakia, Integra Foundation, Nadácia Milana Simečku.

Global Education in adult learning has been mainly implemented by Institute for Public Affairs and Academia Istropolitana Nova.

Looking back at the early stages of inter-ministerial cooperation

The first joint Global development education project between the MFA and MoE was implemented in 2006–2007 and focused on teachers' trainings in GE. Methodical and Pedagogical Centre in Prešov (a training centre in the Eastern part of Slovakia) coordinated the project in close cooperation with SlovakAid and NGOs experts. The key outcomes involved:

- The set-up of the first Global Education portal (www.globalnevzdelavanie.sk)¹¹ offering GE materials to a wide range of educational professionals (trainers, teachers etc.) working in the field of GE.
- The implementation of a regional seminar for experts in educational methodology from five regional methodical and pedagogical centres.
- The organisation of 50 seminars for teachers in GE.
- The development of 40 publications and manuals for teachers in GE.
- The organisation of a study visit for education experts and teachers to Vienna to experience GE in practice.

GE Teacher training - Over 800 teachers were trained in Global Education throughout the project and could take part in a certified 36-hour Global Education module. The basic 16-hour module covered Global Education concepts and definitions, examples from practice, possible ways to implement GE in schools and 20 hours of additional modules focused on topics such as multiculturalism, causes and impacts of poverty in a globalised world, development cooperation context, human rights, impact of globalisation on the environment.

Educational portal www.globalnevzdelavanie.sk was launched almost 20 years ago. It is administered by a consortium of three CSOs composed of People in Need Slovakia, PDCS a CEEV Živica and a representative of the Pedagogical Faculty Mateja Bela in Banská Bystrica. The portal includes a range of GE manuals, handbooks, announcements of GE trainings and capacity-building opportunities, and audio-visual materials. There is also a section called "New in GE" dedicated to newcomers. Overall, it is a useful source of information and opportunities for professionals (trainers, teachers, academics etc.) as well as the general public.

Building capacities in Global Education

At the start of the Slovak ODA programme, a gradual capacity building in Global Education among the key actors in development cooperation and education, was crucial. SlovakAid closely cooperated with the Austrian Development Agency (ADA), Canadian International Development Agency (CIDA) and the North-South Centre of the Council of Europe (more on that below). It also included a study visit to the Czech Republic focused on learning about the development education funding mechanism.

In the framework of a three-year **Regional partnership programme with Austria and neighbouring states** implemented in 2005–2009, Slovak governmental experts and CSO representatives had the opportunity to exchange practice with partners from Austria and other neighbouring states, including the Czech Republic, Hungary, and Slovenia. Seminars on strategy development, ODA institutionalisation and project planning were held. More specifically, in the field of Global Education, study visits for CSOs were organised and CSOs from new member states could implement Global Education and public awareness projects with their more experienced Austrian partners. The Project was co-financed by ADA (70 %), Ministries of Foreign Affairs (20 %) and NGDOs platforms (10 %) in the participating countries (SlovakAid co-financing was 120 000 USD). It increased capacities of NGDO platforms and experts in development aid and created a dialogue between NGOs and governmental structures.

MFA and its implementing agency invited several international experts to provide inputs and lead the workshops and seminars. In autumn 2006, a two-day seminar with Dr. Douglas Bourn¹² was held in Bratislava, which received a warm welcome and positive feedback from GE-participating actors. The seminar was focused on **Principles and practices of Global Education**, tackling the following key questions: 'Why is GE important?', 'What is GE?', 'How do we deliver it?', and 'How do we measure and evaluate GE?' The seminar was followed by a two-day seminar in spring 2007 named **Putting Global Education into practice**, including three sessions: Strategies for GE, Training of teachers in GE, GE in the classroom.

Slovakia and cooperation with GENE

In the field of Global Education, GENE represents one of the relevant European platforms for the Slovak policy makers. Participating in GENE Roundtables, conferences and in other GENE events, meeting GENE experts and exchange visits on various levels have had a significant influence on shaping Global Education in Slovakia. GENE experts have participated in national seminars, conferences and workshops organised by Slovak actors and Slovak representatives of ministries and agencies participated in Peer Reviews in Austria, Czech Republic and Estonia. **Slovakia was invited to the GENE Roundtable in Autumn 2004** and the representatives of MFA and SAIDC have been active members since then. In 2019, the MoE representatives (Directorate for National Minorities and Inclusive Education) joined GENE 40th Roundtable for the first time and have been participating in GENE ever since.

The following sections offers a short overview of some of the key milestones in the cooperation between Slovakia and GENE.

Programme for strengthening Global Education in Visegrad Countries

Along with the Czech Republic, Hungary and Poland, Slovakia was a part of the Visegrad Four Programme in 2004–2005 (coordinated by the North-South Centre of the Council of Europe programme¹³) that enabled the organisation of the first **National Seminar on Global Education** in March 2005. The seminar gathered all key GE stakeholders including ministries, agencies, educational centres, CSOs, parliamentarians, university representatives and foreign experts. The seminar was followed by **regional seminars, co-financing of the 2nd call for proposal for Global Education projects in the amount of 35.000 EUR, and the invitation of the SlovakAid representatives to the GENE Roundtable**. The programme significantly enhanced Global Education in Slovakia, inspired many new activities, and widened the space for discussion among a greater variety of stakeholders in Slovakia.

GENE Roundtable 25 and Global Education Peer Review in Slovakia

In 2011, the Slovak MFA and SAIDC hosted the **25th GENE Roundtable in Bratislava** which was followed by the International Peer Review process of Global Education in Slovakia in 2012.

The **Global Education Peer Review process** was conducted when ODA system had been firmly established with a clear funding mechanism enabling regular calls for proposals for Global Education projects. The Slovak Global Education context at that time reflected a variety of good practice among the CSOs and brought the first results of the inter-ministerial cooperation in the field of Global Education. The key achievements included the Global Education regional seminars for teachers, the establishment and running of the educational GE portal and the adoption of the first National Strategy on Global Education 2012–2016.

Some of the key recommendations of the Peer Review experts' team¹⁴ were focusing on aspects that could move the Strategy implementation forward, such as:

- The integration of GE into curricula at all levels, including as a cross-cutting theme,
- The introduction of global issues and development studies into the curricula of universities,
- The development of strategic approaches for universal initial and in-service teacher education and training in GE,
- Increase of GE funding,
- Learning from good practice and,
- Strong international cooperation.

It also recommended to moving from an informal GE working group towards a more formal National Committee on GE including key GE actors to drive the strategy forward and establish a regular National Forum to strengthen ownership of the strategy (O'Loughlin & Wegimont, 2012).

Slovakia as part of the GENE Increase Programme

In 2016–2017, Slovakia became part of the GENE Increase Programme financed by the European Commission, aiming to strengthen the national structures and mechanisms supporting GE. Based on the interest of the Slovak MFA and SAIDC in strengthening the inter-ministerial cooperation between the Slovak Ministry of Foreign and European Affairs and the Slovak Ministry of Education, Science, Research and Sport, **GENE and SAIDC signed a Memorandum of Understanding** in October 2017. It included the following areas of support: national consultation process, technical assistance, and co-financing of the National Global Education mapping in Slovakia.

National consultation process

Following on a series of national consultation meetings with the key Slovak stakeholders in Global Education, a **High-level expert meeting on Global Education**¹⁵ took place in Bratislava in June 2018. The event was attended by 27 national key actors and international experts (including GENE experts) aiming at the integration of Global Education in the Slovak formal and non-formal sectors. It highlighted the importance of cooperation between the two ministries, the need for the development of a new National Global Education Strategy with clearly formulated indicators, and the need for GE in-service teacher trainings and integrating GE in the school curricula and the curricula of the pedagogical faculties. There was a joint agreement on the importance of organising a national seminar on Global Education. The issues of gender equality and the importance of youth were also highlighted during the meeting.

Technical assistance

As part of the cooperation with SAIDC, the **Slovak Youth Council implemented a Global Education project** (the first of its kind) from September to December 2018. It involved research of young people's opinions (aged 15–24) on global issues and Global Education competencies (further reflected in the GE manual for youth workers), a non-formal education seminar on GE for 41 youth multipliers (educators and youth workers), and 17 dissemination activities led by the young multipliers in the different regions in the rural part of Slovakia. This pilot project was highly appreciated by the youth workers and trainers, as well as the young people in the region, as it widened the scope of their debates to global-local issues and recent themes that were often treated as taboo.

Mapping of Global Education in Slovakia

Beginning in 2018, the nationwide mapping on GE was conducted by two consortia of NGOs under the umbrella of the Slovak NGDO Platform. The first consortium (composed of CSOs People in Need Association, Živica - Centre of Environmental and Ethical Education, PDCS and two university faculties) mapped the state of GE in the formal education sector, focusing on the quality of the GE practice as well as themes addressed in Slovak primary and secondary schools. The key findings in formal education showed that **GE has not yet been systematically implemented within the Slovak formal education system**, but that **numerous GE and value-based education themes and methods were integrated in the education process of the Slovak schools** universities (People in Need et al., 2019). GE was therefore somewhat considered as an umbrella term for value-based education.

The findings of the second consortium (AINova, eRko, ADRA Slovakia, Pontis Foundation and Comenius University) provided insights into GE practice among the non-formal education actors, such as civil society organisations, youth organisations, social businesses etc. (Ambrela, 2019) Among these, GE and value-based education is quite frequent and the extent to which it is practiced goes much beyond the GE bubble of the capital city. The mapping also pointed out that some of the most **pressing needs of GE practitioners in this sector are related to limited funding at national and EU level**, the lack of (e)learning

opportunities, the lack of accredited programmes for GE, and weak networking and cooperation infrastructures.

According to organisations involved in mapping, the mapping exercise posed a unique challenge, as organisations that were not even familiar with Global Education sought to ask the right questions. It gave those involved the opportunity to conduct interesting interviews in the field and produced lively discussions in the regions. The results of the mapping were officially presented to the key stakeholders with the participation of the Minister and State Secretary of the MoE and high representatives of MFA.

Peer Learning exchange between Slovakia and Portugal in Global Education

The three-day joint initiative (Joint projects, GENE Programme 2019–2021) took place in March 2019 in Portugal. The objective was **to share experiences in Global Education and to learn from each other's specific experience in areas of common interest**, as well as to increase the mutual knowledge about Global Education in both countries. Members of the Slovak delegation included MFA, MoE (Youth Department), SAIDC, Educational Policy Institute, IUVENTA – Slovak Youth Institute, Slovak Youth Council and NGDO Platform. Portuguese representation was represented by Camões – Institute for Cooperation and Language, Ministry of Education (Directorate-General for Education), Portuguese Sport and Youth Institute, National Youth Council, NGDO Platform, CIDAC and AIDGlobal.

Some examples of the peer learning between Portugal and Slovakia involved:

- National Strategies in Portugal and Slovakia emerged from very different histories and processes. It is important to understand the context in which they were developed in order to advance Global Education at national level.
- The experience of the development of the Portuguese National GE Strategy (ENED) highlighted important lessons, from the way it was initiated, to how it developed, and strategies enacted to reach a common understanding amongst the stakeholders. One interesting learning from the Portuguese policy development process was about the way the discussion on concepts was structured: starting from existing definitions used by the different stakeholders and finding commonalities. University researchers had an important role in facilitating the discussion as they were seen as an external actor and not as a peer. This is an important learning for all multi-actor policy processes.

- The policy development is a long-term process which requires strong political support as well as a bottom-up approach. A sense of ownership is higher when the processes are bottom up and driven by endogenous dynamics.
- Having a GE strategy is important, but the biggest challenge is to make it relevant to the context. Cooperation processes are more important than a document.
- The production and dissemination of resources is a key component of implementation of a GE Strategy: the resources produced by Slovakia and the GE website administered by People in Need were commended as examples of good practice.
- Evaluation is a very important part of the process of policy development and implementation: it should be participatory, involving all stakeholders from the drafting of the Terms of Reference to choosing the team and developing evaluation questions; it is also an important opportunity to reinforce the evaluation sector and involve the academia. Annual reports should be produced in the evaluation of the Strategy, and these should feed into the new policy cycle.
- There was a reflection about the mapping processes that took place in Slovakia and Portugal looking at two different ways to conduct this type of research.
- The Slovak tradition of working with universities was highlighted as a good practice.

This Joint initiative was important to reignite the spark and provide hope for the future (GENE, 2020).

Tripartite Cooperation Agreement: MFA, MoE and GENE

A cooperation agreement between Ministry of Foreign and European Affairs, Ministry of Education, Science, Research and Sport and GENE was signed in December 2020 within the framework of GENE's Programme of Support. The cooperation agreement supported GE national consultation process including defining national priorities in the field of GE, organising a National Seminar/ Forum on GE, support in the National Strategy development, technical support for GE and learning.

Two **webinars** on GE policymaking were organised for MoE staff from different departments in cooperation with GENE Secretariat. The contents included GE policy terminology, themes, structures and funding as well as GE in Slovakia, its history and main milestones, key actors and challenges.

A **policy learning forum on GE** was organised in March 2022 by MoE virtually. It gathered various actors from ministries, other educational institutions, NGOs, academia, among other. Keynote speeches were delivered by both state secretaries and GENE Director and included bases of national strategy development, the updates on the European Declaration on Global Education process, and examples of good practice in GE.

Pilot GE co-funding mechanism implemented by the MoE

As part of the agreement the MoE has designed a Call for Global Education projects (see: <https://www.minedu.sk/globalne-vzdelavanie/>). In December 2021, four Global Education projects were selected from the following institutions: Milan Šimečka Foundation, Slovak Foundation for UNICEF, Impact Games, Youth Council of Bratislava Municipality. Each project has received a grant of 10.000 EUR. This was the first time that a specific call for proposals on Global Education was developed as part of the MoE, which contributed to the creation of a specific GE budget at the Ministry.

Consultation process towards the new European Declaration on Global Education to 2050

Slovakia has actively participated in the 18-month long consultation process towards the new European Declaration on Global Education to 2050 both at the level of policymakers, as well as other stakeholders mainly from civil society. The framework of the European Declaration served as a basis for the drafting of the new Slovak strategy on Global Education and was to be the first national strategy in Europe to use the new European framework and the renewed definition of Global Education. Slovakia was also among the first countries to translate the Dublin Declaration on Global Education, which is now available in Slovak.

Slovak National Strategy on Global Education

National Strategy for Global Education

2012–2016

The process of development of the National Strategy on Global Education 2012–2016 started in 2010, when a GE working group established by the MFA and received an official mandate from the Minister of Foreign and European Affairs to develop and finalise the GE strategy (MFA, 2012). This working group was composed of representatives from: MFA, MoE, SAIDC, the National Institute for Education, the Methodological and Pedagogical Centre, the Slovak NGDO Platform, IUVENTA – Youth Agency and the Government Office of the Slovak Republic. The adoption of the strategy in January 2012 was a very significant achievement with a potential to increase the importance, access, and quality of GE in Slovakia.

The main goal of the National Strategy for GE is to ensure that Slovak citizens have access to information about global problems; problems faced by developing countries. And that these motivate them to actively approach such issues and seek out solutions. (MFA, 2012, Section 2).

Although the terms Development Education and Global Development Education (GDE) were used before its adoption, the term *Global Education* was selected for the strategy document, as it had the potential to address wider audiences and better reflect the dialogues of the multistakeholder process including a diversity of actors.

One of the positive aspects in strategy development was the participation of a great variety of NGOs with experience in GE. As a result, inputs to the strategical document were derived from practical experience. One of the problematic issues was the lack of funding (available from MFA only) and the lack of political leadership that would make GE a priority and systematically work with GE.

Regular meetings of the GE Strategy working group were held, with the last meeting in 2016 when the evaluation and development of the next Strategy was discussed.

National Strategy for Global Education 2024–2030

The process of drafting and re-drafting the new strategy was hindered by political changes and a high turnover of policymakers responsible for GE. The new Strategy is supposed to be approved and issued in 2024 and last to 2030. The political will to launch the Strategy in 2024 was re-affirmed by the MoE during a **formal high-level meeting of MFA, SAIDC, MoE and GENE** within the Ambrela Development Forum in November 2023 (more about Forum below).

It is noteworthy that the process of drafting the new strategy was developed based on a multistakeholder dialogue with the participation of the key ministries, governmental agencies, NGDO Platform represented by several CSOs active in GE, as well as representatives of the academia and youth. There is a joint understanding that the multistakeholder dialogue should continue in a permanent Forum on Global Education with regular meetings to follow the strategy implementation and provide a space for reflection on Global Education developments.

Evaluation of Global Education

Evaluation represents an integral part of policymaking in GE and it was part of the first GE strategy cycle. In 2020, the evaluation of the **SlovakAid projects in the field of Global Development Education approved in 2016–2018 and implemented within the framework of the Official Development Cooperation in Slovakia** was conducted by an external company (Obuch et al., 2021). GENE was also invited to provide input during the evaluation process and to the final report. The evaluated projects were implemented by Slovak NGOs in cooperation with various faculties and focused on integrating GE into universities courses.

The evaluation report outlined **several recommendations with suggested responsibilities for ministries and agencies**. These included:

- As part of the GE call for proposal announcement, there is a need for clearly targeted communication with the key actors and implementation of activities (SAIDC, MFA).
- Commit part of the resources to “regular” GE support to the training of teachers and the creation of educational materials (MFA, MoE, SAIDC).
- Commit part of resources to calls for “innovative” activities in the field of GE, as the ability to create and implement innovative GE projects is largely conditioned by the existence of basic conditions for innovation (MFA, MoE, SAIDC).
- Define the basic categories related to the amount of support to applicants depending on the level of GE experience, so that the newcomers do not have to compete with established organisations for funding (SAIDC, MFA).
- Introduce a system of GE vouchers for smaller “regular” projects, which schools could use to benefit from support in integrating GE into the educational process (MFA, SAIDC).
- Enable further evaluation of achieved outputs/results by supporting “follow-up” activities in response to the absence of systemic integration of GE principles and themes into formal education (MoE).
- Ensure expertise in the elaboration process of the new National Strategy for Global Education, in close cooperation with relevant actors in the GE (MFA and MoE).
- Provide funding for the implementation of tasks in the new strategy and, if possible, use the financial resources of the European Social Fund in the programming period 2021–2027 (MoE).
- Link the process of new GE strategy development with the process of planned systemic changes in education to ensure the GE principles integration in formal education (MoE).
- Focus part of the communication activities to reach out to parents, teachers and students, and other actors, as part of the information campaigns for the public (MFA, MoE, SAIDC).

Research

Over the years, there have been some advancements in the field of Global Education research. It is also thanks to the work of ANGEL – Academic Network on Global Education and Learning, that in recent two editions of Global Education Digest, Slovak GE publications in Slovak language have been considered.¹⁶ The last 2023 GE Digest included 38 publications in Slovak language covering mostly topics addressing theoretical and conceptual bases of Global Education and formal education themes.

Examples of Global Education practice

Global Education in Slovakia would not be complete without highlighting the work of many dedicated Global Education practitioners and experts, who did not only contribute with piloting of new ideas in both formal and non-formal education, but often also brought in considerable international financial and human resources, without which Slovak GE would not have moved forward. This section is dedicated to all those who contribute to Global Education daily.

Among all the many examples, here are at least some that had a pivotal role at both national level as well as internationally.

Global Development Education in primary schools was a significant project implemented by People in Need Slovakia and supported by SlovakAid in 2010–2012. It focused on integrating GE in different subjects and creating first educational handbooks for geography, mathematics, civic education, biology, history, arts and music education. The project was followed by the DEAR project World-Class Teaching 2013-2015 which enabled to create educational handbooks for secondary schools.

Many Slovak organisations applied in all four rounds of the **GENE Global Education Award** and the following initiatives were awarded:

The Socratic Institute is a nationally accredited educational programme implemented by Živica - Centre of Environmental and Ethical Education. It brings together students from a broad spectrum of study fields, including doctors, philosophers, psychologists, as well as economists and nuclear physicists. In this way it encourages interdisciplinary dialogue and discussions. The Socratic Institute addresses new topics and brings innovative approaches to Global Education in Slovakia. It gives students an opportunity to meet top experts in the field, so they can experience Global Education first hand. Throughout the year-long study, the students are encouraged and supported to walk the talk. They work on micro projects, aimed at bringing about justice and improvements in their local community. The Socratic Institute is a product of a unique combination of an NGO, a university and a business donor.

World between the Lines developed by People in Need Slovakia promotes a new understanding and reflection of news through an approach called Global Development Journalism. The project programme reduced the boundaries between the domestic and the foreign affairs and placed its emphasis on humanitarian and sustainable development issues. It gave a special voice to those without power who are usually not heard. It was implemented in close partnership with two university departments of journalism, as well as with one of the largest media houses in Slovakia. This gave the opportunity to run a specialised news section called HN Globálne, dedicated to various global issues. It enabled to cooperate with other media agencies, preparing tailor-made media specials for them. The programme enabled journalists to read between the lines, understand the origin of peoples' own attitudes, stereotypes, and prejudices, and apply this understanding in practice. This still ongoing initiative awards a prize for global journalism and organises a journalist festival focused on global issues.

Hospodárske noviny (HN - newspaper) came with the idea of the **HN Global Academy - Global Education for journalists with journalists.** It developed a long-term Global Education programme made for (and by) staff of the newspaper and journalism student-interns from Slovak and Czech universities. It was implemented via a long-term series of workshops for staff and university students on various global issues. It is run by journalists and experts, including awareness-raising videos and infographics on selected topics. The idea behind this programme was to offer a more complex, diverse, nuanced, and balanced coverage of the world, helping the readers to take a better-informed decision in relation to global challenges we are facing and add a global outlook into the reporting.

Final reflections

Over the past two decades, Global Education has gained recognition as a significant and essential policy area among key stakeholders. Despite the many uncertainties, efforts to improve and strengthen Global Education in Slovakia persists. There is an established governmental structure responsible for GE, an experienced Slovak CSO sector active in both formal and non-education and an increasing number of committed teachers. It is mainly to the CSOs that many GE programmes thrive and reach out to schools and the wider public.

The new Slovak Global Education strategy is in line with the European Declaration on Global Education to 2050. There is willingness to adopt the Global Education strategy in 2024 and develop specific policy provisions, such as the Forum on Global Education, a public GE portal and integrate GE as an integral part of the planned secondary education reform, represent signs of hope. Additional efforts are needed to support the initial teacher and in-service teacher training in GE, as well as the training of educational management to facilitate the implementation of the ongoing primary and the planned secondary curriculum reforms.

Several themes, such as diversity, equality, inclusion, fake news, bullying, cyber bullying, the use of mobiles at schools, and well-being, have been resonating within society and the educational community and may require special attention.

Despite the increasing polarisation on many issues in the society, there is a common understanding that education can provide a new paradigm where learning and the capacity to reflect critically are placed at the centre.

It is hoped that the forthcoming 20 years will be accompanied by a substantial increase in GE funding, a more comprehensive approach to GE policymaking and a revitalised formal and non-formal education system where Global Education is at its heart.

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¹ The Czechoslovak diplomat of Slovak origin Jan Papanek was one of the authors of The Charter of the United Nations.

² The 1960 Constitution of Czechoslovakia, the Final Act of the 1975 Conference on Security and Cooperation in Europe (Basket III of the Helsinki Accords), and the 1966 United Nations covenants on political, civil, economic, and cultural rights.

³ Ministry of Foreign Affairs of the Slovak Republic was renamed to Ministry of Foreign and European Affairs on 1st October 2012, for the purpose of this article the abbreviation MFA is being used.

⁴ Terms Development Education, Global Development Education were used at the beginning, Global Education is used by most of the stakeholders currently.

⁵ List of Ministers of Education of Slovakia: https://sk.wikipedia.org/wiki/Zoznam_ministrov_%C5%A1kolstva,_vedy,_v%C3%BDskumu_a_%C5%A1portu_Slovenskej_republiky

⁶ Ministry of Education, Science, Research and Sport of the Slovak Republic was renamed to the Ministry of Education, Research, Development and Youth on 1st February 2024, for the purposes of this article the abbreviation MoE is being used in the text.

⁷ Ministry of Education, 2023. State Educational Programme for Primary Schools, Introduction – Education for the 21st century, p.2 https://www.minedu.sk/data/files/11808_statny-vzdelavaci-program-pre-zakladne-vzdelavanie-cely.pdf

⁸ One of the key GE focused NGOs in Slovakia – Živica - Centre of Environmental and Ethical Education has developed a project of a model elementary school in Zvolen recognised by the Ministry of Education, for more: <https://skolaalma.sk/>.

⁹ For more detail, please see the section on Evaluation of GE.

¹⁰ People in Need: <https://clovekvochrozeni.sk> ; Pontis Foundation: <https://www.nadaciapontis.sk/en/> ; PDCS: <https://www.pdcs.sk> ; Integra: <https://integra.sk> ; Nadácia Milana Simečku: <https://nadaciamilanasimecku.sk>

¹¹ The portal has running for over 20 years, administrated by a consortium of several organisations.

¹² Dr. Douglas Bourn, is an author in this volume.

¹³ GENE was then part of the Global Education Department of the North-South Centre of the Council of Europe.

¹⁴ The National Report on Slovakia would not have been possible without the experience and inputs of the International Peer Review Team, namely Dr. Helmuth Hartmeyer, Director Funding Civil Society, Austrian Development Agency and Ms. Inka Lilja, MFA Finland, Ivana Raslavská as a national researcher and GENE Secretariat.

¹⁵ Participants of the High-level Meeting on Global Education: Mr. Peter Krajčák, State Secretary, MoE, Ms. Mária Krásňohorská, Secretary General of the Slovak UNESCO Commission, Directorate-General for International Organisations and Human Rights, MFA, Ms. Luísa Teotónio Pereira, Director, GENE, Ms Anna Plassat Muriňová, Director, Department for Development Assistance and Humanitarian Aid, MFA, Ms. Lucia Kiss, Director, SAIDC, Ms. Lydia Ruprecht, the head of the global citizenship education, UNESCO, Ms. Sabine Seiffert, Head of projects for formal education in Engagement Global, Germany, Ms. Irene Katzensteiner, GE expert, EU coordination and multilateral issues, Minister of Education, Science and Research, Austria, representatives of other ministerial departments, methodical and pedagogical centre, NGDO Platform, academia, and Slovak National Youth Council.

¹⁶ All GE publications (including those in the Slovak language) are available in the newly established database: <https://projects.dharc.unibo.it/digestgel/>.



United Kingdom

Douglas Bourn

Introduction¹

The UK is regarded as having a strong reputation in Global Education in Europe in terms of policy development, research and models of educational practice. This reputation has been built on a combination of the practices of often local initiatives in the fields of development, human rights, peace and Environmental Education; the influences of key pioneers such as Robin Richardson, Graham Pike, David Selby, and Dave Hicks, particularly in the 1980s and 1990s; the policy support at various times by UK government ministries responsible for international development; and until the late 1990s, significant support of Non-Governmental Development Organisations (NGDOs) such as Oxfam and Christian Aid.

This chapter will review how these influences evolved, their relative importance at points in time and the ways in which policies and programmes diverged with increased devolution in the four nations of the UK (England, Northern Ireland, Scotland, Wales). Finally, the chapter will note the increasing influence of academics and researchers, including through the creation of the Development Education Research Centre in 2006, the role of the Teesnet network of academics and practitioners and the changing fortunes of the coordinating bodies.

From the 1920s to 1960s

From Imperial Power to international Understanding

To understand the ways in which Global Education emerged and evolved in the UK, a starting point must be to recognise the country's international influence as an imperial power. Britain's imperial designs provided the impetus for acquiring, but also constructing knowledge about the world. As a publication on geography for schoolteachers in the 1920s:

The function of geography in school is to train future citizens to imagine accurately the conditions of the great world stage and so to help them to think sanely about

political and social problems in the world around.
(quoted in Lambert and Balderstone, 2000, p. 19)

In addition to this imperialist outlook, several other factors emerged between the wars that contributed to increased support for learning about other countries. This included the popularity of the League of Nations as a subject of study and the need for an educated citizenship in response to the threat of fascism.

It was within this context that the Council for Education in World Citizenship emerged. Founded in 1939, it sought to promote international understanding, active citizenship and responsibility for 'our' future among young people and educators (Harrison, 2008). However, the extent to which this organisation and these themes in the inter-war period had an influence beyond private schools and education for an elite is perhaps open to debate.

Following the end of the Second World War and with the emergence of several international institutions including the United Nations and later UNESCO, the need for education to have a more international outlook was acknowledged in many industrialised countries including the UK. Nevertheless, the ways in which the Global South was portrayed in textbooks and the media suggests that even though the UK's influence in the world declined, a legacy of imperial thinking prevailed through the 1960s and 70s.

Interest in Learning About Development Rises

As Harrison (2008, p. 43), has commented in his research on Oxfam and the origins of Development Education, it was the changing attitudes to poverty that led to increased consideration being given to learning about global issues:

This shift in public attitudes must have influenced the way that young people were taught in schools to understand the changing world.

The decolonisation process that took place during the latter part of the 1950s until the 1970s, increased the public's interest in the newly independent countries. Agencies such as Oxfam responded and stimulated such interest by publishing a range of 'country packs' that gave information about living conditions in different countries, such as India, Jamaica, Botswana.

Growing public and political interest led to the creation of the Ministry of Overseas Development (ODM) in 1964 by the Labour Government, with a seat in Cabinet.

Although its status was lowered in the 1970s under a Conservative government, it became a separate ministry again with a Labour government in 1974. It was during this period that initiatives to fund and support policies for increasing development awareness and understanding began to emerge.

Building on their initial country-based informational activities during the 1960s, the following two decades saw a major expansion of the work of development organisations. Many became engaged in promoting learning about development issues, including by setting up specific Development Education departments. (Oxfam appointed its first Head of Education in 1965). Many of the NGDO's activities relied on the voluntary involvement of local groups of agency supporters and that of national development campaigning organisations, such as the World Development Movement (founded in 1970).

What was emerging during this period, especially among NGDOs, was a growing demand for an approach to learning about development issues that transcended traditional geography lessons about distant places, emphasising instead participatory pedagogical methods and advocating for social action. The educational model moved from the provision of information to more engaged, participatory learning.

This, however, involved considerable debate about the ways development themes were being promoted and what should be the main elements of an education programme. For example, was its focus primarily on education *about* development (developing awareness and understanding, with the, often implicit, aim of creating public support for government and NGDO development programmes), on education *for* development (developing the public's skills that enable active personal and political engagement with overseas development), or on education *in* development (developing approaches to change and global development that started from the public's own existing interests, e.g. amongst teachers and their interests in pedagogy)? As early as 1968, the differing aims of NGDOs and policymakers were evident in an article in Times Educational Supplement by Oxfam's Education Officer, Og Thomas, who said young people needed to not only understand the wider world but help to change it for the better (quoted in Harrison, 2008, p. 48). In 1985 the Live Aid Concert, organised in response to a major famine in Ethiopia, played a major role in raising awareness about global poverty. However, it also led to considerable debate since the event's dominant message appeared to be about the Global North providing help to the poor in the Global South (Biccum, 2010; Kirby, 1994; VSO, 2002).

In an illustrative contribution to such debates, the Swiss educator Pierre Pradervand observed that "Vague and hazy thinking enhanced by the non-existence of any clear definitions of key concepts such as 'development', (not to mention 'education') does not make our task easier." (1982, p. 450)

Influence and Engagement from UK Government and the Leading Development Organisations 1970–1980s

Emergence of Development Education Organisations

The UK government through its Ministry of Overseas Development had established a networking body between the development NGOs and the ODM, called the Voluntary Committee on Overseas Aid and Development (VCOAD) which as early as 1969 had begun to use the term Development Education. During the 1970s, this body set up an Advisory Committee for Development Education and organised a series of conferences outlining how schools could promote the issues of the 'Third World'. One practical outcome of this was the government agreeing to fund and support a specific organisation to promote these themes, The Centre for World Development Education (CWDE), which later became known as Worldaware.

From the 1970s onwards, larger NGOs such as Oxfam and Christian Aid began to provide funding to support local organisations to work with schools and communities on Development Education. These developed into what became known as Development Education Centres (DECs). The first centre, established in Norwich, was supported by local church groups, while another early centre in Birmingham was supported by Oxfam and a number of local education authorities.

In other places too initiatives of local groups of NGO and development campaigning organisations led to the establishment of Development Education, World Education, and Third World Centres. By 1980 some 25 such centres had been established throughout the UK, and together, they set up the National Association of DECs (NADEC). Locally, most of the centres were active in both formal and non-formal education, offering a library, resources shop, and running information sessions, courses, and other events on a variety of development issues.

The lack of suitable education resources led some of the DECs – and the NGOs – to focus on the creation of education materials, providing teaching and learning ideas on a variety of themes and for use in various (primary, secondary and non-formal) education settings. In the days before the internet,

CWDE's various editions of 'The Development Puzzle' provided regular and up-to-date overviews of publications on various development issues, teaching approaches and subjects (Fyson, 1984).

Alongside this growth in Development Education, there were other initiatives that were helping to shape interest in areas such as education for international understanding, the environment, and human rights. For example, inspectors from the Ministry of Education who participated in the 1974 UNESCO Conference in Paris, where Recommendations on Education for International Understanding were agreed upon, decided that there was a need to support schools in this area. This led to an informal movement of organisations to promote the theme. The Council of Education for World Citizenship, still in existence, was well placed to play a leading role promoting this broader approach and they started to receive direct funding from the Ministry of Education.

To understand the relative importance of NGOs in the UK, a useful starting point is Stephen Arnold's paper on 'Constrained Crusaders'. This important paper summarised the landscape of the field in the 1980s, highlighting the contradictions within the practices of many of these organisations between securing a strong supporter base and promoting long-term educational change. Arnold, however, concluded that the British NGOs deserved credit for sustaining a movement on 'woefully inadequate resources' (Arnold, 1988).

Harrison notes that NGOs were particularly important for Global Education from the 1970s and the 1980s because of the relative lack of engagement by national policymakers. McCollum commented that in the 1970s and into the early 1980s, areas such as Development Education were viewed as a subversive force and the concepts and methods which Development Education embraced were new and largely unknown (McCollum, 1996).

Although there were gradual changes to learning approaches in the 1980s and into the 1990s, the perception of the field as outside of the mainstream was evident and, as will now be shown, based on political and ideological factors. With a Conservative government in power from 1979 to 1997, there was little political support for promoting learning about the wider world, although they did continue to support CWDE and a number of initiatives related to raising awareness of development issues within the media. NADEC did receive some government funding for a short period of time in the 1980s, but it was only with the establishment of the Development Education Association (DEA) that signs of a shift in political thinking in regard to GE emerged.

Before discussing the DEA however, it is relevant to note there were several significant developments in the 1980s that came from a Global Education perspective. The main elements of this were the initiatives on what was first called World Studies but later became known as Global Education, under the leadership of Robin Richardson, Graham Pike, David Selby and David Hicks.

World Studies

In 1973 the Parliamentary Group for World Government and the One World Trust set up a curriculum project in London, the World Studies Project, led by Robin Richardson. Influenced by the growth in interest in Global Education, stimulated particularly by the writings of Robert Hanvery, this Project grew in the 1980s to have considerable influence within many local authorities. What distinguished this project from other initiatives such as those led by development NGOs was the bringing together of the themes of peace, human rights, environment and Development Education. A key early influence on the Project's activities was Learning for Change in a World Society (Richardson, 1976). Moving beyond solely learning about global problems and issues to presenting a pedagogical approach for social change marked a significant shift in the development of Global Education in the UK.

Building on Richardson's work, the World Studies Project focused on teachers of 8- to 13-year-olds, and produced a number of publications that aimed an approach to education that "promoted knowledge, attitudes and skills needed to live responsibly in a multicultural society and an interdependent world" (Fisher and Hicks, 1985, p. 5). By the end of the 1980s, this project had worked with over 50 local education authorities in England and Wales.

Alongside this project was the equally influential material produced by David Selby and Graham Pike (Pike and Selby, 1988) at the Centre for Global Education based at York University. Their five aims of Global Education were: systems consciousness, perspectives consciousness, health of planet awareness, involvement consciousness and preparedness, and process mindedness.

Both the Trust and the Centre for Global Education provided an approach that combined learning about the wider world with progressive teaching methods. There was also a strong emphasis on active global citizenship (Hicks, 2003). Whilst these points had already been made in materials produced by the Oxford Development Education Unit and by the DEC in Birmingham, the influence of Selby, Pike and Hicks was also in part due to them being based in universities, with a focus on teacher education that enabled them to secure support from commercial publishers.

In the 1970s and 1980s particularly, a number of local authorities had appointed multi-cultural education advisors in response to the changing nature of UK society. Many of these advisors worked closely with local DEC's and although their influence waned in the 1990s, their legacy could be seen in the close relations many local authorities had with DEC's, often being active members of their management committees.

Political and Ideological Debates

The shift in how education's role was understood during the 1980s is evident in England and Wales, particularly through the impact of the 1988 Education Reform Act. This act introduced a state-controlled subject curriculum and reflected ideological influences from Margaret Thatcher's premiership, emphasising education's economic function, enterprise, and wealth creation. Scotland and Northern Ireland had their own curriculums and were less prone to influences of the ideological agenda of Margaret Thatcher in these countries.

This radical shift had direct consequences for the field of Global Education. World Studies came under ideological attack for being biased and for promoting areas such as peace studies (Scruton, 1985; Bevington, 2020). The defence of Global Education was weakened by internal perceived differences between those who took a more globalist view (World Studies Trust and Centre for Global Education), those who emphasised multicultural education (local education authorities), those who emphasised international outlook (CEWC), and those who focused more on learning about development issues and the Third World (Oxfam, and many members of NADEC).

Emergence of the Adjectival Educations 1980–1990s

The themes identified in World Studies such as human rights, peace, citizenship, development, world, global, that later became known as adjectival educations 'spiralled in the 1980s' (CEE, 1993, p. 11). Grieg, Pike and Selby (1987, p. 30) had noted how development, human rights, peace and Environmental Educations are complementary, interdependent, and mutually illuminating. The term adjectivals was used by Huckle and Sterling (1996) as an umbrella term which captured their common concern with education for transformation, and there is evidence the term was also being used in other countries such as Australia (Gough, 1992; Gerber, 1990). In a similar vein, Robin Richardson wrote an influential article on Elephant Education during this period, in which he called for a more holistic approach (Richardson, 1985). Within each theme, specific networks emerged,

such as Education in Human Rights Network in 1987, the National Association of Development Education Centres (NADEC), and peace networks influenced by the increased interest in campaigns for nuclear disarmament. But it was those concerned with the environment and development which had the biggest influence on the direction of Global Education in the UK.

Environmental Education

The term Environmental Education first emerged in the UK in the 1960s. The Council for Environmental Education in England was established in 1968 and gained influence as it began to secure government funding. Working alongside similar bodies in Scotland and Wales, the Council had by the 1990s ensured that Environmental Education was recognised as an important feature of educational practice. Another body, the National Association of Environmental Education, which was more of an association of individual teachers and advisors, had also emerged in the 1970s out of a body concerned with rural studies. Various curriculum guidance documents in England, Wales and Scotland contributed to the growing influence of the Council (CEE, 1993; Palmer and Neal, 1994), and its status was further enhanced by the UN Summit on Environment and Development in 1992 (the Rio Summit). As part of the process leading up to the Summit, a body of environmental and Development Education groups produced Good Earth Keeping (UNEP-UK, 1992), a document calling for an education strategy for a sustainable future. This influential document referred to themes such as global citizenship, the importance of NGOs and an emphasis on action for social change.

The Council alongside similar networks in Wales and Scotland began to have an impact on curriculum development, influencing policymakers and bringing together a wide range of environmental organisations towards a common focus.

Development Education

Development Education did not have the same level of support from curriculum bodies in the 1980s and early 1990s as Environmental Education. Nonetheless, with the support of leading development agencies and the introduction of funding from the European Commission, the field of Development Education grew significantly, particularly at the local level. The national network of local Development Education Centres, NADEC was well established by 1990 and now had over 50 member organisations. The leading development agencies, conscious of the influence of the curriculum, also supported projects in England and Scotland to monitor opportunities in this area. By the early 1990s, the leading agencies and NADEC were able to fund and support a new combined umbrella association, the Development Education Association, which was launched in 1993.

The establishment of the DEA was an explicit strategic decision by the leading NGDO known as the British Overseas Aid Group (BOAG) – Action Aid, CAFOD, Christian Aid, Oxfam and Save the Children, and the NADEC membership. There was a desire to broaden the support NADEC had given to DECs to support all Development Education practitioners; develop more strategic lobbying of (local and national) policy decision makers, including curriculum bodies; be the national (and international) mouthpiece of the ‘movement’ and promoter of the work of the DEA membership.

The strength and influence of local provision for Development Education also manifested in the wealth of resources and projects the Centres developed, often in partnership with other bodies. A review of the field in 1994, part of a broader publication on European activities, identified a wide range of projects in the UK. These included an adult education project for women in Scotland in partnership with groups in the Global South run by SEAD; a community education organisation based in Scotland; a linking project using photographs run by Oxford and Aylesbury DECs; World Wise, a professional development programme for teachers with a European dimension; and Southern Voices, an initiative based in Manchester that involved overseas students to promote mutual respect and understanding between peoples from the Global North and the Global South (Kirby, 1994). This diversity of provision was becoming one of the main strengths of the field in the UK, covering all aspects of education and involving a wide range of organisations.

Development Education Comes to the Fore 1990–2000s

Growth in Support and Engagement in Development Education in England

The launch of the DEA in 1993 was an important milestone in the history of Global Education in the UK. One speaker at the launch was Baroness Lynda Chalker, the Minister for Overseas Development who had only two years earlier questioned the value of Development Education. In the early 1990s Overseas Development was part of the Foreign Office although it had a distinctive identity as the Overseas Development Administration (ODA). The Minister's change of heart reflected the extent to which the sector was becoming more accepted within both the education and development field. The development agencies played a major role in this evolution, exemplified by the head of Christian Aid serving as another keynote speaker at the launch. Major funding had been secured from the Rowntrees Trust with the support of the leading NGDOs to fund the establishment of this new Association. Securing ODA involvement in the event was the result of a lengthy period of dialogue led by the NGDOs, who saw value in gaining the support for the DEA for their own Development Education work. The event was attended by over 600 people and enabled the DEA to rapidly evolve into a membership body of over 250 organisations. It had already secured funding from the European Commission for a project entitled 'Building From Strengths'.

Initiatives in Scotland, Wales and Northern Ireland

To understand the increased divergence in approaches to Global Education across the UK from the late 1990s onwards, it is necessary to note that the Labour government from 1997 onwards ensured the emergence of devolved administrations in Wales and Scotland and an increased role for the Assembly in Northern Ireland.

This entailed the move from UK organisations to more nationally focused bodies. Alongside the creation of the DEA in England for example, similar network organisations emerged in Scotland and Wales. The IDEAS network in Scotland and Cyfanfyd, the Welsh network for Development Education in Wales, were both established in 1995. Both brought together a combination of NGOs, local DEC's and a range of voluntary organisations and professional bodies. In Scotland and Wales there were already well-established local DEC's, and the leading development agencies had a strong presence in both countries. What was also significant about the organisational and content context for the development of these networks was a close linkage between environment and development-focused organisations.

The situation in Northern Ireland was slightly different. There was a strong local Centre, One World Centre Northern Ireland (later called the Centre for Global Education), and what emerged was a grouping of interested bodies within the broader Council of Aid and Development Agencies Northern Ireland (CADA NI) to act as a working group to inform policy development. There was also a strong link between local and national organisations devoted to human rights, peace and justice and local groups engaged in Development Education.

The Case for Development Education

The DEA had by 1995 begun to receive small amounts of funding from the ODA, which was then still technically part of the Foreign Office, initially for global youth work. Worldaware was at this time receiving considerable funding from the ODA, for work with schools and the media. In 1996 following a major debate on Development Education in the House of Lords, the Association launched a policy document titled *The Case for Development Education* (DEA, 1996). This document affirmed the commitment of the Labour Party to building greater public understanding of development issues, the work of the leading aid agencies, and the strength of local provision through the network of over 50 local Development Education Centres. The document further called for a Development Education Fund of £4 million per annum to be offered to NGOs. At this point in time the level of funding was £700,000 per annum, making it one of the lowest per capita among donor countries in Europe. This low level of funding from UK government compared unfavourably with that provided by the European Commission, which in 1995 had provided grants to the tune of £1.87 million to UK organisations, making it the second largest recipient in Europe for such funding. This discrepancy between national and European funding highlighted both the high regard for UK Development Education practice and strategy in Europe, but also the need for greater political support at UK government level.

Building Support for Development

In 1997, with the election of a Labour government and the creation of a new government department, the Department for International Development (DFID), there was a rapid transformation in terms of both funding and policy support for the field of Development Education. The Department established a group of relevant stakeholders and leading players in the field, produced a strategy document, *Building Support for Development* (DFID, 1999) and began to establish close links with the education ministries around the UK. Significantly, the UK government, through its engagement via the DFID, recognised the need to promote a new approach to development that went beyond charity to recognising the interdependent nature of people's everyday lives.

The Development Awareness Working Group played an important role for five years in developing policies and strategies for work within formal education, trade unions, the media, and faith groups. A Development Awareness Fund was established providing grants for local and national organisations. Projects for the major fund could be up to £100,000 per annum for up to three years. Smaller grants were available for amounts up to £30,000 over three years. Funding was based on promoting knowledge and understanding of development, our global interdependence, poverty reduction and efforts to achieve the Millennium Development Goals (DFID, 2003). The following list of approved projects in 2003 gives an insight into the range of projects supported:

- Abantu for Development – Poverty has a Women's Face- Gender and Coffee links
- Fairtrade Foundation – Fairtrade towns and cities
- General Federation of Trade Unions – Globalisation and Development
- Leeds DEC – Just Linking Project
- National Youth Agency – Raising Global Awareness in the Youth Service
- One World Centre Northern Ireland – Bringing a Global Dimension into the Youth Service in Northern Ireland
- Powys Environment and Development Centre (Wales) Raising Awareness of Global and Development issues
- Scottish Catholic International Aid Fund (SCIAF) Project Partnership Programme.

A feature of this fund and wider Global Education practices in the first decade of the twenty-first century was the plethora of projects and initiatives not only

in formal education but in other areas such as adult and community learning, higher education and youth work. For example, funding was given to national youth agencies in the four jurisdictions in the UK to develop strategies on global youth work. Support was also given to trade unions and a special grants fund was established to support work with unions. Another example of a strategic initiative was with the Workers Education Association (WEA) through a major tutor training programme. In addition to this fund, DFID began to give strategic funding to the umbrella organisations, DEA, IDEAS and Cyfanfyd.

Although civil society organisations valued this increased funding, there was some unease about the extent to which bodies had to buy into a strategy essentially developed by government, which posed the danger of promoting development policies in an uncritical way. There was also concern that the aims of the strategy were rather nebulous (Hammond, 2002, p. 35), with the department blurring the distinctions between broader awareness raising and education. Measurable targets became difficult to identify, apart from seeking recognition of Development Education within the formal education curriculum. Cameron and Fairbrass, for example, suggested that DFID was "embarking on a process of colonising the Development Education community" (Cameron and Fairbrass, 2000, p. 23). They also suggested that through its funding, the DFID was de-politicising Development Education by not funding advocacy or direct lobbying work.

In 2001 a senior civil servant within DFID, reviewing their support for Development Education, stated there was a need to distinguish between education and advocacy:

There is a strong and entirely proper tradition within the NGO movement of linking awareness-raising and advocacy. But for many teachers there is a natural nervousness about bringing advocacy and campaigning messages into the classroom. There is a need to be clear about what is education and what is advocating a particular message.

(Calvert, 2001, p. 22)

This debate is one that has continued throughout the history of Global Education (Weber, 2012) but what was significant about the role of DFID at this time was its willingness to encourage open debate about these matters. There is no evidence of DFID trying to de-politicise the practice. Indeed, space was given to civil society bodies to develop strategies and programmes independently, free from any form of top-down policy.

Embedding the Global Dimension 2001–2010

In 2001 the four networking organisations for Development Education in the UK published a lobbying document called *Global Perspectives in Education* which affirmed:

Global perspectives and sustainable development should be at the heart of all educational and training provision.

(DEA, 2001, p. 2)

The document noted the political support that existed within the four nations of the UK. Reference was made to not only support for the global dimension and sustainable development but also to recognising cultural diversity and the drive for raising standards. It was noted that by 2001, funding for Development Education had risen from £750,000 to £6.5 million per annum but there was a call for a further increase to £10 million by 2006. The extent of political support for Development Education could be seen in the DFID White Paper in 2006, which set out that the UK would:

double our investment in Development Education, as we seek to give every child in the UK the chance to learn about the issues that shape their world.

(DFID, 2006, p. 124)

By 2010 when the Labour government lost power, the funding had increased to £24 million per annum making it the largest government funder of Development Education in Europe.

Within formal education, DFID had already in 2000 begun the process of working with curriculum bodies in the four nations, resulting in a series of curriculum booklets. The themes of these booklets varied according to the dominant messages within the school curriculum. In Wales it was Education for Sustainable Development and Global Citizenship, in Northern Ireland it was Local and Global Citizenship and the Global Dimension, and in Scotland and England it was the Global Dimension. When the booklets were revised and updated in 2005, they were sent to all schools throughout the country.

The Global Dimension booklet in England and the similar ones produced in Scotland (LTS, 2007) and Wales (DELLS, 2006) reflected an approach that went beyond learning about development, further integrating the literature and ideas from the 1980s of Pike and Selby, the Oxford Development Education

Unit, and the work of the World Studies Project (Steiner, 1993). There were also similarities with the concepts developed by Oxfam in its framework for education for global citizenship, published in 1997 and revised in 2006 (Oxfam, 2006). For example, policy documents in this period were notably similar, consistently reflecting the same themes of interdependence, values, human rights, sustainable development, conflict resolution, diversity and citizenship. As Mannion et. al. (2014) has commented, this reveals the coming together of development, environment, and citizenship education under what they call the nodal point of Education for Global Citizenship.

Alongside this growing awareness, there was a parallel increase in the engagement and involvement of education ministries. In England, in 2004 *Putting the World into World Class Education* was published by the Department for Education. This booklet referred to the global dimension and stated that:

We live in one world. What we do affects others, and what others do affects us, as never before. To recognise that we are all members of a world community and that we have the responsibilities to each other is not romantic rhetoric, but modern economic and social reality.

(DFES 2004, p. 5)

However, a limitation of this booklet was that it reflected the contradictory aspects of the Labour government at this time. For instance, whilst it included goals such as "instilling a strong global dimension into the learning experience of all children" (Ibid., p. 6), it also referred to equipping employees with the skills needed for a global economy and to benchmark performance against world-class standards (Ibid., pp. 8–9). There was also reference to maximising the contribution of education to international trade. Whilst on the one hand it was promoting global social justice, it was on the other promoting the UK to the rest of the world in traditional neo-liberal and economic forms.

The global dimension in England had political support from the Ministry for Education, but also from the leading curriculum body, the Qualifications and Curriculum Authority (QCA). The global dimension became a cross-curricular theme in England which resulted in a booklet produced by the Curriculum body, the *Global Dimension in Action*. This publication is significant because it made the link to themes such as sustainability, while it also addressed major issues of the time:

Education for the global dimension encourages learners to evaluate information and events from a range of perspectives, to think critically about challenges facing the global community such as migration, identity and diversity, equality of opportunity and sustainability, and to explore some of the solutions to these issues.

(QCA, 2007a, p. 2)

As policies increasingly diverged in the four nations of the UK, it became evident that specific national strategies and terms would emerge to promote Global Education. DFID recognised this and alongside support for more regionally focused strategies in England, it introduced the five-year Enabling Effective Support programme. The aims of this programme were to:

- Provide a framework of support to teachers involving engagement of relevant local stakeholders;
- Implement a strategy of professional development support to teachers;
- Promote partnership ways of working including NGOs, professional associations and relevant local and regional bodies.

In the regions of England, coordinating groups were established with a specially appointed regional coordinator. In Scotland, Wales and Northern Ireland, existing national bodies provided the basis for working groups involving relevant curriculum and assessment bodies (DFID, 2003). A significant feature of these programmes was that they spanned five years, going beyond the normal three-year cycle of funding programmes the Department tended to support. This reflected a desire by DFID to encourage more strategic thinking.

One of the most valuable and long-lasting initiatives during this period was the creation of the Global Dimension website, initially funded by DFID, which acted as the database of resources. Established in 2000 it became the first point of call for teachers and other educators looking for resources covering topics and themes related to global issues. By 2005 the database included nearly 700 resources, making it the main resources forum. Although no longer funded by the UK government, it still exists to this day.²

Political support for Development Education themes probably reached its height in 2008 when the then Prime Minister, Gordon Brown wrote the foreword to a DEA publication on case studies of practice:

We live in a global society and I believe it is important that young people, wherever they are in the world, have an understanding of how their actions and choices impact on the lives of others – not only in different countries but also on different continents. From the food we buy to the way we get to work, our everyday decisions have consequences for the world around us and we need to understand those consequences if we are to build a fairer, more sustainable society.

(DEA, 2008, p.4)

This political support for understanding and engaging with other countries had a strong emphasis on supporting international school partnerships. This area had been supported by the Conservative government in the 1980s and 1990s through the organisation Education Partners Overseas. Under the Labour government,

this body was absorbed within the British Council, and they then oversaw for the first two decades of the twenty first century a range of programmes promoting international school partnerships. As Minister for International Development in 1999, Clare Short stated:

I want every school in the country to have the opportunity to develop a link with a school in the South.

(Short, 1999, p.6)

This approach, whilst providing opportunities for schools between the UK and the global South to develop joint projects, did receive some criticism in that such initiatives could re-enforce paternalistic ways of working and re-enforce divisions between the Global North and the Global South (Leonard, 2008).

Broadening the Focus of Global Education 2004–2010

Broadening Public Engagement

DFID were not only interested in supporting GE within formal education, they were also interested in supporting broader public awareness of development issues, engaging faith groups and ethnic minority organisations. To this end they provided strategic support to a network of ethnic minority organisations and awareness raising initiatives in the form of specially produced booklets on development with a series of faith organisations. In 2004, to consolidate this broader approach, DFID established new strategic funding agreements with bodies as diverse as British Medical Association, Chartered Institute of Public Finance and Accountancy, Co-operative Movement UK, Trades Union Congress and network of local government bodies. Whilst much of this funding support was linked to broader public engagement, it did represent a desire by UK government to broaden support for international development.

This broad and rather loose interpretation of Development Education to include a wider awareness raising role came faced criticism for promoting an uncritical approach to understanding development issues (Biccum, 2010). The continued promotion of the term 'development awareness' by DFID, despite the ways in which it promoted the Global Dimension, did present a rather narrow interpretation of the field. It emphasised support for projects that promoted understanding of addressing global poverty at the expense of environmental,

human rights and peace education related themes, which tended to be ignored unless they had a direct reference to the Millennium Development Goals.

Engagement of Ethnic Minority Organisations

Whilst Global Education from the 1980s onwards made reference to multiculturalism and anti-racist work, there had been justifiable criticism of the lack of involvement in Black and Southern organisations in the field (Graves, 2010). Conscious of these criticisms, the DEA undertook a major research project, with funding support from the European Commission and UK government, which resulted in the report *The World in Our Neighbourhood* (Ohri, 1997). From this research, a series of DFID-funded initiatives emerged, including a special fund for Black organisations, the establishment of a strategic body for Black organisations, Connections for Development, and a series of publications. These initiatives built on a rich tapestry of educational practice, often at a local level, and were based around educational practitioners from ethnic minorities. Projects ranged from promoting aspects of their culture within schools and community groups to distinctly anti-racist projects that challenged stereotypes and often engaged more recent migrants to the UK from the Global South, often from countries such as Nigeria, Ghana, Kenya, Chile, Columbia and Brazil.

DFID also provided some strategic funding to organisations which were more distinctly faith based, such as Islamic Relief and Hindu Aid. Whilst the funding was mainly related to a broad public awareness campaign within their respective communities on development issues, it did lead to some joint projects with other development organisations.

This funding was welcomed by many grassroots organisations but because it was only for a short-term, three-year basis, there were few opportunities for these bodies to develop any capacity and impact.

Education for Sustainable Development

Alongside the increased political interest in Development Education, there were parallel initiatives on Education for Sustainable Development. In Wales, Education for Sustainable Development with global citizenship and an acronym ESDGC became a cross curricula theme (Norcliffe and Bennell, 2010). In Scotland,

sustainable development had been popular theme in teacher training for a number of years.

The high level of interest in this area provided a solid foundation of expertise and enthusiasm that the Scottish government drew upon when developing its Curriculum for Excellence, which featured sustainable development as a key component. In England, an expert panel was created which led to the production of a series of guidance material for all sectors of education and increased recognition of the term within the school curriculum. One consequence of this gradual evolution was the merging of the global dimension and sustainability education as a cross-curricula theme. Initiatives also included strategies for activity within further and higher education and youth work.

The development of the strategies in England had been based on support from both the government departments on environment and education. The ministry of environment had provided strategic and project funding for a range of initiatives on Environmental Education, but this changed in 2005 when leadership and funding moved to the education ministry. The main focus of the activities up to 2010 was on implementing a 2005 Action Plan which led to a sustainable schools' framework and a self-evaluation toolkit, a consequence of which was less direct funding for projects and strategic bodies leading to the closure of CEE.

From Development to Global Education

Although it was the development ministry that funded much of the practice in the field of Global Education, what was evident was the increasing predominance of the term "Global Education" over the term "Development Education". DFID had recognised the need to adapt the language of strategies to specific educational priorities, but what perhaps had not been envisaged was the extent to which the changing language would lead to a broader conceptualisation of the field. Not only were initiatives such as global perspective in higher education, global youth work, and global dimension being used, there was increasing acceptance that the term Development Education was becoming difficult to defend as it no longer represented the themes and approaches being used. The term global citizenship was becoming increasingly popular, in part due to the work of Oxfam and their guidance on Education for Global Citizenship. There was also increased usage of terms such as Learning in a Global Society.

However, it needs to be noted that whilst the field of Global Education had since the late 1980s adopted a more critical approach to development, the necessity to secure funding often led to organisations initially adopting a narrower development-based approach. But as the field became stronger and more confident under a Labour government, and as DFID themselves recognised

the value of working in partnership with other government departments such as education, environment, culture and health, the usage of the term Global Education became recognised as one that would be more inclusive and connect more directly with the needs of UK society.

DFID was constantly looking at ways to strengthen support for its aid programme, but what engaged teachers particularly were the connections being made between development and issues such as tackling racism and broader social inequality. This underscored that support for development proved most effective when directly connected to overarching themes like social justice, rights, and responsibilities. This perhaps suggests that some of the approaches developed in the 1980s under the banner of World Studies had not been lost, and teachers felt they could revisit these areas (Scott-Baumann et al., 2003).

What the initiatives from Oxfam and their conception of global citizenship also showed was a return to the broader perspectives developed in the 1980s by Hicks, Selby and Pike. Hicks and Holden's volume on Teaching the Global Dimension included chapters based on the concepts from the DFES guidance and made reference to the antecedents of the progress made from the initiatives on World Studies and Global Education in the 1980s.

Accordingly, in 2008 the DEA decided to change its name to Think Global and to mainly use the term Global Learning for its work with schools. They defined Global Learning as education that puts learning in a global context, including an understanding of global issues, critical and creative thinking, and promoting a sense of optimism for a better world (DEA, 2008). This term was preferred by NGOs and educationalists, allowing them to engage more directly with the impact of globalisation, but it was also seen as a term that could engage wider groupings of educationalists, having greater relevance for teachers, youth workers and adult educators. The culmination of this change in terminology came in 2013 when a new strategic programme was introduced by DFID, called the Global Learning Programme which was in reality four distinct programmes, one for which each of the devolved nations of the UK. Before discussing this in more detail, it is necessary to review why the development awareness programme and core support for organisations ended in 2010.

Public Awareness Campaigns

DFID funded the Rough Guide to Development (Wroe and Doherty, 2004) which became available in shops and retail outlets around the country. This public awareness campaign became also linked to the Make Poverty History initiative in 2005. Whilst the campaign may have raised some public awareness of development issues, there has been justifiable criticism of this initiative for its lack of depth (Andreotti, 2011; Biccum, 2010; Darnton, 2006; Hudson and Van Heerde-Hudson, 2010; McCloskey, 2022).

The evidence from a decade later shows that the vast majority of UK adults did not see global poverty as a pressing problem (BOND, 2015), but what did remain was increased knowledge and understanding of development and global issues. Whilst to date there has been no study of the long-term impact of the campaigns of the 2000s, within formal education at least there remained a desire among teachers to include themes such as global poverty, sustainable development and human rights in classroom activities.

Additionally, the shift in public engagement with development themes was influenced by the economic policies of the Conservative government. The period from 2010 to 2016 was characterised as a 'period of austerity' with major cuts in all aspects of public expenditure by UK government. There was less funding available for development and global issues. The leading NGOs were themselves having to make major cuts in funding their development and Global Education programmes.

The importance of research, evidence, impact and evaluation 2001–2010

A consistent theme in all areas of publicly funded Global Education has been the evidence for its impact. DFID had been aware as early as 2001 that a major challenge for funding Development Education was how to measure its value, effectiveness and impact. The DEA, with funding from DFID, began work on this issue in 2001 through the measuring effectiveness project. One outcome of this project was a publication (Bourn and McCollum, 2001) which outlined a proposed methodology based on the terms 'why', 'what' and 'how', examples of practice, and details of useful resources. A toolkit on evaluation was also produced alongside a range of conferences and events. Its impact was limited

however, despite its messages resonating with similar initiatives taking place elsewhere in Europe. One of the reasons for its lack of long-term impact was that DFID wanted to frame the impact of their support for Development Education within development terms. This meant that the educational value was either not fully understood or not seen as essential to their needs. As the authors of the measuring effectiveness project wrote at the time:

A development education programme does not, and in most cases will not, have as its main objective changing attitudes and understanding of global poverty and international development. This is likely to be much more specific, such as improving the capacity of teachers to deliver effective programmes, or giving educators the tools and resources to engage with development issues.

(Bourn and McCollum, 2001, p. 27)

Secondly, the outcomes of the measuring effectiveness project never became fully integrated into development awareness activities by DFID. One reason for this was that DFID sub-contracted to a private company the monitoring of projects. The dialogue that had evolved around the measuring effectiveness project was never followed through or embedded within the Department.

However, there were a range of initiatives emerging within the UK that were consciously looking more directly at evaluation and impact. One of the most important of these was a development awareness funded project run by the Reading International Solidarity Centre (RISC) project, *How Do We Know Its Working?*, which took a research-based approach to addressing how children learn about global and development issues. Their research identified that learning about global and development issues may increase knowledge but not necessarily change attitudes. Through a series of structured activities which were closely monitored and reviewed, accompanied by a professional development programme for teachers, resources and support mechanisms were put in place to encourage potential evidence of progress. (Lowe, 2008, p. 64).

Another important initiative was a report produced by Think Global in partnership with the Charities Evaluation Service which looked at outcomes of projects to promote understanding about global issues (Charities Evaluation Service & Think Global, 2010).

By 2009 DFID was coming under increased scrutiny for its funding for Development Education. A review of their funding or the field stated there was a lack of evidence to substantiate the value of Development Education. The review identified that there was effective innovation and experimentation in some areas, notably in formal education, but it went on to note:

Little is known about the overall effectiveness and impact since regular review and lesson learning were not effectively integrated into the programme [...] What has emerged is a fragmented programme that serves some better than others.

(Verulam Associates, 2009, p. 1)

The problem with this review was that it was framed still within development objectives. It did not look at the changes in support for the field since 1997 or engage in depth of analysis the wide range of projects that had been funded since 1999.

A further review in 2010 by the new Coalition government in the UK was even more critical:

We are confident that raising awareness of development issues in the UK has contributed to reducing poverty overseas. However, the evidence is circumstantial and consequently we have been unable to prove conclusively that this is the case. We can make the argument that it does, but there are simply too many causal connections to be able to prove it.

Similarly we have been unable to prove that DfID-funded awareness raising projects have made a direct contribution to reducing poverty. In part, this is because DfID's historic approach to funding projects in this area has been unstrategic, and individual projects have not been properly evaluated.

(COI, 2011, p. 4)

This review followed even more closely a development related model by trying to equate impact of the projects directly to addressing global poverty.

These criticisms helped a new sceptical coalition government to decide to end its grant funding programme, with the consequence that only three subsequent programmes, one on formal education, one on school linking, and one on international volunteering were funded by DFID.

Whilst there are some justifiable criticisms of government policies in both reports in terms of evidence being effectively reviewed and assessed, civil society organisations were so reliant on DFID funding that they were reluctant to undertake any independent evaluations that might expose their lack of impact.

Building Research Capacity

During the discussions between the DEA and DFID following the measuring effectiveness project, an idea emerged of a Centre that could act as the necessary focal point for undertaking and promoting research in the field of Development Education. Unlike areas such as environmental or intercultural education, until 2006 there was no strong academic tradition in development or Global Education. Several local DECs had begun to develop links with universities, for instance Liverpool World Centre partnered with Liverpool Hope and John Moores University, RISC in Reading with their local university and centres in Cumbria and Lancashire with nearby universities.

However, on account of the three-year funding programmes during the period of the Labour government from 1997 to 2010, it was becoming difficult to develop any long-term view of the value of the field or to provide space for more reflective and theoretical debates.

To their credit, DFID recognised this and between 2004 and 2005 discussions took place between the Department, the DEA and the Institute of Education within the University of London which had a long-standing interest in Global Education. The result was the creation in 2006 of the Development Education Research Centre with core funding from the Department.

The rationale behind the establishment of the Development Education Research Centre (DERC) was to raise the profile of Development Education within the academic community, to secure recognition of its contribution to broader educational goals and to establish Development Education as an integral component of mainstream learning within formal education. Whilst there were few published articles or major books on Development Education before 2008, this did not mean there were no discrete themes or bases for the practice. What was needed was recognition of these themes, and a clearer conceptualisation into a sound pedagogical framework (Bourn, 2008).

From 2009 to 2010, as well as producing a range of research reports covering formal education, the Centre secured additional funding for project work in further education, higher education and teacher education. The outcomes of these projects included a range of publications academic articles and conferences (Bentall, C. et al., 2014; Murdan, et al., 2014; McGough, H. & Hunt, F., 2012).

Another feature of the work of the Centre was to develop research and evaluation programmes independent of the UK government. These included a joint project with Oxfam UK on young people's engagement in global issues (Hunt, 2017), international volunteering for Voluntary Services Overseas (VSO) (Bentall et al., 2010), school linking (Bourn and Cara, 2013) evaluations for European Union funded projects (Warwick et al., 2017) and research for UNESCO (Bourn et al., 2017).

One direct consequence of the establishment of DERC was that when the Global Learning Programme was launched in 2013, research and evaluation was one of its main components.

The Research Centre, as well as playing a central role in the GLP programme, began to play an influential role through regular production of research reports, organising of conferences, and in 2017 launching an international network for the field, Academic Network for Global Education and Learning (ANGEL).

Teacher education and TEESNet

Teacher education had always been seen as an important area within Global Education. The World Studies Project in the 1990s had evolved into an initiative focusing on teacher education (Steiner, 1996). In 1997 just as the Labour government had come into power, a major national conference on Global Perspectives in Initial Teacher Education was held at the Institute of Education at which a leading government advisor, Professor Michael Barber, stated that learning needed to include understanding about the quality of society and democracy and the future of the planet.

During the lifetime of the Labour government from 1997 to 2010 several projects concerning teacher education were supported, including the Global Teacher Project which was managed by the World Studies project team. This interest in teacher education was helped by an annual conference organised for teacher educators by the TEESNet network on the theme of sustainability and global social justice. Initially coordinated by London South Bank University and later by Liverpool Hope University in partnership with Liverpool World Centre, this provided an important focal point for academics and educational practitioners to meet and share the outputs of their research.

TEESNet and other organisations in the UK such as WCIA and Sazani Associates in Wales, developed online courses in aspects of Global Learning, funded through the Connecting Classrooms Through Global Learning (CCGL) programme, discussed below. These drew together teacher educators from across all four UK regions, highlighting significant interest in and examples of initiatives taking place in ITE even where policy support was lacking (especially England). More recently Oxfam has funded delivery of a course, Teach Climate Justice, for student teachers. The short-term nature of the CCGL and Oxfam funding means these courses were not sustainable.

A small number of universities are focusing increasingly on climate change education and supporting schools, encouraged by the Department for Education Sustainability and Climate Change Strategy, but it is not clear how this will be funded and supported across wider institutions.

In Wales, the Welsh Government continues to 'seed fund' ethically informed citizenship training (as aligned to the new curriculum) and some teacher education funding such as the International Education Programme.

The Changing Political Context 2010 onwards The Global Learning Programme

Although the Coalition government in 2010 decided to end direct funding to civil society organisations on Development Education, there was still sufficient support, particularly by the civil servants, to have some form of programme going forward. There had been a recognition in the previous decade by all stakeholders that there was a need to move to a more strategic approach. The Enabling Effective Support programme had been a start in this direction, but its impact was varied. The strategies in the regions of England were all very different, reflecting strengths of civil society organisations and educational priorities. The programme had also aimed to promote a new model of engagement with schools based on unlocking existing local educational resources. The model was also influenced by the broader international development practice of enabling communities to develop in their own form, a bottom-up rather than a top-down process.

Following a lengthy consultation with all relevant bodies, a new strategic programme was launched in 2012 with the aim of increased and improved delivery of Development Education in 50% of state schools in the UK. Within each of the four nations of the UK, there were slightly different objectives relating to the specific national educational objectives. The terminology used also varied, with Global Learning being the dominant term, but in Wales and Scotland there was a recognition of the usage of the term global citizenship.

The five-year programmes were distinct from previous activity in that all included an in-built research component, providing funding for action research by teachers, a major focus on professional development of teachers and wherever possible passing on the leadership and direction to schools and teachers. Whilst this seemed a natural progression of the field, the downside particularly in England and Wales was the lack of capacity within supporting local and regional civil society organisations; there was no direct funding for them. Also, one of the great strengths of the field had been its highly regarded educational resources. This provided opportunities for innovation and creativity. With no funding for this area of the work, several local Development Education Centres either significantly reduced their activities or closed altogether.

The evidence produced from the programmes does however show significantly increased engagement by schools across the UK in learning about global themes. Although the programme lasted five years which gave opportunities for some ongoing activities, the direct funding for schools was short-term and the evidence of long-term impact is difficult to identify. What was significant however, and this was particularly the case in England and Northern Ireland from the evidence obtained, was the relatively successful impact of moving schools from thinking about global issues from a charitable perspective to one of social justice (Bourn, 2022; CGE, 2018).

The successes of the programme in Wales and Scotland were helped by the positive climate of the devolved administrations and curriculum bodies. In England, where there was little political education support, the Programme became very popular probably because it delivered something very different to what other bodies in government provided, with the latter focussing on school subjects, examinations and testing.

A feature of the programmes was building evidence from research. In each country there was participation from academics and researchers and a considerable body of material was produced which showed the ways in which schools engaged in global learning, the depth of support from teachers, and the challenges in ensuring ongoing support when there were conflicting priorities for schools (Bourn, 2022).

The evidence of impact in Northern Ireland showed considerable progress in teachers understanding of global and development issues. There was as a consequence greater pupil knowledge of concepts such as poverty, inequality, social justice and sustainable development (CGE, 2018).

There were some criticisms of the Programme, particularly the one in England and Wales, for involving private companies such as Pearson (Huckle, 2017) and a lack of real engagement from local DECAs. A negative outcome of this was that the bulk of funding went to Pearson, which brought in well-known figures from the Development Education movement but weakened long-term capacity building. But what is evident is that especially in terms of the professional development of teachers (Bentall, 2020), the programmes ensured increased level of understanding of Global Learning, allowing Global Learning to advance beyond one-off lessons and beyond the confines of subjects such as geography and citizenship.

McCloskey (2022, pp. 71–72), in reflecting on the strengths and weaknesses of the GLP, stated that it clearly helped to increase "the competence and confidence in delivering effective, critical Development Education to young people" but the action component often tended towards 'development as charity' activities.

Connecting Classrooms Through Global Learning

In 2018 GLP ended and was replaced by the Connecting Classrooms Through Global Learning Programme which was administered by the British Council. This programme had a much stronger emphasis on supporting international school partnerships.

The Global Learning element was focused on professional development of teachers using the network of local DECAs and some NGOs as the main providers. Whilst this programme had some success in engaging schools, it had nowhere near the breadth or depth of impact that the GLP had. It was also a global programme in terms of working with British Council offices in a range of countries with particular focus on Nepal, Kenya and Palestine that included promotion of school partnerships and training of teachers. It had far less funding and the lifetime of the programme coincided with the global pandemic which had a major impact on both professional development courses for teachers and international partnerships. There was also some funding for teacher-led research projects. The evaluation of the programme identified that its greatest impact was where schools participated in both training and international partnerships (Ipsos & Learn More, 2022). The level of support and engagement of policymakers varied from nation to nation depending on their interest in global learning themes. There was noticeable high-level support in Scotland and reasonable support in Wales and Northern Ireland but much less in England. The evidence gathered from school students showed that:

Students demonstrated an increased understanding of global issues, increased empathy and an understanding of their similarities with other students in the UK and around the world, and their role and responsibilities in shaping the world. There was less evidence that they have built long-term relationships across boundaries with partner schools.

(Ipsos & Learn More, 2022, p. 6)

There was also evidence that where there had been reciprocal visits between schools this had

increased understanding of different teaching practices and challenged ingrained stereotypes. Teachers described how they could draw on these experiences in lessons and bring their teaching to life.

(Ibid.)

The programme ended in 2022 and whilst the British Council continued supporting international partnerships there was no longer any form of direct funding from UK government for global learning.

Decline of the Global Education Sector

The ending of the Global Learning Programme had already had a major impact on the field of Global Education. Whilst some local DEC's were able to receive a small amount of funding through the CCGL programme, the coordinating bodies in Wales and England found it impossible to continue without core funding. Cyfanfyd had closed in 2015 in Wales and Think Global in England closed in 2018. Nevertheless, the Wales Alliance for Global Learning, an informal network coordinated by the Welsh Centre for International Affairs, emerged and has continued to play a leading role for the global learning in in Wales. In Scotland, IDEAS has survived because the Scottish Government supported themes such as global citizenship and Education for Sustainable Development and began to give a small annual grant to each of the local DEC's. This funding began in 2014. In Northern Ireland, a small number of Development Education providers has been sustained largely on the basis of support from Irish Aid, the arm of the Irish government responsible for ODA and Global Citizenship Education, the new preferred term for Global Learning. This decline in national funding had a major impact on the sector; while the decision of the UK to leave the European Union meant that there was no European source of funding for NGOs from 2018 onwards.

The leading development agencies became less inclined to support Global Education due to a combination of challenges in funding and policy re-alignments. Oxfam, Christian Aid, Save the Children and Action Aid significantly reduced their staffing and level of engagement in the field. Only CAFOD, the Roman Catholic development agency, and UNICEF UK could be said to be significantly resourcing the area in the early 2020s. For example, UNICEF UK's Rights Respecting Schools Programme receives funding in Scotland from the Scottish government. There has also been support for this programme from numerous local authorities in England and in 2024 the Mayor of London's office agreed to support all schools in Greater London engage with the award programme.

There was then a mixed picture across the UK for support to Global Education by 2024. In Wales despite severe funding constraints, Global Education and learning is embedded in revised curriculum, and Global Citizenship is a key indicator for the well-being of future generations. Curriculum materials make reference to fostering ethical and informed citizens of Wales and the World with themes that aim to show local, national, and global contexts.

In all four nations, because of the long-term impact of the work of both national and local organisations and programmes such as the GLP, there was a continued thirst for support for teachers on learning about global issues. Schools continued to seek support from organisations and there remained continued interest in a range of award programmes such as the Global Teacher Award and the Fairtrade School Award.

Scotland, as previously mentioned, is one area of the UK where Global Education and learning has broad political support. For example, global citizenship can be seen in the 2016 international development strategy. The Scottish Government in promoting its international development strategy emphasised the value of promoting global citizenship. The strategy stated that to enhance our global citizenship:

- By keeping good global citizenship at the very heart of our international development work for the “Common Weal”, an old Scots term meaning the collective wellbeing of all humanity.
- By taking a holistic “do no harm” approach to sustainable development, recognising that Scotland and the modern world are interdependent, and our choices and actions may have repercussions for people and communities locally, nationally and internationally.
- By inspiring communities and young people to realise their role as good global citizens in the wider world, passing on the baton to the next generation (Scottish Government, 2016, p. 9).

Anastasiadou, Moate and Heikkinen (2022) in their review of Global Citizenship within the Scottish Curriculum raised considerable criticisms particularly in terms of the overemphasis on individual action to the detriment of collective responsibility. Building on similar research and evidence by Swanson and Pashby (2016), they state that the Curriculum framework:

Carries a futuristic agenda, shaped by economic rationalities influenced by neoliberalism, with an intrinsic tendency that focuses solely on national economic growth putting the global dimension aside.

(Anastasiadou et al., 2022, p. 398)

This evidence suggests that whilst Scotland remained a positive beacon of light for Global Education, there were still major challenges as to how it was being interpreted, supported and applied within the education system.

Climate Change and Sustainability

The rise in interest in sustainability issues, especially climate change, has led to increased engagement in this area by educational bodies across the UK. The Sustainable Development Goals have had a profile within many educational bodies, although the UK government has been less direct in its engagement and promotion. This has included production of a range of resource packs for teachers. The World's Largest Lesson, an international education project that focuses on the Goals has been very popular in UK schools. In 2022 the English education ministry launched a strategy on climate change and sustainability education, which included some recognition of the desire for knowledge and engagement by young people in sustainability issues. There was particular mention of the importance of professional development for teachers, but the focus was mainly on the science subjects. Whilst the strategy noted a significant shift in UK government educational priorities, its priorities were focused on increased knowledge in specific subject areas, with a strong emphasis on increased understanding of the natural environment and the development of green skills. There was no mention of broader social justice issues or linking sustainability to broader educational goals identified at an international level including the SDGs (DFE, 2022).

This emphasis on sustainable development was clear in Scotland with global citizenship themes being seen as part of Learning for Sustainability programmes. In Wales, the knowledge, skills and values of Education for Sustainable Development and Global Citizenship (ESDGC) are now embedded throughout the Areas of Learning and Experience and the Progression Steps, as well as being reflected in the purpose of the curriculum to create ethical and informed citizens of Wales and the world. There remains no budget for implementation and teachers and schools are calling out for support in this area. Climate education can however be seen throughout the curriculum and there is professional development programme on anti-racism work called Diversity and Anti-Racist Professional Learning (DARPL) within which social justice is a strong theme.³

Human Rights Education

An area across all nations of the UK which has becoming increasingly prominent within schools has been rights, particularly children's rights. One of the reasons for this, as mentioned, has been the leadership provided by UNICEF UK who have strategically invested in encouraging schools to join their programme. In both Wales and Scotland this support has been helped by children's rights being embedded within various legal provisions.

Also in Scotland, human rights has been a key cross curricula theme (BEMIS, 2011, p. 15; Scottish Government, 2010). But as Struthers (2015, p. 69) has commented, there is a lack of clear guidance on what this means in practice. What is noticeable however within the policies and statements by the Scottish government is that human rights are seen to be closely linked to the promotion of global citizenship (Daniels, 2018).

Promoting the Sustainable Development Goals including Target 4.7

Although the Goals have not enjoyed the high public profile that they have had in some other countries, they have been used particularly in Scotland, to justify and support initiatives around Global Education. In England, a coalition of civil society organisations recognising the challenges of securing political support for sustainable development and global citizenship, came together in 2019 to develop a strategy and build bodies of evidence to demonstrate levels of engagement and support for areas such as Global Education (Bourn & Hatley, 2022). This report noted that the main barometer of progress on the SDGs has been the Statistical Index provided by the Office of National Statistics by UK government. Both the 2019 review (UK Government, 2019) and the one in 2021 (DFE, 2022) make only minimal reference to Global Education-type themes with references to school linking and one NGO initiative Send my Friend to School.

While slightly different terminology is used, ESD is prominent throughout the Welsh curriculum. The Wellbeing of Future Generations Act and 7 wellbeing goals are aligned with the SDGs, enshrining sustainable development in law and the language of public bodies in Wales. Reference is made to the idea that

all children and young people should be "ethical, informed citizens who are ready to be citizens of Wales and the world". In Scotland, the SDGs became the dominant frame of reference concerning Global Education. Their Learning for Sustainability programme which had been a curriculum entitlement since 2011 brought together global citizenship, outdoor learning, and sustainable development as a right for every child.

Conclusion

The UK has clearly been a major player in the field of Global Education since the 1970s. Evidently, despite changing political priorities towards the area, there has been consistent engagement in issues such as global social justice, environment, human rights, sustainability and understanding of development in many areas of education. One of the great historical strengths of the UK has been its educational practice particularly through the activities of both local and national organisations. This civil society engagement has clearly been one of its strengths. There has also been at varying times important political support, particularly between 1997 and 2010 which has continued to have an impact within all sectors of education through the training and professional development of educators that took place during this period. What is also evident, and the UK is not alone in this, is that Education for Sustainable Development has had increased influence in part because of the importance of climate change but also because of the connections to the Sustainable Development Goals.

The UK's contribution to Global Education in Europe can be seen in a number of areas. Within the country the influence of leading academics from the work of Selby and Pike up to the more recent work of the DERC needs to be recognised. It is the Centre that still acts as the leading body in Europe for promoting research in the field. Not only does the Centre coordinate the ANGEL network, staff within the centre act as editor of the very successful *International Journal of Development Education and Learning*, a range of key publications such as the *Bloomsbury Handbook on Global Education and Learning* (Bourn, 2020) and organiser of regular webinars and events.

The ways in which civil society organisations work in partnership with both policymakers and practitioners has been another of the UK's main contributions to European Global Education. The influence of bodies such as Oxfam and the Curriculum for Global Citizenship and the numerous projects run by local DECS have resulted in the field having considerable influence within schools.

From being swayed by government funding to focussing on development themes, organisations at a local and national level have noticeably increased their engagement with projects that have a more local and broader social policy focus. For example, Centres have become involved in projects related to refugees and migrants, anti-racist work and gender equality.

Above all however it is within schools today that one could see the most lasting impact of Global Education. The majority of schools throughout the UK make reference in their curriculum to areas such as the Sustainable Development Goals, children's rights, cultural diversity and climate change. Whilst it may be difficult to identify the exact influence within a specific school of the Global Education field, what is clearly evident is that from being on the margins of education, as suggested by Ann McCollum in her doctoral research in 1996, Global Education themes are much more mainstream than they have ever been.

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² <https://globaldimension.org.uk>

³ <https://darpl.org>

National Histories of Global Education in European Countries: A Comparative Analysis

Annette Scheunpflug and Liam Wegimont



GENE 

National Histories of Global Education in European Countries: A Comparative Analysis.

History is always the history of individuals and groups; it sometimes condenses regionally, in states and their actions or in the inherent laws of language groups. We made it clear at the beginning of this volume that these national histories of Global Education are not written with the intention of standardising or even synthesising history. The end of the “grand narratives” is also evident in global learning. We have read these histories with the aim of deriving insights from the past for the future – what are the fruits of our reading, what suggestions can we draw from them? Initial reflections on what we might learn are summarised in this concluding chapter – while we invite more detailed and considered reflection from all concerned.

What the histories tell us – stories that make sense for the future.

In his essay “The Narrative Function”, the French philosopher Paul Ricoeur defends the thesis that history is irreducibly narrative in character (Ricoeur, 1979). All history is story; a hermeneutical telling as we chose what to include and what to leave out.¹ History is story, not only in terms of hermeneutical decisions, but also in terms of the role of history as the story of human action in the world. It is the imaginative reconfiguring of the important human aspects of the past, not for mere nostalgia or chronology, but to capture the importance of human action to inspire new action. Action-(his)story-action is at the heart of the dynamic of human being and becoming in the world and is necessary to our sense-making processes. At the heart of the human relationship with action towards the world and towards each other is the act of storytelling and of passing on traditions – including traditions of maintenance and transformation – to others, including younger others.

The roots of Global Education

The roots of Global Education lie within deeper histories of the stories people tell each other of the struggle for justice, emancipation, care for the earth and human flourishing. Ricoeur describes the dynamic of telling stories to inspire new action, thus "Stories transmute chronological time into human time."

The more recent roots of Global Education can also be seen in these pages, but coming, surprisingly, from very different sources and stances and starting points.

We see that for some of the national histories, the roots of Global Education lie in the struggles for political emancipation at national level, and they are also played out in the relationships between the national and the geo-political. The Brazilian educator Paulo Freire wrote in *Pedagogy of the Oppressed* that dictatorships of the left and those of the right have one thing in common – they "suffer from an absence of doubt" (2017, p. 39). In these histories we discover a second commonality: the struggle against dictatorships of left and of right have led to the birth of movements that are at the heart of Global Education. In Portugal, for example, the brave and inspiring work of those who sought to gather forces against the fascist regime that oppressed both their own people and populations and liberation movements in Africa, and to document the regimes atrocities at home and in the colonies, forged movements that have Global Education at their core. In other countries, such as Czechia and Slovakia, it was movements for national sovereignty and for democratic freedoms, and the people who led those movements to defy the oppression of the communist regime that eventually also led to Global Education.

In comparing the two one sees several structural similarities that are fascinating and somewhat unexpected.

Both movements for human liberation had in common at their core an ethical commitment to freedom and solidarity – including solidarity at home and abroad. The local, the national, and the global were all deeply intertwined from the start.

Both revolutions had their well-known martyrs and heroes like Catarina Eufemia and Václav Havel, whose roles were crucial in influencing the course of events. But there is something else that is striking and that becomes clear in the pages of these chapters.

What these two very different revolutions also have in common is the lesser-known heroes whose work eventually led to Global Education. In both cases, it was the quiet but determined documentalists, the pamphleteers, the ones running the underground filing systems, documenting the atrocities and the

ones running off the home-printed essays and hand painted banners, that provoked revolution via public awareness, engagement, education, mass action and agitation. Not just the militants on the barricades but also the librarians and filing clerks, the poets, the graffiti and banner artists and the print typesetters. They too risked their lives in the quiet pursuit of freedom; they are the midwives of Global Education.

At the roots of Global Education in these instances lies the determined insistence on the importance of telling truthfully the story of the way things are, documenting the wrongs of the regime while fostering hope for a different future, for the way things might be. Documenting the injustices and telling the stories challenged the prevailing myths. It served to undermine those in power who may have wished to shut down imagining of other possible realities and futures.

These cases are also instructive for those of us who may try to drive too fine a wedge or too pure a distinction between awareness raising, public engagement, and education. As the North American feminist Starhawk puts it “perhaps awareness is the first step to... liberation”.

The roots of Global Education lie not only in political movements for change, as often attested to in these pages, but also in educational movements. We see in the chapter on Norway a very clear example of how the Norwegian (indeed Nordic) model of FolkHighSchool and of the emancipatory educational processes associated with social movements were crucial to the early beginnings of Global Education; while in Germany, critique of prevailing educational and pedagogical models was also part of the movement beyond information about the third world and towards global learning.

We see also that for some of the national histories the root of Global Learning lies in a response to reflecting on one’s own guilt and the solidarity experienced after the Second World War. Europe lay in ruins after the Second World War and experienced solidarity from all over the world. Germany had been guilty and yet was accepted back into the community of states. It was possible to learn from these positive experiences, to reintegrate others after a history of guilt, to pass on the solidarity experienced and to act in solidarity ourselves. In the history of the two German states before reunification, these motives can be seen as the root of global learning. a related reality can also be seen in the relationship alluded to, in the chapter on the UK, between an imperialist, colonising past and the roots of a concern for global justice in the present.

The various stories of global learning can be read as words of imagination, hope and action planning for a world of greater social justice. They are stories about learning for a different globalisation, for more communication at eye level, more togetherness and more shared responsibility for people and the planet. And they show ways in which it is possible to translate this hope and this vision into concrete educational policy – step by step, with compromises and concessions, but without losing sight of this goal. And they are stories about decolonisation in Europe – more and more people are becoming aware of this responsibility and want to align education and education policy with these goals.

And we see the experience of the importance of the development of universal human rights and the universal threat of climate change as a further root of global learning. These challenges require global solidarity and thus the joint learning of a sociality that cannot be experienced directly at the local level. Another root of global learning is to consider the distant neighbour and to keep the rights of future generations in mind.

Finally, while Global Education at national level in Europe was, for the most part, a product of national, home-grown initiatives, it is also clear that international events, agreements, and processes in different ways influenced and paved the way for state support for Global Education. In Ireland, the UNESCO 1974 Recommendation on Education for Peace and International Understanding was crucial to the beginnings of grant support for GE. In other countries, accession to the EU provoked moves in the direction of ODA, as well as an insistence on the importance of GE within ODA in some countries. Regional processes such as the Visegrad-4 GE Programme (2004–2005) as well as European initiatives such as the Maastricht Declaration also inspired some countries and led to multi-stakeholder national strategies to be developed. Across several countries, international impetus was clearly crucial to the birth or growth of GE at national level.

Important factors and actors in the birth and growth of GE at national level

Those involved in strategising for the growth of GE – to move from the few to the many – sometimes point out the over-reliance on 'committed individuals' in particular sectors or movements. It is clear, however, from the chapters in this book that the birth and initial growth and further development of GE in all the countries concerned was inspired by the work of committed individuals and their organisations. Committed individuals are at the heart of the history of GE in Europe.

While these individuals were often associated with particular organisations, and often started with political revolutionaries, CSOs, educational leaders or academics, it is also clear that from the start, the content and processes of GE led by these individuals all led, inexorably and consciously, to a sustained focus on structural change.

So, in Austria, the work of global educators, inspired by experience since the 1970s, and by comparative analysis from neighbouring countries, led to the development of the OIE (Austrian Information Service on Development Policy) and called for a school decree on Global Learning in 1991. The same was true of Irish Development Education as those involved in the leadership from Trócaire,

the Irish Commission for Justice and Peace and others, consciously used the 1974 UNESCO Recommendation to rally political support for funding and policy on GE. In the chapter on GE in Malta, the author sums this up as “The beginnings: NGOs take the lead”. This reality is seen in all the national situations outlined in this book: CSOs – both from the development sector and more broadly from environment and peace NGOs and other educational movements – provided the spark and their role as the initial leaders and continuing implementers, partners and critical leaders of GE is clearly acknowledged. These leaders were often a small minority within a bigger CSO or NGDO movements, and so while deeply embedded in civil society, they also had to struggle to be heard among what were often considered the ‘bigger’ concerns. CSOs continue to be the leaders in GE, but also that the partnership strategies they developed with social movements, have ensured that GE moves continuously beyond the concerns of CSOs to include a broader citizenry.

In some cases, it was not just the CSOs, but also a national politician, spurred on by international events to conviction regarding the importance of GE, and convinced of the need to bring national social structures along in the movement. In Norway, GE can be traced all the way back to the establishment of the UN, and the UN Association of Norway. Here, we get a glimpse of how a forward-looking and internationally-minded politician, Minister for Foreign Affairs Halvard Lange, brought together most of the social structures – trade unions, women’s movements, adult education, peace movements – and, with the help of a clever media strategy and the support of academics, began to fashion a national Global Education strategy that was clearly based on respect for critical public engagement and Global Education.² The role of particularly visionary political leaders in recognising the relationship between the need for international peace, human rights, global justice, sustainability, and public knowledge, information, critical support and necessary engagement in these issues is an important thread in a number of chapters in this volume.

Finally, at national level, several thought leaders were inspirational to the emerging GE movement. Some of these are the authors writing here in this volume, while others point to key pioneers. Doug Bourn attests to the effect of individuals such as Robin Richardson, Graham Pike, David Selby, and Dave Hicks, particularly in the 1980s and 1990s in the UK; while Helmuth Hartmeyer and Heidi Grobbauer recognise the importance of the work of Seitz and Scheunpflug in Germany to the movement of GE in Austria; Seitz in turn recognises the importance of Alfred Tremel and others in the development of GE in Germany. Leading educationalists, thinkers, researchers, and theorists of international relations all were contributing heroes and heroines in the history of GE in European countries.

What we mean: the importance of conceptual clarity in the history of GE

For as long as we have been involved in GE, the question of what we mean – and the challenge of conceptual clarity – has been to the fore. Competing terms are often used – sometimes even by the same organisation – to define various facets of what we call Global Education. We have been involved in this debate and have consciously chosen GE as an umbrella term to undermine factionalism, go beyond the conceptual fads and fashions, enhance policy learning, and reflect a reality of conceptual diversity. However, as a school principal or a youth organisation manager, what care I for what you call it, as long as my co-learners are empowered to change the world. We are careful, nevertheless, to do justice to the varieties of terminology at national level. Conceptual clarity is both diverse, and necessary to national strategy.

In these chapters we see that the many sources of the concepts in practice, policy and strategy that differ greatly from country to country.

In Austria, for example, the movement from the concept of “development information” to “development education” to “global learning” occurred clearly from the 1970s to the early 1990s. In Germany, we have in one country today two very different traditions of addressing global issues. In West Germany the history of global learning is shaped by changes in development policy as well by integrating educational concepts such as “life-world” orientation. In the German Democratic Republic before re-unification, the roots of global learning can be traced back to international perspectives in anti-fascist and anti-imperialist stances in state-proclaimed internationalism and international solidarity of the civil society, particularly churches.

We also see in these chapters a change in nomenclature over time. For example, in the Czech Republic, what was first referred to as “Development Education” from 2002–2007 subsequently became known as Global Development Education (GDE) in the Strategy 2011–2015 following debate at national level and informed by international debate and policy dialogue. According to Tereza Čajková, “the concept of GDE...drew inspiration from the English language terms Global Education and Development Education”. The author also describes how different organisations used differing but related terms, nevertheless, the concept of GE has now become the preferred term, influenced perhaps by the Dublin Declaration process. Meanwhile, in Ireland, the preferred term for many years was a broad concept of Development Education. In the chapter on Ireland in this volume we see “shifting policy and understanding of GE” as Development Education gradually came to be understood to encompass or be related to the

global dimensions of other “adjectival educations” – human rights education, ESD, intercultural education, etc. This movement was followed by a change in the preferred terminology, towards Global Citizenship Education. And in Germany, bridging the different experiences during cold war, Education for Sustainable Development is often used as terminology side by side with Global Learning.

Meanwhile, in Portugal, much work was put into the development of the conceptual base for the three subsequent national strategy development processes. According to the authors, the two main terms used to date are Development Education and Global Citizenship Education. Rich processes of conceptual definition led to both clarity and ownership by a wide variety of organisations. One important detail in this regard: while in the second national strategy process, it was agreed to have international documents as a reference point for the concepts, the rich debate at a national level was also captured in an enlightened and enlightening summary of the core elements – the sine qua non of GE – and updated the previous definition. This groundbreaking 2018 document is worth reading in its entirety and is cited judiciously in the Portuguese chapter.

So, national use of particular concepts developed from differing starting points, along different trajectories and with differing terms being favoured at national level. Nevertheless, while sources differ at national level, and concepts change and evolve, we also see an emerging consensus and convergence. It is also clear from the countries considered in these chapters that the focus on an umbrella term – at first in the Maastricht Declaration in 2002, and more recently in the Dublin Declaration in 2022 – has meant that increasingly, a common umbrella term is being used for the purpose of actors coming together, doing away with silos, and sharing policy learning. It is also clear (see, for example, the chapter on Malta) that the term GE does not compete with but rather complements other terms and strategies (e.g. ESD) at national level. In the words of the Maltese author Mark C. Mifsud, “this is a necessary ongoing journey of conceptual clarification which encourages debate”.

The emerging role of policymakers and the importance of national policy and national structures

Another common theme that emerges in these chapters is the important role of policymakers and the emergence of national policy and national structures. While in a few countries under consideration, a leading political figure or policymaker may have been at the birth of GE, in most cases, it was either CSOs or academics who led the process. In these latter cases, the process of engagement of policymakers took some time in coming and was inevitably preceded by a recognition on the part of CSOs and pioneers in GE that in order to effect real structural change, or to reach all people in the country, national policy, and national structures of support, including funding support, would be required.

We can see, though, that in many cases, lobbying by CSOs and others led to the development of national structures of support, inter-ministerial cooperation, policymaking, coordination, and funding. It became clear that policymakers needed to be at the forefront of change – no number of individual workshops for teachers would lead to change in curriculum, without also involving curriculum developers; no number of NGOs calling for GE to have a central place as a pillar in development policy would be successful unless those writing that policy were convinced of the need.

It becomes clear though that once policymakers do become involved and take ownership of the agenda, while structural change can and does occur to a far greater extent once policymakers own the agenda, a few dilemmas emerge. From the chapters of this book, some of these questions surface, such as:

- Which policymakers? Should Ministries of Foreign Affairs and Development Cooperation be involved and take the lead, or should it be Ministries of Education. This is a crucial question to which we will return elsewhere, but in sum, the evidence suggests that Ministries of Education need to be fully engaged at all levels. However, if left solely to the Ministries of Education, the global justice dimension may recede in priority while other necessary and competing curricular claims (sex education, health education, traffic education) may predominate. Ministries of Foreign Affairs and Development Cooperation Agencies were involved from the start and necessarily continue to be engaged in policy leadership in this field.
-

- How to do interministerial cooperation in this field? Interministerial cooperation and coordination is easy to call for, but very hard to achieve and maintain. The chapters in this volume do give some insight into differing models and processes, and we believe that a close reading might be instructive not only for GE but for broader public policy process debates.
- How to support implementation and fund GE while ensuring CSOs funded have space for criticality, independence, and without diluting broader CSO support for GE? Funding for GE from public funds is a necessity and more funding is required. Nevertheless, policymakers must engage in a difficult and sometimes thankless tight-rope walking task. How to ensure the transparency that is required of the use of public funds, and the efficacy that is also a necessity of good public service, while also supporting the right of initiative of CSOs and their independence and criticality? a very challenging task, but also a crucial one, and one that is acknowledged in the pages of this book and that many GENE member states policymakers have mastered skilfully.

Developing national strategies – an important theme throughout the histories

The Maastricht Declaration in 2002 called for the development of national strategies in European countries. In GENE, while much of our work involves supporting the development of national strategies, and the sharing of good practice across borders in pursuit of quality national strategies, we have also been consistently clear: not every country may need a national strategy. Indeed, a strong general education strategy founded on the principles of GE, or a strong development cooperation strategy in which GE is a core pillar, may be even more important. Meanwhile, if a country has a strong national strategy in a related field – e.g. ESD – then the most intelligent strategy may be to strengthen the GE dimension of the existing strategy, if that is possible.

Nevertheless, in many countries in Europe it became clear after the Maastricht Declaration that a national strategy in GE was exactly what was needed – and still is. The Dublin Declaration on GE to 2050, itself a strategic framework for the development of national strategies, also strongly endorses the development of quality national strategies where they are needed.

This book outlines the varied development of very different national strategies – including process, content, actors, results, and learning – in some of the countries involved. We hear tell of very different processes in these pages from Austria and Germany, from the Czech Republic and Ireland, from Malta and Portugal and Slovakia and from the countries that make up the UK, about the causes, the struggles, the work, and the effects of very different national strategies. The history of these strategies, and their various iterations – some now in their third generation – are instructive and invite further exploration.

The political context and the importance of attaining, maintaining, and growing political support.

Throughout these pages there is a continual refrain – changes in the levels of political support, and even changes in the political persuasion of national governments, can have a profound effect, for good or for ill, on the fate of GE at national level.

This can be seen in the initiation of national public and policy support for Global Education – as political support, and the support of political parties or individuals, or for a particular political process (e.g. EU accession) is considered by the authors to be a crucial step in the initial birth and growth of GE. We see this in countries as different as Germany, Norway, Slovakia, and the UK.

We also see how political processes were seen to be at the start of government funding for GE at national level. We see this in Austria, in the Czech Republic, in Ireland, in Slovakia, and in the UK.

We also see that growth of national policy support, while often inspired by consultative processes led by policymakers and public servants or initiated as parts of campaigns by CSOs or educational movements, often require particular political support in order to move from a minor to a major chord within the orchestration of national public policy and strategy. This is particularly clear in those countries such as Portugal which have moved from a strategy endorsed by a small few ministries or agencies, to a whole of government approach.

Finally, we see that changes in political support for GE, or changes in the political context which led to de-prioritising of GE in favour of more pressing national political priorities, have led to, for want of a better phrase, wanton destruction of initiatives and organisations devoted to GE. But you will have to go back to the chapters to discover for yourself the detailed stories of these political changes.

What is clear from the critical reading of histories such as that of Norway or the UK in this volume – and what we believe will also become clear from other national histories in a subsequent volume – is that Global Educators recognised some decades ago that it would be mistaken to put all our eggs in one political basket. If we do believe that one of our ultimate aims is quality GE for all, then it is philosophically, strategically, and politically untenable to hold that GE is aligned with any particular political leaning or colour in the political spectrum. This is why we see that conscious efforts have been made throughout the history of GE to work with all sides of the political spectrum. Of course there are rightfully limits, clearly delineated by democratic principles and human rights, to who we will work with. For Global Educators there can be no truck with fascists or apologists for genocide. Nevertheless, those apart, life is complex, including political life, and so it is clear from the pages of this volume that, for Global Education strategists, there are two priorities on the formation of a new government: just after the meetings to persuade a new government of the importance of GE, there are the meetings with the opposition to secure a place for GE in the policies of the subsequent government. Or the one after that.³

Conclusion

Global Education in Europe has grown and progressed over the last decades, as accounted in these pages. Global Education has moved from the outskirts of foreign policy, international cooperation discourse and education policy to become a more central and necessary part of all consideration of the future of education and of international solidarity and the relationship between people and planet.

GENE has, since its inception, worked towards the day when all people in Europe – in solidarity with people globally – will have access to Global Education. We have seen progress, and the pages of this volume attest to some of the progress made in recent decades.

GENE was founded on the notion that the progress, the structures, the systems, and the policy learning – from mistakes and failure as from success and achievement – that occur in Global Education in one country might, through networking and policy learning, be fruitful and prove instructive for other countries in the journey towards quality GE for all. This has proven to be the case – learning across borders and in different national contexts has proven both instructive and fruitful for those involved in policymaking in many countries in Europe.⁴ We learn from one another across national borders throughout Europe.

If this is true in terms of geography – that policy learning can occur, if facilitated, to ensure that more and more countries in Europe have more and better Global Education – then we suggest that it is equally true in terms of history. We have, in Global Education, tended, to neglect historical documentation and systematic research into the history of the field – perhaps because were too busy doing the work, pushing the sector forward, or tying ourselves in Gordian knots to fulfil the latest planning or evaluation model necessities; or because research into other dimensions – of theory, of conceptualisation, of practice, of impact, of psychology, of content, of differing sectors – was also necessary. But if policy learning can occur across borders, leading to more fruitful Global Education; it is also true that we can learn, across time and generations, from the experiences of the past in Global Education. Our work has been inspired by, and builds on, the work of far-sighted pioneers in the field. To do justice to the future, we need to build on, and learn from, the past history of the field.

This volume is one small step in the direction of a more comprehensive approach to history in Global Education. We intend this volume to be complemented by a subsequent volume focusing on national histories in several other European countries. More detailed national histories are necessary. The Dublin Declaration on GE to 2050 outlines a vision for increased and improved GE for the coming decades, and the commitments required to get us there. We hope that a deepening focus on the history of GE will be fruitful for the achievement of a more just and sustainable future.

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² It is worth reading the citation of the speech of Mr. B.S. Tranoy cited by Arnfinn Nygaard in the chapter in Norway earlier in this volume. It is also worth considering the importance of political figures in the history of GE in the Czech Republic, Germany, Malta.

³ We are indebted to both Arnfinn Nygaard and Doug Bourn, who, in past decades, taught us explicitly about the importance of a cross-party approach; and to colleagues from the North-South Centre of the Council of Europe, from 2000 to 2005, whose work with Parliamentarians as part of the “quadrilogue” involving governments, NGOs, local authorities and parliamentarians, was in the same direction of ensuring long-term, cross-party political support.

⁴ See GENE 2022 *The Dublin Declaration on GE to 2050* p. 4 for an outline of progress in GE in Europe over 20 years. Available at www.gene.eu/ge2050

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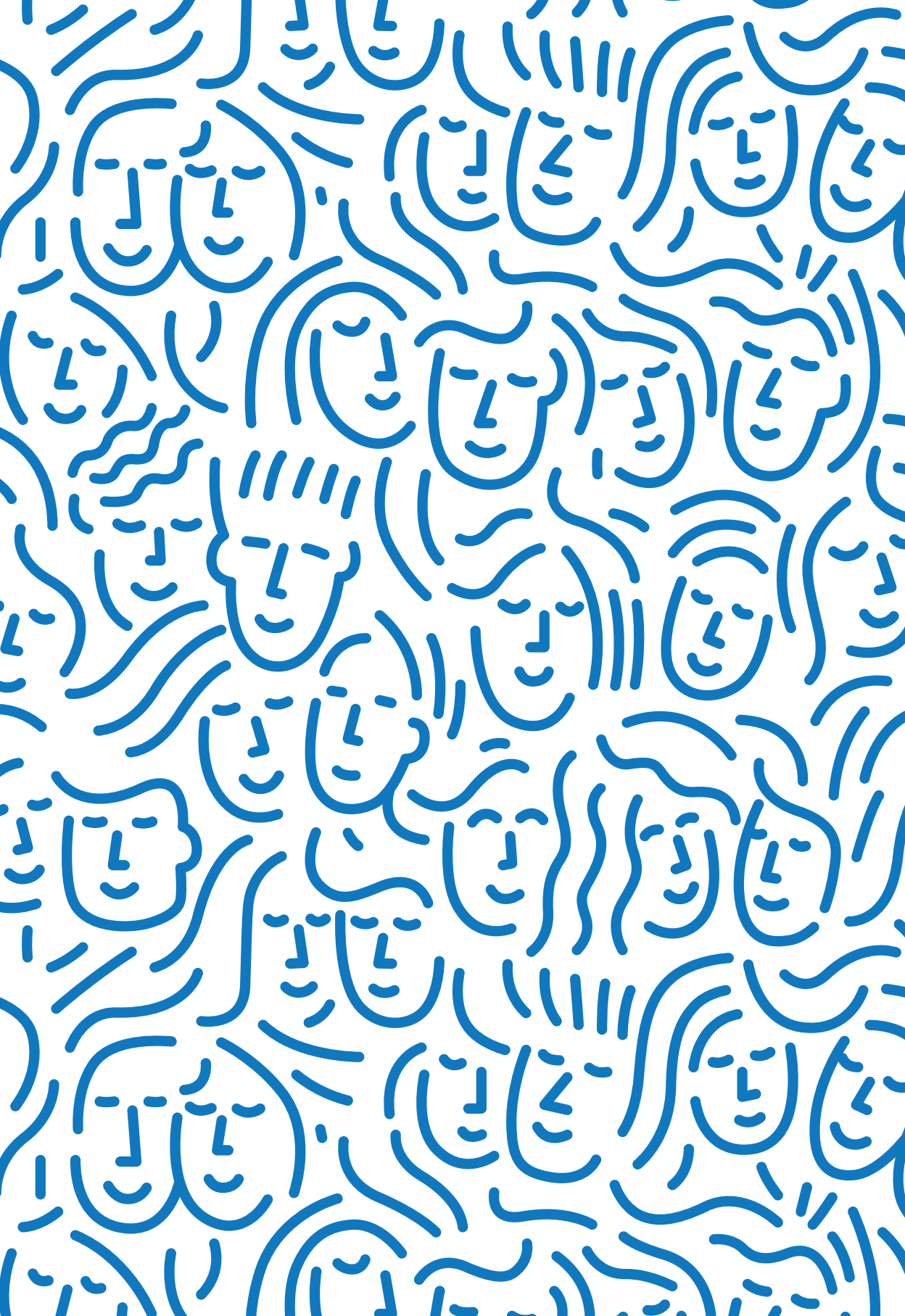


REPUBLIC OF SLOVENIA
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As long as people have yearned for and struggled for justice, peace, care for the earth and human flourishing, they have told stories of these yearnings and struggles, and taught one another how engage in learning and action for a better world. The roots of Global Education lie within deeper histories of the stories people told each other of the struggle for justice, emancipation, care for the earth and human flourishing.

Global Education in Europe is a more recent phenomenon, developing in the last century in response to struggles for emancipation, social movements, the work of development NGOs and educational theorists and practitioners. Based on the Dublin Declaration on Global Education to 2050, the term Global Education is increasingly recognised as an umbrella term for different types of education for social change, local and global; including human rights education, peace education, education for sustainable development, global citizenship education and global learning.

This volume brings together for the first time several national histories of Global Education in European countries. The histories are written in some cases by those involved, in others by those that have studied the genesis and development of Global Education at national level based on their commitment to current praxis and policy development.

“To give people back a history is to give people back a future”

Paul Ricoeur

Here you will find detailed outlines of the history of Global Education in Austria, Czechia, Germany, Ireland, Malta, Norway, Portugal, Slovakia and the UK. These differing stories are brought together, and an initial, future-oriented comparative analysis is provided.

A further volume involving other countries that are member states of GENE is anticipated. We trust that this will be of interest to policymakers and to policy researchers.

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GENE is the European network of Ministries and Agencies with national responsibility for Global Education in European Countries.

Working towards the day when all people in Europe – in solidarity with peoples globally – have access to quality global education.