

Global Education in Portugal

**The European Global Education
Peer Review Process
National Report on Portugal**

Executive Summary

This National Report on Global Education in Portugal is part of the European Global Education Peer Review Process, which was initiated in 2002 with the purpose of increasing and improving Global Education in Europe. This report is the culmination of a Peer Review Process led by an International Peer Review Team. Through research and interviews with key stakeholders, information was gathered and critical perspectives developed about the current state of Global Education in Portugal, and about prospects for further development. This process, facilitated by GENE (Global Education Network Europe), was developed in cooperation with the Camões Institute, the Ministry of Education and Science, CIDAC and the Portuguese NGDO Platform, as the national counterparts in the process.

This Peer Review report seeks to outline the policy learning from the Peer Review process; in order to make observations and recommendations that will be useful to Portuguese stakeholders as they journey towards the day when all people in Portugal will have access to quality Global Education. It also seeks to highlight good practice and comparative policy learning for others involved in Global Education and Development Education in other European countries and further afield.

The report is structured as follows. Chapter 1 below provides an introduction to the report and the process generally. Chapter 2 outlines the context of Global Education in Portugal. Chapter 3 examines the National Strategy for Development Education in Portugal. Chapter 4 provides an outline of the key observations and recommendations of the Peer Review. Here we provide a summary outline of some of the main conclusions or recommendations.

The Peer Review team recognises the strong and continuing political support – including significant cross-party Parliamentary interest – and strong institutional engagement with Development Education and Global Education in Portugal. This support is reflected in the composition of the various working groups involved in the Portuguese National Strategy for Development Education (ENED).

Portugal has an excellent National Strategy for Development Education. The development of the Strategy was characterised by an initial formulation phase which was highly participative. This has paid dividends in terms of conceptual clarity – the achievement of which is ongoing – and strong ownership. There is also a significant emphasis on monitoring, review and evaluation. The ENED Follow-up Report 2010-11 shows how the strong emphasis on monitoring and improvement is being implemented. The Portuguese actors should be highly commended for this emphasis, and should aim to ensure it results in both implementation and increased quality.

The Peer Review recommends to Camões that its expertise in this field, built up over a number of years within what is now its Civil Society unit, continues to be nurtured and that it continues to lead the process of the National Strategy (in cooperation with other key stakeholders in the Strategic Group). The unit has the credibility to do so with all stakeholders; this should be further built upon and strengthened.

The Peer Review report recognises that there is a need for capacity building within all institutions in order to ensure that the good work that has already been achieved in the initial phase of implementation of the National Strategy continues. This has been recognised by the Strategic Group and the Enlarged Group as they move forward with implementation.

This report, while recognising the current economic and financial constraints facing countries in Europe, also recognises the strong progress to date concerning Development Education and Global Education in Portugal, and the quality and potential of the Portuguese National Strategy for Development Education. Given this context, the Peer Review recommends that there is a need to plan for increases in funding.

The Peer Review recommends that those working in the formal education sector strongly avail of current opportunities for introducing Development Education to all students in Portugal, reviewing the opportunities for integration of Development Education within all subject areas.

The Peer Review also recommends that those NGOs with expertise in Development Education and Global Education should engage in broad partnership projects with Civil Society Organisations and formal and non-formal education organisations and associations (youth, trade unions, consumer associations, employers, business, etc.).

Recognising the strong parliamentary knowledge, support, and commitment to the field, the Peer Review recommends that this should be built upon. A number of practical suggestions are made in the report based on discussions with members of two Parliamentary Committees and one Parliamentary Group.

These and other key observations and recommendations of the Peer Review Process are contained in Chapter 4 of the report.

It is intended that the Peer Review recommendations contained in this report (along with others that national stakeholders might develop in response), will stimulate further debate and critical reflection on the development of Development Education and Global Education in Portugal, as similar Peer Reviews have done in other countries. The Peer Review team believes that there are very real challenges, but also great and significant opportunities ahead for Development Education and Global Education in Portugal. The Secretariat and the Peer Review Team will continue to be available to the national partners

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in the process, to assist with advice and support in follow-up initiatives which may arise as a result of the Peer Review and its recommendations.

It is also apparent that the experience of Development Education and Global Education in Portugal, as highlighted in this report, will provide examples of innovation and possibilities for learning for others involved in Development Education and Global Education in Europe.

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

Chapter 4

Key Observations & Recommendations

Key Observations

1. The Peer Review team notes the significantly changed political, economic and social realities in Portugal, Europe and globally since the development of the first Portuguese National Strategy for Development Education in 2009.
2. There is still strong and continuing political support for Development Education and Global Education in Portugal. This is exemplified at the highest level, with strong commitment by the government, as reflected in meetings during the Peer Review process with the Secretary of State for Development Cooperation, and with the Secretary of State for Education.
3. There is also remarkably strong cross-party parliamentary support. The Committee on Foreign Affairs and the Committee on Education and Culture both show interest in, knowledge of, and support for Development Education. This is also evident in the work of the Cross-Party Working Group on Population and Development. Strong parliamentary support for Development Education and Global Education in Portugal is welcomed and noted by the Peer Review team.
4. There is also strong institutional support for Development Education and Global Education, as reflected by the range of participants that were involved in the two working Groups that developed the National Strategy for Development Education (ENED). Working Group 1 involved Camões, the Ministry of Education and Science, CIDAC and the Platform of NGDOs, while Working Group 2 comprised these four plus a further 11 Institutions and Agencies (see chapter 3 for list). The Peer Review report also notes the commitment of the Strategic Group and enlarged group that signed up to the implementation of ENED.
5. There is strong, vibrant and diverse civil society engagement in Development Education and Global Education, including by the organisations involved in the Development Education Working Group of the Platform of NGDOs, as well as by other, broader civil society organisations and sectors. However, it must also be acknowledged that the political, economic and social context in Portugal, and the diminished funding available, has led to fragility in the voluntary sector, including among NGOs devoted to Development Education and Global Education. If capacity in this sector is lost as a result, it may be difficult to regain.

6. Portugal has an excellent National Strategy for Development Education (ENED). The development of the Strategy was characterised by an initial formulation phase which was highly participative. This has paid dividends in terms of conceptual clarity (the achievement of which is ongoing) and strong ownership. There is also a strong emphasis on monitoring, review and evaluation. The ENED Follow-up Report 2010-11 shows how the strong emphasis on monitoring and improvement is being implemented. The Portuguese actors should be highly commended for this emphasis, and should aim to ensure it results in both implementation and increased quality.
7. The Strategy's action plan has also led to some progress in terms of mainstreaming Development Education into the education landscape, with the signing of three MOUs. In particular:
 - a) The MOU between Camões and the Ministry of Education and Science, which is highly strategic and includes plans for the integration of Development Education into all levels of education from pre-school to post-primary;
 - b) The MOU between Camões and the Ministry of Education and Science, CIDAC and Fundação Goncalo Da Silveira; and
 - c) The MOU between Camões and the Higher School of Education of the Polytechnic Institute of Viana do Castelo, which focuses on the task of monitoring the National Strategy.
8. All stakeholders recognise the important leadership role of the Civil Society unit (formerly within IPAD, now Camões) and of CIDAC in the development and implementation of the National Strategy. This form of "open leadership" – maintaining and providing direction, while being inclusive of all stakeholders – constitutes a distinct model of good practice. The important commitment and engagement by the other stakeholders in the original Working Group 1, now the Strategic Group, and the close working relationship that has developed between all 4 stakeholders – Camões, the Ministry of Education and Science, CIDAC and the NGDO Platform – have been crucial to the development and progress on implementation of the strategy.
9. The merger of Camões and IPAD is still in the early stages. The merger provides both opportunities and challenges to the important work of integrating and mainstreaming Development Education and Global Education. The convergence of culture, language, education, trade and development may provide new opportunities for an understanding of their relationship.
10. Trade links also provide opportunities for strengthening fair trade provisions; a sector which has provided strong initiatives in the field of Global Education in other countries. Portuguese relations with countries of the Global South, and particularly with Portuguese speaking countries in Africa, Asia and Latin America, means that Portugal has rich and close ties with these countries, including prominent communities of Portuguese who have immigrated from, including, Angola, Brazil, Cape Verde, East

Timor, Guinea Bissau, India, Macao, and Mozambique. Immigrant communities, of various generations, provide a wealth of direct experience that has, in other countries, led to stronger, more grounded, and more culturally articulated and diverse provision of Development Education. There may be room for strengthened and more systematic involvement of Portugal's immigrant communities in the provision of the ENED Strategy.

11. Regarding funding, there is a clear political commitment to seek to provide funding at current levels. It is recognised that the MFA has maintained this funding in spite of severe cutbacks in other areas of development cooperation. The Peer Review also observes that the success of the National Strategy, and the fact that the Ministry of Education and Science has begun to mainstream Development Education into the formal education system at all levels, means that Portugal is at a very positive stage in the development of Development Education. However increased funding will be required if the potential created by the National Strategy is to be fulfilled.
12. Given Portuguese government policy concerning the relationship between culture, trade and foreign policy there may be an opportunity for broader sources of funding/ investment in Global and Development Education, and in the ENED, as considered appropriate by the Portuguese bodies involved.

Key Recommendations

1. The changed political, economic and social realities in Portugal need to be taken into account in any refocusing of the strategy. The changed context, and emerging understandings of the world, should inform the content, process, and the strategies used for integration and mainstreaming of Development Education.
2. In order to ensure that the good work already achieved in the initial phase of implementation of the National Strategy continues, there is a need for capacity building within all institutions. This has been recognised by the Strategic Group and the Enlarged Group as they move forward with implementation.
3. Maintaining the momentum towards the integration of Development Education and Global Education at all levels of formal education, and within non-formal education, cannot happen without knowledgeable and skilled policy leadership. The Peer Review recommends to Camões that its expertise in this field, built up over a number of years within what is now its Civil Society unit, continues to be nurtured and that it continues to lead the process of the National Strategy (in cooperation with other key stakeholders in the Strategic Group). It has the credibility to do so with all stakeholders; this should be further built upon and strengthened.

4. One of the strengths of the National Strategy for Development Education process has been the broad stakeholder involvement. This could be further invigorated and deepened through continued engagement, through review and planning, and through concrete common initiatives (such as the Jornadas and the Development Education Forum). It could also be achieved by targeted joint projects between and among a number of organisations involved in the Enlarged Group committed to implementing the Strategy.
5. Recognising the fact that the National Strategy for Development Education provides strong opportunities for integration and also recognising the political commitment to maintain funding, it becomes apparent that there is a need to plan for increases in funding. Ultimately, there is a need to consider strengthened funding commensurate with the quality and ambition of the national strategy. MFA development cooperation funding, via Camões, should, as in other countries, continue to be the strategic driver in this area. In the current international economic climate there is also a need to ensure that existing available resources are maximised.
6. Alongside the need for increased funding, there is a need to consider further integration within existing systems and processes, measures that are to a large extent cost-neutral. For example, existing national plans (health, combating violence, etc.) can be considered from the perspective of their potential for Development Education; it is possible to draw on the breadth of understanding of Development Education and Global Education to integrate global perspectives into existing initiatives in related sectors and fields.
7. In the framework of the budget of the national co-financing scheme, the Portuguese authorities provide co-financing to those who are successful in obtaining EU funding in the field. Nevertheless, the Portuguese authorities don't use an additional budget. The advantage of this approach is that funding to the national level can be maximised. However, unless this approach comes with additionality of national funds and a separate budget-line, the problem will emerge that available funds will be diverted from national priorities to common European strategies. It is important to ensure that the National Strategy has priority and that diversity is not diminished (as smaller NGOs may not have access to EU co-financing). Experience from other countries in mediating these funding tensions – ensuring adequate funding for national initiatives while maximising the drawing down of European funds – may be pertinent.
8. Further joint, concerted bilateral or sector-specific projects and initiatives should be undertaken. In particular, those NGOs with expertise in Development Education and Global Education should engage in broad partnership projects with Civil Society Organisations and formal and non-formal education organisations and associations (youth, trade unions, consumer associations, employers, business, etc.).

9. Recognising the strong work already ongoing in the field of formal education, there is potential for more thorough integration of Development Education into formal education at pre-school, basic and secondary level (2014), with the development of curriculum guidelines. The Peer Review recommends that those working in the formal education sector strongly avail of this opportunity for introducing Development Education to all students in Portugal, reviewing the opportunities for integration of Development Education within all subject areas, and particularly in the teaching of Portuguese, Maths, English and the Sciences (as a dimension of Education for Citizenship which is facilitated through a cross-curricular approach).
10. Following meetings between the Peer Review team and various Parliamentary Committees, the Peer Review recommends the following:
- The strong parliamentary knowledge and support, and remarkably strong parliamentary commitment to the field, should be built upon.
 - The Committees on Education and Foreign Affairs (along with other committees such as that on Human Rights), might consider developing a joint working group to highlight, accompany and reflect parliamentary support for the work of Development Education.
 - Parliamentary support might also be pursued for the proposal by the Education Committee of the Assembly that the Annual Youth Parliament might have a Development Education related theme as part of its annual theme-choosing process. This Peer Review respectfully supports such a suggestion made to it by Parliamentarians.
 - The Peer Review also notes the proposal that emerged from discussions with parliamentarians regarding Development Education with the youth wings of the political parties. Parliamentarians across a number of political parties proposed work on Development Education within the programmes of their own political parties, and also a possible cross-party initiative, perhaps in tandem with the National Youth Council. While in no way wishing to suggest to political parties what their programme should be, the Peer Review notes and supports these suggestions by parliamentarians, and recommends that they be considered by all political parties.
11. The Peer Review considers that the possibilities emerging from the strategy in the school system require a commensurate, coordinated and strategic response to initial teacher education and training. This review recommends exploring the possibility that one of the Higher Schools of Education take on a facilitating role in encouraging a systematic sharing of perspectives in this field among other HSEs (perhaps in particular among the 14 teacher training institutes networked in the Higher Schools of Education Association). Key stakeholders involved in the National Strategy should consider ways of supporting and encouraging cooperation between the Universities also, and between the HSEs, including through the organisation of a targeted seminar with these institutions. It may also be worthwhile establishing a seed-funding mechanism to further incentivise such institutions. A coordinated approach to Initial Teacher

Education is necessary if all teachers in Portugal are to become appropriately up-skilled in Development Education.

12. Furthermore, in-service teacher education and training and ongoing professional development are required in this field through the appropriate institutions.
13. One of the strengths of the Portuguese National Strategy is its emphasis, from the start, on the issue of monitoring, evaluation, research and the accompanied policy learning. This should be appreciated and shared with other countries involved in the development of national strategies. It is also important that such practice of monitoring, evaluation and continuous improvement is built into all Development Education and Global Education processes at micro, meso and macro levels.
14. Portugal has strong and proud traditions of civil society and civic engagement in issues of local, national and global concern. While the national strategy has been very strong on the inclusion of a wide range of representative structures and institutions, feedback from some of these stakeholders would suggest that there seems to be little understanding among the Portuguese public of the importance of this strategy, and of the relationship between Development Education and Global Education, and public concerns which are high in terms of public awareness (such as local and global poverty; the limits of growth; the privatisation of public goods and services; the negative effects of austerity; the relationship between global and regional macro-economic policies; and issues of local and national equality, justice, distribution, solidarity and prosperity). The current complex crises may provide an opportunity to link issues that are already of concern to the Portuguese public with issues that are at the centre of the National Strategy. In the same respect it would be important that efforts are made to reach all people in all areas/regions of Portugal with Development Education and Global Education.
15. Portugal's strong international engagement in the field of Global Education and Development Education, with for example GENE, EC, OECD DAC, COE and CONCORD should continue and be built upon. Not only does it enhance Portugal's deserved reputation in this field, it also enables other policymakers to share the learning from Portugal's experiences.