

DEAR matters

Strategic approaches to
development education in Europe



A word from DEEEP

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Strategic approaches to development education in Europe

Dear reader,

The Development Education and Awareness Raising (DEAR) scene in many European countries is the result of an organic growth process: actors recognised the potential of development education and started activities, which sometimes grew to impressive dimensions, but they didn't necessarily know about what the others are doing. With the activities, a multitude of various, often overlapping, but sometimes even contradictory definitions of DEAR emerged. A commonly agreed strategy, especially if it is elaborated on a multi stakeholder basis, can clear this jungle and provide direction and coordination to the actors. As Global Development Education coordinator of the Czech NGO Adra, Kristýna Fialová, put it: *'I think that the most important aspect of the strategy lies in our mutual agreement on one term, the description of a unified definition and the creation of a list of goals and topics.'*

This DEEEP thematic dossier aims to document various approaches to development education strategies in Europe, highlighting successes but also challenges. It shall provide inspiration to DEAR actors in Europe, no matter if they work for a NGO, a ministry, a university or an European institution. National strategic challenges are discussed through the examples of Czech Republic, Portugal, Poland and UK. Furthermore, there is a strong plea for a European development education strategy, and a reflection from Norway on the place of DEAR within the aid system.

We wish you interesting reading, and don't hesitate to get back to us with any question or suggestion you might have!

Kind regards,

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What is a DEAR strategy, and why is it important?

By Tobias Troll

Searching for the word “strategy” in my email inbox gives 2838 hits – this is plenty emails over the last three years that somehow talk about “strategies”. It seems that NGOs love this word, and sometimes they even try to set up a meaningful strategy themselves. But why is it so important to have a strategy for our work, especially when it comes to development education and awareness raising (DEAR)? What makes a strategy a good one? Who should be involved, and what questions should a DEAR strategy address?



Photo '10 Minutes – Strategy' taken from Independent Audit Limited

When reading the articles in this publication, it will quickly become evident that there is no “one size fit all” strategic template that can be applied to various cases, actors and situations: The actual approach depends very much on the specific context or situation. And this means on the particular problem that should be addressed. We will come back to concrete examples later in this introductory article, and the texts in this dossier also illustrate the multitude of approaches and possible answers to particular challenges quite well. Nevertheless, there are some general elements, which apply to most of the DEAR strategies, may they be national, sector- or organisation based or international. But let's first go back to the question why we need a strategy at all.

The process is the strategy

Participants in the DEEEP seminar on “national DEAR strategies” on 19 May 2011 in Brussels¹ came up with the following elements on the usefulness of a DEAR strategy:

- Create a **common understanding** with different actors
- **Legitimisation and recognition** of DEAR
- **Institutionalisation** of DEAR and the strategic stakeholder dialogue
- Give **long-term direction** to the process
- Secure **funding**
- **Clarify roles** and tasks among the stakeholders
- Ensure **quality and evaluation** of achievements

Most of the DEAR actors would fully embrace this list, which reads like a wish list to anyone to whom DEAR is dear. However, it is not easy to get to a strategy, and even when having this marvellous paper on the desk and ministry websites after long months or years of drafting and negotiation, it doesn't always carry these promising fruits. Even more confusing: Some countries, while not having an explicit national strategy, got all or most of the wonderful stuff above anyway (at least there is one country: Norway, with broad institutional recognition of DEAR and steady comprehensive funding – but no national strategy²).

So it seems that there is more about a strategy than the 10 or 150 pages of paper it is written on. What if the main element would not be the outcome, but the actual process, that engages various stakeholders on the topic over time? In the same sense as Marshal McLuhan declared ‘*The Medium is the Message*’ back in the 60ies, it seems that ‘*the process is the strategy*’: When the concerned stakeholders are engaged in a meaningful way over time, when they are committed to the issue and ready to take it forward, when they are not satisfied with a paper, but also want to implement it, or even question it once it is achieved, in order to make it even better, shortly, when there is *ownership*, a strategy process actually delivers. This, we can observe for example in Norway, but also in countries like Portugal, Poland or Czech Republic (see corresponding articles in this publication), or at European level through the multi stakeholder process (though a European strategy is still missing).

¹ more information, including full report here:

http://www.deeep.org/index.php?option=com_content&view=article&id=143&Itemid=67

² For details on the situation of DEAR in Norway, see the DE Watch report (http://www.deeep.org/images/stories/MSH/de_watch.pdf) or the GENE peer review (http://www.gene.eu.php5-8.dfw1-1.websitetestlink.com/wp-content/themes/gene/Books/NR_Norway.html?iframe)

However, when stakeholders loose commitment to follow-up and implementation, or when there are divers and diffuse understandings and objectives, the strategy process might struggle, or even find itself in a dead end. In this case, the DEAR issue won't go very far, or even come under threat – see the cases of Spain (wonderful and ambitious strategy, but deadlocked in implementation) or UK (lack of orientation and vision from state and non-state actors after change in government, see article).

The magic potion's ingredients

Let's have a closer look at the main ingredients of a successful strategy process. While the list below might look like a linear recipe, it should be noted that life is not linear, and in reality, the actual process can rather be a meandering experience – which is not necessarily bad, as long as the stakeholders are conscious of where they are, and where they want to go.

1. Problem identification

Without an issue or a challenge to address, there is no need to put any effort in anything at all. A strategy is not a value in itself: It should help to improve coordination, secure funding, improve quality, clarify concepts – you name it. The starting point of a strategy process is necessarily the identification of a need or a challenge to address. And the conviction that systematic treatment of this problem actually leads to improvement.

2. Leadership

Someone has to take the process forward. This person, group of people or institution needs legitimacy, for example through mandate (e.g. chair of the DE working group in the national platform), political role (e.g. Ministry or implementing agency) or expertise (e.g. researcher or academic). It can be the person or institution who identified the problem, but this is not necessary: For instance, the DE working group might convince the Ministry of Foreign Affairs to take the process forward.

3. Stakeholders

It seems important to keep the process open and inclusive, while still maintaining working structures operational: It does not make sense to start from zero at every meeting, because new faces show up. A multi stakeholder approach has particular high potential in reinforcing collaboration and creating synergies. However, it might make sense to propose different levels of implication, depending on interest and capacity of the stakeholders. In the Portuguese national strategy process, for instance, a three level process was put in place, including a small steering group, a consultative body and an

open consultation at the end of the process. Clear mandates and transparency are crucial in order to legitimise the process.

4. Objectives

Depending on the problem identified, which might require refining with other stakeholders, the process participants should agree on clear objectives: Should the outcome be a legally binding national strategy, including action plan and monitoring mechanism? Or is a softer consensus document more useful and realistic in a given situation? What should it talk about – definitions, roles, money? People might wonder at a moment “What are we actually doing here, and why?” Agreed objectives help to maintain ownership for the process.

5. Implementation, monitoring and follow-up

Again, a strategy is not a value by itself – it is a tool to achieve something else. Without implementation, the document might not be worth the paper on which it is written. The process as such can also lead to positive results, which were not even foreseen, such as raised awareness on the issue or increased collaboration. But without an implementation strategy (e.g. action plan or follow-up meetings), this might be a one shot phenomenon, highly depending on particular committed individuals and without institutional anchoring. As part of the follow-up, the group should agree to monitor systematically the implementation – not only to see if the strategy is working, but also to identify shortcomings and missing elements, which might be considered in a possible revision of the document.

Again, this is not a one size fit all recipe – the process has to be adopted to specific circumstances. It might be useful that one group of stakeholders engages in a more closed, internal strategic reflection process first, in order to create a common understanding on concepts, challenges and practices. For example, the lack in shared definitions was a major challenge for the Polish multi stakeholder consensus process, lead by civil society. The NGO participants finally agreed to hold pre-meetings before each session with government representatives in order to agree their positions (see article on Poland in this publication). While NGO people tend to plead to their government to develop a clear DEAR strategy, there is often a blurry or divers vision on DEAR within civil society, too – which might not only be counterproductive in negotiations with the government, but also put DEAR as such in a bad light: Why bother with this diffuse thing, when even the NGOs don’t agree what it actually is?

The Belgium NGO strategy process

This is why the development education working group of the Belgium NGDO platform ACODEV³ started a process towards a NGO strategy for development education. The objective is twofold: Internal to the NGDO sector, the intended outcome of a DEAR reference framework should feed in each organisations multi annual strategies and reinforce collaboration and conceptual clarity within the sector. Externally, it should be the basis for future negotiations with other stakeholders, namely the Belgium government regarding its development education strategy. The intended outcome is a strategic framework document, which will contain a descriptive (where are we?) and more forward looking part (where do we want to go?). It will be elaborated through a series of workshops with representatives of a wide range of members of the NGDO platform, may DEAR be their central concern or not. Such an internal clarification seems to be particularly promising in order to strengthen DEAR within the NGO sector first, before starting a strategic reflection in a broader multi stakeholder frame.

A development education strategy process can certainly provide important guidance and reinforce ownership for DEAR among the actors involved. However, it should be carefully planned, set up in a target oriented, transparent and inclusive manner, including meaningful follow-up and implementation measures.

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³ <http://www.acodev.be/spip.php?article254>

The time is ripe for a European development education strategy

By Rilli Lappalainen

Ten years after the Council resolution on DEAR, the European Union as one of the biggest DEAR funders still doesn't have a strategy for development education. Commission, Council and Parliament should build on recent successful processes and set up a European DEAR strategy now, based on the DE Consensus and the EC DEAR Study.

Back in 2005, the European Union agreed in the European Consensus on Development that *'the EU will pay particular attention to development education and raising awareness among EU citizens'*¹. Six years later, we can acknowledge that member states, European Parliament and Commission as well as civil society increased their "attention" to DEAR: Global learning, active global citizenship, education for sustainable development and other concepts which are part of or closely linked to DEAR have gained importance through national processes (e.g. increasing number of national strategies), European initiatives (e.g. the EC DEAR study²) or organisational strategies (e.g. in the CONCORD seven year strategic framework³).

However, unlike a growing number of member states, the European Union as one of the most significant funders of DEAR in Europe (ca. 30 Mio Euro p.a. through a dedicated EuropeAid budget line, but also through other EC funding mechanisms beyond ODA, such as Youth in Action) still doesn't have an explicit strategy on development education. The opportunity to develop such a strategy was never better than today.

Commitments, commitments, commitments...

The need for such a strategy is underlined in a growing number of commitments. Already in 2001, the Council of the European Union issued a resolution on development education⁴, underlining that

'given the global interdependence of our society, the raising of awareness by development education and by information contributes to strengthening the feeling of international solidarity, and also helps to create an environment which

¹ Part I, section 4.3, paragraphe 18 of the European Consensus on Development

http://ec.europa.eu/development/icenter/repository/european_consensus_2005_en.pdf

² https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/DEAR_Final_report

³ http://www.concordeurope.org/Files/media/0_internetdocumentsENG/2_About_CONCORD/3_Objectives_Principles_and_Priorities/CONCORD-Strategic-Plan-2009-2015---final-EN---approved-GAJune09.doc

⁴ Council Resolution 13323/01 DEVGEN 157 <http://trade.ec.europa.eu/doclib/html/122286.htm>

fosters the establishment of an intercultural society in Europe. Heightening awareness also contributes towards the changing of lifestyles in favour of a model of sustainable development for all.'

Considering that during the last 10 years, the challenges of intercultural understanding, sustainable lifestyles and international solidarity didn't become smaller; the Council's call for '*increased support for development education*' is more relevant than ever.

One year later, the participants of the Maastricht Global Education Congress organised by the North-South-Centre of the Council of Europe agreed a *European Strategy Framework for improving and increasing Global Education in Europe to the year 2015*⁵ as final declaration of the conference. While being still an important reference document and commitment by representatives of a broad range of state- and non-state actors, this paper was not politically binding and seriously lacked systematic implementation through action plans or monitoring mechanisms, leaving its application to each actor's will and capacity. A strategy is actually something else – but at least the need for such a coordinated “strategy framework” was recognised by a broad range of actors, including member states, European Parliament, Commission and civil society representatives.

The next try to systematise DEAR efforts at a European level was a reaction to the above quoted commitment to “*pay particular attention to development education*” in the European Development Consensus. The European Development Education Multi Stakeholder Process was created at the 2006 Helsinki Development Education Conference and led to the European Development Education Consensus⁶, unveiled by European Development Commissioner Louis Michel at the European Development Days 2007 in Lisbon. It lines out principles, objectives and challenges for DEAR and contains recommendations to various actors. A broad range of state- and non-state actors such as national development agencies and ministries, international organisations (Council of Europe, OECD) and civil society platforms participated in the elaboration of this document, which became a reference for sector⁷. However, the “DE Consensus” does not have any legally binding character: It cannot replace a properly endorsed DEAR strategy for the European Union.

In parallel, interest of the European institutions in the topic increased. The European Parliament stressed '*the importance of raising awareness of development issues*' and called

⁵ See Appendix 1 of the Congress report at

http://www.coe.int/t/dg4/nscentre/Resources/Publications/Maastricht_Congress_Report.pdf

⁶ The European Consensus on Development: The Contribution of Development Education and Awareness Raising http://ec.europa.eu/development/icenter/publication/descript/pub99_fr.cfm

⁷ e.g. the recent Portuguese and Czech national development education strategies refer to it. See also related articles in this publication.

*‘for an overall communication and education strategy’⁸, underlining that ‘development education for the European public has been constant priority for the [development] committee’⁹ and recommending ‘the inclusion of Global/Development Education within all education’¹⁰. The European Commission, after a general evaluation of DEAR actions funded over ten years¹¹, made development education a integral part of the *Structured Dialogue on the involvement of Civil society and Local authorities in EC development cooperation*¹². The “concluding paper” recommends that*

‘EU Member States and the European Commission should strengthen their strategies for Development Education and Awareness Raising (DEAR), outlining concepts and objectives, and addressing questions of coherence, complementarity, coordination and the added value of different DEAR actors’,

specifying that the EC should use *‘results and recommendations of the DEAR study as bases to develop its strategic policy statement’¹³*. This already mentioned DEAR Study was one of three “supporting initiatives” to the process, and produced a comprehensive overview and analysis of DEAR policy and practice in the 27 EU member states and by the European Commission. Based on this research, 55 short- and long-term recommendations to the EC are formulated in order to improve its activities in the field of DEAR, including one to *‘develop and endorse a strategic DEAR policy statement based on the Core Recommendations and intermediate objectives suggested in this report’*.

The time was never better to actually do so.

Why a European DEAR strategy?

You might ask why the European Union actually should go through the hassle of formally adopting a “strategic DEAR policy statement”, when documents such as the DE Consensus and the DEAR study already provide detailed guidance on concepts, objectives and implementation of EC DEAR activities. As on national level, there are strong arguments for a formal strategy:

⁸ European Parliament resolution of 13 March 2008 on the Challenge of EU Development Cooperation Policy for the New Member States (P6_TA(2008)0097)

⁹ European Parliament resolution of 6 May 2009 on the draft Commission decision establishing the 2009 Annual Action Programme for Non-State Actors and Local Authorities in Development (P6_TA(2009)0358)

¹⁰ European Parliament resolution of 17 May 2010 on key competences for a changing world: implementation of the Education and Training 2010 work programme (reference P7_TA(2010)0164)

¹¹ General Evaluation of Actions to Raise Public Awareness on Development Issues in Europe / Development Education EC http://ec.europa.eu/europeaid/what/civil-society/documents/de-ar_evaluation2008.pdf

¹² https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/Structured_dialogue

¹³ Concluding Paper of the Structured Dialogue https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/e/ea/FINAL_CONCLUDING_PAPER.pdf

1. Conceptual clarity

Development education concepts are in steady evolution: While for example public relations might have been considered as part of DEAR some years ago (and unfortunately still are for certain actors), there is today a consensus that DE is '*not concerned with charity, organisational publicity or public relations exercises*'¹⁴. On the other hand, concepts like Global Learning, active global citizenship, education for sustainable development and DEAR as a global endeavour evolved. The EU should be able to state clearly its concept of DEAR.

2. Legitimisation and recognition

Institutional recognition of DEAR as a policy field is crucial to assure consistent DEAR policies in the longer run, i.e. in terms of organisational and financial resources dedicated to DEAR.

3. Long-term direction

A strategy would allow the European Union to outline a long term perspective for its DEAR activities, beyond the EC Annual Action Programmes of the Development Cooperation Instrument, which reduces DEAR to a minor activity within civil society ODA funding.

4. Creation of synergies and coherence between actors

While objective 2 of the EuropeAid NSA-LA programme is among the most important funding sources for DEAR, the scope of development education goes beyond ODA and activities related to active global citizenship are already implemented through a range of EC programmes, for example under DG Education and Culture or DG Environment. A strategy would have the potential to operationalise cooperation between different EC services, but also clarify roles and complementarity with other non-EC actors such as member states and civil society, and possibly reinforce the role of the European Development Education Multi Stakeholder Process.

5. Quality, evaluation and learning

A dedicated EU DEAR strategy, including measures and an action plan, would allow to monitor systematically the effectiveness and impact of actions and facilitate steady organisational learning and improved quality of actions.

¹⁴ DE Consensus, paragraphe 23

How should it look like?

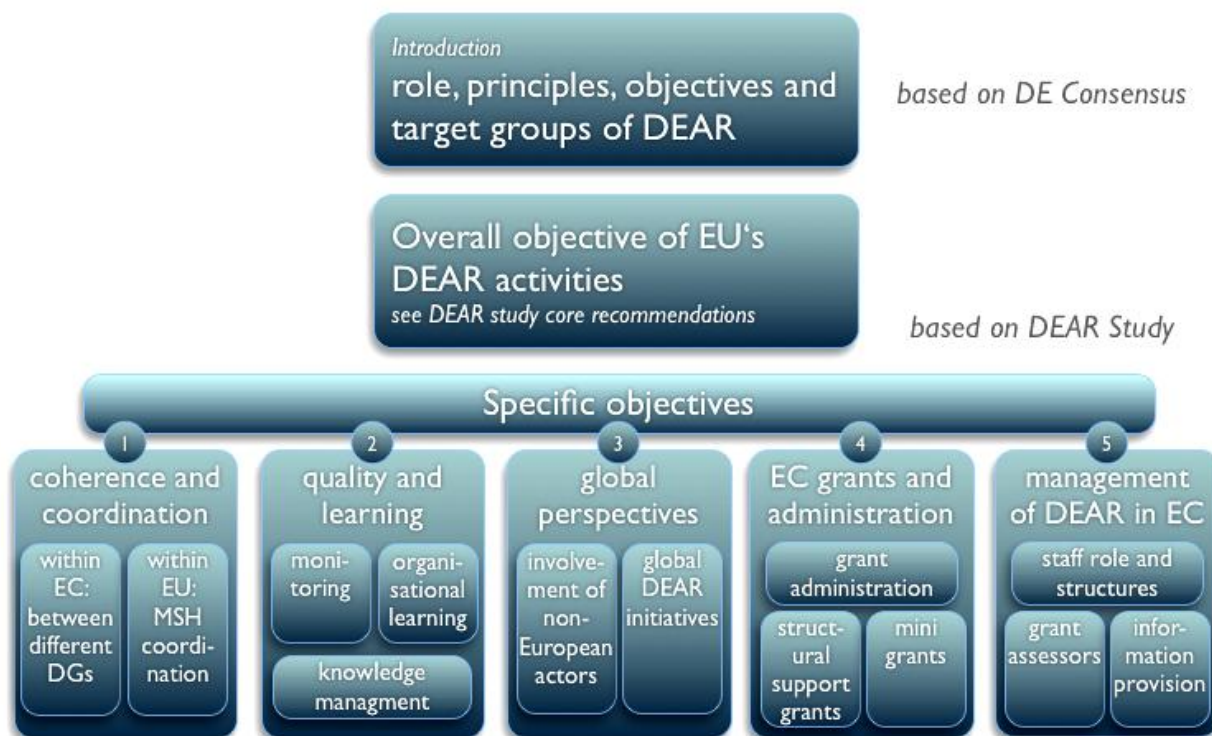
A good basis for an EU strategy would be the European DE Consensus, in particular its parts on the role, principles, objectives and target groups of DEAR. The Consensus has been widely agreed, and its use as a reference document by a broad range of state- and non-state actors proves its value. Building on this, the recommendations of the DEAR study, and in particular its “core recommendations” could form the more operational part of the strategy, in particular concerning EuropeAid’s DEAR activities, but also beyond this particular budget line. It could outline the EU’s overall objective in development education, and clarify the following aspects in specific objectives, which are comprehensively treated in the DEAR study:

- **Coherence and coordination**, including synergies within EC services and complementarity with member states, through a multi stakeholder mechanism (ideally based on the existing multi stakeholder process)
- **Quality and learning**, including monitoring, organisational learning and knowledge management
- **Global perspectives**, including involvement of non-European actors and global initiatives in DEAR
- **Grants and administration**, including general EC grant management, the introduction of mini grants and structural support mechanisms
- **Management of DEAR within the EC**, including staff roles and structures, role of grant assessors and information provision.

Clear indicators should be attributed to each specific objective. The strategy should cover a seven year period, accompanied by a three year action plan. After the first three years, a mid-term review of the strategy should take place and result in possible adjustments to the strategy.

Drafting such a strategy should be a rather easy task, as the DE Consensus and the DEAR Study would provide an excellent basis for this work, outlining already most of the elements.

Such a EU development education strategy, based on a EC proposition (e.g. in the form of a communication) and formally discussed and endorsed by European Parliament and European Council, would be a milestone towards clearer, systematic and ambitious development education policies in the European Union.



Possible structure of a EU DEAR strategy

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The Czech Global Development Education Strategy: A catalyst for cooperation

By Petra Skalická

Czech Republic is the first “EU12” member state adopting an official national development education strategy in spring 2011. Though lacking a proper implementation action plan, the strategy process proved to be an excellent tool to achieve a common understanding on development education and to reinforce cooperation between a broad range of state- and non-state stakeholders.

From the Velvet Revolution to the reforms

Since the nineteen nineties Czech education has undergone a number of changes, as the transformation processes in the Czech Republic after 1989 naturally involved also the field of education. In the changing political, economic and social conditions new needs in the area of education emerged. The schools as well as teachers were required to educate the young generation to be able to cope with the new conditions and become the “healthy” basis for the newly emerging civil society.

Besides we are part of the ever changing and developing world. We can watch live news from the other side of the globe on a daily basis. The interconnected world is perceived as something natural. Nevertheless do we understand all the processes and changes that influence the lives of all of us? Do we know how to become involved in the events of the world today? If we do not want to stand apart, our education cannot be limited merely to the years of school attendance, but must become a lifelong process.

This is the concern of the Czech educational reform. The curricular reform documents also contain new key competences applicable in everyday life as well as the so called cross-curricular topics. These should enhance the development of pupils’ personality mainly in the area of attitudes and values. The topics that reflect educational needs of pupils growing in the contemporary society are Moral, Character and Social Education, Civic Education for Democracy, Multicultural Education, Environmental Education, Media Education and Education towards Thinking in European and Global Contexts whose goals overlap with those of GDE.

In preparation of their school education programmes schools could freely decide about what exactly and in what way they will teach. Thus, within certain limits of course, they have a unique opportunity to realize their idea of what the lessons at their school should look like,

which is a great change after the years of obeying orders from above. The problem is, nevertheless, that the teachers do not always feel competent to teach the cross-curricular topics.

A common framework for Global Development Education

From the survey carried out by The Research Institute of Education in 2009 it became clear that it is Education towards Thinking in European and Global Contexts what teachers consider as the most difficult of all topics. Often they don't have a clear idea of its goals or contents nor do they know how to effectively implement this cross-curricular topic in their lessons. The description of the topic and its concept as described in the curriculum does not provide sufficient guidance either. Moreover, not even colleges of education offer GDE courses and thus future teachers are not purposefully prepared in this respect. There is nobody at the Ministry of Education who would deal with this topic. The NGOs dedicated to GDE which provide support for schools in this field have not yet agreed on what GDE actually is.

From the very beginning when GDE started to enter the environment of Czech schools and the radically transforming society it was supported by the Ministry of Foreign Affairs (MFA), not only politically, but also financially in the form of grant programmes. When it became clear that a unified framework for GDE which would be accepted by all stakeholders was essential, the MFA seized the initiative. In the autumn of 2009 Mrs Zuzana Hlavičková, the current head of the Development Cooperation and Humanitarian Aid Department of MFA, accomplished the creation of a stakeholder working group representing both the state as well as the NGOs, universities and other stakeholders involved in the preparation of the National Strategy for GDE. Among the key moments preceding the creation of the strategy were the GENE Peer Review¹ and the Development Education conference organized within the Czech presidency of the European Union².

The National Strategy for GDE was born in a relatively short time, shorter than it later took to finally adopt it in spring 2011). More than the very adoption of the strategy, it was the process of its creation that contributed to the development and embedding of GDE in the Czech Republic. It was a unique opportunity to summon all the relevant stakeholders to the common table and agree on what GDE actually is, what are its foundations and goals and also the agreement on the terminology to be used in the Czech Republic. This is confirmed by the words of the GDE coordinator of the NGO Adra, Kristýna Fialová, who says: *"I think*

¹ http://www.gene.eu.php5-8.dfw1-1.websitetestlink.com/wp-content/themes/gene/Books/NR_Czech.html?iframe

² <http://www.fors.cz/assets/files/konference/finalDE.pdf>

that the most important aspect of the strategy lies in our mutual agreement on one term, the description of a unified definition and the creation of a list of goals and topics. Until that moment I used to consider the concept of GDE as quite heterogeneous and I missed a unified idea of what GDE is.”

The benefits of cooperation

The main concern, though, is not only the unification of the concept and contents of GDE among the NGOs. The process of the National Strategy creation also kicked off closer cooperation among representatives of the NGOs, teachers and institutions responsible for the preparation of curricular documents for different levels of education. This enabled, for example, that the goals, principles and topics of GDE are reflected in the recommended expected outcomes for the cross-curricular topic Education towards Thinking in European and Global Contexts. Up to now this topic accentuated the European problematic, while the global context remained overshadowed or was missing altogether. That led to the fact that teachers tended to focus mainly on the knowledge of Europe and the EU which didn't lead to sufficient education towards global responsibility. The created recommended outcomes as well as the suggested model teaching situations should become the guideline for teachers to effectively incorporate GDE into subjects as well as into project teaching and the life at school on the whole.

Owing to the connection of individual stakeholders in the field of GDE an intensive cooperation among NGOs and universities has begun to develop. At the Faculty of Education of Charles University, for example, within the last four years, blended learning courses of GDE (combination of e-learning and face to face meetings) organized by tutors from the NGO People in Need have been opened on a regular basis. The course participants perceive GDE as an essential part of education and both students as well as pedagogues have responded to the courses in a very positive way. One of the course attendants assessed the meaning of GDE in the following way: *“I would say that people had received ‘global education’ even before this term was coined, but their awareness of the world was quite scattered and not always right. Now, thanks to GDE, the process of education can become compact, organized and without prejudice. It is crucial for people to become responsible for their deeds and care for the problems of other people as well as our planet and to understand these problems.”*

GDE has successfully become part of study programmes at other universities as well. At the Palacký University in Olomouc, for example, the pedagogues of the Geography Department

referred to the strategy at the time when they struggled to implement GDE in the syllabus for future high-school teachers.

The strategy must not remain only on paper

So far the National Strategy has been appreciated by the above mentioned NGOs. Not only those that work on the national level, but also organizations working mainly in the regions. Karin Majerová, project manager of the M.O.S.T Civic Association stated that: *“...it is a document that we can use for making our point. The schools also react in a different way if we, as a small NGO, mention a strategy approved by the MFA.”* Other NGO representatives add that they inform the regional and municipal departments of education about the strategy and introduce it at meetings with donors. Several organizations dedicated to GDE are trying to incorporate the agreed concept of GDE into their materials as well as into their practice.

The reactions of teachers informed about the strategy are mixed. Some are surprised by the very existence of such a thing and are curious about the recommendations concerning GDE, some are not interested as they consider the strategy as just another bureaucratic document, and some are enthusiastic and wish that GDE would gain a firm position in the curriculum of their school.

The National Strategy for GDE should become a challenge for deeper cooperation among individual stakeholders. The suggested measures should be implemented and not remain only on paper, depending on the voluntary initiative of the institutions in charge. Unfortunately, there is no action plan that would enforce implementation of the individual measures and achievement of the specified goals. It is highly desirable that, apart from the MFA, the strategy implementation is supported also by the Ministry of Education, Youth and Sports and other institutions with the power of decision. Only then is there a chance that the strategy will have real impact in the area of formal as well as informal education.

More info

Czech National Strategy for Global Development Education 2011-2015

(English)

http://www.mzv.cz/jnp/en/foreign_relations/development_cooperation_and_humanitarian/bilateral_development_cooperation/rules_for_the_selection_and_financing_of_bilateral_projects/national_strategy_for_global_development.html

(Czech)

http://www.mzv.cz/jnp/cz/zahranicni_vztahy/rozvojova_spoluprace/koncepce_publikace/podpora_zrs/index.html

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GDE issues being discussed and examined by young teachers during Variants Educational Programme seminar (spring 2011, photo: Lenka Sobotová)



The Portuguese National Strategy Process: A success story threatened by the budget crisis

By Sérgio Guimarães and Ana Teresa Santos

The past six years, Development Education (DE) has been recognised to be determinant for a better understanding on the causes and consequences of poverty, on the impact of development efforts and for fostering public debate in developed countries about these issues. Being part of an interdependent and globalised world challenges us to rethink development approaches and particularly to acknowledge the multidimensionality of human development. In this context, a growing consensus is being striven on the importance to change structures, values, behaviours and attitudes, in order to help promoting a more equitable and fair world.

Among Non Governmental Development Organizations (NGDOs) in Portugal, there was already a long tradition to carry out DE activities in formal and non-formal education. Therefore, in 2003, the Portuguese Government created a budget line to co-fund DE projects developed by Portuguese NGDOs. Moreover, along the years the Government signed several international declarations and consensus that expressed the Portuguese commitment in the promotion of DE. In the 2005 “Strategic Vision for Portuguese Cooperation”, a Resolution adopted by the Council of Ministries, DE is for the first time explicitly stated as a sectorial priority.

A strategy for social change

All these factors created a clear need to adopt a solid framework for all efforts that have been developed in Portugal in this area for a long time. The elaboration and adoption of the National Strategy on Development Education (NSDE) through an inter-institutional and multi-actor dialogue was a major challenge in this regard.

Individual and collective rights and duties are increasingly defined through a complex interaction between local and global dimensions. In this context, the NSDE is an instrument of facilitating everyone’s commitment to engage in pursuing answers to local and global inequalities. It is also a strategy that seeks to bring conceptual clarity about different understandings of DE and its interrelations with other “Educations for...”

In this sense it was clear from the beginning that the strategy should aspire and strive for social change. However, simultaneously - and especially because this was going to be the

first strategy to deal with this issue - there was also a clear understanding among all those involved that it should also be an instrument of DE by itself.

An inclusive process

In May 2008, the process for developing the NSDE was formally launched in an international seminar in Lisbon by the Portuguese Secretary of State of Foreign Affairs and Cooperation. The announcement in this particular context underlined the political commitment in Portugal in deepening the debate around DE. It was also the recognition of all public efforts to actively engage with European and international networks and of the importance of the promotion of discussions and actions about DE at national level.

In line with DE principles, a critical choice was to opt for a participative and inclusive approach in this process, even with all the difficulties this alternative entailed. The option to engage in a real participatory process was a way of assuring that the strategy would live beyond actual publication of the document, and would be broadly embraced by all the actors related to DE (see table) in order to assure long term impact.

| Public Institutions | Civil Society Organizations |
|---|--|
| 1. APA – Portuguese Environmental Agency | 1. APEDI – Teachers' Association for Intercultural Education |
| 2. ACIDI – High Commission for Immigration and Intercultural Dialogue | 2. CPADA – Portuguese Confederation for Environmental Protection |
| 3. CIG – Commission for Citizenship and Gender Equality | 3. National Commission for Justice and Peace |
| 4. UNESCO National Committee | 4. National Youth Council |
| 5. Portuguese Youth Institute | 5. Calouste Gulbenkian Foundation |
| 6. National Education Council | |

Institutions and organisations participating in the process

Coping with challenges

However, right from the beginning, some constraints were identified and some challenges emerged:

- Local and legislative elections would take place short after the beginning of the process, which could result in a change of the government and of the public interlocutors. This meant the work needed to be finished a few months after it had started to avoid possible changes in political commitment on this issue. **How to manage the dilemma of having both a short deadline and a real commitment to participatory engagement of all actors?**
- The definition of Development Education in itself entails the involvement of a variety of actors, from civil society as well as from public institutions. This meant promoting co-operative practices between very different actors – which sometimes had no personal or institutional contact - and acknowledging at the same time the diversity of visions and institutional goals, legal statutes, experiences and social and political sensibilities. **How to identify pertinent actors to participate in the process? How to define the role of each of them and the way of interaction in this framework? How to bind each of the institutional actors to the common project?**
- To create a common instrument or document supposes that you have the capacity of recognising a common language that allows for dialogue to take place. At a time where global changes are questioning so many of the established concepts, the debate on possible meanings, the doubts and even disagreement on the interpretation of these concepts could have hampered the whole process. **How to embrace both past and present, as well as different conceptions and approaches in a unified document?**

A three level process

Three different levels of participation were defined to put this participative process in practice:

- A small “strategic group”, led by Portuguese Institute for Development assistance (IPAD), also including the Ministry of Education, the Portuguese Platform of Development NGOs and CIDAC (a Portuguese NGO that, for being member of the Global Education Network Europe GENE, ensured the link with this international organisation). The group’s tasks were mainly to guide the process and ensure the preparation and follow-up of all the activities scheduled.

- A second, larger consultative body with 15 members with recognised capacity to participate, composed of representatives of public institutions and civil society organisations (partially platforms) relevant because of their thematic focus (development, education, peace, environment, multiculturalism, gender) or because of the target groups they work with (youth, teachers);
- Finally, a group of organisations that were to be consulted at the final stage of the process (Development NGOs, Polytechnic Institutes, Environmental NGOs and others).

In September 2009, the Portuguese National Strategy for Development Education was formally signed by the Secretary of State of Foreign Affairs and Cooperation and by the Secretary of State of Education. It was also presented at a public ceremony which recognised the effort of both public institutions and civil society organisations working together in partnership to reach a common approach. The main objective of the strategy is to promote global citizenship through the universal access to Development Education in a long term perspective.

The next step was to create the Action Plan for the Strategy, an essential document for the strategy to achieve its goals and effectively implement its approach. The Action Plan defines a coherent set of priorities to be achieved until 2015 and corresponding activities that are being implemented through annual plans, in which the organisations can insert the activities they consider to be in line with the objectives and methodologies defined by the National Strategy Document. All institutions should nourish it with activities and propositions that will be implemented until 2015, with a midterm review mechanism that will assess if the defined objectives are on track.

Implementing the Action Plan – with the crisis in the neck

The first year of implementation of the strategy showed us that the path will be long and that there are big challenges to face. The Strategy's elaboration process has generated significant dynamics between different actors. Will they be able to make the best of these dynamics, prolong them in time and deepen them in the process of implementing the defined priorities?

The context under which the Strategy was produced has now changed significantly. Portugal has finds itself in a financial and economic crisis of proportions never seen before; the country benefits from an external financing package and a new Government was elected. As

a result, we are facing cuts on resources (both financial and human) for all sectors of activity, there are deep structural reforms being implemented at all levels and taxes have been raised.

In times of great uncertainty it is still soon to fully understand what will happen to the NSDE, but is fair to expect that it will also be hit by the severe consequences of the political, economic and financial turmoil. What we don't know is the full length of the damages; that is to what extent DE will continue to figure as a political priority and in what measure there will be public resources available to allocate to it.

In spite of the blurred future one feature stands very clear. To a major extend the process of elaborating a Portuguese national strategy for DE stands out as a successful example of a real participatory process that can draw lessons to our international partners. On the other hand, the full implementation of the strategy and its action plan will depend on the efforts in putting forward DE at European and international levels, which can ultimately boost national commitments in the near future.

More information:

- The Portuguese National Strategy on Development Education and Action Plan:

<http://www.ipad.mne.gov.pt/SociedadeCivil/educacaodesenvolvimento/EstrategiaNacionalENED/Paginas/default.aspx>

- Powerpoint presentation on the strategy for a DEEEP international seminar:

<http://www.deeep.org/images/stories/internationalSeminars/denationalstrategy%20portugal%20brussels%20may%202011%20-%20shorter.ppt>

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The Polish DE Consensus process: towards a strategy, ending up with an agreement

By Katarzyna Krzemińska

Two years ago, the Polish national NGDO platform Grupa Zagranica initiated a national multi-stakeholder process to institutionalise previous cooperation between NGOs and the Ministry of Foreign Affairs (MFA) in the field of DE. However, the process was only partially successful: There is still no national strategy on DE in Poland. Nevertheless, an agreement was signed by the NGDO platform, MFA and the Ministry of Education (MoE). While this “DE Consensus” is not binding and has no legal implications, the process of elaborating this document initiated or reinforced cooperation between most of the institutions engaged in DE. It marks the ending of a phase of informal cooperation and the beginning of an institutionalised civil dialogue.

So should we consider it a success or a failure? Was it possible to achieve more? What could be the next step? The general conclusion is that the whole process was worth the effort. However there is national development education strategy yet. The challenge is now to build a social capital from what has been achieved in order to move forward. And that might be the lesson to share from the Polish experience.

Specifics of the Polish context

To understand the specifics of the Polish multi-stakeholder process on DE we should explain the context and differences between Poland and other countries that have been through similar processes.

- Global education is quite a new concept in Poland. It was introduced in our country only few years ago and there was so far no consensus on definition.
- Formal education system is centralised (curriculum, initial teacher education/ITE).
- Education system is in permanent transition (curriculum, in-service teacher training, ITE, supervision).
- MoE officials have limited expertise in the field of DE.
- There is no clear division of responsibilities between MoE and MFA.
- Formal education system has gone through a structural reform (introduction of lower-secondary schools) and is now going through the reforms of evaluation, supervision, curriculum reform, in-service and pre-service teacher training.

The multi-stakeholder process – step by step

What did the process look like?

- A North-South-Centre conference on multi-stakeholder co-operation in Global Education in December 2009
- Planning - topics, leadership, mode of operation (Dec 2009)
- Building the working group (Jan 2010)
- Drafting the document and consultation process (Nov 2010 – April 2011)
- Drafting the text in subgroups (Sept – Oct 2010)
- 5 multi-stakeholder meetings run by NGOs with NGO internal preparatory meetings (Feb 2010-Nov 2010)
- Official endorsement of the consensus (May 2011)

It is crucial to note that the Polish case differs from most, if not all, similar initiatives in Europe – the process was not started nor conducted by the government. The party that initiated and coordinated the process – both logistics and on the merits - were NGOs.

Obstacles – what to be careful about?

The DE working group within the platform, consisting of NGOs representatives, faced many obstacles, as mentioned above. If such a scheme is to be implemented in another country, it is worth taking these threats into consideration, so that they can be avoided.

The objectives of the process have not been clarified beforehand: It started with a general vision – to promote quality DE and to institutionalise the cooperation. It would have been much better to set more specific goals, in order to aim for concrete solutions and also in order to have exact criteria to evaluate the process.

The lack of consensus between NGOs was a problem that kept on emerging during the process. A good example is the case of Spain – before launching the process Spanish NGOs prepared their own sectoral document and it enabled more effective discussion with other stakeholders engaged in the process. In the Polish case this problem was overcome by organising an internal meeting for NGOs (preceding each multi-stakeholder meeting) to work out a common position on each of the issues to be addressed.

Throughout the process its leader had no clarity on the final legal character of the document to be elaborated. The initial goal – to endorse a national strategy – quite soon appeared to be unrealistic: Poland has national strategies on only a few, most vital areas and signing a

new one demands the will and support of the most important decision-makers. In these circumstances an agreement was another way to endorse the consensus in some kind of formal document, however without any legal implications.

In some areas the leaders of the process have faced difficulties related to human resources and staff assigned to the process. One of such problems was of lack of expertise (e.g. on the field of quality of DE). This situation comes from the fact that DE is quite a new concept in Poland. Another obstacle was poor co-ordination of the process: Due to organisational capacity (limited human resources) of the platform at some point the members of the working group had to take care of the organisational side of the process. And finally, during the process in some of the crucial partners of the dialogue (MFA, MoE, Teachers' Training Centre) personal changes took place and new people responsible for DE were employed and delegated to the meetings. It resulted in additional work to introduce them to the process.

How was it possible then?

The fact that NGOs are in the driving seat of the process – which makes it not an official one - can create many difficulties and obstacles. It demanded a remarkable effort and determination from the NGOs engaged. In such circumstances a few factors turned out to be crucial. First of all the whole initiative wouldn't have had a chance to be successful if there wasn't strong personal support from the leadership of MoE and MFA. Polish NGOs leading in the process had also good working relations with line officials responsible for DE. Commitment of the global education working group was also an element that couldn't be overrated. It took a great effort to coordinate, facilitate and organise the meetings and required engagement of the most experienced NGO practitioners who had enough expertise to work out the actual document, which became the national DE Consensus. Last but not least, the leaders of the process could rely on active involvement of practitioners, academia, teacher training institutions which were not involved in similar processes before.

The outcomes of the process and perspectives for the future

Despite the fact that there was no political opportunity to have a proper and legally binding national strategy on DE, the agreement in the form it was signed is still an important document, to which we can refer. The stakeholders agreed on the definition of development education and to use and promote it (beforehand there was no consensus in Poland on that). An important chapter of the report concerns the issue of quality – leaders of the process would like to focus on developing it in the nearest future. We also believe that it is partly thanks to the process, that DE was included in the project of the Development

Cooperation Act and the multi-annual program of development cooperation¹. MFA has declared (during the conference held in May) that is ready to co-organize regular meetings with other stakeholders involved in DE, which would allow us to continue the process in order to monitor the implementation of the agreement and focus in our further, common work on specific areas identified in the report. On the other hand, we witness the situation, where after more than a one year struggle to endorse an official strategic document on DE, Polish NGDOs are invited by the MFA to contribute to the multi-annual programme of development cooperation in the area of DE – which shows that DE can be involved in a strategic governmental document.

Now, three months after signing the agreement we can observe that the intensity of the cooperation has increased and that the new actors are getting involved. But what actual impact will it have on DE in Poland? It is too early to judge. We face the ongoing changes in the development cooperation system, maybe a new legal act will be adopted, elections will be held in October – and that might mean new staff in the ministries. For the upcoming months (or maybe rather years) the Polish NGDOs engaged in DE and leading the process still have a lot to do. There is a number of recommendations in the report attached to the agreement and a need to focus on monitoring the implementation. More and better co-operation between the actors involved in GE should be our primary objective as well as the introduction of the new definition into official documents. The follow-up meetings (the consultation meetings started by the MFA and national seminars planned by the national platform) will be addressing new issues within MSH process (non-formal education, awareness raising, quality, media).

Conclusions

What have we learned from this exercise? Despite the fact that the result was not the strategy, the process was a value on its own. Many months of joint efforts, meetings and collective drafting of the document all led to increasing the intensity of contacts and cooperation between the parties involved and helped to identify and introduce new actors. It is also a lesson for other countries showing that the multi-stakeholder process can be initialized and coordinated by NGOs – however it takes a lot of commitment on the side of NGOs and willingness of public administration.

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¹ <https://www.polskapomoc.gov.pl/Draft,Development,Cooperation,Act,adopted,1215.html>

More info

- The Polish Development Global Education Agreement:
http://www.deeep.org/index.php?option=com_content&view=article&id=158&Itemid=83#Poland
- Press release on the agreement by the Polish Ministry of Foreign Affairs:
https://www.polskapomoc.gov.pl/agreement_on_global_education_support,1181.html
- Global Education Working Group of the National Platform:
<http://zagranica.org.pl/en/Global-Education-WG/>



Justyna Janiszewska, board member of Grupa Zagranica, Krzysztof Stanowski, Under-Secretary of State at the Ministry of Foreign Affairs and Mirosław Sielatycki, Under-Secretary of State at the Ministry of National Education signing the Agreement on global education on 26 May 2011 (Photo: Polish Ministry of Foreign Affairs)

Three steps forward, two steps back?

Development Education in the UK

By Harm-Jan Fricke

“The objective of development education is to enable people to participate in the development of their community, their nation and the world as a whole. Such participation implies a critical awareness of local, national, and international situations based on an understanding of social, economy, and political process.”

[United Nations definition of Development Education, 1975]¹

“It is helpful if opportunities to know more about the wider world are also, to some extent opportunities to know more about oneself.

[...] if a growing competence to talk and think about the wider world is accompanied by a growing competence to understand and affect one’s own immediate situation. [...]

[...] if the students’ own immediate environment can be seen as a window onto the wider world. [...] if learning can have two separate components, action and reflection. By action is meant doing something to affect the course of events. [...] By reflection is meant thinking back on what one has learnt, and what to do differently next time.” [Learning for Change in World Society, 1976]²

“... government spending can play a positive role in building awareness of global poverty but only when the interventions are carefully designed and well targeted.” [UK International Development Secretary Andrew Mitchell, 2011]³

Introduction

With a change in UK government last year and an accompanying change in the state’s role in education and in the promotion of development awareness much of the work done by development education (DE) organisations is currently being questioned and re-assessed:

¹ United Nations definition of development education (1975) quoted in, for instance: The Development Education Commission: Regan, C and Sinclair, S (eds); 1999: *Essential Learning for Everyone: civil society, world citizenship and the role of education*; Birmingham (UK) and Bray (Ireland): Development Education Centre/80:20 Educating and Acting for a Better World.

² Richardson, R; 1976: *Learning for Change in World Society: reflections, activities, resources*; London: World Studies Project

³ <http://www.dfid.gov.uk/development-awareness-review>

not only by government but also with the DE community itself. This has resulted in a great deal of uncertainty about the further development of sustained engagement of schools with 'learning for development'.⁴ The following highlights some of these issues – in particular those that may also be of relevance elsewhere in the EU. Since the issues derive from the development of DE in the UK they are put within a historical context.

Learning for change

DE in the UK started in the early 1970s partly as a result of a growing awareness within overseas aid communities that a focus on aid to combat hunger and 'underdevelopment' and on the promotion of technological fixes to stimulate 'development', did not lead to an adequate reduction in poverty and inequalities. Instead, empowerment of economically and politically marginalised people, thoughtful engagement in development, and international political change were seen as crucial if 'under-development' and global inequalities were to be overcome. In the UK this changing perspective combined with interests in a more active engagement of learners in the learning process – partly building on the work of Paulo Freire and 'education for transformation' approaches in the South and on a growing interest in active learning approaches, involving, for instance, the use of role plays and simulations.⁵

Influenced by these developments various local groups in the UK gave explicit attention to public involvement in activities, using for example theatre performances, 'teach-ins' and participatory discussion forums as forms of engagement. A number of trade unions and local 'third world groups', often closely related to aid and development agencies such as Christian Aid and Oxfam, established more or less permanent venues for their work, describing themselves as 'development education centres' (DECs).⁶

From early on differences in intentions highlighted what is still an unresolved issue in DE, namely if the outcome of work done should be involvement in predetermined actions for development (relating to a particular proposed 'solution' to poverty and development), or if the outcome should be involvement in actions that are determined by the participants

⁴ The focus in this article is on DE's work with within the formal, primary and secondary school sector - which is not to say that DE in the UK solely takes place within that sector. Initiatives, activities and organisations involved in, for instance, youth work, adult and community education, and Higher Education also exist across the four jurisdictions of the UK (England, Scotland, Wales, Northern Ireland). For details see <http://www.think-global.org.uk/>

⁵ See for instance: Freire, P; 1972: *Pedagogy of the Oppressed*; Harmondsworth (UK): Penguin; and Walford, R; 1969: *Games in Geography*; London: Longman

⁶ The first 'development education centre' in the UK was established in 1973 in Norwich. See <http://www.nead.org.uk/About/history>. For a listing of current local centres in the UK see <http://www.think-global.org.uk/page.asp?p=3882>

themselves as a result of their engagement with DE (on the basis that development is complex and that alternative responses to poverty and development issues are possible).⁷

National concerns and global citizenship

Throughout the 1980s and 1990s DEC and national initiatives relevant to DE expanded, as did the range of issues covered by these activities. Apart from 'traditional' (overseas) development themes of aid, trade, hunger and poverty DE also started to incorporate attention to various local or national concerns, relating to for example the UK's growing multi-cultural society, environmental sustainability, gender inequalities, and human rights. An increasing focus on school education was accompanied by the production of a wide range of teaching materials covering almost all school subjects, from nursery school to post-secondary education. National promotion of resources produced by DEC, development agencies and other initiatives was taken on through an annual Education Catalogue published by Oxfam. Distribution of this to all schools helped to create greater awareness of the issues, methodologies and potential relevance of DE to school curricula.

Financially supported by the UK's major NGOs and organisationally through a national association, some 40 local DECs provided resources and varying levels of activities towards the end of the 1990s. Although governmental support for DE was largely absent, a growing number of local authorities (with responsibility for advising schools and teachers in their area) provided support to DECs through collaboration in teacher professional development courses and curriculum development projects.

What DE might be aiming for in terms of learning outcomes amongst primary and secondary school pupils was suggested in Oxfam's *A Curriculum for Global Citizenship* (1997).⁸ This built on the 1920s notion of 'world citizenship' and to previous curriculum development work by teachers, and responded to the increasing effects of economic globalization. During the next decade the concept of 'global citizenship' became influential in the DE world and in formal education in parts of the UK.⁹ Its basis in a series of core values (and related

⁷ For a discussion of the difference between these points of view see for instance: Braun, D; n.d.: *What is Development Education?*; Birmingham: Development Education Centre

⁸ Oxfam; 1997: *A Curriculum for Global Citizenship*; Oxford (UK): Oxfam GB. For a later version see <http://www.oxfam.org.uk/education/gc/curriculum/>

⁹ In Wales the notion of 'global citizenship' was made a formal part of the curriculum through 'Education for Sustainable Development and Global Citizenship'. See http://www.ngfl-cymru.org.uk/vtc/esdgc_web/comms_leader/esdgc_common_e.pdf.

understanding and skills), however, marked of a shift from what NGOs increasingly considered to be their key interest in DE, namely DE leading to public action in response to poverty and development in the Third World/South.¹⁰

Marketing and DE

During the 1990s support for DE by NGOs started to decrease, largely as a result of the adoption of marketing philosophies which tended to focus on the promotion of brand awareness and the creation of brand allegiance, rather than public awareness of and involvement in development issues per se. As elsewhere in the economy this was combined with a growing push to achieve a more immediate gratification of 'investment'. As a result DE, requiring investments whose results might not be known for some time was seen as less important. NGO budgets for DE were cut as a result, particular if and when DE could not provide what was seen as adequate evidence of its results and impact.¹¹

In this development, the cause of DE was not helped by DE practitioners themselves, when many of them exhibited a belief that what was being done was worthwhile in its own right and that this on its own should be seen as sufficient evidence of effectiveness. Evaluation of progress made was often absent and rarely published. With exceptions in some organisations, assessing the effectiveness of work done and learning from the past to do things better in the future were not approaches that were systematically applied.¹²

Governmental support

However, reductions in support by NGOs during the 1990s and early part of the 21st Century were more than compensated for by greater financial support from the government. A new government in 1997 and a new government Department for International

In England 'global citizenship' became one of the concepts that defined the school curriculum's 'global dimension' - which was meant to cut across and be delivered through all school subjects.

See http://www.globaldimension.org.uk/uploadedFiles/AboutUs/gdw_developing_the_global_dimension.pdf

For an description of DE and its take up of global citizenship in a different EU member state see Mesa, M; 2005: *Background and Contextualization of Development Education*; Madrid: Centro de Investigación para la Paz

¹⁰ In contrast with the Global Citizenship curriculum the work done during the 1980s teachers work had identified a series of behaviours through which gained knowledge, skills and values might be exemplified at different ages. See Thomas, O (ed); 1982: *A Strategy Grid for Teaching about Development Issues*; Oxford: Oxfordshire Development Education Unit.

¹¹ Funding for DE during the 1980s and 90s by the four main development agencies (Oxfam, Christian Aid, CAFOD, Save the Children) generally seems to have been less than 3% of their annual expenditure (and usually significantly less than the spending on, for instance, campaigning or fundraising). Since the 1990s onwards funding for DE by the major NGOs has been reduced and often replaced with funding for 'schools programmes' whose prime purpose would generally not be recognised as DE in the meaning of the UN description given at the start of this article.

¹² An example of a (still) useful – and published – evaluation is provided by: McCollum, A; 1999: *Evaluating to strengthen partnership: engaging schools in development education*; Birmingham: Development Education Centre

Development (DFID) developed a strategy focussed on '*Building Support for Development*' including through grant support for organisations working in education.¹³ The strategy saw as the key challenge the creation of a breakthrough in public understanding about "*global mutual dependence and the need for international development*." It identified three main issues which had so far hampered sustained success by the DE sector: the absence of commitment to DE in many key government, business and civil society structures; the disparate nature of the DE community and the absence of evaluation and impact assessment; the different agendas and competing priorities that blur the message of DE.

Based on this strategy DFID, in collaboration with DE organisations, promoted greater attention to development awareness through the four education systems of the UK, using the notion of 'the global dimension to education' as a cross-cutting idea for doing this.¹⁴ Guidelines for introducing 'the global dimension' were produced by education authorities who supported schools in planning their work.¹⁵ The result was that both the status of DE and the attention given to it increased significantly during the past ten years.

Incorporation of DE concerns into the education systems of the UK did mean however that between the contributions which DE makes to both 'development' and to 'education', the emphasis shifted to the latter. Descriptions or definitions of DE used by various DE organisations reflected this changing emphasis.¹⁶ The methodology of DE – of participation in enquiry, discussion and planning - was seen to make positive contributions to teacher professional development, to school development, and to pupil motivation. Although content was not neglected (it often related to one or more of the eight concepts of the 'global dimension') it was still the case that attention to development issues and to societal and economic change remained largely where it had been with a few subjects in the school curriculum, noticeably Geography (which itself was usually an optional subject in the upper years of schooling).

¹³ DFID; 1999: *Building Support for Development*; London: DFID

¹⁴ The global dimension was organised around eight key concepts which underpinned the school's subject areas: Global citizenship, Interdependence, Social justice, Conflict resolution, Diversity, Values and perceptions, Human rights, and Sustainable development.

¹⁵ See for example http://www.globaldimension.org.uk/docs/qcda_global_dimension_in_action.pdf

¹⁶ Compare for instance the definition used by Think Global – the Development Education Association in England: <http://www.think-global.org.uk/page.asp?p=3857>

Changes

Despite the shortcoming which DFID had identified in the late 1990s little attention continued to be given to evaluation and impact assessment of DE. Although results amongst the groups it was working with (in particular teachers) were generally available, far less or no information was available of what those groups did with this (i.e. the impact on school students of work done). This enabled a recent government review (by the government that came to power in 2010) to conclude that *“We are confident that – and stakeholders in the sector quoted examples where – 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.”*¹⁷ (Such a statement may imply that the main purpose of DE is poverty alleviation. As the European ‘DE Consensus’¹⁸ makes clear there is a contribution which DE makes to this, but its primary concern is much broader than that, reflected too in the UN definition quoted above.)

The government’s conclusion has been used as an argument for abolishing its grants programme for development awareness. During the past ten years this had provided the mainstay of financial support for DE initiatives and organisations. Although a future schools programme is envisaged it is (at the time of writing) not yet known what this will entail, beyond providing opportunities for *“teachers who have particular skills in teaching global issues to share their best practice with other teachers.”*¹⁹

In the meantime the DE scene in the UK is in flux, with DEC’s, national DE networks, NGDOs and others trying to re-group and re-think their raison d’être and their approach to engaging the public in development: in a political climate that is less favourably inclined to financial support for voluntary organisations, in an economic climate where growth is unlikely (in the near future at least), and in a social and media climate that appears somewhat antagonistic, to say the least, towards global issues of development. As a result there are a wide range of issues which DE interested stakeholders need to address if it wants to continue making progress in line with its objectives. Three of those issues, which may have wider European significance, are mentioned below.

¹⁷ Pring, H et al; 2011: *Review of using aid funds in the UK to promote awareness of global poverty*; London: Central Office of Information for DFID; p. 4 <http://www.dfid.gov.uk/development-awareness-review>

¹⁸ http://ec.europa.eu/development/icenter/repository/PUBLICATION_CONSENSUS_EN-067-00-00.pdf

¹⁹ <http://www.dfid.gov.uk/development-awareness-review>

Issues

For most people involved in DE in the UK the most pressing issue facing the sector at the moment is the reduction in government support. Although exact details about government policy in respect of DE are not yet known what is known is that the current Conservative-Liberal Democrat government advocates a 'small state', in which the role of the government is reduced. It is likely that the further development of DE will be largely left to the voluntary sector on its own, without significant financial support provided by the government. Active guidance by the Department for Education in England is also likely to be absent, leaving it to schools to decide if they want to take on DE concerns and perspectives. Given that schools increasingly manage their own budgets, in this climate the search is on for DEC's and for other education support organisations to develop costed programmes paid for by those who take part. For it to be successful, it will require DEC's to take on a much more businesslike approach: competing for business (income) with other local and possibly national education providers.

A second issue that requires (new) thought and discussion is the relationship between DE as learning for change and DE as action in change. Governments and NGOs primarily concerned with efforts to overcome (overseas) poverty tend to see the establishment of a link between learning and action as the key concern of what DE should be about. Taken a step further in this line of thinking, awareness raising of development efforts should lead to support for (government/NGO) proposed solutions to development problems. Efforts to engage the UK public in their own development and in the development of their local society and country - and as part of that in the development of the wider world – is, in this view, seen as largely irrelevant, particularly if those efforts involve critical awareness which may lead learners to come to different solutions than those proposed.

However, that line of thinking seems of little relevance in a globalised world in which '*A billion people living in dire poverty alongside a billion in widening splendour on a planet growing ever smaller and more integrated is not a sustainable scenario*'.²⁰ Treating poverty as something concerning the South only seems to be missing the point (as for example parts of the European Commission's 'Structured Dialogue' and 'DEAR Study' processes indicated²¹), and treating the public primarily as consumers of offered 'solutions' is unlikely to lead to sustained support in addressing global development needs and inequalities.

²⁰ International Herald Tribune, 2nd February 1999 quoted in Hobsbawm, E.J. with Polito, A (ed); 1999: *On the Edge of the New Century*; New York: The New Press, p. 164

²¹ See https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/Structured_dialogue and https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/DEAR_Final_report

There will be a need for DE to re-establish debate within NGDOs and governments for the need to ensure 1) that quality learning and engagement for development requires attention to development 'here' as well as 'there', and 2) that development issues are complex and that marketing of pre-defined solutions sells the public (and the alleviation of global inequalities) short.²² Some debates within NGDOs, about the lack of two-way communication with their supporters and how this hampers the growth of engagement with the issues the NGDOs face, may indicate that such issues are being considered. Other debates however appear to be going in the direction of finding terminologies with which to market the agencies' concerns better, without necessarily engaging the public in debates and thoughts about global development and its relevance to and response by them.²³

Engaging with such issues will also require DE organisations to give more attention to investigating and learning from the results of their work: results not only in terms of increased understanding(s) of development, skills of practical engagement with the issues, and considerations of values and attitudes, but also, perhaps even specifically, in terms of behavioural change. Starting points for addressing this issue exist throughout the DE community but coherence in addressing evaluation of work and learning from evaluation is so far lacking in most organisations. Without it these organisations are unlikely to survive let alone flourish in the new climate in which DE finds itself.

During the past forty years the DE scene in the UK has never had a sustained period in which it was not in flux. In effect the development of DE has been not unlike an Echternacher dancing procession (three steps forward, two steps back).²⁴ However, despite low levels of financial investment DE has, in the education sector at least, managed to carve out a niche of influence and some very active support: based on themes and approaches that are seen to be relevant to the public's/educator's/young people's concerns; on the use of creative approaches enabling people to take part in their own, their society's and their world's development; and on an ability to work with others to meet their needs as well as DE's own interests. Recent sudden changes in governmental policy will affect its way and scope of operation –certainly in the short term – but can also help DE to re-focus on its core business: enabling people to participate in the development of their community, their nation and the

²² See for example the DEAR Study, Annex A, chapter 8 for a discussion of these issues: Rajacic, A., Surian, A. et al; 2010: *Development Education and Awareness Raising Study*; Brussels: SOGES/ECO for European Commission. https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/DEAR_Final_report

²³ See Darnton, A with Kirk, M; 2011: *Finding Frames: New ways to engage the UK public in global poverty*; London: BOND. The paper suggests how terminologies used by NGDOs to describe their concerns need to be rephrased in order to attract the public to the cause of poverty alleviation and development. It does not, however, appear to take the next steps in developing the public's understanding and self-determined engagement with (global and local) development. <http://www.valuesandframes.org>

²⁴ 'The Dancing Procession of Echternach': <http://www.luxembourg.co.uk/dancproc.html>

world as a whole, based on a critical awareness of local, national and global processes, on skills of participation, enquiry and action, and on a general concern for the well-being of the world's population.



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| IDEAS International Development Education Association of Scotland |
| THINK GLOBAL Development Education Association (England) |
| CYFANFYD The development education association for Wales |
| CADA – NI Coalition of Aid and Development Agencies – Northern Ireland |

The four education jurisdictions and DE networks of the United Kingdom

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Getting DE out of the ODA-trap: realistic, wishful thinking - or even counterproductive?

By Knut Hjelleset

A major source of funding for DE in Europe is ODA (Official Development Assistance). There are well-known historical reasons for this, but what are the consequences of the ODA-label on DE funds? With this little think-piece of a text, we in the Norwegian RORG-network reflect around some points that should be addressed. Some of these we call “risks”, and others “benefits”, but both refers to various effects of having DE funding reported as ODA.

The risks of staying in the ODA system

One the one side, there are at least two major risks associated with DE-funds being labeled ODA:

- While Development Aid is the core activity of ODA-labeled funds, DE is deliberately *not propaganda or PR* for Development Aid. There is a consensus on this amongst key stakeholders in the European DE field (see for instance the DEEEP publication ‘DE Watch’¹), but the closeness and the dependence of ODA-funding is still causing confusion among donors and recipients alike. The difference between high quality DE and promoting ODA and support for ODA-spending in donor countries is often poorly understood, unclear, or sometimes even downright ignored. This reduces the effectiveness and results of DE, and weakens the whole concept and rationale for an independent DE field.
 - This shift in core concept of DE, from PR for Aid to *not PR for Aid*, was troublesome enough here in Norway, even after public support for a high Aid budget had been established. Many other DE-communities in other European countries would probably also recognize this as a quite difficult process. It is of little wonder that this difference seems, at least to me, to represent a challenge for some of the “new” member states of the EU, which has put up various funding mechanism for DE together with a whole new Aid budget of some sort. My impression is that the various donor agencies, recipient NGOs and the structures involved in these countries have had an impressive, yet steep learning curve with catching what the basic nature of DE is described as

¹ European Development Education Monitoring Report;
http://www.deeep.org/images/stories/MSH/de_watch.pdf see for instance tablet and text at page 7.

in other parts of Europe. To complicate things further, this overlaps a lot with the more fundamental debate on the 'vision and position' of DE, which is a debate very much still ongoing – and which this text is an input to.

- But also in countries like the Netherlands, Denmark and Sweden, former champions in the DE field, we have in recent years seen a confused development, with severe cut-backs in DE-funding, often combined with a governmentally enforced reorientation towards PR for ODA – a self-contradictory move as cuts have been made as a result of increasing critique of ODA and Development Aid.² But had not DE been labeled ODA in the first place, this negative arm-twisting of the civil society would maybe not have happened in this manner for these countries.
- Further, as a concept, the ODA label is given to funds that are intended to cause a change somewhere amongst the poor, in the 'South'. Development Aid is, basically, a kind of financial transfer of money from rich countries to poor countries. ODA-funds are supposed to give a positive change in the *recipient* country, while DE is primarily about changing the *donor* country – and thus completely out of tune with the core idea of ODA.
 - Governments are reducing ODA-funds in most of Europe, and DE is a convenient place to slash funds even harder than elsewhere in 'Aid-budgets'. Critique from the Aid Industry on budget cuts often goes along the lines of 'cutting help to the poorest of the poor', while maintaining funds for DE is a much 'harder sell' to the public. This leaves DE in a vulnerable position; even if the funds are small, cutting them sends the message that the government is cleaning up the mess in the Aid sector.
 - We received an omen of what kind of argument we could be faced with, from the Norwegian opposition party The Conservatives, when we read through their alternative State budget last year. Here they stated:

*"The Conservative Party wants to clarify that the goal for Development Aid is poverty reduction. We choose therefore to cut in some of the budget lines in the Development Aid Budget that goes to information- and PR- work in Norway for the MFA and the Development Aid organizations. **This is money***

² See case studies on the Netherlands and Sweden in the DE Watch report, page 32

that never “leaves the country” and that thus does not contribute to poverty reduction and development.”³

- While we thought at first that The Conservatives had other money than the DE funding line in thought, it turned out that they had indeed thought of the DE funds. The crucial issue here is not so much the actual suggested budget cut, but the argument presented that unless the money leaves Norway, it does not ‘contribute to poverty reduction and development’. It is imperative that the collective DE field is able to counter this kind of arguments, or else we are will lose ownership to the very word “development”.
- Still, the attack comes as a result of DE being associated and mixed up with Development Aid. After all, if the main concern is getting the biggest possible volume of emergency biscuits to the highest possible number of starving people, or building the highest number of children schools for the lowest cost, then the Norwegian policy on oil drilling, or EU agricultural subsidies are of little direct importance. The ODA-label becomes a liability, because it causes DE to be compared with Development Aid programs, which is not likely to come out in DE’s favor (unless you’re already a diehard DE fan, of course).

If it works, don’t fix it

On the other side, there are at least two major benefits:

- Governments’ wants to label as much as possible as ODA, and life for NGOs are easier inside the ODA label than it would be outside.
 - Even though one must endure quite some toil and hardship that comes along with the ODA-tag, this could still be the least bad option. On the outside of ODA, the competition for funds is even worse than on the inside. Fighting for modest funds in competition with kindergartens and universities, research parks and anti-racism projects would most likely not turn out to be very easy.
 - The DE funds would necessarily need to be allocated somewhere, which presents further challenges. For instance, if the Norwegian DE funds were placed not as today under the aid agency Norad, but directly under the Ministry of Foreign Affairs (MFA), we would be in a very vulnerable spot if and when politically hard DE campaigns actually succeeds. By example, some of

³ This comment can be found in the alternative state budget of the conservative Party for 2011, only available in Norwegian: http://www.hoyre.no/filestore/Diverse_usortert/alternativt_budsjett_2011_fff-2.pdf

the DE funded NGOs succeed last year in actually stopping a free-trade agreement with Colombia being signed into law – the involved MFA bureaucrats were not amused.

- Last, but not the least, no ministry or department wants more work and expenditures – DE is not welcome anywhere, unless the funds follow along – which the aid agency Norad would be loath to see happen...
- Second, and perhaps most importantly, for several reasons the larger Aid Industry is increasingly constrained to revise some of its paradigms, and the DE community is influencing this debate. A shift in focus from the usual “getting aid and assistance to the starving poor” to addressing reasons and root causes for poverty is happening in the grander Development Field, and this is in no small part thanks to actors and arguments from the DE sector. Resistance to the ODA-label and close association with the Aid Industry would jeopardize this positive development, and potentially remove the DE field from its most important target group.
 - Development Education in Norway is, fundamentally, about developing *Norway* to an increasingly better society – better as in a society that inflicts less harm for other societies, the planet and humanity – for the better of a positive global development. At best, the typical issues addressed by DE actors in Norway today could be Climate Change (where Norway’s massive export of fossil fuel is missed by no one), the global flow of weapons (in which Norway’s sales of war material worldwide is well covered), debt cancellation (an audit of all poor countries debt to Norway is being campaigned for, using DE funds) and international trade negotiations (the Norwegian protectionist policy on agriculture and oppositely aggressive demands on access to fisheries are continuously lambasted by DE-funded NGOs). All these issues are now being addressed by various traditional Development Aid NGOs in Norway, together with the more radical bunch. To what extent they succeed in changing Norwegian political priorities and practices varies a lot, but this kind of issues are now on the table of most serious and mayor NGOs, and they seem set to be staying there.
 - We have an example of this dynamics from Norway: Some fifteen years ago both the Norwegian Church Aid and the Norwegian Save the Children set up each their youth organizations; respectably called Changemaker and PRESS. Both went through a rapid growth-process, and tensions soon arose between the youth organizations and their mother-organizations. Changemaker

decided not to split from the Church Aid, while the PRESS did tear loose from the Save the Children. Today, the most notable difference of the two approaches is that the Norwegian Church Aid is heavily into development policies, with a mayor policy department and a lot of former Changemakers in the staff there, working with hard core political campaigns, while the Save the Children has only a few former PRESS'ers, and has not had a political awakening similar to the Church Aid. Changemaker must be said to have fulfilled its political vision better with influencing their mother-organization, with a “force-multiplayer” effect, more than what PRESS gained by leaving the Save the Children.

So, to bring a sort of conclusion at the end of this think-text; for good or worse, DE is still an animal in the Development Zoo. Socially it is of no question; most of those that work with DE, in Norway at least, come directly from the grander Development Sector somehow – and all our friends from the good’ole times are there still. The best stories we tell at parties and gatherings are typically completely incomprehensive for outsiders, but only so much more fun for ‘our kind’ then. More so, the member organizations understand themselves mostly as *development* organizations. The language and vocabulary we use, the world-view, and our history, it’s all Development World lingo. ‘Development’ is our tribe, even if we do have our own DE-tipi.

Perhaps what success DE could have is mainly dependent on how well we manage to influence our fellow tribespeople. And here lies also perhaps the biggest danger, that it becomes Development Aid who co-opts DE, and not the other way round...

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DEAR matters

Strategic approaches to development education in Europe

The need to address development education and awareness raising (DEAR) in a systematic and strategic way is increasingly recognised by a broad range of state- and non-state actors in Europe. This publication documents various approaches to development education strategies, highlighting successes but also challenges.

National strategies are discussed through the examples of Czech Republic, Portugal, Poland and UK. Furthermore, it contains a proposition for a European development education strategy and a reflection from Norway on the place of DEAR within the aid system.

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