National Strategy
for Development
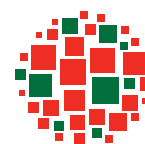## Education

National Strategy for Development Education (2010-2015)

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Foreword

The adoption of a National Strategy for Development Education (ENED) is a major challenge for Portugal. Indeed, it is a challenge that Portuguese society has been increasingly confronted with, in the face of globalisation and the consequent deterritorialisation of citizenship and all it involves.

In fact, the traditional notion of citizenship was based on clear boundaries of inclusion/exclusion, coincident with the ties brought about by the sense of belonging to a national community. This classical concept has been progressively challenged by different dynamics, from migration flows through market globalization to the new spatial realities of social movements. The defining framework of individual and collective rights and duties, from the legal as well as the ethical-political points of view, is more and more that of a complex interaction between the planet as a whole and the place where we live or act. It is in the face of these failing scales of thought and action that it makes sense, today, for each and every individual or group to assume direct responsibility for the impacts of global governance. In fact, such interaction between the local and the global dimensions turns us into agents (and not just passive spectators) of both the proximities and the asymmetries between the global North and the global South[1], and this has become an essential feature of today's citizenship.

In this context, apart from facilitating an effective citizen ownership of development policies, based on a critical knowledge of the issues involved, the National Strategy for Development Education must be understood as a key instrument to enable, in time, universal and quality access to Development Education (DE), thus contributing to strengthen everyone's commitment to the much-needed response to the inequalities and injustices prevailing at local and global levels.

This is clearly assumed in the present National Strategy, thus reflecting Portugal's compliance with the commitments undertaken in a number of international processes for the promotion of DE, namely within the Council of Europe, the European Union and the Development Assistance Committee of the Organization for Economic Cooperation and Development (DAC/OECD).

In addition to that motivation, there is a growing need to provide with a solid framework, in a climate of inter-institutional dialogue, all the efforts that have for long been developed in Portugal in this area, to a large extent by civil society organizations (CSOs), so as to create a clear conceptual and political framework, where CSOs and public institutions should be viewed, from the outset, as partners in the preparation and implementation of the Strategy. In this regard, the present National Strategy for Development Education is mainly intended as an organized response to some key challenges that arose in the course of said work, namely:

[1] The expressions "global North" and "global South" seek to illustrate the asymmetric relations of power and wealth at a global scale, without confining wealth and poverty (or development and underdevelopment) to exclusive geographic coordinates, thus recognizing that there are norths in the South and souths in the North.

- Strengthening inter-institutional cooperation mechanisms amongst DE actors, and coordinating DE with the other "Educations for ...", as regards contents, methodologies and the promotion of related values.

- Developing mechanisms that allow for real citizen ownership of DE.

- Integrating global South perspectives into DE processes, thus contributing to counter the withdrawal of its strong and intervening political mark, and combining the need for conceptual amplitude and openness with the fidelity to the ultimate goals of DE.

- Clearly and permanently adjusting DE methodologies and contents, disregarding any practices that are contrary to the fundamental aims and values of DE.

- Integrating different implementation and impact evaluation instruments, so as to overcome the existing evaluation deficit in DE initiatives in Portugal.

Driven by these different motivations, the present document seeks to establish the basic parameters of the National Strategy for Development Education, notably its aims and policy measures. The Strategy will span over five years, during which efforts will be directed at reinforcing what is currently done in Portugal in the field of Development Education. This timeframe, coupled with the underlying requirement for practical effectiveness, implies that the Strategy's full potential is not limited to the present document. Based on the principles and strategic options defined herein, an Action Plan will be adopted by the end of November 2009 which will be an integral part of ENED and will be aimed at implementing the principles, aims and measures outlined in this Strategy. The same participatory methodology will be used in the preparation of the Action Plan, in order to ensure its democraticity and real ownership of its contents.

1. Methodology and the process of strategy development

The process involving the preparation of the National Strategy for Development Education was started in 2008 under the responsibility of IPAD – Portuguese Institute for Development Assistance and other governmental and non-governmental players deemed to be particularly relevant in this field. Aiming at the design and implementation of a participatory strategy, based on its ownership by different national actors, the preparation of ENED was carried out by two interacting working groups, backed by a drafting team specifically hired for the purpose.

Working Group 1 (WG1) was responsible for mobilising relevant actors in the field of DE, for the planning and follow-up of meetings with Working Group 2 and for discussing and integrating the inputs from other parties. Moreover, it was entrusted with the tasks of outlining the document's structure, discussing and establishing the Strategy's goals and measures, and discussing/revising the documents prepared by the drafting team. It was composed by IPAD, the Ministry of Education through the Directorate-General for 6 Innovation and Curricular Development, the Portuguese Platform of Non-Governmental Development Organisations (NGDOs), and the NGDO CIDAC as a member of GENE [2] .

Working Group 2 (WG2) was assigned the tasks of contributing to the Conceptual Definition Workshop and taking part in the Strategy's preparation through comments and suggestions put forward at the scheduled meetings. The organizations included in this working group were selected according to their field of activity – environment, intercultural dialogue, gender, education, among others – as well as their target groups.

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

ENED's preparation process was carried out over four phases.

During the preparatory phase relevant parties in the field of DE were identified, following which bilateral meetings were organized with those that were selected to integrate Working Groups 1 and 2, in order to present them with ENED's methodology and preparation process as well as to identify the main constraints in the process.

Subsequently, the Strategy definition phase was structured around five axes: the working meetings of WG1; the joint work of WG1 and WG2; GENE's input; the Conceptual Definition Workshop; and the Experience Systematisation Exercise.

Another stage in the process of shaping ENED consisted in bringing together the two Working Groups in a joint effort towards a conceptual definition of DE, highlighting the similarities and the differences between DE and other "Educations for ...". The Conceptual Definition Workshop[3] resulted in a critical reflection document – an illustrative example in its own right of the group work undertaken and of the interaction between the various public and civil society entities –, where the DE definitions that guide the Strategy are set out.

Another key moment in this process was the Experience Systematisation Exercise[4], performed with the aim of producing Strategy recommendations based on the lessons learnt from practical experience by NGDOs while delivering DE actions. NGDOs responsible for IPAD – funded projects between 2005 and 2008 were invited to take part in this exercise, and all DE activities undertaken by these organizations during said period were considered and discussed. A number of fields of DE action in Portugal were identified, and specific DE methodologies, approaches, target groups and relevant actors were highlighted. From this exercise a document was produced containing recommendations for the National Strategy for Development Education.

A further important factor in ENED's development process was the active participation of GENE in the follow-up to the Portugal-Austria Development Education exchange pilot-project (2006-2008). GENE's input translated into proposals supporting the preparation of ENED[5] and monitoring of the work of WGs 1 and 2.

The third phase was the public consultation on the Strategy document, which included its presentation and analysis at the Cooperation Forum as well as its discussion in working sessions with relevant actors, namely NGDOs, the Commission for Citizenship and Gender Equality (CIG), Non Governmental Environment Organizations (NGEOs), the Graduate Schools of Education, and the National Education Council.

The last phase in the process was the Strategy adoption as well as the preparation of the Action Plan, which is an integral part of ENED.

[3] Held in Lisbon, at Fundação Cidade de Lisboa, on 4th February 2009. To consult the document which resulted from the workshop, see www.ipad.mne.gov.pt.
[4] Held on 2-3 March 2009, in Lisbon, at Fundação Cidade de Lisboa. To consult the document that emerged from this Exercise, see www.ipad.mne.gov.pt.
[5] Wegimont, L. (January 2009), "Developing a National Strategy for Development Education in Portugal, An informal paper".

2. Institutional framework

2.1. International framework

ENED takes its inspiration from an international political and institutional framework developed since 1974, which has gained shape through declarations and recommendations produced by international organizations, as well as through the creation of institutions that manage and inform DE practices, as far as coordination, training and funding are concerned. Below are highlighted the most relevant initiatives in terms of political and institutional integration of DE, at five different levels:

At United Nations level

On 19th November 1974, UNESCO issued a Recommendation concerning education for international understanding, cooperation and peace, and education relating to human rights and fundamental freedoms[6], which laid the foundations for international efforts towards the firm establishment of DE. In said Recommendation, Member States are urged for the first time to ensure the education of all for the advancement of justice, freedom, human rights and peace. The role of education is emphasised as an instrument to fight discrimination, exclusion and neo-colonialism, guided by the principle of international solidarity.

In 2000, the member states of the United Nations General Assembly adopted the Millennium Declaration[7], where development and poverty reduction targets are established, to be met by 2015. Such targets, known as the Millennium Development Goals, have since marked the international agenda, particularly the Development Education agenda.

On 20th December 2002, a resolution from the General Assembly of the United Nations established a UN Decade of Education for Sustainable Development (2005-2014)[8], appointing UNESCO as the lead agency responsible for its implementation and inviting Governments to consider the inclusion of measures to implement the United Nations Decade of Education for Sustainable Development in their respective educational strategies and action plans. The UN Decade for Human Rights Education had been in force during the period of 1995-2004.

At European level

Council of Europe
The 2002 Maastricht Declaration[9] stands out among other initiatives as the first Europe-wide declaration aimed at the promotion and recognition of Global Education as an essential component of today's educational tasks, through the implementation of national action plans. The Council of Europe has also striven to make Education for Democratic Citizenship a priority area of its member states' educational policies[10].

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[6] http://www.peace.ca/unesco1974recommendation.htm

[7] http://www.un.org/millennium/declaration/ares552e.htm

[8] http://www.un-ngls.org/orf/UN-resolution-2002.doc

[9] www.coe.int/t/dg4/nscentre/GE/GE-Guidelines/GEgs-app1.pdf

[10] http://book.coe.int/EN/ficheouvrage.php?PAGEID=39&lang=EN&theme_catalogue=120247

Other relevant documents on this matter are the Global Education Guidelines[11], published in 2008, a pedagogical tool intended to help educators, in formal and non-formal systems, understand and deliver Global Education activities in their respective settings, as well as the Draft Recommendation on Global Education[12].

European Union

The European Commission has led the way in terms of effectively recognizing and supporting Development Education. Ever since 1979, the NGDOs co-financing budget heading, meanwhile made accessible to other types of organizations, namely local authorities, has included a DE component. Among other recommendations, the 2008 evaluation report of said co-funding budget line calls on Member States to implement their national strategies and to devote 3% of ODA to DE and awareness-raising activities.[13]. This is a considerable sign of progress in the formal recognition of DE at EU level, but there are other signs. Special mention should be made, in this regard, of the principles and recommendations contained in the documents below, which the Portuguese Government endeavours to follow through the implementation of ENED:

• Commission Communication on Fair Trade[14] (1999), where DE activities are highlighted as part of a fair trade support strategy that includes consumer awareness campaigns, political influence and educational activities.

• Council Resolution on Development Education[15] (2001), in which the Council expresses its wish to "encourage increased support for Development Education, and for the corresponding communication policy, by the Commission and the Member States", namely through the establishment of closer links with various sectors (NGOs, universities, the media, collective organisations, etc.). It further encourages the European Commission and the Member States to sustain their support for DE initiatives and calls for an evaluation of DE initiatives co-financed by the Commission and of EU communication policies.

• The European Conference on Public Awareness and Development Education for North-South Solidarity[16] (2005), held in Brussels under the Belgian EU Presidency, drew attention to the need to review the progresses achieved since the said Council resolution, namely as regards the implementation of national strategies. These should take into account the debate with other actors apart from the State, the need for interaction between the authorities responsible for the education and development sectors, namely to ensure the curricular integration of DE, and the need to make DE accessible to everyone, both at the formal and the non-formal education levels. The Conference likewise pointed to the need to improve the quality of DE provision.

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[11] North-South Centre of the Council of Europe (2008), Global Education Guidelines, available at http://www.coe.int/t/dg4/nscentre/GEguideline_presentation_en.asp
[12] North-South Centre of the Council of Europe (2008), "Recommendation Rec (2009) of the Committee of Ministers to member States on global education/education for global citizenship and responsibility", available
at http://www.coe.int/t/dg4/nscentre/ge/CM_Rec_GE_en.pdf
[13] http://ec.europa.eu/europeaid/where/worldwide/civil-society/index_en.htm
[14] http://trade.ec.europa.eu/doclib/docs/2006/january/tradoc_113080.pdf
[15] http://www.deeep.org/fileadmin/user_upload/downloads/Council_resolution/resolution_pt.pdf
[16] http://www.euforic.org/awareness-sensibilisation/

• The European Consensus on Development: the contribution of Development Education and Awareness Raising[17], the first EU-wide strategic reference framework in the field of DE, is a joint declaration issued by representatives from the European Parliament, the EU Member States, the European Commission, the North-South Centre of the Council of Europe, the Council of European Municipalities and Regions, the OECD Development Centre, the CONCORD, the European Youth Forum and the GENE. It recommends that "Where not yet in existence, [Member State Governments and local and regional authorities ought] to establish and support structured and ongoing processes to develop long-term perspectives and shorter-term collaborative programmes that promote Development Education and awareness raising, involving governmental departments and agencies responsible for Foreign Affairs/Development Cooperation and for formal and informal education, also involving non-governmental development organisations and other civil society organisations". The European Consensus further recognizes the role of DE in achieving development results and points out that the EU will pay particular attention to Development Education and awareness raising among its own citizens.

• The Helsinki Conference on European Development Education[18] (2006) looked further into some of the topics discussed at the Brussels Conference and laid particular emphasis on the need to develop stronger national and European strategic frameworks and to encourage the exchange of experience for that purpose.

• The Liubliana Conference on Intercultural Dialogue and Development Education[19] (2008) reaffirmed the recommendations issued from the Brussels and Helsinki Conferences and focused on the relations between DE and intercultural dialogue in Europe.

DAC/OECD
The DAC/OECD also plays a role in promoting public awareness, both by conducting studies and evaluations of DE practices in Europe[20] and by issuing recommendations based on the reviews it undertakes of Member State cooperation policies.

GENE
The Global Education Network Europe (GENE) brings together representatives from Ministries, Agencies and other national bodies responsible for support, funding and policy-making in the field of Global Education/Development Education. Ever since it was created, in 2001, GENE has played a significant role in the fields of research, monitoring and evaluation of national and European strategies, as well as in the areas of Global Education funding mechanisms and coordination structures.

[17] http://ec.europa.eu/development/icenter/repository/PUBLICATION_CONSENSUS_PT-067-00-00.pdf

[18] http://www.kehys.fi/index.phtml?s=163

[19] http://www.sloga-platform.org/news/show/396

[20] http://www.oecd.org/document/50/0,3343, en_2649_34101_39294322_1_1_1_1,00.html

At the level of European civil society

Since 1979, through the NGO Liaison Committee (CLONG), and, as from 2003, through CONCORD (European NGO Confederation for Relief and Development)[21], European civil society, namely Development NGOs, have played a significant role in promoting DE at European level through specific projects such as DEEEP[22] (and, within its context, the creation of Development Education Summer Schools in Europe) and the DE Forum, the aims of which include setting up alliances and partnerships between DE actors, so as to contribute to develop an international framework for Development Education.

2.2. National framework

In Portugal, it was only in 1985, the year in which the Portuguese Platform of NGDOs was set up, that the concept of DE actually made its way into the work of civil society. However, before then, the idea was already reflected in a number of actions that laid bare the injustices of the colonial period and called for peace, or, later on, in the support given to the newly independent countries and those striving for autonomy[23]. In the late nineties DE was recognized, under Law 66/98 of 14th October, as one of the fields of action of NGDOs and, in recent years, the latter have actively followed current international trends, such as the growing interaction with other "Educations for ...", namely the Education for Global Citizenship.

In 2005, the priority given to DE in the document entitled "Uma Visão Estratégica para a Cooperação Portuguesa" ("A Strategic Vision for Portuguese Cooperation")[24], helped stimulate the discussion on this issue among civil society, as well as actions for the implementation of DE projects, and encouraged the involvement of Portuguese official cooperation in international processes related to the promotion of DE.

At government level

Before said Strategy, a number of initiatives were put in place at governmental level in order to promote discussion and action in the field of DE. IPAD's participation in international fora within the framework of the Council of Europe and the European Union[25], as well as in GENE, coupled with its adherence to the principles and recommendations produced therein, led to the need, on the one hand, to implement said recommendations, and, on the other hand, to put into practice the lessons learnt from other European processes – namely, the Austria-Portugal Exchange in the field of DE (2006-2008)[26], where it was possible to look further into the discussion on the development of a strategy in this field[27]. The 2006 DAC Peer Review of Portuguese Development Cooperation praised Portugal for its efforts towards the promotion of DE. One such effort, which reflects the growing importance assigned to DE, was the establishment by IPAD, in 2005, of a budget line to co-fund DE projects developed by Portuguese NGDOs[28].

Box 1. Instruments governing DE provision by state actors

- IPAD Organic Law, Decree-law n.º 120/2007 [1]: establishes as IPAD's duties "to propose and implement the Portuguese development cooperation policy and coordinate the cooperation activities developed by other state actors involved in the implementation of said policy" (Article 3(1)).

- IPAD By-Laws, adopted by Government decree 510/2007, of 30th April: "it is the Services' duty to analyse, coordinate and monitor the cross-sectoral programmes, projects and actions, namely those on Development Education." (Article 4 (g)).

- Council of Ministers Resolution n.º 196/2005 [2]: adopts the document "Uma Visão Estratégica para a Cooperação Portuguesa", Part II, 4.2.c), which establishes DE as one of the sectoral priorities of Portuguese development cooperation.

- Cooperation Protocol between the Ministry of Foreign Affairs and the Portuguese Platform of NGDOs [3], 2001: establishes the provision of support from the Institute of Portuguese Cooperation (ICP) to NGDOs activities, namely in the field of DE (clause 1).

- Law 66/98 of 14th October [4]: adopts the by-laws of Non Governmental Development Cooperation Organizations. Article 9 (f) establishes DE as one of the fields of action of NGDOs.

Sources:
[1] http://www.ipad.mne.gov.pt/images/stories/legislacao/leioipad.pdf%20
[2] http://www.ipad.mne.gov.pt/images/stories/legislacao/res196-2005%20-%20visaoestrategica.pdf
[3] http://151.1.187.213/Assets/2/20040114094012_193-194-138-135.pdf
[4] http://www.ipad.mne.gov.pt/images/stories/legislacao/Lei_66-1998-ongd.pdf

[25] The European Consensus on Development: the contribution of Development Education and Awareness Raising, made public in November 2007 during the European Development Days held in Lisbon; the participation of Portuguese representatives in the conference on "Intercultural Dialogue in Development Education" (2008), organized by the Slovenian NGO platform following the Brussels (2005) and Helsinki (2006) Conferences, held within the context of the respective country's EU Presidency; the involvement in the Multi-Stakeholder Steering Group, set up in 2006 and promoted by the Development Education Exchange in Europe Project (DEEEP), the aim of which is to make Development Education issues a top priority on the international agenda.
[26] Hartmeyer, H. (2008), Global Education Policy Briefing Papers: Lessons Learned from the Austria-Portugal Exchange, 2006-2008, 1, Autumn.
[27] This process was carried out in the framework of GENE and brought together, for the first time, representatives from IPAD, the Ministry of Education, the Office of the State Secretary for Youth and Sports, the Portuguese Platform of NGDOS, the National Education Council, UNESCO National Committee and the Portuguese Environment Agency.
[28] http://www.ipad.mne.gov.pt/index.php?option=com_content&task=view&id=569&Itemid=334.

Likewise, the conclusions and recommendations from the Education for Citizenship Forum[29], launched in 2006 under the initiative of the Ministry of Education and the Presidency of the Council of Ministers, as well as those contained in the document entitled "Década das Nações Unidas para o Desenvolvimento Sustentável: contributos para a sua dinamização em Portugal" ("United Nations Decade of Education for Sustainable Development – Contributions to its implementation in Portugal")[30], promoted by the UNESCO National Committee, informed the discussion on the Strategy and facilitated its interrelation with different areas of the education sector committed to social change.

At civil society level

Many initiatives have been developed at civil society level since the 1970s[31]. During the last decade, the themes addressed have ranged from fair trade and responsible shopping, through migrations and development, gender and development, decentralised cooperation, information and development, to the Millennium Development Goals, among others. A number of initiatives also took place to promote discussion, methodology improvements and trainers' training in the field of DE. At the same time, some Portuguese NGDOs have had a relevant role both in international campaigns for raising awareness of development issues and in social mobilization campaigns closely related to the DE agenda (inter alia, the rights of migrants and ethnic minorities, the fight against traffic in human beings, the fight against female genital mutilation, and the monitoring of development cooperation public policies).

Particularly important was the work developed between 2001 and 2005 by the DE Group of the Portuguese Platform of NGDOs in terms of definitions and coordination.

The 2nd DE Autumn School[32], held in 2002, marked the first effort in Portugal towards a joint conceptual definition of DE, and the European DE School, held in 2003, offered a unique opportunity for training and cooperative work in DE, just as it allowed for the exchange of experiences and the active involvement of Portuguese NGDOs at international level, namely in the framework of DEEEP.

The Portuguese Platform of NGDOs takes part in CONCORD's annual DE Forum[33], closely following European developments in this area. In 2009, a joint working group was set up by the Portuguese Platform of NGDOs and the Ministry of Education aiming at the curricular development of DE.

[29] www.cidadania-educacao.pt/
[30] www.unesco.pt/pdfs/docs/LivroDEDS.doc
[31] CIDAC (2006), op. cit.
[32] Discussion and training meetings addressed to organizations that promote DE activities.
[33] Formerly CLONG's DE Working Group and Forum.

3. Defining development education

The aforesaid developments and inputs at national and international levels gradually led to different delimitations of the concept of Development Education. The option of adopting a single definition of DE, however, would collide with both the necessary setting of DE in its historical context (DE "progressively became", as opposed to DE "is") and the necessary conceptual and operational interaction of DE with other "Educations for …". As such, defining DE implies:

• setting DE in its historical and conceptual contexts, taking into account its relation with the evolving concepts of development and education;

• moving forward with those definitions that have been the subject of consensus and are used by DE actors in Portugal;

• setting DE in the broader context of "Educations for …" social change;

• delimiting the ways in which DE is implemented, so as to avoid it being mistaken for other initiatives carried out outside its scope of action;

• dentifying DE actors and their remit.

3.1. Historical and conceptual framework

The concept of Development Education emerged from the convergence between theoretical approaches and intervention agendas focused on the fight against structural inequalities in power and wealth, on a world scale, and the mechanisms that feed into and perpetuate them. This process, put into effect by NGDOs as a backbone to their efforts to raise public awareness of such inequalities and of everyone's responsibility to try to overcome them, originated in Europe and was further developed along lines that were very much marked by the European context.

DE was brought about by a path of change in both the field of global education and the field of development. In the former, the complementarity between formal and non formal education was established and a growing importance was given to participatory methodologies in educational work. In its turn, development ceased to be seen as a purely material path towards bridging the gap between the poorest and the volume of wealth and ways of life of the richest, and started being understood as the adoption of common demands for social balance and cohesion, for upholding the principles of participation and dignity for all, and for a fair sustainability.

Over the last four decades there was a gradual shift away from the dominant development models and a growing perception that, after all, "development" and "underdevelopment" are but two faces of the

same power relationship. The historical dimension of that relation was also emphasised, marked as it was by different contexts in the course of time (colonialism, neo colonialism, globalization).

New themes and dynamics became the focus of attention, namely globalization and its consequences on welfare systems, both in the South and the North, and the importance of individuals and the social networks in monitoring and implementing alternative strategies to those of the States.

The process of effective integration of DE can be briefly summarized into two major phases[34].

The first phase is what one may call the "pre history" of DE and it covers the 1950s and 1960s. This period was marked by a gradual shift from a pre developmentalist to a developmentalist perspective. Common to all this period of DE pre history is the lack of a systematic approach, at the different educational levels, to the problems of development. The ad hoc (or, at best, transient) nature ascribed to the problems of "underdevelopment" and the assistance based or corrective approach of the "aid" from richer countries hampered a fundamental shift of educational policies and non formal education dynamics in these countries.

This is where important changes came about in the early 1970s. Challenged from within the universe of reflection on education – notably through Paulo Freire's suggestion that education must be viewed as a factor of social change, guided by the principle of social engagement –, and from outside that universe – namely by the theory on dependence and its denouncing of the structural character of asymmetries between centre and periphery –, education as a whole found itself confronted with having to choose between assuming itself as a vehicle to perpetuate such inequalities at world level, or as an instrument to fight those inequalities. The emergence of the DE concept was, in itself, the clearest response to this option. However, since then, the way forward was a complex one, involving the incorporation of different focus areas and methodologies, which in turn built and rebuilt the actual concept of DE.

After the Cold War new opportunities emerged to stress the importance of civil society and of individuals in Development Education strategies, acknowledging that development is not a matter only for the States and that it should be aimed, first and foremost, at ensuring well being and justice for every community and every human being. In this context, the concept of Human Development emerged, defined in 1990 by the United Nations Development Programme (UNDP) on the basis of Amartya Sen's thesis. There was a shift from a needs-response approach to an approach based on a process of expanding freedoms and capacities. In this context, there is today a clearer responsibility on the part of the South countries themselves, and of their elites in particular, in breaking down the social and political mechanisms that encourage the perpetuation of poverty locally.

As a result of all these developments, the following were assumed as the main pillars of DE: understanding global interdependence; critical analysis of development models; translating these

[34] The reading according to two major historical phases, as proposed in this document, is not intended to collide, but rather to interact, with other more common forms of "arranging" the historical development of DE, like the one that suggests a sequence of five phases or generations: the charitable and assistance based phase (1940s and 1950s), the developmentalist phase (1960s), the critical phase (1970s), the human and sustainable development phase (1980s), and the current stage, focused on the concept of global citizenship.

into cognitive as well as social and ethical skills; and consistency between the intended goals and the means used to achieve them (Mesa, 2000: 11). On the other hand, DE progressively opened itself to interaction with other "Educations for …" – notably education for peace and intercultural education – and to the incorporation of a more complex agenda, marked by new ethical and social challenges, namely, sustainability assumed as an interlink between the social, economic and environmental dimensions, the demand for fair trade and responsible shopping, the fight against all forms of discrimination, and intercultural understanding.

3.2. DE definitions

Defining DE is always an unfinished and complex task. The National DE Strategy cannot therefore claim to start from a finished and definitive concept. Nevertheless, discussion and action guidelines are necessary. ENED takes as valid starting points the definitions put forward by the Portuguese Platform of NGDOs, by the document entitled Uma Visão Estratégica para a Cooperação Portuguesa (A Strategic Vision for Portuguese Cooperation) and the European Consensus on Development Education.

Definition by the Portuguese Platform of NGDOs – 2002:

"Development Education (DE) is a dynamic, interactive and participatory process aimed at: achieving full education for all; raising public awareness and understanding of the causes of development related problems and of local and global inequalities, in a context of interdependence; effective intercultural understanding; the commitment to change inducing actions founded on justice, equity and solidarity; the upholding of the right and the duty of all persons and all peoples to engage in and contribute towards a fully sustainable development. Development Education should not be confounded with fundraising campaigns, or with visibility and marketing objectives of organizations or actions, or with official information initiatives on Development Aid. The uniqueness of Development Education is its linkage with the South. Therefore, what distinguishes DE from other "Educations for …" is the fact that it always takes into account the opinions on and the proposals for the South."[35]

Definition in the Strategic Vision – 2005:

"Development Education (DE) is an ongoing educational process that favours North South social, cultural, political and economic interactions and promotes those values and attitudes of solidarity and justice that should characterize responsible global citizenship. It is in itself an active learning process aimed at raising public awareness of, and mobilising society around the priorities for sustainable human development. It is also a fundamental instrument for creating a basis of public understanding and support, worldwide as well as in Portugal, for development cooperation issues. Although DE is not limited to formal education, it is important that – as is happening in other

[35] Portuguese Platform of NGDOs, 2nd DE Autumn School, 2002.

European countries – it is progressively incorporated into school curricula, so that formal education both reflects and contributes to the education of citizens who are attentive and demanding and who participate in global life and solidarity. Coordination with the Ministry of Education in this matter is fundamental. At the same time DE-related topics are not confined to matters of an international character. Rather, they promote solutions and responses to issues that are cross cutting to our society, such as respect for multiculturalism, the questions of immigration and social inclusion, the fight against poverty, education for health and environmental awareness campaigns, the issues of corporate social responsibility, sustainable consumer behaviour and fair trade, and the media's social responsibility."[36]

Definition from the European Consensus on Development – 2007:

"Development Education and awareness raising contribute to the eradication of poverty and to the promotion of sustainable development through public awareness raising and education approaches and activities that are based on values of human rights, social responsibility, gender equality, and a sense of belonging to one world; on ideas and understandings of the disparities in human living conditions and of efforts to overcome such disparities; and on participation in democratic actions that influence social, economic, political or environmental situations that affect poverty and sustainable development (...) The aim of Development Education and awareness raising is to enable every person in Europe to have life-long access to opportunities to be aware of and to understand global development concerns and the local and personal relevance of those concerns, and to enact their rights and responsibilities as inhabitants of an interdependent and changing world by affecting change for a just and sustainable world."[37]

These different definitions are the result of different institutional settings as well as of different priorities. However, common to them all, there is a set of core concerns characteristic of DE, namely as an instrument against exclusion, injustice and global inequalities. As mentioned at the first Roundtable of the Portugal Austria Exchange[38], "(...) recognizing the advantages of working with the diversity of expressions that characterize our societies, but also taking into account the constraints imposed or induced by the respective cultural and institutional contexts, it was decided that what is important is not to define a single concept, or to have a single formulation for each concept, but rather to understand, identify and share the core of fundamental ideas that shape them". Upon analysis of these definitions and inspired on the four dimension approach – cultural, political, pedagogical and methodological – suggested by the Rede Polígono (Polígono Network)[39], the most obvious consensus on DE may be articulated as follows:

- General definition: DE is defined as a learning process (pedagogical dimension).

- Guiding principles for reflection and action: solidarity, equity, justice, inclusion (ethical dimension).

[36] Ministry of Foreign Affairs (2006), Uma Visão Estratégica para a Cooperação Portuguesa (A Strategic Vision for Portuguese Cooperation) pp. 45-46.
[37] The European Consensus on Development: the contribution of Development Education and Awareness Raising (2007), section II.12 and 13.
[38] IPAD & CIDAC (2006), Austria-Portugal Exchange on Development Education/ Global Education – First Roundtable. See also Hartmeyer, H. (2008), Global Education Policy Briefing Papers: Lessons Learned from the Austria-Portugal Exchange, 2006-2008, 1, Autumn.
[39] http://www.webpolygone.net/documents/castellano/archives/dimensiones_de_la_e_d.doc.

- Key driver: DE is focused on social change, based on ongoing critical self-reflexivity, capable of dismantling the power and hegemonic relations that step into at all levels (political dimension).

In general terms, DE involves the following dimensions:

- DE **raises awareness:** by sharing information and reflections with the public, questioning current and known situations, increasing the wish to change what is unjust.

- DE **raises consciousness, trains and mobilizes:** by making individuals assume their own situation, their limitations and their possibilities, as well as those of other human beings, enabling them to assess such situations according to criteria of justice and solidarity, develop insights, strategies and concrete proposals for change, and put them into practice so as to fight injustices.

- DE **influences policy making:** particularly public policy making, by pointing an accusing finger at those policies which systematically originate and perpetuate poverty, exclusion and inequalities, and proposing specific policies to be carried out by the State, the private sector or civil society, so as to promote the common good locally and globally.

3.3. Setting Development Education in the context of "Educations for ..."

As an education for social change, DE may be considered as one branch within a context that fosters the development of various "Educations for ...", each devoted to a specific issue, but containing a number of elements that bring them all close together.

The different "Educations for ..."

- Education for Peace emerged in the wake of World War II. Its aim was to contribute to prevent war, through educational models and a commitment to an agenda focused on disarmament[40]. As Peace Studies progressed and a number of social movements (civil rights, environmental and feminist movements) joined the pacifist agenda, Education for Peace gradually encompassed other forms of social violence, namely racism, sexism, and environmental destruction, devoting itself to analysing their causes and expressions, in order to raise awareness of, inform and promote a culture of commitment to peace, based on the rejection of all forms of violence .[41].

- Education for Human Rights emerged, firstly, as an expression of the denouncing of individual freedom violations. This minimalist agenda gradually expanded, along with the growing recognition

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[40] Burns, R., Aspeslagh, R. (eds.) (1996), Three Decades of Peace Education around the World: An Anthology, New York, Garland.

[41] CIDAC (April 2004), "Educação para o Desenvolvimento – Ficha Formativa n.º4" ("Development Education – Training Worksheet n.º 4"), Portuguese Platform of NGDOs.
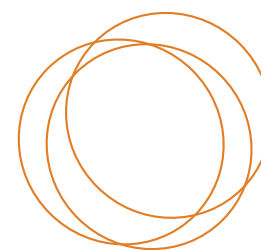
of the broad and changeable nature of human rights, to encompass the protection of economic and social rights (the right to health, to education, to food security, and to a decent job and decent housing) and the rights of peoples and of ethnic and minority groups. The international acknowledgement of the relevance of Education for Human Rights was made clear through the emphasis placed on this "Education for …" at the World Conference on Human Rights, held in Vienna in 1993, and the subsequent establishment of the United Nations Decade of Education for Human Rights (1994-2004).

• Environmental Education and Sustainable Development Education, the former originally focused on environment conservation, today provide awareness raising and other activities aimed at ensuring compatibility in human society relations with the environment, with a view to promoting a collaborative and critical approach to socio environmental realities and a deeper understanding of existing problems and of possible solutions for them, from a perspective of social well being and sustainability[42]. The United Nations declared the ten year period of 2005-2014 as the UN Decade of Education for Sustainable Development, following the recommendations of the Rio (1992) and Johannesburg (2002) Summits, and entrusted UNESCO with the coordination of the corresponding action programme, which each country must adapt according to its particular needs. According to the UNESCO National Commission, this is "an ambitious and complex initiative, based on a world vision where everybody has the possibility to access education and acquire values that favour sustainable social, economic and political practices (…) thus overcoming perverse effects that range from environmental destruction to poverty maintenance/aggravation."[43]

• Intercultural Education was aimed, firstly, at asserting the possibility to develop and enhance a positive dialogue between faiths, cultures, identities and social groups undergoing permanent change. Later, it was rooted in the awareness and recognition of multiculturality at a higher scale, within the context of globalization, development crisis and increased migration flows, pointing to the need for critical reflection on our own experience, setting and power relations, with a view to disclosing the premisses of knowledge and action, as well as to the need to promote social justice for all, regardless of their origin or identity, fight discrimination, adopt more inclusive practices and strengthen mechanisms for democratic participation[44]. According to Fernand Ouellet (1991)[45], the concept of intercultural education encompasses all systemic training aimed at developing, in majority as well as minority groups: a) a better understanding of cultures in modern societies; b) an improved communication capacity among individuals of different cultures; c) attitudes that are better adapted to the cultural diversity context, through a better understanding of psycho social mechanisms and socio political factors tending to produce racism and xenophobia; d) a better capacity to take part in social interactions that generate a sense of identity and of belonging to a common humanity.

[42] Sauvé, L. (2002), "L'éducation relative à l'environnement: possibilités et contraintes", Connexion, v. XXVII, n. 1/2, pp. 1-4.

[43] UNESCO National Commission (2006), "UN Decade of Education for Sustainable Development (2005 2014) – Contributions for its implementation in Portugal", p. 9, available at http://www.unesco.pt/pdfs/docs/LivroDEDS.doc.

[44] Cotrim, A. (coord.) (1995), Educação Intercultural: Abordagens e Perspectivas (Intercultural Education: Approaches and Outlooks), Lisbon, Intercultural Secretariat.

[45] http://www.entreculturas.pt/DiarioDe Bordo.aspx?to=214

• Education for Gender Equality calls for gender mainstreaming in all societal contexts. It seeks to draw attention to power disparities between sexes, which manifest themselves in different forms and at different levels of the social, cultural and economic structures of society. Therefore, it upholds the principles of co-education and of real gender mainstreaming at the levels of cultural organization, pedagogical practices and social interaction. This means that it takes into account the constraints of gender socialization in the building of children's and youngsters' individual and collective identity, in their choices and their life projects, regardless of their real potential and aspirations, and it seeks to develop, with girls and boys, the necessary skills for their private as well as their public life spheres, for building relations of reciprocity, sharing resources and assuming co responsibility in all sectors of social life, thus leading to changes in unequal relations between sexes, so as to ensure that both men and women have the same opportunities of achievement and of access to power, resources and recognition.

• Global Education, a concept coined for the first time by the North South Centre of the Council of Europe in 1989, may be defined as a model of holistic and transformative learning that seeks to "open people's eyes and minds to the realities of the world, and awaken them to bring about a world of greater justice, equity and human rights for all"[46], encompassing Development Education, education for human rights, sustainable Development Education, education for peace and intercultural education. Global education rests on three consecutive and interdependent phases: the analysis of the world situation, the identification of alternatives to dominant models, and the building of a process of change towards global and responsible citizenship, rooted in a culture of partnership. [47]

• Education for Global Citizenship is based, on the one hand, on a broad understanding of citizenship, meaning that it goes beyond State borders and is an ethical and political proposal founded on the understanding of the global world we belong to, and on the existing interconnection between the local and the global dimensions. On the other hand, it enhances the humanising dimension of education through a critical and dialogical approach to the learning process, which values the knowledge of each and every individual and stimulates diversity in the ways of understanding reality. While recognizing the essential institutional and pedagogical role of the school, it urges society, from a cross-cutting perspective, to build a world where one can find more justice, equity and solidarity.[48]

• Education on "Learning to Live Together", defined by UNESCO, seeks to develop the understanding of the other and the perception of interdependencies, through the implementation of common projects and training in conflict-management, while respecting the values of pluralism, mutual understanding and peace. It sustains that education should follow a two track approach: at an early stage, the gradual discovery of the other; at a later stage, and throughout life, the participation in common projects as an

efficient method to avoid or solve latent conflicts. In this context, the role of education is, on the one hand, to convey knowledge on the diversity of human species, and, on the other hand, to raise awareness of the similarities and the interdependence between all human beings.

Common features and specificities of DE

It is important to highlight the emphasis laid, in the various DE definitions, on the fact that DE is a learning process, meaning that it is not merely an "event" or an "isolated act". DE implies continuity, and it comprises not only awareness raising but also discussion, training and action – in other words, the educational dimension is central to DE, not accessory. This learning process is based on certain values and is committed to the comprehensive training of individuals. It is also a self-reflexivity process leading one to question not only the others, but also oneself. This pedagogical approach, the value based training and the self reflexivity are features that DE has in common with other "Educations for …".

This learning process, however, when considered in terms of DE, has its own specific agenda (contents) and the corresponding framework. Indeed, such specificity lies in the centrality of the realities and perceptions of the South and the periphery, not as isolated entities of a system, but as part of a system of North South or centre-periphery interdependence. Such centrality, however, does not mean that DE is not applied or applicable to the "south" contexts in the North. DE is concerned with unveiling the structural causes of global and local problems, of inequalities and injustices, and sustains that these are neither natural nor inevitable. This leads us onto another DE specificity, namely, the weight it puts on the actual questioning of development, both in its theoretical and its practical dimensions (concepts, strategies, policy-making).

DE shares with other "Educations for …" the general aim of achieving social change and educating for certain values, seeking to alter convictions and attitudes, both individually and collectively. Likewise, it shares some of the methodologies: it puts the emphasis on engagement, horizontality, and the collective and cooperative building of knowledge and action. Therefore, also common is the fact that the scopes of action are not confined to formal education, but also encompass non-formal and, probably, informal education. All these "Educations for …" base discussion and action on coherence between theory and practice, content and form, and process and product. As regards DE specificities in particular, coherence is also sought between what is development and what is Development Education. This rationale depends, of course, on what one believes development should be.

Likewise, no differences are to be found between the various "Educations for …" as regards their guiding principles: justice and social equity, solidarity, cooperation, co responsibility, dialogue, engagement. However, there may be differences in the topics addressed and in the relative weight and
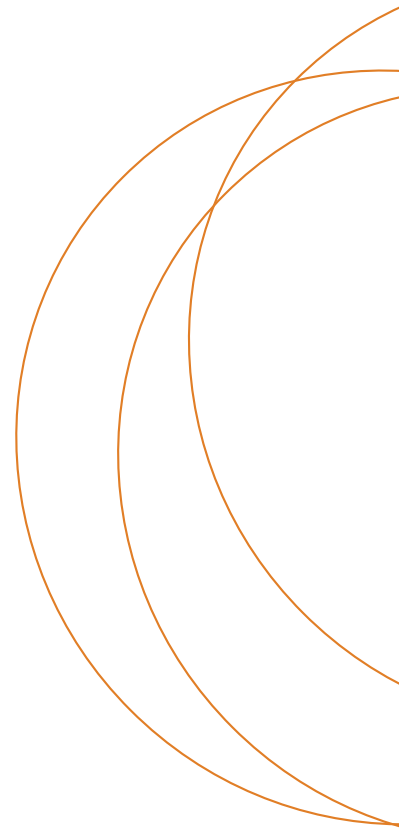
centrality that these have in each of them. If one of the features of DE is its transdisciplinarity, that is the case too with other "Educations for...". So, included in its vast list of concepts and contents are those of local/global connection, development and sustainable development, development cooperation and humanitarian aid, global citizenship, interculturality, human rights, social inclusion, environmental issues, gender issues, and responsible shopping and fair trade issues, among others.

This analysis of the specific features of DE and of those that are common to other "Educations for ..." may be summarized in the following table:

| Common features	Specific features
Value based learning process committed to the comprehensive training of individuals. Principles: justice and social equity, solidarity, cooperation, co-responsibility, dialogue, engagement. General goal: social change. Educational settings: formal, non formal and informal education. Methodologies: emphasis on engagement, horizontality, and the collective and cooperative building of knowledge and action. Coherence between theory and practice, content and form, and process and product. Transdisciplinarity.	Centrality conferred upon the realities and perceptions of the South and the periphery, in a system of North South or centre periphery interdependence. Specific goals: • Bringing to light the structural causes of global and local problems, of inequalities and injustices. • Questioning development, in both its theoretical and practical dimensions.

3.4. Forms of intervention and educational settings

Educational processes set in motion and carried out within the framework of DE provision may fall under different forms of intervention and educational settings which, even though they are often complementary, present variations as regards the duration of the actions, the target groups and the methodologies used.

Forms of intervention

Depending on the aims pursued and the target groups addressed, the following are the main forms of DE intervention:

Awareness raising: addressed to the general public or to specific groups and considered as one of the forms of DE intervention insofar as it is a first step to raise citizens' awareness of the injustice, iniquity and lack of solidarity prevailing in the global world we all live in, thus allowing to break the unawareness→indifference→unawareness vicious cycle. Its overall aim, therefore, is to draw attention
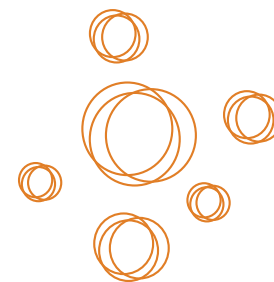
to problematic situations, their causes and possible alternatives that are more just, equitable and supportive, giving rise to questions and discussions and to the will to know and learn more, and act accordingly. Public awareness raising initiatives are often specifically aimed at influencing decision-making on a particular issue, viewed as essential in the DE context, through citizen mobilisation.

Pedagogical approach: potentially addressed to all individuals, entities and informal groups, it is the "heart" of DE, for it promotes the learning on how to critically analyse local and global inequalities, in a context of interdependence and of identification of the respective causes, and mobilizes towards a commitment to change such realities. It implies awareness, discussion, problem-setting, finding or devising alternative proposals to those situations or models that perpetuate injustices, and striving to implement them. Indeed, it requires an active involvement on the part of those to whom it is addressed, individually and collectively, in the constant review of their own perspectives and practices.

Political influence: addressed to decision makers (political, economic, religious and others) both at local and at national and supranational levels, it is also a form of DE intervention when it is a matter of providing with arguments individuals or institutions with significant decision making power, so that they comply with public commitments and are able to change current policies or inflect measures under preparation, in order to ensure that decisions are taken that promote global justice, equity and solidarity. Political influence may take different forms, namely lobbying (when seeking to have new measures adopted or to refocus a specific measure already in force, namely of a legislative nature), and advocacy (when it is deemed fundamental to change a policy relating to a certain issue or problem, which generally implies a longer-term and more complex intervention).

All DE practices must be based on a deep knowledge of development-related and societal issues. Therefore, it is necessary to bring research and DE closer together, finding ways to provide for mutual dialogue as regards the interaction of conceptual dimensions, and proposals for change and action based, namely, on the research-action methodology.

Often, other types of intervention, that use similar instruments but do not pursue the same aims, principles and methodologies, are mistaken for DE. One of the dividing lines to be considered is the one that distinguishes the idea of a complex education – with multiple approaches and non-doctrinary, allowing each person to make his or her own judgements and choices – from the attempt to influence individuals into a given perspective or to act in certain ways, through communication and marketing[49].

Below are some of the actions often mistaken for DE:

• Cooperation: education projects (infrastructures, learning, training) carried out in "developing" countries in the framework of development projects are not DE projects, unless they include that specific dimension.

[49] Scheunpflug, A., McDonnell, I. (2008), "Building public awareness of development: communicators, educators and evaluation", Policy Brief No. 35, OECD Development Centre, p. 10.

• Development information: the mere dissemination of information on development related projects or issues is not DE, for DE implies a pedagogical approach as well as reflection, critical analysis and mobilization for action.

• Institutional information, organizations' self-promotion and publicity: information produced with a view to promoting the image or the activities of organizations, projects, etc., cannot be considered as DE.

• Fundraising: the dissemination of information with a view to collecting funds for organizations or projects cannot be considered as DE; likewise, public awareness-raising initiatives to justify the funding of cooperation, be it State or civil society-related, are not to be considered as DE.

• Conveying of simplistic and ethically questionable messages: even when the messages conveyed by actions are non-promotional, they are often questionable from the ethical point of view, for example as regards the use of images or references to persons from "developing" countries. Likewise, any action that reinforces stereotypes, instead of breaking them down, cannot be considered as DE. Therefore, it is important to know, comply with and promote the codes of conduct and other tools and methodologies that allow to dismantle stereotypes and ensure the mobilization potential required for a social change of the messages.

Educational settings

Learning processes can be developed in different settings or scopes of action: formal, non formal, and informal. In the case of DE, although it started in the field of non formal education, its gradual inclusion in the formal education system has generated interactions and complementarities between these two scopes of action, namely through the involvement of civil society organizations in school-based DE initiatives. It is important, therefore, to define herein these two scopes of action:

Formal education: delivered in the framework of public or private education institutions, related to "different development stages (academic years), duly graded and assessed in quantitative terms; these academic years are organized by subjects, and for each subject there are general curricular programmes approved and recognized by the relevant bodies. Up to a certain level, formal education (learning) is compulsory"[50]. It gives access to official diplomas.

Non-formal education: that which is not provided within the framework of the formal education system and, as a rule, does not lead to the issuance of a diploma or a certificate, but which still implies intentionality on the part of pupils and educators, structured goals, set timetables and an organizational framework. It can be delivered through training actions, seminars, workshops and similar activities, aimed at the development of certain skills, namely social and civic skills.

[50] Pinto, L. (2005), "Sobre Educação Não-Formal", Cadernos de inducar, Maio, disponível em http://www.inducar.pt/webpage/contents/pt/cad/sobreEducacaoNF.pdf

Informal education: can be defined as everything we learn more or less spontaneously from the environment we live in, the persons we relate to informally, the books we read and the television we watch, and the multiple experiences we live daily with more or less intentionality as to their education potential. Informal education is not necessarily organized or even guided. Somehow, informal education intermingles with the process of individual socialization .[51]

3.5. Actors

A number of actors are involved in the framework of DE. All entities, informal groups[52] and individuals actively involved, in different forms, in DE provision are considered to be DE actors. They operate at different levels – local, national, and international –, are different in nature – governmental and non-governmental[53] – and undertake different tasks, which in some cases may be cumulative or complementary (policy-making, planning, funding, implementation, knowledge production, evaluation). According to the actual definition of DE, any groups of individuals that engage themselves in these actions are also DE actors, inasmuch as they are recognized as having, and are provided with the conditions to play, an active role in terms of discussion and action in the framework of DE.

In this context, the promoters of DE programmes and activities are defined as those entities, mostly civil society organizations and social movements, which devise, plan and take responsibility for the implementation of DE interventions, taking into account local and global contexts, and their challenges from the development point of view, as well as the social resources, sectoral policies and supports (financial, human and material) that they are able to mobilize.

Without wishing to simplify in the form of a list the multiplicity of actors involved, below are some examples of DE actors according to the main roles they may play:

DE policy making: public bodies (at central and local levels), national platforms of civil society organizations, international organizations, civil society organizations, experts.

Programme and action planning: civil society organizations, social movements, public bodies (at central and local levels), international organizations.

Financing of programmes and activities: public bodies (at central and local levels), international organizations, civil society organizations, social corporations and business associations.

[51] Ibidem.
[52] Informal groups are becoming more relevant as new forms of collective action and interaction emerge: for example, social movements, networks, consortia, etc.
[53] In this document, it was decided to use the concept of Civil Society Organizations (CSOs) when referring to a large group of organizations, both formal and informal, created outside the State spheres. In Portugal there is no legal statute corresponding either to this concept or to that of NGOs (Non Governmental Organization). From the legal point of view, these organizations may take the form of non profit organizations, foundations, cooperatives and trade unions. The first three may subsequently apply for public recognition as NGDOs (Non Governmental Development Organizations), NGEOs (Non Governmental Environment Organizations), IPSS (Private Institutions of Social Solidarity), ADL (Local Development Associations) and Youth Associations, according to their respective by-laws.

4. ENED principles, aims and measures

4.1. Principles

DE is a kind of emancipatory and dialogical learning based on 'critical humanist' pedagogy. One basic assumption of DE (...) is that major global problems of poverty, exclusion, domination and subjugation (...) social inequalities (...) cannot be solved by mainstream traditional approaches in education as they suffer from urban, elitist and corporatist bias.[54]

This Strategy seeks to foster the development of a DE reference framework and of quality actions in this field, accessible to as many citizens as possible. Therefore, DE provision must be committed to social change and to the strengthening of global citizenship. From the outset, the quality of these interventions is determined by the fundamental principles that guide them and by the coherence between both.

In the first place, it is important to look into what direction such social change should take. It should be aimed at more social justice and more equity among individuals, among peoples, and among regions and countries. This is a basic principle. DE must not promote or replicate injustices, inequalities and iniquity, on the contrary, it is there to fight them. DE does not step in with open or veiled stereotype based discrimination; on the contrary, it tries to break down those stereotypes, whether they are based on gender, skin colour, social class or national/local identity, to mention but a few. And these concerns must exist in South as well as in North contexts.

Secondly, the action principles are based on solidarity, cooperation and co responsibility. These are constitutive and essential values which cannot be used instrumentally, otherwise they risk distorting the notion of personal and social change that implies the promotion of participatory and reflexive citizenship, where each person and each community can be an agent of change.

The notion of engagement as a principle transcends its appreciation as a positive process in itself. Indeed, it is an essential condition to ensure that all individuals have equal opportunities to access their rights and obligations, and to being the makers of their own history. Therefore, the involvement of individuals, organizations and countries from the South in DE related discussions and activities is fundamental, in order to counter any paternalism that may exist in the relations between the richer world and poor countries. This involvement must be ensured so as to guarantee the pluralism and autonomy of opinions and the possibility for each person to define his/her own position and discourse, and not be hetero defined form the outset.

[54] Kumar, A. (2008), "Development Education and Dialogical Learning in the 21st Century", International Journal of Development Education and Global Learning, 1(1), p. 41.

Accordingly, DE provision cannot but have coherence as its core principle. DE as an ˝issue˝ or a ˝source of knowledge˝ and DE as an attitude and an integrated approach of principles and methodologies, and as a concrete response to problems it seeks to face, cannot be universes with different rationales. To call itself just, equitable, participatory, co operative, supportive is not enough – DE must be acquire those forms. Therefore, in DE ˝the form is content (...) the actual methodologies used are, simultaneously, formative contents˝[55]. At the same time, DE cannot abstain from a critical analysis of the multiple development related concepts and practices. The development models sustained must conform to the DE visions and practices in favour of social justice and equity.

Box 2. Guiding principles of ENED

Equity: means the implementation of the principles of equality and justice in concrete cases, promoting the access to equal rights by all persons and all peoples, according to their needs and difficulties.

Social justice: is based on the recognition that different levels of power mean different levels of access to resources and to the capacity for involvement and decision making, and therefore hinder the full enjoyment of established human rights. Education must contribute to re balance unfair power relations. Social justice implies fighting against discrimination.

Cooperation: means joining forces to perform a task in which each party contributes to a previously agreed common goal, according to a logic that is contrary to competition.

Solidarity: is a conscious attitude on the part of an individual or a group that consider(s) himself or themselves as part of, or affected by a problem or an unfair situation faced by other societies, organizations or individuals. It implies the will to share such difficulties with them and the search for possible solutions, countering indifference.

Co-responsibility: is based on the notion that North and South, centre and periphery, globally or within each society, have common, albeit different, responsibilities. This sharing of responsibilities in the face of problems and in the search for solutions discards any understanding whereby only one of the parties has a duty to bring about change.

Participation: means that different sectors of society, including the most marginalized and disadvantaged, influence decision making at different levels, thus acting upon their own development, as opposed to steering or strictly representative processes. It calls for mobilization and active citizenship, freedom of expression and freedom to decide on and influence those choices that determine the life of the community.

Coherence: means that there should be conformity between means and ends, between methodology/form and content, and between what is understood as education and what is understood as development.

Sources:
˝Glossário da Cooperação˝ (Glossary of Cooperation terms), available at http://www.dgeep.mtss.gov.pt/cooperacao/glossario.pdf
Argibay, M., Celorio, G., Celorio, J. (1997), ˝Educación para el Desarrollo. El espacio olvidado de la cooperación˝, Cuadernos de Trabajo de HEGOA, 19, p. 26

[55] CIDAC (2004), ˝Educação para o Desenvolvimento – Ficha Formativa n.º4˝, Plataforma Portuguesa das ONGD, Abril.

4.2. Aims

4.2.1. Overall aim

Promoting global citizenship through learning processes and by raising awareness of development related issues among Portuguese society, in a context of growing interdependence, and focusing on actions leading to social change.

4.2.2. Specific aims

1 – Promoting capacity-building among relevant public bodies and civil society organizations as DE actors, and creating dynamics and mechanisms of dialogue and institutional cooperation.

2 – Promoting the advancement of DE within the formal education sector at all levels of education, learning and training, including the participation of educational communities.

3 – Promoting the strengthening of DE in non-formal education settings, including the participation of various groups of Portuguese society.

4 – Promoting awareness-raising and political influence activities that call for concerted action between different actors.

4.3. Measures

Each of these specific aims is pursued through a number of intervention measures, as described below.

### 4.3.1. Capacity-building, dialogue and institutional cooperation

Specific aim 1: Promoting capacity-building among relevant public bodies and civil society organizations as DE actors, and creating dynamics and mechanisms of dialogue and institutional cooperation.

Capacity-building

Measures

1.1. Enhancing and diversifying the profile of agents empowered to promote quality DE activities.
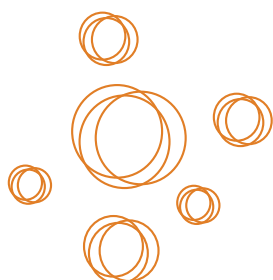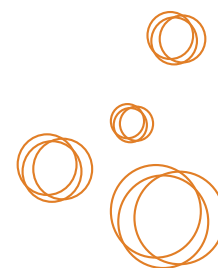
1.2. Creating spaces and conditions for the furtherance of DE from the conceptual, thematic and methodological points of view.

1.3. Making available relevant information, as well as pedagogical and other DE support tools.

1.4. Creating opportunities and conditions for research and for producing knowledge that is relevant for DE actors' capacity-building.

Justification

The growing interest for DE on the part of State actors and civil society, the relative increase in the number and types of players involved in this area, as well as the accumulated capital of DE practice, both in Portugal and in partnership with international actors, have not been duly reflected in terms of opportunities for quality empowerment.

A number of constraints persist in this area, which the present Strategy seeks to overcome. They include, inter alia, the absence of training at various levels among relevant DE actors and the fact that the number of formative offers in this field is still low; the shortage of human resources devoted to and having the experience required for devising, organizing and facilitating capacity-building, individually and collectively; and the difficulty in acceding information that is essential for a deeper knowledge of DE matters and for the advancement of DE; the insufficient tradition in terms of evaluation, critical reflection and research on DE practices inside organizations.

Therefore, the capacity-building of individuals and institutions involved in the framework of DE – at the planning, financing and implementation levels – is an essential starting point for promoting and ensuring the quality of all other intervention measures, with a view to strengthening DE as a field of action in Portugal. Moreover, this capacity-building should be backed by the preparation of support materials and by a growing involvement with research and knowledge production practices, undertaken by research centres as well as by DE actors themselves.

Institutional dialogue and cooperation

Measures

1.5. Structuring of regular opportunities for further discussion and sharing of experiences, information, methodologies and pedagogical resources between organizations.

1.6. Implementation of mechanisms for consultation on, and participation in the design and evaluation of DE policy instruments.

1.7. Furthering exchanges and strengthening relations between organizations at national and international levels.

Justification

The Portuguese political and institutional context in the field of DE has been characterized by a scarce interaction between organizations and/or institutions, that is, between government entities, between non-government entities, or between both. This is due, among other factors, to the fragility of relations between civil society organizations and movements, and to the lack of the tradition of providing for spaces for dialogue between the State and civil society organizations, which have seldom participated in policy-making. These problems also emerge in connection with such factors as the dialogue constraints posed by the differentiated roles of funder and recipient; the lack of mutual acquaintance between DE actors; and the existence of different organizational rationales, languages and cultures, as well as different DE perspectives and practices.

In practical terms, this context has translated into ad hoc and scattered initiatives lacking in cohesion and coherence, as well as into difficulties to find spaces and mechanisms that facilitate mutual acquaintance, the building of consensus and common positions, the identification of affinities and complementarities, and cooperation.

However, some steps have already been taken aiming at strengthening institutional cooperation and dialogue. Firstly, there is a growing consensus, both at political level and amongst civil society, as to the benefits of partnerships and of dialogue between the State and civil society, as a way to expand knowledge, widen perspectives and optimize resources. Secondly, mechanisms already exist for the coordination and representation of civil society organizations that allow to structure the dialogue opportunities existing between the associate organizations. Finally, account should be taken of the work experience accumulated among different entities (namely in the design of ENED), the relations already established with international partners (from North and South) and the participation in networks and fora in the area of DE.

In order to create a context that facilitates the advancement of DE in its various dimensions, mechanisms of institutional cooperation and dialogue between the different actors must be put in place and developed, focusing on a more effective policy and strategy to strengthen DE, free from the problems of overlapping, contradiction and dispersion that the absence of institutional cooperation and dialogue may originate.

The following publics should be involved in the pursuit of these measures:

• Public and civil society entities with responsibility in terms of DE policy-making, financing and evaluation of DE programmes and activities, and production of DE-relevant knowledge.

- Relevant public and civil society entities involved in other "Educations for...", which seek to expand and/or strengthen their involvement in DE.

The following promoters may be considered for the achievement of these measures:

- Public entities, from central and local administration, national platforms of civil society organizations, civil society organizations, training bodies, research centres.
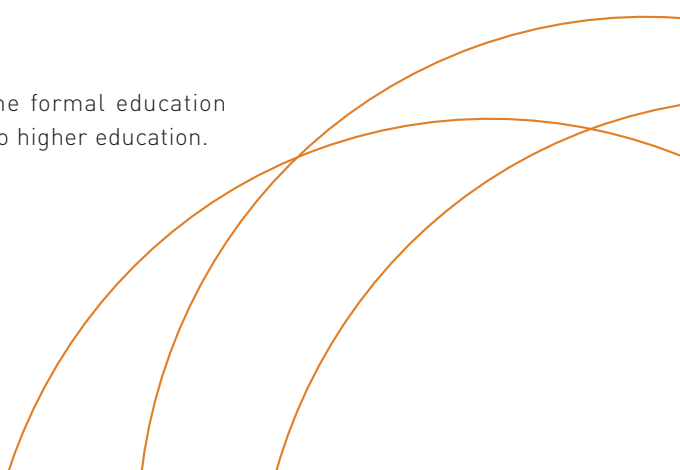
4.3.2. Formal education

Specific aim 2: promoting the advancement of DE within the formal education sector at all levels of education, learning and training, including the participation of educational communities.

Measures

2.1. Integrating DE in initial teacher training.

2.2. Preparing pedagogical guidance materials for education and training professionals and other education agents, and developing teaching materials in support of DE-related projects and educational activities.

2.3. Promoting joint work between education, learning and training institutions and public and private entities involved in DE.

2.4. Developing continuous training for education and training professionals and other education agents,   and   awareness-
-raising among those responsible for the management of school associations and educational communities.

2.5. Promoting DE-related research work in higher education institutions in connection with international peers from the North and the South.

2.6. Creating conditions to firmly establish schools and school associations as organizations which deliver education for citizenship, including the development dimension.

Justification

Promoting universal access to quality DE implies its integration with the formal education system. Such integration is necessary at different levels, from pre-school to higher education.

In the fields of pre-school, basic and secondary learning, the investment already made in education for citizenship is quite relevant. In fact, the principles of curricular organization and management, from pre school to secondary education, attribute a very significant relevance to Education for Citizenship – of which DE is a fundamental dimension –, as a cross cutting area in relation to all subjects and non-subject curriculum areas[56].

Within basic learning, Civic Education and Project Area are considered[57] as privileged curriculum areas for the development of Education for Citizenship. Also, the principles and values underpinning the skills to be developed by the pupils[58] include: "participating in civic life in a free, responsible, fair and critical manner" and "respecting and valuing individual and group diversity in their identity and choices", and these principles are coincident with the aims of DE.

At the same time, there is already a certain tradition of cooperative work between schools and other DE actors, as well as experiences of complementarity with non formal education. Indeed, school activities have been developing and opening up to cooperative work with public and private organizations, namely NGDOs. At the level of the Ministry of Education central services, The Directorate-General for Innovation and Curricular Development has already started a systematic dialogue and cooperation with civil society organizations and representations of international organizations with a view to the production and dissemination of DE materials.

In Portugal, the involvement of higher education in the area of education for citizenship, and DE in particular, needs to be further strengthened, not least because this is where initial teacher training takes place. From social and political sciences to health sciences, and to physical and mathematical sciences, they all are fertile ground for the training of DE skills, both at the cognitive and the social and ethic levels. Of course, in this respect, a special responsibility befalls the courses on Education Sciences, which must be particularly sensitive as to their relation with DE training. A closer interaction between higher education institutions and peak scientific research provides a special opportunity to contribute specifically to a pedagogical and discursive DE agenda that keeps abreast of ongoing conceptual and methodological changes in the different fields of knowledge.

Therefore, it is necessary to reverse these difficulties by focusing on training and the creation of knowledge, by making support materials available and by promoting joint efforts between schools, educational communities and DE actors, namely civil society organizations.

However, there is still some way to go. The Education for Citizenship approaches envisaged in this framework, in Portugal, are a must that has not given DE the necessary visibility. This has to do with some identified constraints, such as: the systematic non consideration of DE in the context of

[56] Law n.º 5/97, of 10 February; Decree-Law n.º 6/2001, of 18 January; Decree-Law n.º 74/2004, of 26 March.
[57] According to Government Order 19308/2008, of 21 July.
[58] Established in the "Currículo Nacional do Ensino Básico – Competências essenciais" ("Basic Education National Curriculum – Basic skills"), 2002.
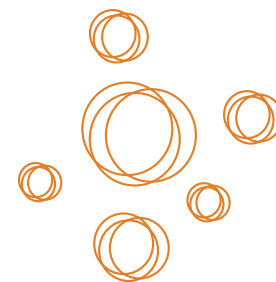
Education for Citizenship, specifically in the training of education and training professionals (initial and continuous); the existence of little DE material in support of the work to be developed in schools; the current constraints to the funding of continuous teacher training actions on Education for Citizenship, where DE is included; the scarce awareness of DE among educational communities; the fragile tradition, among teachers, of working as a team and addressing inter-disciplinary areas involving the different subjects.

The following publics should be involved in the pursuit of these measures:

• Children, youngsters and adults undergoing an education, learning or training process.

• Education and training professionals (teaching and non-teaching staff) from education, learning and training establishments.

• Persons in charge of educational organization and management.

• Relatives, guardians, parents' and students' associations.

• Public and private bodies that cooperate with teaching establishments in the development of DE activities, namely civil society organizations.

The following promoters should be considered for the achievement of these measures:

• Civil society organizations with experience in DE.

• Universities and research centres.

• Central, regional and local public authorities.

4.3.3. Non-formal education

Specific aim 3: promoting the advancement of DE in non-formal education settings, including the participation of various groups of Portuguese society.

Measures

3.1. Promoting the recognition of civil society organizations as major catalysts of DE activities in non-formal education settings.

3.2. Creating conditions for increasing and enhancing the quality of DE activities in non-formal settings.

3.3. Promoting the training of agents who develop DE activities as well as the recognition of the skills they acquire through their formative delivery.

3.4. Promoting the preparation and dissemination of quality learning materials and resources.

3.5. Promoting interaction, experience sharing and mutual acquaintance, at national and international levels, between non-formal education agents and between these and formal education agents.

Justification

The degree of awareness, recognition and implementation of the concept of non-formal education in Portugal has fallen short of the importance it deserves, even though this concept is the focus of debates on educational issues within the Council of Europe and the European Union[59]. Nevertheless, this has been the primary field of DE provision in Portugal, namely by civil society organizations. This anachronic lack of recognition is partly due to constraints arising from the sometimes difficult and asymmetric relation between formal and non-formal education.

However, owing to the changing agendas of civil society organizations and to their growing capacity to work with entities from the educational community, non formal education has made some progress in terms of interaction with formal education. But the opportunities to firmly establish non formal education as an acknowledged DE instrument *per se* in Portugal still hinge on its own characteristics, which are seen as advantages and contribute to foster the acquisition of "other skills" gained outside formal education settings, and on the strengthening of civic and social skills. Inasmuch as non-formal education depends on citizens' involvement in associations and organizations, which in itself is an educational process, such involvement is fundamental to ensure universal access to DE from a perspective of social change also in practical terms, which is more difficult to promote in formal settings.

Non-formal education activities tend to be more flexible, more open to new realities and new matters, and more permeable to experimentation and innovation. In principle, non formal education allows for greater pluralism, participation and horizontality in relations in learning settings. Hence the growing demand for this form of education from different sectors of society, as it provides a potential field of action in addition to that of civil society organizations. This is a demand that can be met, for there are already a number of organizations with a strong knowledge in this area, both in the field of DE and in that of other "Educations for...", sometimes network connected.

However, embedding of practices is still required, as is social recognition of the educational role of civil society organizations. The firm establishment of non-formal education will also depend on greater capacity-building of the agents that develop DE activities, on the quality of the structures and the materials used, and on the social impact of the training delivered.

The following publics should be involved in the pursuit of these measures:

• Civil society organizations devoted to the pursuit of DE activities and/or that carry out non-formal education activities, linked to learning provision and the exercise of citizenship, which may come to integrate DE-related aspects or components.

• Publics defined by civil society organizations as target groups for non-formal education provision.

The following promoters should be considered for the achievement of these measures:

• Civil society organizations with experience in the field of DE.

• Non-formal education specialists and training entities.

• Universities and research centres.

4.3.4. Awareness raising and political influence

Specific aim 4: promoting awareness raising and political influence activities that call for concerted action between different actors.

Awareness raising

Measures

4.1. Promoting awareness-raising activities that include reflection and learning arrangements and the sharing of the experiences learnt, within the framework of DE.

4.2. Promoting awareness-raising activities that stimulate actors' capacities and skills for concerted action.

4.3. Promoting awareness-raising activities that strengthen the liaison with journalists and the media, whether of wide coverage or local scope, specialized or digital (blogs, wikis and social networks).

4.4. Promoting the participation in international awareness raising activities that allow to expand their respective impacts.
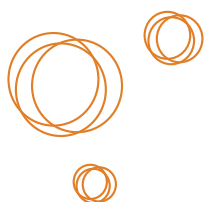
Justification

Public awareness initiatives should not consist of simplistic messages or isolated acts that do not allow for real impact on the understanding capacity and the mobilization of their main target groups. Therefore, there is a growing wish and need to perform this type of activities in a structured and coordinated manner.

There is also insufficient discussion on the objectives, the potential and the limits of awareness raising in the framework of DE, while there is also a clear risk that activities may be prepared and/or implemented as an end in themselves. Indeed, this is perhaps the type of DE intervention where there is a more obvious inconsistency between the objectives and the methodologies used to achieve them. This is partly due to the little experience in putting in place awareness raising activities and evaluating their impact, as well as in the coordination of actors at national level. Moreover, it is very difficult to get complex messages across through large audience media, which often leads to distortions in the coherence of messages issued in the framework of DE. On the other hand, alternative media that would be willing to welcome this type of actions do not have the necessary projection and acceptance for the messages to reach a large part of the population.

Political influence

Measures

4.5. Promoting political influence activities that include reflection and learning arrangements and the sharing of the experiences learnt, within the framework of DE.

4.6. Promoting political influence activities that stimulate actors' capacities and skills for concerted action.

4.7. Promoting political influence activities that strengthen the liaison with different media and journalists.

4.8. Promoting the participation in political influence activities at international level which allow to expand their respective impacts.

Justification

As regards political influence, difficulties also exist in connection with the coordination between actors, the lack of knowledge-based experience and learning, and the discussion on actions already undertaken or on relevant international practice. There is a shortage of institutional frameworks on the basis of which this type of activities can be developed, namely advocacy (which is more

demanding), just as there is a weak tradition of research in support of proposals for political change. Additionally, misunderstandings persist on the objectives of political influence activities and on the necessary conditions to achieve them, and there is also little receptivity, underrating and incorrect interpretation of this type of actions by the media.

However, there are already some seeds that may lead to improvement in the quality of political influence activities, namely learning from international experiences, specifically in the area of advocacy, and participating in various campaigns. It would be important if other areas of DE intervention would inform political influence intervention, particularly as regards the acquaintance with appropriate methodologies for experience-based learning. National platforms of civil society organizations are fundamental actors for launching and developing discussions and experience sharing on this type of actions and on the challenges they pose. Usually, the larger and the better the interaction between the promoters, the more legitimacy these will have before society and those they wish to influence.

The following publics should be involved in the pursuit of these measures:

• Civil society organizations and social movements.

• Media and journalists.

• Public opinion in general and specific segments thereof.

• Individuals and public and private institutions with decision-making and other responsibilities.

The following promoters should be considered for the achievement of these measures:

• Civil society organizations and social movements.

• National platforms of civil society organizations.

• International organizations.

• Universities and research centres.

• Public bodies from central and local administration.
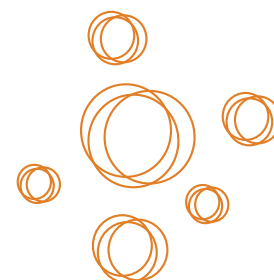
5. Monitoring and evaluation

In recent years, a number of international and national declarations and documents have pointed to the need for increased and improved DE. The development of national strategies and the increased political support for DE have been accompanied by a growing recognition of the need for appropriate monitoring and evaluation models[60].

Evaluation in the area of DE may be informed by the evaluation models of two different sectors: the development sector model – more focused on results and criteria such as effectiveness, efficiency, sustainability and impact – and the education sector model – more focused on an educational and a learning perspective[61]. In recent years, the second perspective has gained more weight at international level, where there is a growing consensus that it is the most appropriate for DE. At national level, clarification on this issue must be considered an essential aspect within the framework of the present Strategy.

5.1. Promoting a culture of evaluation, innovation, diversity, and history

Innovation implies learning not only from success but also from failure, taking risks and experimenting new paths. The monitoring and evaluation exercise will have to make the necessary leeway for further innovation, highlighting the lessons that may derive from it.

Diversity is called for in the actual definition of DE, which encourages the plurality of visions and expressions, the democratic respect for the choices of every person and every entity – provided they do not violate human rights, individually or collectively –, dialogue and the sharing of opinions and experiences, and the joint building of new knowledge and new practices. Monitoring and evaluation processes will have to accommodate the diversity of organizations and proposals, making the most of them in terms of learning for the future.

History underpins all the learning, the understanding of the world we live in, and personal and social intervention. In many countries there is a paucity of documentary evidence regarding the practice and policy of Development Education – which hampers the quality and sustainability of the design, implementation, monitoring and evaluation of the actions undertaken, as well as the vision of the achievements made so far and of the medium and long term goals. It is also the duty of evaluators, both internal and external, to value and stimulate record keeping and the building of memory at all levels, from work meetings to projects and processes that, altogether, make up the history of DE.

[60] See O'Loughlin, E. Wegimont, L. (eds.) (2008), Quality in Global Education: An Overview of Evaluation Policy and Practice, Amsterdam, GENE.
[61] As pointed out by Doug Bourne, DEA (2001), Measuring Effectiveness in Development Education.

5.2. Monitoring and evaluation of ENED

The National Strategy, including its Action Plan, which lays down the agreed measures, actions, instruments and resources required for its implementation, will be monitored and evaluated during its lifetime. Learning arising from monitoring and evaluation should inform further national strategy initiatives.

Monitoring and evaluation procedures shall comply with the following criteria:

• Responsibility for the oversight of monitoring and evaluation of ENED will be undertaken by the National Committee which emerges from the national policy development process. This Committee shall meet at least twice a year, and its secretariat will be provided by IPAD.

• Monitoring will be based on the learning already achieved in the development of the strategy, including the systematisation of experiences, drawing on the existing baseline of practice in Development Education in Portugal. This continuous monitoring process may lead to future adjustments in the Action Plan, with a view to improving existing practices and the Strategy itself.

• There will be external evaluative steps in the process of monitoring and evaluation, including a mid-term review and a final evaluation. The former may draw on the peer review process within the framework of GENE. The outcomes of these reviews will be made public.
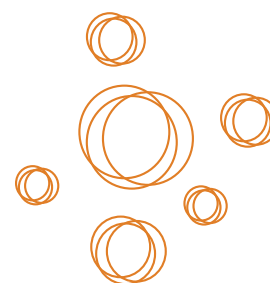
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Annex

«A Estratégia Nacional de Educação para o Desenvolvimento (ENED) foi aprovada pelo Secretário de Estado dos Negócios Estrangeiros e da Cooperação e pelo Secretário de Estado Adjunto e da Educação, através do Despacho 25931/2009, publicado na edição do Diário da República, II Série, de 26 de Novembro.

No referido despacho reconhece-se ainda a criação de uma Comissão de Acompanhamento da ENED, composta por representantes das seguintes entidades: Instituto Português de Apoio ao Desenvolvimento, que preside, Direcção-Geral de Inovação e Desenvolvimento Curricular, Centro de Informação e Documentação Amílcar Cabral — CIDAC e Plataforma Portuguesa das ONGD.

Finalmente, é de salientar que a ENED compreende um Plano de Acção, aprovado através de um protocolo de colaboração subscrito pela maioria das instituições públicas e das organizações da sociedade civil envolvidas no processo de elaboração da Estratégia, a 22 de Abril de 2010.»

National Strategy
for Development
Education