OPPORTUNITIES AND CHALLENGES OF IMPLEMENTING DEVELOPMENT AND GLOBAL CITIZENSHIP EDUCATION STRATEGIES IN PORTUGAL

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Technical sheet

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List of abbreviations and acronyms

AE Essential Learnings Outcomes *(Aprendizagens Essenciais)*
APA Portuguese Environment Agency *(Agência Portuguesa do Ambiente)*
APROFGEO Geography Teachers' Association *(Associação de Professores de Geografia)*
APSEs Action Plan Signatory Entities
ARIPESE Association for Reflection and Educational Intervention in ESE Policy *(Associação de Reflexão e Intervenção Educativa na Política das ESE)*
CA ENED ENED Monitoring Commission *(Comissão de Acompanhamento da ENED)*
CE Citizenship Education
CEAUP Centre for African Studies of the University of Porto *(Centro de Estudos Africanos da Universidade do Porto)*
CeD Citizenship and Development curricular component
CGpDS Global Citizenship for Sustainable Development *(Cidadania Global para o Desenvolvimento Sustentável)*
CICL Camões – Instituto da Cooperação e da Língua, I.P.
CIDAC Centro de Intervenção para o Desenvolvimento Amílcar Cabral
CPADA Portuguese Confederation of Environmental Defence Associations *(Confederação Portuguesa das Associações de Defesa do Ambiente)*
CSOs Civil Society Organisations
DAC Development Aid Committee
DC Development Cooperation
DCF Development Cooperation Forum
DE Development Education
DEAR Development Education and Awareness Raising
DGCE Development and Global Citizenship Education
DGE Directorate-General of Education
EECE School Strategy for Citizenship Education *(Estratégia de Educação para a Cidadania de Escola)*
ENEC National Strategy for Citizenship Education *(Estratégia Nacional de Educação para a Cidadania)*
ENED National Strategy for Development Education *(Estratégia Nacional de Educação para o Desenvolvimento)*
ENGOs Environmental Non-Governmental Organisations
ESD Education for Sustainable Development
ESEs Higher Schools of Education *(Escolas Superiores de Educação)*
ESE-IPVC School of Education of the Polytechnic Institute of Viana do Castelo *(Escola Superior de Educação do Instituto Politécnico de Viana do Castelo)*
EST Education for Social Transformation
FGS Fundação Gonçalo da Silveira
GCE Global Citizenship Education
GE Global Education
GENE Global Education Network Europe
GTEC Working Group on Citizenship Education *(Grupo de Trabalho de Educação para a Cidadania)*

IPAD Instituto Português de Apoio ao Desenvolvimento, I.P.
LDAs Local Development Associations
MAI Support Mechanism for ENED Initiatives *(Mecanismo de Apoio a Iniciativas ENED)*
MNE Ministry of Foreign Affairs *(Ministério dos Negócios Estrangeiros)*
NGDOs Development Non-Governmental Organisations
NGOs Non-Governmental Organisations
OECD Organisation for Economic Co-operation and Development
PASEO Students' Profile at the End of Obligatory Schooling *(Perfil dos Alunos à Saída da Escolaridade Obrigatória)*
PDCS 2030 Portuguese Development Cooperation Strategy 2030
PPONGD Portuguese Platform of Development NGOs *(Plataforma Portuguesa das ONGD)*
SDGs Sustainable Development Goals
SEGIB Ibero-American General Secretariat *(Secretaria-Geral Ibero-Americana)*
SPCIC Permanent Secretariat of the Inter-ministerial Commission for Co-operation *(Secretariado Permanente da Comissão Interministerial para a Cooperação)*
WSA Whole-School Approach

1. Development and Global Citizenship Education[1] in Portugal

1.1. Key concepts

. TERMINOLOGY AND DEFINITIONS

Historically, the most widely used terminology in Portugal has been **Development Education (DE)**, which still prevails as a central concept at institutional level. Introduced in the 1980s within the framework of Development Cooperation (DC), it has developed mainly within this framework, being worked on by Non-Governmental Development Organisations (NGDOs) and, from the 2000s onwards, supported by public institutions linked to the cooperation sector and the Ministry of Foreign Affairs (MFA). Currently, the outlook remains the same, with Camões - Instituto da Cooperação e da Língua, I.P. (CICL) being the main driving force and public actor behind the National Development Education Strategy (ENED)[2] and, at the same time, the country's main representative in international governmental groups and forums in the area of Global Education, as well as the main national funder of this specific area.

However, in recent years the term **Global Citizenship Education (GCE)** has been gaining ground among various civil society actors, particularly those that are not linked to the area of Development. At NGDO level, the majority also uses the term GCE, but keep it alongside with the use of the term DE and/or mixing the two, giving rise to a third terminology: **Development and Global Citizenship Education (DGCE)**, which prevails, for example, at the Portuguese Platform of NGDOs (PPONGD), giving its name to the Working Group in this specific area.

Within school actors, the terminology GCE is more usual and familiar, since it ties in directly with the idea and educational practices of **Citizenship Education (CE)**, adding an adjective whose term - 'Global' - is well known and makes sense to most. On the other hand, the term 'Development' in the educational context often leads to an imaginary framework related to the psycho-emotional development of children and young people, or even to the more traditional idea of promoting aid and/or access to education in so-called 'developing' countries. The Ministry of Education, through the Directorate-General of Education (DGE), has historically adopted the terminology DE, taking on the role of CICL's main public partner in terms of ENED (being a member of its Monitoring Committee from the outset) and implementing the Development Education Guidelines (DE Guidelines)[3]; more recently, in 2017, through the National Strategy for Citizenship Education (ENEC)[4], DE was linked to the **Sustainable Development** area, with the DE Guidelines becoming the main reference document for this field.

[1] For the purposes of this study, we will use the terminology Development and Global Citizenship Education (DGCE) whenever we refer to the sector in general. This option allows us to combine the terminology with the widest reach in terms of public policy (DE) with the terminology adopted by the GET project in Portugal and which is increasingly accepted by school actors (GCE).

[2] See subchapter 2.1.1.

[3] See subchapter 2.1.3.

[4] See subchapter 2.1.2.

The term **Education for Social Transformation (ETS)** has been used more recently by some Civil Society Organisations (CSOs), especially when they want to take a more inclusive and broader approach to this area and/or when they develop activities and projects in partnership with institutions in countries and regions where the term *Development Education* is associated with neo-colonialist visions and approaches, and the term *Global Citizenship Education* is related to Eurocentric and/or mercantilist visions and approaches.

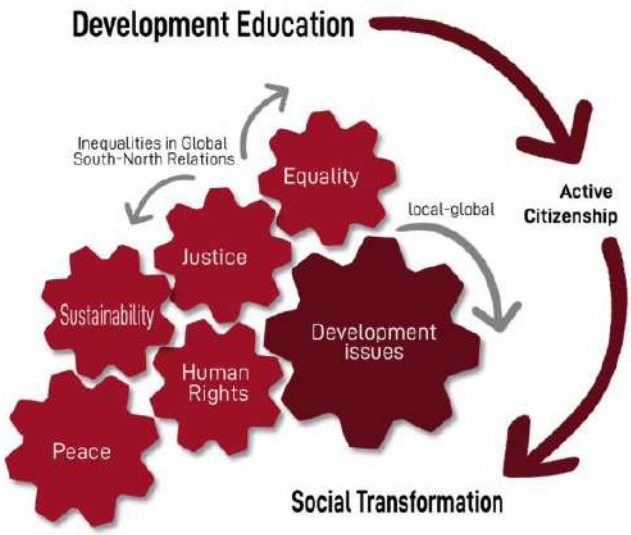
There are also some institutions that, under the influence of European institutions - e.g. Global Education Network Europe (GENE), North-South Centre of the Council of Europe - use the terminology **Global Education (GE)**, but this is a term not widely used in Portugal.

This terminology and definitions debate, at institutional level, has taken place, above all, within the framework of the ENED elaboration processes, which have included a part dedicated to the conceptual framework, worked on collaboratively in workshops involving diverse actors. As this debate takes place within the framework of the ENED, inevitably the dominant concept being worked on (and embraced) is that of DE.

. THE CONCEPT OF DEVELOPMENT EDUCATION

Starting from various definitions of DE, namely those that are presented by the European Consensus on DE (2007) and by the document 'A Strategic Vision for the Portuguese Cooperation' (2005), reiterated by the 'Strategic Concept for the Portuguese Cooperation' (2014), as well by the PPONGD (2002/2017), and recognising that 'defining DE is always an unfinished and complex task' (ENED, 2009, p. 16) and that 'the DE concept has been marked by evolution and articulation between different practices, theories and approaches in the framework of Development, Development Cooperation and Education' (ENED, 2018, p. 12), **ENED 2018-2022 specifies some elements considered fundamental to a definition of DE**, namely:

- is understood as a lifelong learning process committed to the integral formation of individuals, the development of critical and ethically informed thinking, and to citizens awareness and mobilisation through cross-cutting themes on development issues (human rights protection, promotion of a culture of peace and democracy, promotion of social justice, defence of environmental, economic and social sustainability, promotion of interculturality, non-discrimination and gender equality);
- focuses on problematising issues related to development, including questioning the concepts of development and education, based on a constant and interdependent reinterpretation of the realities, designations and approaches concerning the global 'North' and 'South' and international relations;
- emphasises relations of interdependence in the international context, addressing specifically the power relations and their impact in terms of global, national and local socio-economic asymmetries;
- has social transformation as its ultimate goal in the sense of preventing and fighting social inequalities, as well as promoting the well-being of all, both locally and globally.



(ENED 2018-2022: 13-14)

Recognising that form is also content and that people are active players in their learning processes (ENED, 2018), special attention is also paid to the **methodological elements of DE**, in particular:

- the promotion of critical and ethically committed thinking;
- the continuous promotion of the deconstruction of stereotypes and the defence of non-discrimination, equality and dignity of all;
- the promotion of participatory, collaborative and horizontal learning processes, aimed at developing autonomy and responsibility in learning and in action;
- the promotion of learning that interconnects, in a complex and non-linear way, different types of knowledge and levels of analysis (local, transnational and global; individual and collective) and that promotes intercultural approaches;
- the commitment to ethical principles of action, namely: co-operation; co-responsibility; equity; equality; social justice; non-discrimination; participation; and solidarity.

ENED 2018-2022 also defines formal, non-formal and informal education as **action fields for DE** and frames DE actions in three **forms of intervention**: awareness-raising and mobilisation; pedagogical action; coordination for policy improvement. Both the spheres of action and the forms of intervention are not interpreted as being rigid, but rather in constant interconnection and complementarity.

With specific regard to formal education, according to the DE Guidelines, DE "aims at raising awareness and understanding of the causes of development problems and of inequalities, locally and globally, in a context of interdependence and globalisation, so as to promote the right and duty of every person to participate in and contribute to an integral and sustainable development" (Cardoso et al., 2016: 5). In the same document, "it is recognised that school should play a key role in all levels of education, providing the acquisition of knowledge, the development of skills and the promotion of values, attitudes and behaviours that may help children and young people develop critical understanding and informed participation regarding local and global challenges to the building of a world, which is more just, more inclusive, and with more solidarity" (idem, p. 5).

Some **NGDOs**, together with educators and teachers in primary, secondary and higher education, in their quest to make DE more explicit in order to communicate clearly and effectively with the various school actors, systematise **four fundamental dimensions of DE**:

1. Pedagogical Dimension - corresponds to creative and critical educational processes that start from the daily reality of learners, in which the methodologies and approaches used are consistent with the content of DE itself and with its transformative learning intentionality.
2. Collaborative Dimension - corresponds to the dialogical processes that are built jointly and collaboratively by the people involved.
3. Political Dimension - processes that enable the development and enhancement, at an individual and collective level, an informed and critical vision for an active and transformative attitude towards the structural causes of the world's injustice and inequality, at a local and global level.
4. Ethical Dimension - processes based on principles and values that are fundamental to DE, such as economic and social justice, equity and the Common Good (CIDAC & FGS, 2023, p. 7).

. PROBLEMATIZATIONS AND QUESTIONS

Although existing in Portugal a broad consensus around DE and to the current concept associated with it, there are still tensions and problematisations related to the conceptual framework of this area.

A first tension/problematisation is the **conceptual dispersion associated to the varied 'Education for ...'**, in particular:

- The 'institutional subordination' of the term GCE in face of DE, particularly regarding public discourse, documents and policies. Given the above mentioned growing adherence to the term GCE by CSOs and by many actors in the school environment, this relationship between DE and GCE has been managed institutionally with diplomacy over the last few years, making currently unclear the distinction between one concept and the other, ending up, in a way, instrumentalising the terms, using them more according to the audiences, contexts and funding mechanisms rather than the actual concepts attributed to them.
- This tension widens when we integrate DE into a broader network of concepts, with links both to Citizenship Education (CE) – important to remember that, in Portugal, DE is linked to the Sustainable Development area, one of the seventeen areas established in the ENEC - and to GE/EST. Despite the search for complementarity underlying these exercises, there is a perspective of competitiveness inherent in them, if only because resources (financial and time related) are limited and condition the action of these various educational approaches.
- One particular tension that has been managed with even more diplomacy is the relationship between DE and Education for Sustainable Development (ESD), particularly since the advent of the Sustainable Development Goals (SDGs). With the emergence of the SDGs, pressure was put on the political agenda for a greater focus on ESD, particularly in the school and educational context. In this effort to valorise ESD, the ENEC linked DE to the specific field of Sustainable Development, stripping it of the status of a specific dimension provided for in the previous Guidelines (DGE-MEC, 2012), in a move that can be interpreted as weakening DE at the level of formal education (even though, at this level, it remains 'defended' by the DE Guidelines).
-

The ENED 2018-2022 seeks to address this tensions by highlighting the central and specific elements of DE, namely: the general thematic issue (development-related issues); the specific geopolitical focus (global South and North, not forgetting that the very reflection on the categories 'North' and 'South' is

also a DE subject); and the central concern with raising awareness and mobilising for change the structural conditions that generate poverty, exclusion and social inequalities (ENED 2018-2022, p. 15).

Even so, this diversity of terms and concepts, although inclusive and more welcoming in terms of different visions and appropriations, has the effect of maintaining a 'natural confusion', not only among the general public but also often among the specific actors and audiences in this area, with particular emphasis on the school environment: "DE remains an optional and sporadic curricular area in teacher training due to factors such as conceptual challenges (the existence of various names and various "educations for..." such as Development Education, Global Citizenship Education, among various other meanings and conceptions such as Intercultural Education, Peace Education, etc.)" (CIDAC & FGS, 2023, p. 6).

Another problematisation **is related to actual DGCE practices and the extent to which they meet a more critical concept of DE and are not just a 'soft' approach** (Andreotti, 2014) that, theoretically, is intended to be outdated. In this line of thought, along with the five-generation perspective of DE presented by Manuela Mesa (2014), which mainly favours a focus on GCE, it is pertinent to question the quality of DGCE practices and their impact. This is a cross-cutting concern among some of the main DGCE actors but that remains difficult to address, given the fact that the main evaluation mechanisms in this sector (from the policy level to projects and activities levels) are still mainly quantitative in nature, making it difficult to get a broader picture of the complexity, of the coherence of the approaches and the impacts of the interventions.

Finally, related to this more critical approach, leveraged by the recent European Declaration on Global Education to 2050 - Dublin Declaration (2022), which "has the merit of making significant progress in incorporating an explicitly anti-racist and decolonial stance in its vision for Global Education by 2050" (GENE, 2024, p. 236), it is questioned **the lack of explicit references to decolonial approaches and the failure to integrate perspectives from the 'South'** in ENED 2018-2022.

"In Portugal, despite progress made in embedding complex perspectives in the ENED, the Strategy has remained on what can be called a soft level and, in certain aspects, depoliticised and de-historicised – conforming with some of the "problematic patterns" of the field Andreotti (2016) has drawn attention to. One piece of evidence of this is the absence of a clear acknowledgment of Portugal's postcolonial condition and its implications for DE and the DE Strategy" (Coelho & Coelho, 2024: 236-237).

Likewise, in his analysis of ENED 2018-2022, Monteiro considers that "the lack of perspectives from the South or of an intention for their inclusion throughout the Strategy, future aims, and process, represents a substantial gap in a plan to challenge Development discourse. [...] DE is, overall, framed as a compassionate learning approach, not accounting for a critical view of the self but only of the systems which surround the learner, and with the final goal of transforming all. This frame does not fully challenge dominant discourses and, hence, can contribute to sustaining Power inequalities" (2021, p. 39, quoted by GENE, 2024, p. 237).

In the specific case of Portugal, as a country with a colonial past that has yet to be recognised and worked on, EDCG could make a fundamental contribution to an urgent national critical reflection on its colonial history and its impacts, at a time when this lack of reflection is increasingly filled with romanticised and uncritical narratives of that period, leading to a 'politics of forgetting' (Araújo & Santos, 2007) that is of interest to social and political movements with growing strength in our society. In this sense the direct

link between DCGE and the 'CD world' appears to be potentially problematic and still to be explored (Coelho & Coelho, 2024).

1.2. Key actors

The existence of a national strategy with a consistent track record contributes to a scope of action and reflection with relative stability and progressive consolidation. To ensure this consistency, the role and action of the actors listed below remains central.

Starting with **Camões - Instituto da Cooperação e da Língua, I.P. (CICL)**, the government agency responsible for implementing policies related to DCGE, which, in addition to the different roles it plays in the ENED process (promotion, dynamisation, follow-up, monitoring), also has an important role related to the sustainability of the sector by managing the funding mechanism dedicated specifically to DE, unique at national level and, as such, structural for NGDOs action in this area. Along with this specific funding mechanism, CICL also manages the Support Mechanism for the **Action Plan Signatory Entities (APSEs)**, which funds these specific entities in developing DE projects in partnership with NGDOs, strengthening their action and capability at DCGE level.

The **ENED Monitoring Committee (CA ENED)** coordinates, manages and promotes the strategic guidelines defined in ENED. In both ENED 2010-2016 and ENED 2018-2022 this committee was constituted by CICL (representing the Ministry of Foreign Affairs), DGE (representing the Ministry of Education), PPONGD and CIDAC (representing GENE - Global Education Network Europe). Equally important is the process of reporting on actions and initiatives in the field of DE carried out by the various entities working in this sector at national level - this process is promoted and organised by the **CA ENED Support Secretariat**, constituted by the Centre for African Studies of the University of Porto (CEAUP) and the School of Education of the Polytechnic Institute of Viana do Castelo (ESE-IPVC).

APSEs, which include, in addition to the CA ENED entities, other entities (public institutions and CSOs) with history and participation in the sector, are recognised as key players not only because of the areas of work that intersect with DCGE, but also because of the public they cover. Within the framework of ENED implementation, the space and purpose of these organisations is to participate in drawing up the Action Plans and identifying key activities for implementing the strategy.

The other key players in the DCGE in Portugal are listed below, briefly contextualising their roles in the educational territories of formal education.

. SCHOOLS AND EDUCATIONAL COMMUNITIES

Schools, viewed as spaces dedicated to developing educational processes with students, have a significant number of possibilities for implementing DGCE initiatives. Teachers, students, boards and intermediate school coordinators (departmental, scientific, pedagogical, etc.) are central elements when it comes to implementing policies and guidelines for implementing DGCE in schools. There are various practices and possibilities for implementing DGCE's integration processes, such as through curriculum content, themes worked on in school clubs, partnership projects with community based CSOs, etc.

The Citizenship and Development curricular component (CeD), implemented in 2017 and mandatory for all schools and levels of education and teaching in Portugal, has become the school scope where not only initiatives to raise awareness, raise consciousness and mobilise students are directed, but also where the reflection and learning processes based on these initiatives are worked. This component includes various areas associated with DGCE, including Human Rights, Gender Equality, Interculturality, Sustainable Development, Environmental Education, Institutions and Democratic Participation.

In order to implement learning processes based on these areas, it is proposed that schools establish partnerships with CSOs, particularly NGDOs, taking on the role of educational agents whose proximity to the community is significant and who establish links between spaces, times and people, simultaneously contributing to and playing an active role in enriching learning experiences of democratic and participatory citizenship (Martins et al., 2022).

. CIVIL SOCIETY ORGANISATIONS AND SOCIAL MOVEMENTS

CSOs with specific work in formal education are central actors in the development of DGCE processes in schools - starting from a history of thematic action in the territories, they provide schools with knowledge and practices that are in the DGCE scope. In Portugal, NGDOs, Local Development Associations (LDAs) and other Cooperatives and Foundations are actively involved with schools.

The implementation of projects by partnerships between CSOs - especially NGDOs and LDAs - and schools, involving teachers or even students, is one of the 'gateways' to DGCE practices in the context of formal education, fact leveraged by the National Strategy for Citizenship Education (ENEC), which stresses the importance of schools working together and in complementary knowledge with CSOs from their communities, reinforcing the organisational effort for working in partnership between schools and organisations/movements in the area of citizenship, specifically through CeD. In this sense, CSOs and social movements have become central partners in the implementation of projects with themes and/or methodologies within the scope of DGCE promoting awareness-raising and mobilisation processes with a view to adress social injustices, inequalities and discrimination, working on central themes to promote social transformation with a view to the Common Good.

These partnerships in school environments, especially in the form of a project with NGDOs and LDAs, make it possible to promote longer pedagogical action processes, a necessary condition for learning about, reflecting on, problematising and finding or creating alternative proposals to models that promote injustice and oppression. In addition to this active involvement, they also can promote research, systematisation and evaluation on topics or methodologies in the field of DGCE in formal education contexts. Intersecting with the Whole-School Approach (WSA)[5], which will be referred to in other sections of this work, another of these actors' roles is to propose a more comprehensive approach for DGCE practices in schools, involving the community in the learning processes. The capacity-building role played by some NGDOs has been valued, mainly by providing teachers (but not only) with an introduction and in-depth study of DGCE concepts and practices. One of the other roles of CSOs is to rethink the conceptual framework of DGCE, bringing it closer to the school contexts in which they work.

[5] Whole School Approach (WSA) democratic standards consider three main areas of school life: teaching and learning processes; the school environment and governance; links with the local community (Martins et al., 2022).

Recently, as a result of their action and proximity to the educational communities, some of these actors have developed evaluative and propositional paths for improving public policies related to DGCE in schools, both at local, national and even European level, this last especially through their participation in international projects.

There are also networking structures between CSOs focused on DGCE, covering the implementation of these processes in formal education. For example:

- **PPONGD EDCG Working Group**, which plays a central role in the field of DGCE and is composed by 9 NGDOs: ADRA Portugal, AIDGLOBAL, FEC - Fundação Fé e Cooperação, FCL - Fundação Cidade de Lisboa, FGS - Fundação Gonçalo da Silveira, IMVF - Instituto Marquês de Valle Flôr, Oikos - Cooperação e Desenvolvimento, Rosto Solidário and VIDA.
- **Education and Citizenship Working Group**, promoted by **ANIMAR**, was set up to promote ENEC and includes, at the time of writing, 22 organisations from ANIMAR NETWORK, 2 Individual Associations, 11 Partner Organisations and 2 Education and Citizenship experts.

A reference to the Global Citizenship Education Network (Rede ECG), created in 2014 by the joint work of two NGDOs and several schools' educators/teachers, which played an important role in the sharing, action and reflection on DGCE for almost a decade in formal education in Portugal, and which was formally wound up in 2024.

Regarding the specific role played by some **social movements**, stand out those related to emerging social issues that are significant for the school population (e.g. climate emergency, anti-racism, gender equality, etc.), themes for which these movements are sometimes invited by schools as a way of disseminating and promoting citizen participation processes.

. LOCAL AUTHORITIES AND PUBLIC ENTITIES

At national and governmental level has been recognised DGCE's importance for a variety of sectors, one of which is formal education. The process of developing, monitoring and evaluating the ENED 2010-2016 and, subsequently, the ENED 2018-2022, are the result of a commitment between the Ministry of Education, through DGE, and the Ministry of Foreign Affairs, through CICL, together with civil society. These documents confer on schools the status of a strategic space where DGCE learnings can be integrated into curricula or developed through actions and initiatives in non-curricular spaces.

There is a visible concern on the part of the Ministry of Education teams of the various governments to give continuity and content to the formal framework CE in schools. Leveraged by the integration of the Autonomy and Curricular Flexibility Project in schools, the adoption in 2016 of the ENEC reference document, complemented by the Students' Profile at the End of Obligatory Schooling (PASEO), the Essential Learnings Outcomes (AE) and the set of reference guidelines, including the DE Guidelines, has opened up an important window so that DGCE can be established as an area of educational action in schools.

At the local level, public entities mainly take on a complementary role when it comes to implementing DGCE in schools, either by supporting programmes and actions or by framing public education policies at the municipal or parish level. Some funding opportunities for projects in schools, which also involve DGCE objectives and practices, require partnerships made up of representatives from local authorities (public offices and agencies, Parish Councils, City Councils, etc.).

. HIGHER SCHOOLS OF EDUCATION

The Higher Schools of Education (ESEs)[6] have been growing in relevance as key players in the formal sector, especially in terms of integrating DGCE content and methodologies into the initial and ongoing training of teachers and other educational agents who carry out their educational responsabilities in school contexts. This path has been consolidated through partnerships with NGDOs with a focus on DGCE. These partnerships are materialised through projects that continue over time, through one-off accredited ongoing teacher training initiatives or through participation in ongoing themed and/or commemorative events.

The Association for Reflection and Educational Intervention in ESE Policy - ARIPESE, of which all national ESEs are members, is a relevant and strategic player in the DGCE sector. As well as promoting projects focused on DGCE training and planning in the ESEs, it has also promoted the signing of a joint letter of ESEs' commitment to ENED (of which ARIPESE is an APSE).

. INTERNATIONAL ACTORS

Portugal has a consolidated position in the DGCE sector at international level: it has been a member of GENE for several years, where it is represented by CICL and DGE[7]; and it currently chairs the Ibero-American Initiative on Global Citizenship for Sustainable Development promoted by the Ibero-American General Secretariat (SEGIB). This active and highly visible presence on the international scene has been a key element in validating and giving credibility to national policies in the sector, particularly ENED.

Another relevant actor is the European Union which, through some of its funding programmes, such as the Development Education and Awareness Raising (DEAR) programme or the Erasmus+ programme, create funding opportunities to mobilise resources for the implementation of projects or actions within the scope of DGCE, which, in Portugal, some have been used to develop interventions in the school context.

1.3. Policy documents

Since its introduction in Portugal, DGCE has been subject of greater or lesser investment and attention depending on the political and governmental context. Along this route, it is possible to identify specific milestones in terms of national policies, which have been materialised in policy and/or strategic documents, which can help us understand the importance given to DGCE in different moments. In this analysis we have divided these milestones into three levels:

[6] Higher education institutions whose mission is the initial and ongoing training of teachers and other educational agents as well as conducting research and investigation activities, in a context of regional/local integration and interaction.

[7] Portugal's first representation on GENE was through the NGDO CIDAC, representation that remained until 2024.

. **National policies related directly to the DGCE area and strategic guidelines/documents in the DGCE area:**

- The National Development Education Strategy (ENED 2010-2016[8], ENED 2018-2022[9]);
- The Development Education Guidelines;
- The report resulting from GENE´s peer review process of: *Global Education in Portugal*;
- The financial support programmes developed with the aim of creating funding conditions for the implementation of actions foreseen in DE policies, namely the Financing Programme for NGDO's Development Education Projects; the Support Mechanism for ENED Initiatives (MAI); the Programme for Supporting the CA ENED Secretariat; and the Programme on Disseminating and Deepening the DE Guidelines, all of which are promoted by CICL (Camões IP, 2023:44).

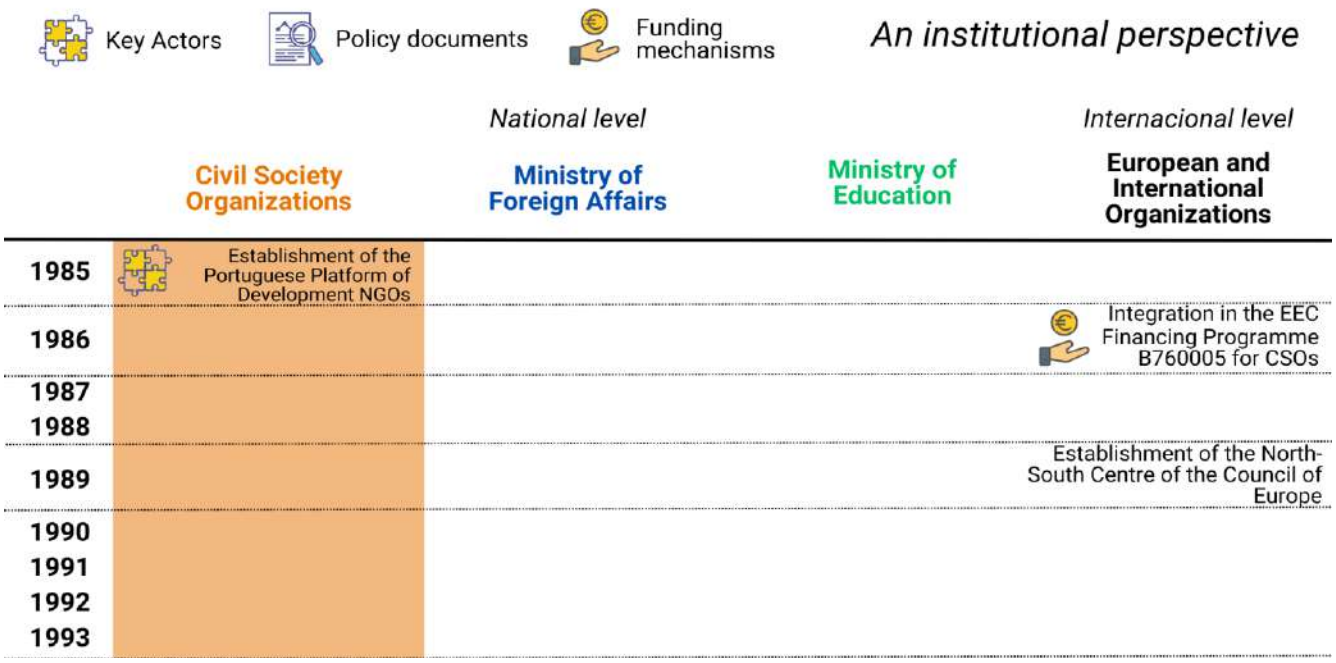
II. **National guidelines or policies that, even though are not specifically in the DGCE area, make intentional reference(s) to DCGE:**

- The National Strategy for Citizenship Education;
- Portuguese Development Cooperation Strategy 2030;
- The Human Rights Guidelines.

III. **Documents or milestones with influence in the EDCG area but without an explicit reference to DCGE:**

- The guiding document Students' Profile at the End of Obligatory Schooling.

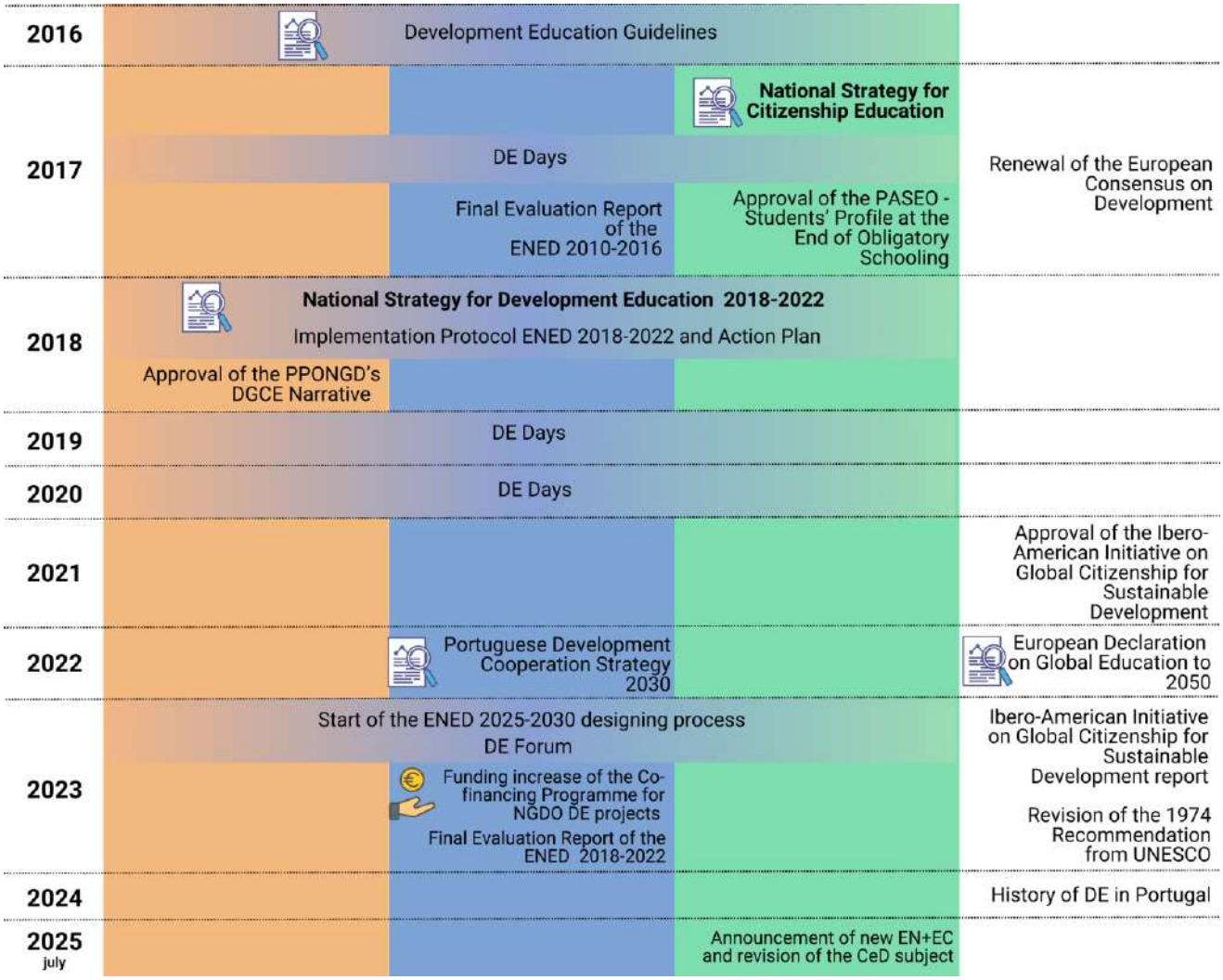
1.4. Timeline of DGCE policies



[8] Originally created for the period 2010-2015, this ENED was extended until 2016 through the signing of a protocol and since then the period 2010-2016 has been used as a reference.

[9] In 2023, the drawing up process of the ENED 2025-2030 began (see here) and, later, also the process for the respective Action Plan (see here). These documents are currently waiting for government approval.

1994		Establishment of the Portuguese Institute for Co-operation		
1995				
1996	PPONGD starts its participation in NGDO-EU Liaison Committee			NGDO-EU Liaison Committee Forum
1997				DE Summer School
1998		Establishment of the NGDOs Statute		
1999 2000				
2001	Establishment of DE Working Group of the PPONGD I National School of DE		Civic Education integrates the Elementary Education	Establishment of GENE
2002	II National School of DE CIDAC integrates GENE			CIDAC integrates GENE Maastricht Global Education Declaration
2003	DE Summer School in Portugal	Establishment of Portuguese Institute for Development Support		DE Summer School in Portugal
2004		Portuguese Institute for Development Support integrates GENE		Portuguese Institute for Development Support integrates GENE
2005		Portugal's Strategic Vision for Cooperation Co-financing Programme for DE		
2006			Citizenship Education Forum	Formal establishment of the DE Multistakeholder Group(MSH)
2007				European Consensus on Development: Contributions from Education and Awareness Raising
2008		Start of the ENED 2010-2016 designing process		
2009	**National Strategy for Development Education (ENED) 2010-2016**			GENE integrates ENED Monitoring Commission 2010-2016
2010	Implementation Protocol ENED 2010-2016 and Action Plan DE Days			
2011				
2012		Establishment of the Camões, IP Collaboration Protocol between DGE e CICL to consolidate DE in the formal education sector DE Days	Citizenship Education - Guidelines	Declaration of the European Parliament on "Development Education and Active Global Citizenship"
	Open Letter on the Future of DE	Interruption of the annual Co-financing Programme for NGDO DE projects		
2013		Reopening of the Co-financing Programme for NGDO DE projects		
2014		Strategic Concept for Portuguese Development Cooperation 2014-2020 DE Forum		GENE Peer Review Process and its Report
2015	DE Days			2030 Agenda for Sustainable Development



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2. Key policy documents

2.1. List and summary of the main policy document

Key document	Key actors involved	Links
National Strategy for Development Education (ENED)	Design, implementation, monitoring and evaluation (CA ENED): • Camões ICL, IP (Ministry of Foreign Affairs) • Directorate-General of Education (Ministry of Education) • Portuguese Platform of Development NGOs • Centro de Intervenção para o Desenvolvimento Amílcar Cabral (NGDO) Design, implementation and evaluation (APSEs): • Portuguese Environment Agency (Ministry of Environment) • Teachers Association for Intercultural Education - APEDI • Association for Reflection and Educational Intervention in ESE Policy – ARIPESE • Portuguese Association for Local Development - ANIMAR • UNESCO National Commission (Ministry of Foreign Affairs) • Commission for Citizenship and Gender Equality (Presidency of the Council of Ministers) • Portuguese Confederation of the Associations for Environmental Protection - CPADA • National Youth Council - CNJ • Portuguese Institute for Sports and Youth, IP (Ministry of Youth) • Portuguese Platform for Women's Rights (PpDM) • Intermunicipal Development Co-operation Network (National Association of Municipalities)	ENED 2010-2016: https://ened-portugal.pt/site/public/paginas/introducao-1-pt-2.pdf ENED 2010-2016 – Action Plan: https://ened-portugal.pt/site/public/paginas/plano-de-acao-pt-2.pdf ENED 2018-2022: https://ened-portugal.pt/site/public/paginas/introducao-pt-4.pdf ENED 2018-2022 – Action Plan: https://ened-portugal.pt/site/public/paginas/plano-de-acao-pt-2.pdf
National Strategy for Citizenship Education (ENEC)	Design: • Secretary of State for Citizenship and Equality • Secretary of State of Education • Commission for Citizenship and Gender • Equality	https://cidadania.dgeo.mec.pt/sites/default/files/pdfs/national-strategy-citizenship-education.pdf

Key document	Key actors involved	Links
	• High Commissioner for Migrations, IP • Directorate-General of Education • Network of School Libraries • Directorate-General of Health • National Association of Municipalities • Faculty of Psychology and Education Sciences of Coimbra University • Faculty of Psychology and Education Sciences of Porto University Students, teachers and CSOs representatives were also consulted.	
Development Education Guidelines (DE Guidelines)	Design and implementation: • Directorate-General of Education (Ministry of Education) • Camões ICL, IP (Ministry of Foreign Affairs) • Centro de Intervenção para o Desenvolvimento Amílcar Cabral (NGDO) • Fundação Gonçalo da Silveira (NGDO) Implementation: • Schools and teachers • Portuguese Platform of Development NGOs and some of its members • ARIPESE and some of its members • Portuguese Environment Agency (Ministry of the Environment) • Portuguese Confederation of the Associations for Environmental Protection - CPADA	https://www.dge.mec.pt/sites/default/files/ECidadania/EDucacao_Desenvolvimento/development_education_guidelines_preschool_education_basic_education_and_secondary_education.pdf
Portuguese Development Cooperation Strategy 2030 (PDCS 2030)	Design and monitoring: • Camões ICL, IP (Ministry of Foreign Affairs) • Development Cooperation Forum (DCF) Evaluation: • Development Assistance Committee (DAC – OECD)	Triptych (in English): https://www.instituto-camoes.pt/images/img_noticias2022_1/ECP2030_Triptico_EN.pdf Document (in portuguese): https://www.instituto-camoes.pt/images/img_noticias2022_1/Completo_Brochura_ECP_2030_Digital.pdf

2.1.1 National Strategy for Development Education (ENED)

. CONTEXT OF PRODUCTION OF THE DOCUMENT

One of the key documents to note within Portuguese national policy in terms of DGCE is the National Strategy for Development Education. **Since 2010, two ENED have been elaborated and promulgated in Portugal**[10]. Considering that it stands for the same strategic policy, the two ENEDs will be considered here as a single policy divided into different moments: 1st moment - the ENED 2010-2016; 2nd moment - the ENED 2018-2022. It is from this point of view that we will analyse this policy, namely its context, level of implementation, evaluation and the actors involved.

Under this assumption, we can say that **the construction of the ENED, as a political stance, dates to 2008**, when the process of elaboration was officially launched by the State Secretary for Foreign Affairs, under the leadership of the former Portuguese Institute for Development Support - IPAD (Santos, 2013). However, before its formal launch, it is important to stress the fact that the context in which this document was produced stems from a history of previous work on DE, at national and international level, which created the conditions for its emergence.

In addition to the existence of an international political and institutional framework that, since 1974, has been materialised in declarations and recommendations produced by international organisations, as well as in the establishment of institutions that manage and nurture DE practices in terms of coordination, learning and funding, which inspired the creation of ENED in Portugal (ENED, 2010), **the Portuguese government was actively involved in some key moments that allowed Portugal to deepen its work in DE and chart the path for the future design of ENED**. These include the creation of the European Multistakeholder Steering Group on DE, which was an initiative that followed on from the Palermo Process (which took place in 2003) and in which the Portuguese government participated. Also noteworthy was the publication of the EU reference document 'European Consensus on Development: The Contribution of Development Education and Awareness Raising' (2007), which came about under the Portuguese Presidency of the European Council and was based on the European Consensus on Development, adopted in 2005 by the Council, Commission and European Parliament, and which was publicly presented in Lisbon in 2007 (Santos, 2013).

At national level, the explicit recognition in 2005 of the role of DE in the Portuguese Cooperation Strategy played an important role, something that happened for the first time in Portugal, followed by the establishment that same year by IPAD of a financing programme for DE projects by Portuguese NGDOs. Another significant milestone, which had a major influence on the process of developing the ENED in the following years, was the Austria - Portugal exchange, organised within the framework of GENE. This initiative took place between 2006 and 2008 and consisted of an exchange between political decision-makers and technicians from government institutions and CSOs active in the field of DE (Santos; 2013). The recommendations resulting from this exchange were decisive for that soon afterwards, yet in 2008, the process of drawing up the first ENED started.

[10] In 2023, the drawing up process of the ENED 2025-2030 began (see here) and, later, also the process for the respective Action Plan (see here). These documents are currently waiting for government approval.

The second ENED maintained the prior political commitment, seeking to deepen the national work in DE. One of the major gains of this 2nd ENED was the fact that it was **approved in a Resolution of the Council of Ministers, broadening the political legitimacy of DE in Portugal, which was no longer just linked to the Ministry of Foreign Affairs and the Ministry of Education.** At the same time, it is important to mention that this was a process that "benefited from the recommendations outlined in the 'National Report on Global Education in Portugal', drafted by GENE (2014), and in the 'Final External Evaluation Report of ENED 2010-2016' (2017)" (ENED, 2018, p. 3). This work has materialised some relevant qualitative changes, such as a greater concern with the indicators of the ENED Action Plan, in which there was an effort to make them not only SMART (specific, measurable, attainable, relevant and time-limited) but also with relevant qualitative information.

In 2023, **the process of elaboration of the ENED 2025-2030** took place in a context where, on the one hand, there was greater involvement with DE by the APSEs, but, on the other hand, there were significant changes at governmental level, with parliamentary elections (with a first election in 2024 and a second in 2025). Maintaining a collective and participatory format, this elaboration process was based, in terms of DE concept, content and format, on the ENED 2018-2022, seeking to consolidate the work done, giving it continuity and greater depth. However, the aforementioned context of elections and governmental changes had an impact on the approval process of the new strategy, and it is still awaiting government promulgation, without which it will have no political effect.

Finally, reference should be made to the **ENED's elaboration process in these three phases**. All of them were characterized by their **concern with the involvement of the different actors (public institutions and CSOs), carrying out collaborative processes that have been considered an international reference on several occasions**. In the 'National Report on Global Education in Portugal', carried out by GENE (2014), the Portuguese case was even "praised, due to a strong participatory process that led to the ENED 2010-2016, therefore contributing to a strong ownership by the actors involved" (ENED, 2018: 7). Specifically, in the 1st ENED a total of eight public institutions and seven CSOs were involved, and in the 2nd ENED the number of CSOs involved rose to 8 (ENED, 2018). In the process of building the ENED 2025-2030, the number and nature of the institutions remained the same.

. LEVELS AND FORMS OF IMPLEMENTATION

Taking the strategic objectives of ENED 2018-2022 as a reference, we see that the implementation of actions aimed at responding to **the first two objectives** (1. To reinforce the intervention capacity in DE; and 2. To expand the scope and quality of DE intervention) is **mostly carried out by NGDOs**. This implementation is largely the result of the funding that CICL has been providing since 2005, with the establishment of the Financing Programme for NGDO's DE Projects. In fact, between 2018 and 2023, 46 NGDO projects were funded by this programme, of which around 24% (11) were in the area of formal education (CICL website[11]) - the system set up using the current application form model requires the projects to be cross-referenced with the ENED measures at the time of submission. The same goes for the fact that there is a **mechanism for monitoring and collecting data on ENED's performance**, also promoted by CICL. These concerns and measures have allowed an improved cross--referencing between the structural needs identified in ENED and the NGDOs proposals, as well as a better reading of the ENED's performance.

[11] https://www.instituto-camoes.pt/activity/o-que-fazemos/cooperacao/atuacao/financiamos/perguntas-frequentes-ongd-2/projetos-de-educacao-para-o-desenvolvimento.

Regarding ENED's **strategic objective 3** (To affirm the importance and promote the mainstreaming of DE), **APSEs played a particularly important role** in its implementation. The establishment, in 2021 and 2022, of the Support Mechanism for ENED Initiatives contributed significantly to this while it has created conditions for public institutions and CSOs to work together on DE based on their thematic areas (gender equality, environment, migration, youth, higher education, etc.). **These political funding options have been key to the development and implementation of DE in the various sectors**, whether through initiatives developed by public institutions, by CSOs or by joint initiatives.

Finally, regarding **strategic objective 4** (To consolidate the implementation of the ENED), it is an objective of a political nature but also an operational one, since this is **where the system of coordination, management and promotion of strategic guidelines is framed**. In terms of the progress made under this objective, it is worth highlighting the evolution that took place between ENED 2010--2016 and ENED 2018-2022, since the latter recognises the need to make improvements on the operating model, which led to the autonomy of this management system as a separate objective from the others. ENED 2018-2022 states that "this objective, of a more operational nature, also contributes to initiatives that promote the construction of more just, solidary, inclusive, sustainable and peaceful societies" (ENED 2018-2022: 23).

In practical terms, one of the aspects to be emphasised in the 2nd ENED is the establishment of conditions for the maintenance of the ENED Monitoring Commission (CA ENED) Secretariat. **The existence of a Secretariat that reports to CA ENED guarantees specialised technical support for ENED's management** and makes it possible to "to speed up communication, consultation and the timely collection of information from the various APSEs and other DE actors" (ENED 2018-2022: 23). Given its importance, this secretariat was even included in a measure under strategic objective 4 (4.1. Institutional model of the ENED). Like this, **the establishment and updating of an online platform for collecting and sharing information on the implementation of ENED** was also materialised in action 2 of the measure 4.2. (ENED monitoring system) of the ENED 2018-2022 Action Plan, being an essential tool for "the collection, sharing and dissemination of information, so that reports, pedagogical resources and information on initiatives can be made readily available" with a view to "the construction of a documental archive of DE in Portugal" (ENED, 2018-2022: 23).

Examples of ENED implementation

DE DAYS and DE FORUM

In addition to the projects and activities that contribute to the implementation of ENED, the ENED 2018-2022 Action Plan includes two very relevant Cross-cutting Measures, which are important examples of the implementation of this strategy, due to their political importance. These two measures are: 1) the Development Education Days (DE Journeys); and 2) the Development Education Forum (DE Forum).

"The **DE Days** are focused on a theme and are spaces for exchanging experiences, for elaborating on concepts and methodologies, and for jointly debating the adopted practices by public institutions and civil society organisations from various sectors and types" (ENED 2018-2022 Action Plan: 3). As part of the implementation of ENED 2010-2016 and ENED 2018-2022, a total of 7 DE Days were held:
4 within the framework of ENED 2010-2016
I DE Days – 'Awareness Raising and Political Influence Practices', 23/11/2010
II DE Days – 'DE in Schools', 21/01/2012
III DE Days – 'DE and other «Educations for...»', 30/05/2013
IV DE Days – 'Evaluation in the DE context', 29/05/2015
3 within the framework of ENED 2018-2022
I DE Days – 'DE in Schools', 18/05/2019
II DE Days – 'DE and the SDGs', 17/10/2020
III DE Days – 'Digitalisation: Views from DE', 20 and 24/11/2021

As for the **DE Forum**, it "is of a more political nature, focusing on the strategic discussion and definition, and also including a strong component of disseminating the work carried out and to be developed in the DE framework" (ENED 2018-2022 Action Plan: 3). In total, 2 DE Forums were held:
The 1st DE Forum took place on 28/10/2014, in the Senate Room of the Portuguese Parliament, on the theme 'The importance of the practice of global citizenship';
The 2nd DE Forum took place on 12/05/2023, at the Calouste Gulbenkian Foundation, on the theme 'Learning processes about the world and about ourselves in the DE framework'.

. EVALUATION OF THE IMPLEMENTATION

The evaluation process has always been one of ENED's concerns, in a way that **a measure was created for this purpose: measure 4.3. Culture of evaluation in the ENED**. It is stated that, "recognising that there are improvements to be made in the operating model and in the reinforcement of monitoring and evaluation systems, it is therefore necessary to define a concrete objective in this regard" (ENED 2018-2022: 23). **The 1st ENED final evaluation resulted in a set of important recommendations for the elaboration of the 2nd ENED, which was also subject of a final evaluation**. In both cases, public institutions and NGOs were consulted.

Also, it is important to underline the **establishment of a reporting system to feed the annual Monitoring Reports**, which are essential to respond to a culture of evaluation. The IV DE Days, held in 2015, which

focused on the theme of evaluation in the scope of DE, made an important contribution to the reflection on this issue[12].

Key elements
for strengthening the National Strategy for Development Education and the Development and Global Citizenship Education in Portugal

1. **Reporting and monitoring system**, which enables annual monitoring and reporting;
2. **Investment in a secretariat**, which allows to operationalise practical monitoring tasks;
3. **Communication and dissemination tool** (digital platform), which aggregates and disseminates all the key documents, initiatives and resources that support the implementation of ENED;
4. Existence of **specific funding programmes for DE**, which make it possible to guarantee and strengthen the action of the actors in DGCE;
5. Promotion of **decentralised and participatory processes** for the elaboration and monitoring of the ENED, inviting various actors from different sectors to participate, thus promoting a sense of ownership on the part of the actors regarding the ENED and DGCE in Portugal;
6. **National and international liaison**, with a view to mainstreaming DCGE in the different sectors and to consolidating Portugal's role on the international EDCG scene.

. ROLE OF DIFFERENT ACTORS IN THE ELABORATION, IMPLEMENTATION AND EVALUATION OF THE DOCUMENT

Regarding the role of the different actors, it should be noted that **the concern has always been to assume a participatory approach with the different agents in the elaboration of the ENED**, in order to promote their sense of ownership in relation to the Strategy (ENED 2018-2022). In fact, the ENED elaboration process has always been based on a participatory approach through workshops, which have jointly defined not only the theoretical and conceptual framework, but also the objectives and measures to be included in the Strategy. In addition, the Action Plan itself was built on the contributions of the players involved. Finally, it is important to mention the **Protocol elaborated as a way of involving and committing the public bodies and organisations involved in the process**, Protocol signed by the entities involved in the drawing up of the Action Plan.

Among the relevant actors involved in these processes are, on the one hand, **public institutions** (Portuguese Environment Agency; High Commissioner for Migrations; Camões ICL; UNESCO National Commission; Commission for Citizenship and Gender Equality; Directorate-General of Education; Portuguese Institute for Sports and Youth; Intermunicipal Network for Development Cooperation), and **CSOs** (ARIPESE; Portuguese Association for Local Development - ANIMAR; Teachers Association for Intercultural Education; CIDAC; Portuguese Confederation of the Associations for Environmental Protection; National Youth Council; PPONGD; Portuguese Platform for Women's Rights). On both sides, there are **entities and organisations representing different thematic areas linked to DE**.

[12] https://ened-portugal.pt/site/public/paginas/iv-jornadas-ed-pt-4.pdf.

In addition to the elaboration processes, at specific key moments, these entities (APSEs) are called upon by CA ENED, namely in the strategy evaluation periods, carried out in both the first ENED (with the final external evaluation) and the second ENED (with the intermediate and final evaluation).

2.1.2. National Strategy for Citizenship Education (ENEC)

. CONTEXT OF PRODUCTION OF THE DOCUMENT

The National Strategy for Citizenship Education is a strategic document produced by the Portuguese government, specifically by the Secretary of State for Citizenship and Equality and the Secretary of State for Education, approved in 2017, aiming to be a **reference document while establishing/proposing some guidelines for the area of CE in the education sector**. Based on the assumptions that citizenship should be integrated and valued in the school culture itself and the importance of linking concepts of Citizenship and Sustainable Development, focusing on investment in their integration in teacher training (ENEC, 2017), the **strategy is presented based on a set of principles that should be present in civic education for children and young people**.

ENEC was the result of a proposal drawn up and presented by the Working Group on Citizenship Education (GTEC) (see Legislative Order 6173/2016), a group set with the mission of outlining a Citizenship Education strategy to be implemented in schools. At the time of its approval, the context of public educational policies related to CE in the context of formal education was marked by the change in the curricular structure that took place in 2012 (Decree-Law n. 139/2012 of July 5), in which the educational field of CE was disciplinarily transversalized (DGE-MEC, 2012).

Looking back at the process that originated the document, started in 2016, the government in office defined as one of its educational priorities, particularly for children and young people, the development of the area of Citizenship, Human Rights and Gender Equality (Legislative Order 6173/2016). To this end, the ENEC, from the moment it was drawn up, **was designed to act in conjunction with other strategic documents produced as part of educational policies focused on strengthening CE in schools**. Two of these documents are particularly relevant: the **Students' Profile at the End of Obligatory Schooling (PASEO)** (2017), which specifies that, regardless of the educational pathways taken, all knowledge is guided by an explicit vision, principles and values, resulting from social consensus, understood in the document as having ethical elements and characteristics aiming to build relationships between people (PASEO, 2017); and the **"Essential Learnings Outcomes"**, guiding documents at the level of each component of the curriculum, that allow to plan, implement and evaluate teaching and learning processes, leading to the development of competences. The possible **link between the ENEC and other strategic and political documents with an impact on the DGCE sector, particularly the ENED**, was also highlighted at the outset. This link is expressed in the assumptions, methodological nature and strategic objectives of both, given the importance of the implementing processes articulation about the work carried out in formal education contexts.

Some of the basic assumptions behind the production of this document refer to an **institutional intentionality to overcome constraints regarding the role and centrality of CE in the school curriculum**. Namely, the historical path characterized by the relative intermittence of CE at curricular level; the lack of involvement of educational actors (teachers, students and other community actors); the failure to take advantage of practices and experiences in this area through projects and partnerships with the

educational community (NGOs, local authorities, higher education); or even the difficulties that the school manifests in working with and from local and global problems with regard to plural and democratic coexistence.

Regarding the conceptual framework used and its relationship with the DGCE, the strategy specifies that the overall alignment with international documentation is concretized by understanding and committing to contemporary perspectives on Education for Citizenship and on Sustainable Development (ENEC, 2017).

. LEVELS AND FORMS OF IMPLEMENTATION

As for the implementation of the strategy, the proposal presented by GTEC provided general guidelines, namely the intended scope, in terms of schooling cycles, highlighting the **importance of CE from pre-school education to the end of compulsory schooling** (secondary education).

The establishment of the Citizenship and Development curricular component (CeD) proposes a format for implementing ENEC at school and it is seen as an "ideal educational space for learning with a three-dimensional impact on the individual's civic stance, and interpersonal, social and intercultural relations" (ENEC, 2017: 3). This component can be implemented at two levels: 1) at class level; or 2) at the overall school level.

Citizenship and Development subject is part of the national curriculum and is developed in schools according to three complementary approaches: 1) in the 1st cycle (between the ages of 6 and 10) it is developed in a transdisciplinary way by the head teacher; 2) in the 2nd and 3rd cycles (between the ages of 10 and 15) it is developed through an autonomous subject; and 3) in secondary education (between the ages of 15 and 18) it is developed transversally with the contribution of all subjects and training components in secondary education.

It is important to point out that, in accordance with the instruments of educational policy and the fundamental diplomas of curricular framework, **schools have the possibility of autonomously constructing their own School Strategy for Citizenship Education (EECE)**, which should be one of the guidelines of the school's educational project. This strategy should identify and prioritize the areas of CE to be developed. These domains are organized at national level into "three groups with different implications: the first, compulsory for all levels and cycles of schooling (because they are transversal and longitudinal areas), the second, at least in two cycles of basic education, the third with optional application in any year of schooling" (ENEC, 2017: 7):

- 1st Group: Human Rights (civil and political, economic, social and cultural and solidarity); Gender Equality; Interculturality (cultural and religious diversity); Sustainable Development; Environmental Education; Health (promoting health, public health, nutrition, physical exercise).
- 2nd Group: Sexuality (diversity, rights, sexual and reproductive health); Media; Institutions and democratic participation. Financial literacy and consumption education; Road safety.
- 3rd Group: Entrepreneurship (in its economic and social dimensions); World of Work; Risk; Security, Defense and Peace; Animal well-being; Volunteering. Others (pursuant to citizenship education needs diagnosed by the school and which fit into the concept of CE proposed by the Group).
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The projects developed in the Citizenship and Development subject and other projects carried out at the school must be in line with the EECE and **preferably be developed in partnership processes with**

community CSOs, and may even be extended to other schools, from a networking perspective. It is considered that the design and development of projects based on the needs, resources and potential of the community embody real situations of citizenship (ENEC, 2017).

. EVALUATION OF THE IMPLEMENTATION

ENEC does not foresee any form of evaluation of the strategy. However, the document does identify the importance of "monitoring and assessment for effectiveness and participation" (ENEC, 2017: p.6), referring to the implementation of the CeD in each school. The ENEC also states that "**in the context of its autonomy, the school is responsible for monitoring and assessing its Strategy for Citizenship Education**" (ENEC, 2017: p.11) and recommends that these evaluations constitute a weighting factor for the external evaluations of the schools and that they produce general recommendations for the Portuguese education system. Despite these guidelines and recommendations, it is important to note that these alone do not constitute an evaluation of ENEC as a national policy.

. ROLE OF DIFFERENT ACTORS IN THE ELABORATION, IMPLEMENTATION AND EVALUATION OF THE DOCUMENT

As mentioned, ENEC is the result of a process that began with the establishment of the GTEC, approved by the **Secretary of State for Citizenship and Equality** and the **Secretary of State for Education**, who were given the mission of outlining a CE strategy to be implemented in schools.

The GTEC was composed of members representing different entities considered relevant for the participatory construction of a strategy that ensures children and young people throughout the different cycles experience to acquire citizenship skills and knowledge in various aspects. This team was made up of the following educational actors: the Ministry of the Presidency; the Secretary of State for Citizenship and Equality; the Secretary of State for Education; the Commission for Citizenship and Gender Equality; the High Commission for Migration, I.P.; the Directorate-General of Education; the School Libraries Network; the Directorate-General for Health; the National Association of Portuguese Municipalities; and experts in the field of citizenship and education. This group proceeded to a **wide consulting process involving the main actors that promote CE processes in schools**, especially students, teachers and representatives of CSOs, holding focus groups as a way of deepening the principles and practices of working with schools.

Concerning the **implementation of ENEC**, based on an analysis of the document's text, three elements stand out for their relevance for the learning processes in educational communities. Firstly, from the WSA point of view, the **involvement of the educational community is** identified as an important and expected factor, integrating school practices with the experiences of the surrounding community (associations, NGDOs, social movements, etc.) and families, promoting participation and the establishment of democratic environments. Secondly, the implementation of the aforementioned EECEs, planned and implemented by a **teacher coordinator who acts as a focal point** for the school's CE area, working with the National Citizenship Education Team. Lastly, the role of training in CE, namely in **teacher training**, both in terms of ongoing training based on the needs identified by the school's CE coordinator, and of initial training, in conjunction with Higher Education Institutions with training responsibilities in this area. Training involving non-teaching staff is also foreseen in the document.

In July 2025, as we conclude this work, the Ministry of Education, Science and Innovation introduced a reform to the curricular component of Citizenship and Development, which includes the approval of a new ENEC. *This reform stems from an analysis carried out by a working group established to review this area during the 2024–2025 academic year. The review is* ***justified by the following arguments****: (i) the lack of curricular framework has led to discrepancies in how the topics are addressed; (ii) the existence of optional domains has generated inconsistencies in the themes covered by schools; (iii) no national external evaluation of the subject has ever taken place. Accordingly,* ***four main changes were announced*** *(MECI, 2025): i) Valuing the subject – the curricular component of Citizenship and Development will now include Essential Learning Outcomes; ii) Emphasising citizenship values – the subject will mainly focus on the values, rights and duties of citizenship, promoting democratic values, human rights, and plural and responsible civic participation within the framework of constitutional principles; iii) Providing focus and reducing dispersion – the previous 17 domains (mandatory and optional) will be replaced by 8 mandatory dimensions (Pluralism and Cultural Diversity; Health; Media; Risk and Road Safety; Financial Literacy and Entrepreneurship; Human Rights; Democracy and Political Institutions; and Sustainable Development), ensuring that "all domains of the subject in force until now are included within the new dimensions of the revised subject" (slide 35). Among these, four dimensions (Human Rights, Democracy and Political Institutions, Sustainable Development, and Financial Literacy and Entrepreneurship) must be addressed throughout the entire period of schooling. The other four are also mandatory but can be taught flexibly, with each school deciding when to address them at a minimum of three stages: in the 1st cycle, between the 2nd and 3rd cycles, and in secondary education; iv) Governance – the subject will adopt a governance model that ensures families and students are heard and involved, with the broader school community also participating through the General Council.* ***To implement the reform, two key documents – the Essential Learning Outcomes for the subject and the new National Strategy for Citizenship Education – will be presented and submitted for public consultation, with the goal of putting them into practice starting in September 2025.***

2.1.3. Development Education Guidelines (DE Guidelines)

. CONTEXT OF PRODUCTION OF THE DOCUMENT

As part of the curriculum structure revision carried out in 2012 (Decree-Law no. 139/2012 of 5 July), CE was established as a cross-curricular area that could be addressed and worked on in any subject. That same year, with the aim of operationalising this principle and defining content and programme guidelines for this curricular area, the DGE presented the document "Education for Citizenship - guidelines", which lists 14 dimensions (thematic areas) of CE, one of which is DE.

In this context, reinforced by DGE's direct involvement in drawing up and monitoring the ENED, CICL and DGE signed a Collaboration Protocol with the goal to promote and consolidate DE in the formal education sector at all levels of education. Based on this Protocol, a Programme-Agreement was signed on 14 December 2012 between the Ministry of Education and Science, through the DGE, CICL and two NGDOs: Centro de Intervenção para o Desenvolvimento Amílcar Cabral (CIDAC) and Fundação Gonçalo da Silveira Foundation (FGS). This Programme-Agreement provided for the implementation of a Programme of

Activities in which, among other things, DGE compromised to develop the **DE Guidelines** with the support of the two invited NGDOs.

A team was then set up with members of DGE, CICL, CIDAC and FGS, reinforced by the consultancy of a university professor, and a first version of the document was drawn up, to be subject to public consultation. Following the feedback from the process and the subsequent revision of the document, the **Development Education Guidelines - Preschool, Basic and Secondary Education was approved by the Ministry of Education in August 2016 and released in 2017**.

Designed to guide and support the work of schools in DE, from pre-school to primary and secondary education, the document is organised around six themes: Development; Interdependencies and Globalisation; Poverty and Inequalities; Social Justice; Global Citizenship; Peace. Each of these themes is broken down into sub-themes and, for each sub-theme, a general objective and a set of performance descriptors are defined for each level and cycle of education and teaching. Neither prescriptive/mandatory nor programme-based, **the DE Guidelines is flexible in nature, adaptable to different realities and educational contexts**. Despite its focus on schools, it is a document that can be used as a work tool by other organisations and educational agents interested in working in the field of DE.

. LEVELS AND FORMS OF IMPLEMENTATION

Assuming its status as a non-prescriptive and non-mandatory document, **the implementation of DE Guidelines was based on a model that distinguishes between various levels and forms of appropriation**:

a) Level 1 'Get to Know' *(Dar a Conhecer)* - presentation sessions, news pieces, digital information, word of mouth, etc;
b) Level 2 'Understand' *(Compreender)* - debates, training sessions/actions;
c) Level 3 'Experiment' *(Experimentar)* - pedagogical use in formal or non-formal educational contexts, exchange of experiences on this pedagogical use;
d) Level 4 'Strategic Use' *(Utilizar Estrategicamente)* - inclusion of the DE Guidelines in the training curricula of education professionals;
e) Level 5 'Extend' *(Ampliar)* - develop educational resources based on the document, build and disseminate knowledge based on reflection/evaluation of experiences of using the DE Guidelines.

(CIDAC & FGS, 2019: 9-10)

Its implementation **was reinforced when ENED 2018-2022 recognised the DE Guidelines as a privileged tool to support the implementation of its Measure 2. 1** - Strengthening the integration of DE into the

education system, considering a specific action (Action 2) on holding sessions to disseminate the DE Guidelines to teachers and other educational agents, setting targets for the annual number of such sessions and including other public and civil society institutions in this action, in addition to those that had drawn up the document, namely ARIPESE, PPONGD, APA and CPADA.

In this context, **CICL funded two specific actions aimed at disseminating and deepening the DE Guidelines**, implemented by the two NGDOs that took part in the elaboration of the document (CIDAC and FGS):

- *The Development Education Guidelines for the initial training of educators and teachers*, which took place between 2017 and 2019, with the aim of drawing up proposals for using the DE Guidelines within the framework of initial teacher training curricula and disseminating it to organisations and professionals in the education sector;
- *The DE Guidelines in practice: problematics and recommendations for the initial and continuing training of teachers*, developed between 2020 and 2022, with the goals of contributing to strength the conditions for the practical application of the DE Guidelines in the formal education system and producing recommendations for the initial and continuing training of teachers, leading to reinforce its application.
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In addition to these, the **DE Guidelines has been disseminated and used as an educational tool in several other DE projects**, mostly implemented by NGDOs, but also by some ESEs - some of these projects even had the DE Guidelines as their central reference, basing the core of their intervention on this document. These projects were mostly co-financed through the CICL's Financing Programme for NGDO's DE Projects and/or the European Commission's DEAR Programme.

As far as the DGE is concerned, an ongoing training course for teachers framing DE processes based on the DE Guidelines was designed (with the support of CIDAC, FGS and CICL) and accredited - 'Development Education as a dimension of Citizenship Education' - designed as a 50-hour workshop, which has been implemented in various schools across the country, in both on-site and online formats. A short training course (3 hours) was also designed - 'Development Education Guidelines: articulation with the Citizenship and Development curriculum component', which has been carried out in an online format.

Implementing the DE Guidelines

Strategic use and expansion at the School of Education of the Polytechnic Institute of Viana do Castelo

The Manual 'Global Schools Proposals for curricular integration of Education for Development and Global Citizenship in the 1st and 2nd CEB' is a pedagogical resource developed based on the DE Guidelines.

It is the result of a collaborative process carried out by a multidisciplinary team made up of specialists in different curricular areas from the ESE of Viana de Castelo and representatives of the NGDOs FGS and Graal, with DE work experience. This resource, developed as part of the 'Global Schools: Learning to (co-)live' project, presents a set of teaching proposals aimed at students in the 1st and 2nd cycles of basic education.

The DE themes and sub-themes proposed by the DE Guidelines were analysed considering the curriculum targets for 1st and 2nd CEB and those that were considered most likely to be cross-referenced with contents of different subject areas were selected.

The activities proposed in this manual have been applied and adapted in the classroom by students in initial training and teachers taking part in ongoing training.

Three elements stand out in this experience: collaborative work; the work on the DE Guidelines within the framework of a project - which means continuity in time that allows for other types of realisations; and the production of a teaching tool that extends the proposals of the DE Guidelines.

In "Referencial de ED nas Instituições de Ensino Superior: reflexões e experiências" (CIDAC & FGS ,2019: 15)

. EVALUATION OF THE IMPLEMENTATION

Although there has been no specific process for evaluating the document, that evaluation, even if partial and always incomplete, has taken place through different channels.

In quantitative terms, the mid-term and final evaluation processes of ENED 2018-2022, under Action 2 of its Measure 2.1, included the counting of the sessions held each year to disseminate the DE Guidelines to teachers and other educational agents. In this respect, the planned targets have been met.

In qualitative terms, the two projects specifically carried out with a view to disseminating and deepening the DE Guidelines - implemented by CIDAC and the FGS - can be mentioned as those that have demonstrated a specific intention to measure the level of knowledge and use of the document, particularly in the context of initial training of educators and teachers and in the school context.

As a result of these projects, **a collection of experiences of using the DE Guidelines in Higher Education Institutions were identified, presenting a wide variety of approaches, objectives and contexts** - from the classroom to the elaboration of academic work and/or the development of educational experiences, to

the construction of teaching resources. It was also noted the support and enthusiasm of students who, in some cases, were directly involved in actions related to disseminating and experimenting with the DE Guidelines.

In general, the DE Guidelines were received with interest and received positive feedback from various actors, who valued their relevance and usefulness in addressing complex and socially structural issues, as well the fact that they are elaborated by education cycles and by descriptors, containing a proposal for continuity and thematic deepening, given that the themes and sub-themes can be revisited throughout the students' school career (CIDAC & FGS, 2019: 25).

As for some **barriers to its use**, it was pointed out that the document remains relatively unknown (it is one of several Guidelines within the framework of CE) and, when known, not yet used as much - the Guidelines are generally considered too theoretical by educators. A number of obstacles were also identified related to institutional organization logics and limitations at an individual level: the establishment of teacher-centred pedagogical practices, based on instructive and transmissive logics, as well the resistance to the transdisciplinary approaches encouraged by the DE Guidelines; the overvaluation of traditional curricular content and the downplaying of the school's role in developing values and attitudes leading to change; the excessive emphasis on programmes and the lack of familiarity of teachers and educators with suitable materials and dynamics for exploring the themes proposed in the DE Guidelines; the lack of history in recognising and integrating DE, its themes, approaches and methodologies. There was also a recurring feeling that teachers lacked the preparation and knowledge to work in the field of DE and, consequently, the need or desire for specific training.

. ROLE OF DIFFERENT ACTORS IN THE ELABORATION, IMPLEMENTATION AND EVALUATION OF THE DOCUMENT

The DE Guidelines was initially **promoted as part of a partnership between two national public institutions, the DGE and the CICL**, which had been working together on the ENED for some years. Having been understood from the beginning **as a collaborative and participatory process, the drafting of the document included the active and effective participation of two NGDOs with high and recognised experience in the field of DE** - the coordination of the document was shared between DGE, CIDAC and FGS - as well as the support of a member of academia as a consultant. Subject to approval by the Ministry of Education, **the participatory process was extended to all stakeholders through the public consultation process of the first version of the document**, which led to a number of changes resulting from the various feedbacks received.

In its implementation phase the main protagonists have been the schools and teachers, with these actors taking the final decision on how to use the document in an educational context, as well as the approaches and formats used. In addition to these, **the institutions that took part in drawing up the document - DGE, CICL, CIDAC and FGS - have remained at the forefront of the process and the scope and number of entities directly involved have been extended**, with particular emphasis on some of the APSEs of ENED 2018-2022, namely ARIPESE, PPONGD, APA and CPADA, entities referenced for the concretization of the Action 2 of Measure 2.1, related with holding sessions to disseminate the DE Guidelines to teachers and other educational agents. Also worthy of note is the specific role of some PPONGD and ARIPESE associates, namely the ones which have developed activities and projects that include disseminating, experimenting and sometimes expanding the DE Guidelines.

2.1.4. Portuguese Development Cooperation Strategy 2030 (PDCS 2030)

. CONTEXT OF PRODUCTION OF THE DOCUMENT

The Portuguese Development Cooperation Strategy 2030 (PDCS 2030) is the national guiding instrument for public policy on International Development Cooperation, playing a fundamental role in defining the Portuguese State's cooperation policy and providing national and international coherence in terms of the political commitment made in this area.

The document was approved by the Council of Ministers on 17 November 2022, after a three-month public consultation period. It replaced the previous Strategic Concept for Portuguese Cooperation 2014-2020. In the words of the Secretary of State for Foreign Affairs and Cooperation in charge, this strategy aims to interpret "the changes that have taken place in the area of Development, at national and international level" and to be "capable of presenting answers to emerging challenges, identifying renewed, if not innovative, paths" (Ribeiro, 2020: 10).

The PDCS 2030 contributes to three key international commitments that are articulated with the European acquis and the multilateral roadmap of the United Nations: i) the 2030 Agenda, ii) the Addis Ababa Agenda on the effectiveness of Official Development Assistance and iii) the Paris Agreement on climate change. At a conceptual level, this strategy "**is based on the interaction between human development and sustainable development**, seen as complementary sides of the same goal: putting people at the centre of development processes and responding to their common aspirations for a dignified life, in full respect for human rights and fundamental rights and freedoms, while ensuring the preservation of the planet and, consequently, of humanity itself" (PDCS 2030: 22). **The following are defined as priority areas of action for Portuguese Cooperation public policy**: i) Development Cooperation, ii) Development Education and iii) Humanitarian and Emergency Aid.

The PDCS 2030 presents DE as "a lifelong process learning, committed to the integral formation of people, the development of critical and ethically informed thinking and citizen participation, with the ultimate goal of social transformation" (PDCS 2030: 34), affirming its interconnection with DE, within a diverse framework of educational domains that include formal, non-formal and informal education. **This strategy reaffirms the positive path that DE has been taking as a fundamental dimension of co-operation policy, both nationally and internationally**. It also reinforces a future path of: i) continuing to work together in this area with the EU, ii) building synergies with the Council of Europe's North-South Centre, within the scope of its Global Education Programme, and iii) promoting DE in the Ibero-American space, within the framework of the Global Citizenship Initiative for Sustainable Development. GENE is also identified as an actor with a relevant role in defining the European agenda in this area, sharing knowledge and practices, as well as producing follow-up reports and peer reviews of national and European strategies in this area.

The PDCS 2030, in terms of internal policy, is focused on pursuing "an effective, coordinated and coherent implementation of the ENED 2018-2022 and subsequent ones, in order to strengthen the capacity for intervention in the field of DE, broaden the scope and quality of this action, affirm its importance and promote the mainstreaming of DE at multiple levels" (PDCS 2030: 35). **This document highlights the collaborative and participatory dimension of ENED**, with its coordination, dialogue and monitoring

mechanisms, as well as its multisectoral and multi-actor dimensions. **It also commits to mobilising a diverse set of actors and partners on carrying out policy in this area and to involving specific human and financial resources**.

As part of its framework for action, PDCS 2030 defines objective 1.2 as broadening knowledge, visibility and critical thinking on development and cooperation. **DE is referred to as "a fundamental approach in this regard"** (PDCS 2030: 39) **by promoting educational processes that deepen knowledge, understanding and critical thinking on development issues, as well as contributing to raising awareness and mobilising citizens, with social transformation as the ultimate goal.**

. LEVELS AND FORMS OF IMPLEMENTATION

Since the establishment of democratic government in Portugal, in 1974, **Portuguese cooperation policy has been structured around four guiding and strategic documents**: in 1999, the document 'A Cooperação Portuguesa no limiar do século XXI' (Portuguese Cooperation on the threshold of the 21st century); in 2005, 'Uma visão estratégica para a Cooperação Portuguesa' (A strategic vision for Portuguese Cooperation), which already refers to DE; in 2014, the 'Conceito Estratégico da Cooperação Portuguesa 2014-2020' (Strategic Concept for Portuguese Cooperation 2014-2020); and, approved in 2022, the PDCS 2030.

The implementation of the PDCS 2030 is the responsibility and competence of the Ministry of Foreign Affairs, being CICL, as entity under this ministry, being the central force for implementing this policy. Given the multisectoral dimension of this area, the Inter-ministerial Commission for Cooperation and its Permanent Secretariat (SPCIC) are also important spaces for strategic national dialogue between public cooperation actors.

. EVALUATION OF THE IMPLEMENTATION

Strategic objective 3 of the PDCS 2030 defines concrete guidelines for its governance, monitoring and evaluation system. **The monitoring and promotion of any adjustments is carried out by the monitoring committee of the PDCS 2030**, of varying composition, within the SPCIC. This committee is responsible for: i) implementing the system of governance and implementation of the strategy and the respective Operationalisation Plan; ii) ensuring the monitoring of the implementation of the PDCS 2030, guiding and accompanying the various entities involved; iii) leading the production of biennial reports monitoring the implementation of the strategy; and iv) starting and accompanying the mid-term and final evaluation processes, the results of which will be made public.

The final external evaluation will allow the results to be incorporated into a future strategy. The results of this monitoring process by SPCIC will be communicated and consensualised in a broader coordination forum, namely the Development Co-operation Forum (FCD).

. ROLE OF DIFFERENT ACTORS IN THE ELABORATION, IMPLEMENTATION AND EVALUATION OF THE DOCUMENT

At national level, **the Development Co-operation Forum** plays an important role in designing, formulating and monitoring the PDCS 2030. With a consultative role, the FCD main function is "to promote mechanisms for knowledge and coordination between cooperation actors that do not belong to the

central state administration and between them and the institution that coordinates Portuguese Cooperation, Camões I.P." (Camões I.P., 2014: 1). This forum, which can work in plenary or thematic meetings, meets every six months.

The DCF is chaired by an Executive Secretary and includes representatives from confederations, federations, platforms or associations of public and private organisations with relevant activities in the development cooperation sector, from the fields of higher education, research, NGDOs, foundations, business, trade unions and local authorities.

At international level, PDCS 2030 and its results are evaluated in the periodic reviews of the **Development Assistance Committee** (CAD). Every four years, the member states of the CAD, of which Portugal is a member, undergo an OECD Development Co-operation Peer Review. This review gives rise to a set of recommendations for public policy in this area. Portugal was peer-reviewed in 2022.

3. Stakeholders inputs

3.1. Brief description of the methodology

For the process of analysing the discourse of the strategic actors in DGCE at national level, the first step was **to identify the institutions and people with a central role in the implementation of DGCE on national territory.** To identify these key players, in addition to the institutions represented, their experience and their historical and current role in the DGCE sector was considered, focusing specifically on their participation in processes underlying public policies in the sector and, in particular, their implementation in formal education contexts.

Once this identification had been made, two types of methodological tools were used to gather information: **interviews with representatives of key institutions** (CICL, DGE and APROFGEO - Geography Teachers' Association); and **focus groups with representatives of key institutional groups** (NGDOs and ESEs).

Three interviews and three focus groups were held, involving a total of **14 people** representing **13 institutions**:

	Instituição(ões)	Nº Pessoas
Interview 1	CICL	1
Interview 2	APROFGEO	2
Interview 3	DGE	1
Focus group ESE (1)	ESE - IP Porto; ESE - IP Santarém; ESECS - IPPortalegre	3
Focus group ONGD	AIDGlobal; CIDAC; Fundação Cidade de Lisboa; Fundação Fé e Cooperação; Rosto Solidário	5
Focus group ESE (2)	ESE - IP Viana do Castelo; ESE Paula Frassinetti	2

The interviews and focus groups took place between November 13 and December 6, 2024.

Regarding the discourse analysis carried out, in order to facilitate a critical reading of the document, some **categories of analysis were created in each subchapter**, emerged not only from the discourse of the people representing the institutions and institutional groups, but also from the experience of the research team. In the process of writing and systematizing, some themes or elements are covered in different subchapters complementing each other in terms of analysis.

3.2. Integration of DGCE in formal education - policies

. KEY DOCUMENTS

There is an **in-depth and broad perception** on the part of the different key actors, **of the documents that are reference and a structuring factor** in supporting the formulation, implementation and curricular development of DGCE, from pre-school to secondary education.

The following documents **were identified and listed as references for the sector by all the people and institutions** taking part in the interviews and focus groups:

- National Strategy for Citizenship Education (ENEC);
- Students' Profile at the End of Obligatory Schooling (PASEO);
- Development Education Guidelines (DE Guidelines).

In addition, **the following documents were mentioned by more than one person/institution**:

- National Strategy for Development Education (ENED);
- Essential Learnings Outcomes (and the curriculum guidelines for pre-school education);
- Decree-Law nº55/2018 establishing the curriculum for primary and secondary education and the guiding principles for the learnings assessment;
- Human Rights Guidelines (in which one of the themes explicitly refers to Global Citizenship);
- 2030 Agenda for Sustainable Development, namely Goal 4 - Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all;
- European Consensus on Development.

Finally, the **following documents were mentioned by one person/institution**:

- National Strategy for Development Education - Action Plans;
- Decree-Law n.º 54/2018 establishing the legal framework for inclusive education;
- Development and Global Citizenship Education Narrative of the PPONGD;
- National Strategy for Environmental Education;
- National Strategy to Fight Poverty;
- Environmental Education for Sustainability Guidelines;
- Health Education Guidelines;
- Security, Defence and Peace Education Guidelines;
- Reference Framework of Competences for Democratic Culture by UNESCO;
- PISA Global Competence Framework (OCDE);
- Universal Declaration of Human Rights;
- European Declaration on Global Education to 2050 – Dublin Declaration;
- Academic and scientific works made upon CE/DE/GCE/DGCE/EST.

In addition, some reflections from the participants are listed below, prompted by the discussion on these key documents:

- **At a national level, the ENED's role is of essential importance for DGCE inclusion and integration in public education policies**, not only because it strategically foresees and value integration processes in formal education contexts, but also because it is a document that results from intersectoral work and it's generated and developed through a participatory process. This importance is particularly visible and striking for NGDOs working in schools, as it underpins and

justifies their intervention. ENED also acts as a protection for the Financing Programme for NGDO's DE Projects[13].

- ENEC's key role is to potentially act as a gateway for the integration of DGCE into schools through the **Citizenship and Development curriculum component (CeD)**.
- In connection with ENEC, the use of DE Guidelines strengthens, justifies, gives visibility and provides tools for working within the framework of the CeD. It also provides a coherent insight into the process by being a document that is the result of a collaborative process between civil society organizations and government entities.
- The **PPONGD's DGCE Narrative**, built collaboratively by the Platform's member organizations, constitutes a **cornerstone for NGDOs positioning in the sector**.
- At international level, the **European Consensus on Development** is an important document as it allows to support DE intervention within a broader narrative. Also relevant are the **European Declaration on Global Education by 2050** and the **2030 Agenda**, specifically SDG 4.
- It is perceptioned by the participants that schools are now more open to social issues and that the CeD has gained relevance in the school curricula, with more people interested and involved. In this sense, **there seems to be a correlation between this 'gaining ground' in schools and the implementation of educational documents and policies in the sector**.
- At a local intervention level, all these documents are very important to legitimize and strengthen the action of schools and CSOs in the specific area of DGCE.

. NATIONAL STRATEGY AS A POLITICAL TOOL

As mentioned above, the existence of a recognized national strategy for the implementation and strengthening of DGCE is identified as a fundamental factor for its integration process, not only at a school level, but also in other intervention contexts. **Deciding for the existence of a national strategy as a way of carrying out structured and collaborative work on DGCE makes it possible to**: a) identify and map existing DGCE activities at national level; b) understand the needs in the future from a cohesive and sustainable point of view; c) bring together the key actors in the sector, who are central to the collective construction of this public policy; d) give political weight to the sector, providing it with a bigger scale and dimension, essential factors for placing it in the debate and in decision-making centers; e) bring together financial and human resources; f) create the necessary conditions for critical thinking by the various key actors involved; g) conferring to utopia and to 'dreams' an experiential and shareable format.

. COOPERATION BETWEEN ENTITIES IN THE POLICIES IMPLEMENTATION

It's been strategic the approach and collaboration between sectors in public policies construction processes related to the education sector, namely in the area of CE. In this sense, **ENED was widely referred to as an example of the collaborative dimension in the construction of sectoral policies**, which, in order to gain a bigger basis of legitimacy, in the 2018-2022 edition moved from a sectoral strategy to a multisectoral strategy, being approved by a Resolution of the Council of Ministers. Several of the participants, from the different sectors, also mentioned the importance of building other types of guiding documentation and legislation (and not just the ENED) within this multisectoral public policy format.

[13] In 2005, a separate funding line was set up to support NGDO projects of this nature. Since then, Camões, I.P.'s support has covered various areas considered a priority according to ENED, such as Formal Education, Non-Formal Education, Awareness Raising and Political Influence. On the Financing Programme for NGDO's DE Projects, see also subchapters 1.3. and 1.4. of the publication.

The importance of civil society participation in public policymaking has also emerged. Once again, the ENED experience (including its Action Plan and Monitoring Commission) was identified as a very relevant and differentiated practice (at national and European level), **emphasising its collaborative dimension on three levels**:

a) in its genesis, in the collective work, based on a horizontality and parity logics, between the Ministry of Foreign Affairs, the Ministry of Education and Civil Society;
b) in the follow-up and revision of subsequent strategies, through collaborative work in which the various NGDOs and other public and civil society organisations outside the specific area of Development were involved, reflecting its multidimensionality and complexity;
c) its governance model, due to its collaborative work proposal also stands out in the national panorama in terms of elaboration and implementation of public policies/strategies.

Some of the speeches implied that in drawing up and monitoring ENED there is an **intention to try to make form and content coherent**, in other words, to design, implement and monitor an DGCE policy considering and being guided by the principles of the DGCE itself.

. CONCEPTUAL FRAMEWORK(S)

In the Portuguese education system, as already analysed, various areas and frameworks coexist, organising and guiding the actions of teachers and schools in the area of CE. As such, the conceptual dialogue between DGCE and other 'Educations for...' has gained understandable importance in the reflections of the various key players. **The general tone when addressing the coexistence of concepts and understandings is one of complementarity and focus on a process of dialogue and collaboration, although there are tensions in the different coexistences and contexts.**

In this sense, it was pointed out that the complexity brought by the coexistence of concepts that cross educational territories linked to citizenship has had a **sequential impact on the process of designing the different editions of the ENED** - from the first to the second edition changes were made to the references to other 'Education for...' in order to find the best response to this coexistence. It was hypothesised that, because the processes of designing the different ENEDs were participatory and inclusive, it was assumed that **DE would not be a solution to simplify the multiplicity of 'Educations for...', but rather an angle, a prism for looking at reality**. For some of the participants, ENED is seen as a way forward and a 'toolbox' for reducing tensions between proposals. However, it is recognised by the same actors that it is a long process and very dependent on the political mechanism that supports it. Within this route, it is stressed the **perception by the NGDOs that, particularly in the ENED, their role is to remind/defend the essence of the EDCG amid other 'Education for...'**.

One of the conceptual dialogues that was discussed in greater depth by the various key players was the **dialogue between DE and ESD**, since both terms are used in different reference documents at national and international level for the area of DE in schools, raising doubts and causing some entropy among educational players. The use of ESD is usually linked to European policies, which are often necessarily mirrored in Portuguese policies, with consequences that are not always clear in terms of implementation in school educational practices. In this sense, there are **several strategies shared by the different actors to enable conceptual 'cohabitation' in educational practices**, namely:

- The use of DE as an 'umbrella' concept, under which other themes and concepts fit, such as ESD;

- In the same line of thought, the idea that ESD represents a specific development model, while DE is more open and includes the possibility of getting to know and debating various development models. To this sense, there would be no conflictual tension, but rather a partnership process that still has a way to go;
- Alternatively, linking ESD specifically to its environmental pillar, leaving the social and economic pillars of sustainable development to DE. This separation facilitates partnership work at training and school implementation level.

The issue of DE prevailing as a central concept at institutional level was also addressed, enduring and coexisting with updates and fluctuations in conceptual frameworks, even as NGDOs progressively adopted the term GCE. Among the various reflections shared, there was no particular discomfort with the situation, with a **relative consensus around the fundamental role of CICL in relation to the sector and the consequent predominance of DE as a reference in terms of public policies and the consequent funding they provide** - with regard to the latter, since the main funding programmes for the sector are promoted by the Cooperation area of the Ministry of Foreign Affairs, the fact that they support 'DE projects' seems natural and even desirable, giving them stability and reliability within the national financing system.

There was also room to reflect on the implementation of the CeD, more specifically on how the curriculum for the teaching workspaces in this component is chosen. Thinking about the two concepts that compose the name of the component, there is a **partial perception of the people who took part in this study that the focus of the teaching staff is more on 'Citizenship' than on 'Development'**, a fact with direct repercussions on the themes that teachers prefer to address in this curricular component.

. INFLUENCE OF INTERNATIONAL POLICIES AND ACTORS

It was pointed out by the key players that government involvement in working groups and commissions based on international commitments such as conventions and recommendations in the formal education sectors is a key factor in the implementation of DGCE in school contexts, especially when an operational and conceptual interconnection is achieved between national policies and international reference policies or documents[14]. It was also made clear that **external influence and the active and visible participation of government actors on the international DGCE scene has been (and continues to be) fundamental to ensure the political credibility of the sector and justify the existence of a specific national strategy**, while at the same time nurturing and challenging the sector's own internal dynamics.

It was shared by the group of people involved in teacher training processes that it is common to have resistance and scepticism on the part of school management and teaching staff at all levels of education. In these cases, international documents, and particularly the 2030 Agenda for Sustainable Development, being a recognised and valued international agenda, make it possible to **support and legitimise some of the internal work at this level, while also supporting the partnership work between Higher Education Institutions and schools (primary and secondary education)** in this area. They also justify for the broader community the need for an institutional focus on these issues.

[14] The following were listed: Teaching and Learning for a Sustainable Future, by UNESCO; Learning for Sustainability, by the European Commission; Reference Framework of Competences for Democratic Culture, by the Council of Europe.

3.3. Integration of DGCE in formal education - implementation

. DOCUMENTATION AND IMPLEMENTATION

It was repeatedly shared that **the reference to national, European and international policies that frame DGCE legitimise and strengthen the intervention in schools in the national context**, gaining special relevance in peripheral local contexts, far from the centres of public policy decision-making. In this sense, **the political orientations of the decision-making executives influence the way in which and the intensity with which DGCE themes are worked** on in schools (especially the more divisive themes) - even if these orientations are not necessarily strictly followed by the different actors, they always end up having a great deal of influence when it comes to defining each school's policies and strategies in the area of CE.

Of the documentation identified as relevant to the implementation of DGCE processes in schools (see point 3.2), the **reference to the DE Guidelines stands out, as it is a document that can serve various areas of CE, promoting, when used well, the interconnection of these various areas**. Another tool identified several times in the in-depth discussion of the mechanisms for integrating DGCE into schools was the EECE, a document that organises specific action on CE in each school.

. TEACHER TRAINING RELEVANCE

Training processes aimed at educational communities, especially training for teachers, were described as key to the implementation of DGCE processes in schools. It was pointed out that key actors/entities in the sector, such as DGE, ESEs and some NGDOs, promote this type of thematic and methodological training aimed at teachers, mostly in the context of continuous training, providing workshops, short courses and specific webinars on DGCE, on its existing guidance documents and their potential for application in schools.

The NGDO group discussed the idea/proposal of creating specific training formats at higher education level (post-graduate or master's degrees) to work on the CE dimension in schools, deepening competences, concepts, themes, approaches and methodologies, etc., including the logic of training provided in close partnership with civil society. However, some dangers have been identified with this specialisation approach, particularly with regard to losing focus on the disciplinary and curricular integration processes of DGCE, giving them a critical, transformative and interconnected dimension. This is a complex issue that deserves further debate and reflection.

. PARTNERSHIPS

Partnerships are highly valued in schools, vision supported by ENEC and EECE. Civil society, specifically NGDOs, are key in the implementation of DGCE in schools, as are some public bodies at central level (public institutes involved in the thematic areas of CE) and local level (above all, municipalities). The importance of working with social movements was also mentioned, so that schools and organisations in the sector (political public entities and civil society) can connect and keep up to date with local and global issues. **Working in partnership with the community brings a territorial dimension and contextualisation to the educational process** - there was consensus that reading the context is important and that "what works in one school may not work in the school next door".

According to the DGE, **partnerships with NGOs, NGDOs and Environmental Non-Governmental Organisations (ENGOs), in terms of EECE, are the most frequent and are activated in different ways**:

- from NGOs to schools - organisations often have a pre-defined offer that they take to schools, and can even replace them in their pedagogical work;
- from schools to NGOs - some schools make it their project dependent on partnerships with NGOs that offer relevant proposals;
- through mixed partnership (or compromise) formats, based on building collaborative and dynamic interrelationships between schools and NGOs.

Also, according to the DGE, there is a perception that schools are gradually showing greater judgement in their choice of partnerships, with greater coherence and increased potential for positive impact on the school's educational project.

For NGDOs, partnership projects can, in part, be presented as a gateway to DGCE in schools but **it is important that these projects are presented as a complement and articulated proposal with what is already being done in a structural way and not as something additional**. In addition to the problem of the overload of projects in schools, the issue of the lack of knowledge of the DGCE, placed in the middle of all the 'Educations for...', has led to internal reflection in the sector. In this sense, an important step, in terms of the concept used, was to add the term Global Citizenship to the term Development, in order to better enter the school 'jargon' - the transition from DE to DGCE helps but there is still a lot of unfamiliarity and, in school contexts, the other 'Educations for...' are generally better known.

Still on the subject of 'Education for...', the way in which the curricular component is divided into areas provides (and often directs) the **establishment of partnerships based on correlations between specific themes and CSOs that are 'experts'** in these themes (e.g. Amnesty International Portugal for the theme of Human Rights).

. THE ROLE OF SCHOOL CULTURE AND LEADERSHIP FORMATS

As there is a wide variety of experiences and levels of implementation at national level, **the implementation of CE processes ends up being very much linked to the school culture and how this school culture is worked on by the leadership**, not just the top leadership, but also the middle leadership, such as department coordinators, class leaders, etc. **The levels of implementation of ENEC, as a facilitator of DGCE processes in schools, are very diverse** and should be approached in a processual way - some schools find it easier to adhere to the Autonomy and Curricular Flexibility project[15], due to their culture and organisation that is closer to the WSA, while in others there is more resistance, due to their less collaborative culture and the greater pressure felt in relation to exams.

The implementation of CeD educational teams is a good way of identifying the role of leadership in school culture. Working in educational teams means working collaboratively between teachers, in curriculum planning and development and project work. It does, however, require leadership at school management level to make decisions in this direction so that it becomes a priority for the school. **The management of**

[15] It aims to promote better learnings that foster the development of higher-level skills, assuming the centrality of schools, their students and teachers, and allowing the curriculum to be managed in a flexible and contextualised way, recognising that the effective exercise of autonomy in education is only fully guaranteed if the object of that autonomy is the curriculum (Legislative Order no. 5908/2017, of 5 July).

these teachers' timetables is an example of this type of decision, which has a fundamental impact on their ability to develop collaborative work in a way that is integrated into their activity.

. DIFFERENTIATION BETWEEN EDUCATION CYCLES (CE)

In the various reflections on the implementation of DGCE in schools, the differences between cycles were also emphasised, with the **general perception that implementation becomes more difficult, once the level of education is more advanced**:

- The 1st cycle mono-teaching regime facilitates the implementation of educational processes linked to CE, but it is still much dependent on the teacher's abilities and will - the orientation towards integrating the CeD component in a transversal way means that the intentionality can be diluted in the other processes. Furthermore, in this cycle, the existing manuals tend not to support this implementation.
- In the 2nd and 3rd cycles, implementation is often 'held hostage' by the CeD curricular component and by the coordination of the head teacher, considering that in most schools the teaching of CeD is assigned to him/her.
- At secondary school level, the general perception is that the cross-curricular model of integrating the CeD component is neither effective nor considered relevant by the majority of class councils - this was a concern identified by most of the actors, since the focus on exam performance, combined with the cross-curricular model, consigns CeD to work on a very peripheral and almost non-existent workspace.

3.4. Importance given to DGCE and global issues and its relationship with the curriculum

When reflecting on DGCE and the way it is methodologically and thematically integrated into school curricula, especially regarding global issues, the interviews and focus groups made it possible to identify three important dimensions.

When talking about the **structure of the curriculum in the different subjects**, especially those belonging to the structure of the 2nd and 3rd cycles, **subjects that were 'favourable' to DGCE were identified, although it was always stressed that all subjects have 'DGCE potential' and that all content can be articulated**. Geography was identified by all the participants not only as the most relatable subject, but also as an area that could represent a gateway to DGCE at school, mainly because it works on themes related to Development, Cooperation, NGDOs, Migration, Population and Demography, the Environment and the SDGs, bringing notions and interrelationships between the local and global scales. In addition to this, History was also identified as a subject with many links to DGCE, as well as Natural Sciences, the latter especially because of the themes linked to environmental issues. The subject of Portuguese was also mentioned as having many possibilities for integration, although this is much more dependent on the predisposition of the head teacher. At more advanced learning levels, Economics and Philosophy were also mentioned as having enormous 'DGCE potential'. Then, in a category that corresponds to subjects that are more difficult to integrate, Mathematics, Physics and Chemistry and other subjects were identified from the so-called 'hard sciences' - there is a general perception that working on DGCE topics is something that belongs to the social sciences, and it is more difficult to integrate them into these subjects (where it could - and should - be possible to articulate more with DGCE). **The question of going**

beyond the more 'traditional' DGCE themes and the type of DGCE approach in schools in more disadvantaged social contexts with their associated problems, was also discussed. Themes such as crime, peer violence or bullying can also be worked on with an 'DGCE lens', although they are more difficult to deal with and very dependent on the ability of the teaching staff to contextualise them. Lastly, CICL specifically emphasised the need for more curricular interconnections with themes and issues directly related to Development Cooperation.

The **centrality of the autonomy/dependence of the teaching staff** with regard not only to the choice and relevance given to the different themes, but also to the interconnection made (or not made) with the disciplinary content, is a complex issue. The profile of the teachers - shaped by their predisposition to integrate DGCE and the opportunities for specific training - and of the school itself, expressed mainly in the educational project, are central to the management of the curriculum and, consequently, to the level of relevance of DGCE in the school.

The **methodological dimension** was also subject of reflection by many of the people who took part in the interviews and focus groups. In order to integrate DGCE into the curricula, it is important to give it context, linking it to the reality of the students, i.e. "going beyond learning the subject/content just for the sake of learning the subject/content". Similarly, the coherence of the methodological approaches commonly used in relation to the principles of the DGCE was questioned and seen as a weakness that easily jeopardises the DGCE curriculum content. Partnerships and links with civil society can reduce this weakness by facilitating the integration of DGCE content developed from materials and teaching resources specifically oriented at curriculum integration or developed in a more generic way.

3.5. Limitations and obstacles for the introduction and implementation of DGCE in formal education

Reflections on the limitations and obstacles to implementing DGCE in the school context filled a substantial part of the interviews and focus groups. In the sharing between key actors about the implementation of DGCE in schools, several constraints were identified.

The teaching staff is logically a central actor when identifying obstacles and limitations, since they are at the forefront of the implementation processes. The **pressure and overload that characterises the daily lives of teachers**, who are divided between various roles, poses many difficulties for the integration of CE domains, a potential gateway to the DGCE. These constraints leave **little room for planning, thinking and creating together** something that is identified as very important for the implementation of DGCE, not only in terms of curriculum articulation, but also in using non-teaching workspaces. **The ageing of the working class, its high turnover rate and precariousness** were also pointed out as negative influences on the implementation of educational processes in the area of citizenship, not only because of the constant influx of a great number of teachers without any kind of specific training in the area of CE/DGCE, but also because of the instability that results from this and the difficulty in maintaining stable and consistent teams of teachers in this area, making it difficult to develop medium/long-term projects and processes.

Regarding the **knowledge of documentation and public policies related to CE and DGCE**, it was identified that there is **a scarce amount time dedicated to reading, discussing and analysing them in depth**, considering the large number of documents in this sector. On the part of the ESEs, which are responsible

for initial training and some of the ongoing training available, **it is perceived a lack of interaction/knowledge between ENED and ENEC, as well as with other key documents**. The lack of this 'literacy' and the low prevalence of mechanisms to facilitate the knowledge of official documents into school practices, creates huge barriers to implementation - "having legislation is different from promoting implementation".

The **personal backgrounds and social vulnerability of the students' personal contexts** place some limitations on reflexive practices and call for action based on critical thinking. This limitation is felt above all in the experiences of NGDOs implementing DGCE educational projects in these contexts. According to some of the actors, while it is already difficult to implement DGCE in formal educational contexts, it becomes more difficult when these contexts are economically and socially fragile, not just for the students (and their families) but also for the instability of the teaching staff in these contexts.

The **dominance and hierarchical importance of some subject areas over others** poses constraints to a more comprehensive integration of DGCE in schools. As mentioned in the previous subchapter, there is a prevailing perception that DGCE is a specific domain of social sciences and that it does not concern other curricular areas. On the other hand, exams generally take precedence over learning related to CeD, and there is a generalised perception among school actors that these are accessory and not relevant to exam evaluation, which emerge as central.

The **times and rhythms proposed by schools** don't help the implementation of DGCE and very often these rhythms are dictated by the continuous response to emergencies, inevitably always with very short timescales. Processual proposals, which are not fast, specific and solely operational, are difficult to understand in the current school structure, which does not help the necessary vision and intention of a more structured implementation of DGCE processes. It is a **major constraint the process of ensuring coherence between form and content in school intervention**. As a result of all this, NGDOs verbalised that DGCE continues to be worked "on the peripheries" of the education system.

The **lack of specific training and/or the fact that existing training does not have the necessary scope and quality** were other constraints identified. It would be necessary to structure better specific teacher training and provide schools with the tools and resources to effectively apply/implement existing policies on DGCE. **Not having enough training to give the necessary continuity and cohesion to policies is a major barrier to implementation**. The responsibility for this liaison and the consequent training of educational actors is often left to the teachers' associations, which most of the time take on this role without any specific connection with the respective governmental and political actors.

The narrowing of the school's work in the area of citizenship to the CeD curriculum component means that student participation in CE learning processes is compulsory rather than voluntary and takes place in a closed classroom context with conditioned formats, something that brings conflicts between the principles of the DGCE proposal and the CeD workspace. **Work on DGCE outside the formal classroom workspace has become very limited** and it has been pointed out that these limitations are felt even more in rural or peri-urban areas, where the scarcity and mobility formats of school transport force the 'desertification' of the school space as soon as the school term ends.

There are also external factors to the school related to **policies and decision-making mechanisms in the education sector**. In particular, it was mentioned the instability and volatility of the way in which the political and governmental context can influence policies in the sector, specifically those related to CE,

with formats, themes and, above all, educational approaches and intentions being linked to the dominant political agendas and visions. **The wide range of CE areas** can also negatively influence or limit the implementation of DGCE in schools, causing a model of 'competition' between the various areas, as well as inevitable dispersion.

At curricular level **the integration of EDCG is poorly addressed**, not only in terms of content, but also in the collaborative working between subjects, with **difficulties expressed in multi and trans- - disciplinary work**. Linked to this, another limiting factor is the way in which CeD curriculum is organised, which compartmentalises and favors 'monocausal' work and makes transdisciplinary integration difficult. **The lack of integration of DGCE in school textbooks** was also identified, and it is not clear the entry point for this dialogue or cooperative process. It was pointed out that access to school textbooks must necessarily involve the private book sector and that perhaps NGDOs or the CICL itself could play an important role in initiating a desirable textbook revision process with this integrative approach.

There are **themes that, while being important to be worked on through the 'DGCE lenses', are more sensitive to approach because they are considered fracturing** - examples include gender issues, racism, sexual identity and interculturality. These are issues that come under a great deal of social pressure and cultural resistance, not only from families but also from many teachers. Faced with this, it is often decided to avoid/circumvent these issues or to adopt a non-questioning and 'soft citizenship' approach (Andreotti, 2014) - in this sense, this can be a dimension where EDCG falls short since its transformative intentionality is lost, a central aspect of the political dimension of this type of educational process.

Significant constraints have been identified in **partnership management processes between schools and civil society**. Various difficulties were identified by the different actors with regard to the implementation of DGCE, namely the overload of activities/projects in schools, the (lack of) knowledge of the DGCE educational proposal, the curricular approach to CE and its socio-political intentionality - the difficulty of integrating 'Educations for...' into an EDCG approach and giving a global, critical-reflective and transformative intentionality to the educational process was addressed.

3.6. Opportunities for the introduction and implementation of DGCE in formal education

In addition to the limitations identified, several opportunities also emerged regarding DGCE implementation in formal education contexts.

One of the most mentioned opportunities was the validation of the **strategic continuity provided by ENED**. Maintaining it allows schools to continue to be a strategic actor for implementing educational processes related to DGCE and legitimises the continued support given to the implementation of DGCE projects through the Co-financing Programme for NGDO DE projects. On the financial front, the recent **reinforcement of this funding mechanism**[16] is also an opportunity to broaden the scope for implementing DGCE processes in schools.

[16] See the timeline for public policies in section 1.4.

The **diversity of documents currently guiding and proposing policies related to CE** (PASEO, Essential Learning Outcomes, ENEC, etc.) is also an opportunity to implement DGCE, depending on the positioning of schools and their educational projects.

At this level, the **deepening of collaborative strategies** by the entities with responsibilities in this area is seen as an opportunity. There are mutually supportive strategies, such as ENEC and ENED, and the inter-ministerial approach between the Ministry of Education and the Ministry of Foreign Affairs in this work is crucial for a complementary and non-competitive vision of their implementation in schools. Also from this perspective, action in partnership between public entities and CSOs is seen as a way of overcoming some possible blockages triggered by the diversity of language, conceptions, themes or ways of approaching DGCE practices in formal education contexts.

Specifically in relation to ESEs, it was identified the opportunity of **structuring initial training or organising ongoing training processes for teachers based on documents and guidelines for thematic implementation**, cross-referencing them with the principles and vision of DGCE. Still related to higher education schools' contexts, several opportunities were mentioned for them to be informed and involved in the discussion of existing documentation and policies in the sector, either by liaising and promoting partnership projects with CSOs, either through ARIPESE or even through DGE itself.
Also regarding training, the **integration of DGCE in the curriculum of higher education courses with intervention in the school context** (Social Education, Sociocultural Animation, etc.) appears to be a clear opportunity to promote the implementation of projects in the school context in a curriculum integration format, namely linked to content and approaches with potential within DGCE themes. It is also a 'seed for the future', given that these professionals are often the CSOs' points of contact in schools, facilitating partnerships and liaison with teachers.

Several opportunities have been identified in terms of teaching practices: **the use of the DE Guidelines in conjunction with other CE guidelines**, such as the Environmental Education for Sustainability Guidelines or the Human Rights Guidelines, and other tools can be an opportunity to support teaching practices in curriculum planning and development; as an opportunity to provide critical thinking in teaching practices and, at the same time, diversify them, was identified **the possibility of crossing DGCE with artistic and manual areas/subjects**, such as, for example, the interconnection with Visual Education subject, since it is possible to promote creative views on content from this crossing as well as proposing multidisciplinary approaches based on a theme; in the same direction, **implementation in coordination with subjects such as Philosophy and Economics** brings the opportunity to diversify methodologies and content**; the cultural diversity that currently exists in many of the country's schools**, while presenting a challenge, is also an opportunity to work on the DGCE by experiencing and learning with this diversity - "we have the world at school"; for NGDOs, **adapting resources and methodological proposals towards Inclusive Education** is an important challenge and an opportunity to diversify intervention - an approach that includes more audiovisual stimuli should be aligned with an inclusive vision of education for the differences between students (physical and neurological).

It was also reflected about the **non-teaching workspace and its great and necessary 'DGCE potential'**, which is little worked on, and which could gain even more importance when the action is integrated or articulated with the implementation of a WSA. It represents a school dimension for voluntary participation in more pleasant and less controlled contexts, which is consistent with the DGCE approach. In the process of (re)activating non-teaching DGCE learning spaces at school, it's important to start 'occupying' spaces

and working them in the long term - in this sense, **school libraries appear to be emerging as important actors**, being crucial to mobilise libraries and teacher librarians.

Lastly, the **promotion and dynamisation of one or more themes to be worked on in the school over the course of a school year** was identified as an opportunity to give a DGCE intentionality to the CE work over a longer period and in the various subject areas. In that way, EECE appears to be an opportunity to co-develop a DGCE project/process between schools and CSOs.

3.7. Recommendations and other reflections from the actors

Finally, next we present some recommendations and other reflections, organised into different dimensions, which emerged from the interviews and focus groups.

Specifically regarding **communication processes and sharing experiences**, it was stressed the importance of giving visibility to what is currently being done and what has been done in the past in the education sectors linked to the DGCE (for example, promoting DGCE impact assessment processes and communicating them). Also, the importance of continuing the processes of disseminating international practices and policies through GENE, as well as sharing the ENED practice in Europe, giving voice to NGDOs and to the Portuguese inter-ministerial political experience.

Regarding **political and strategic processes**, there was unanimous reference to the importance of stabilising the political mechanisms in areas related to DGCE in schools, as well as the urgency of approving the new ENED as a fundamental factor for the continuation of this political and strategic path. Along the same lines, the need to continue working on convergence and coherence between national policies and strategies was mentioned, as well as the importance of prioritising an intersectoral and collaborative way of working in the elaboration of public policies, practice that makes possible to identify different conceptions and practices, focusing on what unites the different discourses relating to DGCE (or other conceptual frameworks of this broad sector). At an international level, the importance of international pressure and validation was emphasised, and to this end it is necessary to continue participating in the sector's international networks and to build on the relationships and processes created, as well as the knowledge shared. At a local/regional level, in the context of decentralisation of education, the importance of being able to monitor these processes through studies linking electoral cycles, funding and the quality of education was highlighted, with a focus on the implementation of DGCE in educational communities.

With regard to **integration in formal educational contexts**, in structural terms was mentioned the importance of clarifying the concepts that gravitate around DGCE and translating them to schools, as well as the need to relate reflection and action on DGCE to the Essential Learnings Outcomes of each subject and what is intended to be worked on with the EECE, and the importance of providing stability for school teaching staff and training middle management leaders to become CeD/DGCE pillars. Regarding educational processes, it was suggested to provide co-teaching spaces (collaborative pair teaching) in the CeD curricular component; to promote family involvement processes; and to provide transdisciplinary or multidisciplinary teaching kits to support strategic and government documents in the implementation of DGCE-related content in schools, as well as curricular integration in the various subjects. There was also

mentioned a lot the need to prioritise contextualised and locally integrated EDCG work as opposed to opting for 'mass' projects with generalised approaches.

About the **importance of partnerships and collaborations** between schools and civil society, it was stressed the importance of "long and processual partnerships" that can provide stability and possibilities for joint paths between civil society and schools, capable of reducing confusion about the specific proposal of DGCE, facilitating the understanding and involvement of educational communities. Ideally, the construction and definition of the EECE would thus be one of the results of these partnerships, being designed and implemented together. To this end, NGDOs and other organisations should work strategically with specific schools, implying more qualitative and less quantitative work. To this end, it is necessary to have appropriate funding mechanisms for this type of partnership, based on more processual formats of prolonged integration of CSOs into the educational communities (which in some way conflicts with the project logic). The need to open the spectrum of actors who intervene and participate in schools was also mentioned, for example by integrating community volunteers from different institutions, areas and approaches into the the educational framework of schools.

Finally, one of the most referred topics in terms of recommendations for the sector was **training and capacity building**. In terms of **initial teacher training**, there was consensus on the need to strengthen training processes involving the DGCE area so that early-career teachers can direct their initiative towards this area and create more innovative dynamics. Also, it was mentioned the importance of establishing more links with other initial training courses which, although not specifically related to basic education, may imply some connection to the school and thus support the integration of the DGCE curriculum in non-teaching spaces (for example, the Social Education course or the Sociocultural Animation course). There was also consensus on the need to **strengthen ongoing teacher training processes linked to each school context of action** - it is important to go beyond theoretical training and relate to the practices and realities of the educational territories - as well as training processes that support the deepening of subject content from an DGCE perspective, and it was emphasised that training processes also serve to enable participants to replicate or experiment the suggested strategies in the classroom context. **On a more general level**, the importance of changing training formats was stressed, in the sense of decentralising training from the classroom to other spaces, as well as increasing the scope of capacity building/training processes, reaching out to non-teaching educational actors in schools, families and the community/territory itself as a way of strengthening the DGCE workspace as a result of the integral involvement of the educational community. Two important factors related to teacher training were also highlighted: a) trying to involve teacher training centres more significantly in the debate on DGCE in schools. b) establishing more partnerships with civil society, specifically mentioning the importance of the resources that are produced by NGDOs, which are an asset to teacher training processes on DGCE.

4. Conclusions and proposals

4.1 Main conclusions

. TERMINOLOGY AND CONCEPTS

The DGCE [17] sector lives within a **multiplicity of concepts and terms** (DE, CE, CGE, DGCE, ESD, GE, EST, etc.), which while on the one hand is a **factor of dispersion and some confusion** among its different actors, on the other hand is a sign of **openness to the diversity of perspectives** and provides room for **complementarities and partnerships** between different sectors.

The most challenging aspect of this multiplicity of concepts and terms is the **tendency for them to be hierarchised** and, as a result, for there to be an **immanent tension between the actors that are closer to each concept** - for example: at national level there is a kind of 'institutional subordination' of the term GCE in relation to DE, particularly in terms of discourse, documents and public policies; at the same time, in the specific area of formal education, DE is just one of many within CE, which is the main concept and term used.

Likewise, although the **search for complementarity** is a reality, it is not enough to make disappear a **coexistent logic of competitiveness** between the different concepts, generating tensions, if only because resources (financial and time) are limited and constrain the action of the diverse educational approaches and actors.

Within these tensions, in formal education, **the relationship between DE and ESD currently stands out**, particularly after the emergence of the SDGs and the consequent effort to valorise ESD, which led the ENEC to link DE to the Sustainable Development area, removing its previous status as a specific area.

. KEY ACTORS

CICL / MNE is the main public driving force and actor in the DGCE sector, due to its central role in ENED and of being the principal national donor of this specific area, as well as remaining one of the country's leading representatives in international governmental groups and fora in the area of GE - in this sense, **it seems logical that DE should prevail as a central concept** at institutional level.

Despite this central role, **is valued the space for collaboration between sectors and ministries** based on DE, materialised by the scope and diversity of the areas and actors involved in ENED, whether through the role played by CA ENED, or through APSEs, or through the effort to have the second ENED approved by the Council of Ministers, or through ENED's quest to make reference to and link with other national strategies and public policy instruments, which reflects the **vision of a more transversal and less sector-based DE**, not just linked to the MNE.

[17] For the purposes of this study, we used the terminology Development and Global Citizenship Education (DGCE) whenever we refer to the sector in general. This option allows us to combine the terminology with the widest reach in terms of public policy (DE) with the terminology adopted by the GET project in Portugal and which is increasingly accepted by school actors (GCE).

In the same direction, **the sector has valued the joint work between public bodies and CSOs**, visible in the central inclusion of the PPONGD in the ENED processes and in the efforts to promote partnerships between these actors - an example of this was the creation of an APSEs Support Mechanism, funding DE projects based on the existence of collaborative work between public bodies and CSOs, which promoted the deepening of the DGCE and its connection to other areas.

The Ministry of Education, through **DGE, has been CICL's main government partner regarding ENED**, being a member of the CA ENED since the beginning and coordinating the elaboration of the "DE Guidelines".

In terms of formal education, **CSOs - especially NGDOs and LDAs - have become schools' key partners** in the implementation of projects with themes and/or methodologies within the scope of the DGCE.

Still in formal education, the **ESEs' trajectory in DGCE has been consolidated through partnerships with NGDOs** and, as a result, their role has been gaining relevance in recent years, especially with regard to the inclusion of DGCE content and methodologies in the initial and ongoing training of teachers and other educational agents who carry out their work in school context - in this process, ARIPESE has been assuming itself as a relevant and strategic actor in the sector.

. POLICY DOCUMENTS

DE in Portugal has followed a **process of institutionalisation, based on the development of a national strategy that has been materialised in several phases**. Since the first ENED, formal education has been considered not only as a field of action but also as a specific area of intervention.

For this institutionalisation process, **external influence and the active and visible participation of Portuguese government actors in the international DGCE scenario was (and still is) essential** to guarantee the sector's political credibility and to justify the existence of a particular national strategy while nurturing and challenging the sector's own national dynamics.

The existence of a national strategy with a consistent trajectory has contributed to strengthening DGCE [18], namely by creating a space of action and reflection with relative stability and progressive consolidation, as well as generating an evident increase in the number of DGCE actions when compared to the previous period with special emphasis on actions carried out in partnership between actors from different sectors - **there is a before and an after ENED**.

ENED's broad collaborative dimension, covering its different phases (genesis, conception, planning, monitoring/governance and revision) places it as a **distinctive experience, not only at European level but also within the national context** - to this end the willingness to put form and content into coherence, i.e. to design, implement and monitor a DGCE policy taking in consideration the very principles of DGCE, has made an important contribution.

[18] See text box 'Key elements for strengthening the National Strategy for Development Education and Development and Global Citizenship Education in Portugal', subchapter 2.1.1, p. 26.

In this sense, **ENED's continuity is a key element in enabling the maintenance of this virtuous process** and the current limbo in which this continuity finds itself promotes uncertainty and instability that weakens the sector.
In formal education, "DE Guidelines" is the main reference document and, despite its fragilities and the fact that it is one among several other guidelines documents in CE, its existence is politically relevant, strengthening and grounding the practice of DGCE in the school context.

Still in formal education, **DGCE interacts with a set of documents, guidelines and educational policies that are not specific to the sector**, in particular ENEC, PASEO and the other guidelines documents produced in the scope of EC.

. INTEGRATION AND IMPLEMENTATION

According to some authors and various actors **it is pertinent to question the current understanding and approaches to DGCE in Portugal**, highlighting the potential prevalence of practices and approaches that remain at the "soft" level and do not reach the level of "critical DGCE" (Andreotti, 2014): for example, although ENED considers social transformation to be the ultimate goal of DE, the lack of explicit references to decolonial rationales and the failure to integrate perspectives from the "Global South" are criticised; likewise, the current predominance and framework of DE in Portugal - with CICL/MNE as the main actor and public funder - raises questions about the required autonomy and capacity of the DGCE sector to potentially question DC rationales, approaches and practices.

This is a **challenge that remains difficult to clarify** given the fact that the major evaluation processes in the DGCE sector continue to be mainly quantitative, making it difficult to get a broader picture of the complexity and coherence of the approaches and practices behind them as well as of the impact of the interventions.

In general, **the changes introduced, in 2017, to CE with the approval and implementation of ENEC are considered to have promoted opportunities for schools to work on DGCE** at different levels of operationalisation, from teachers' work to the school project's planning. Also, it is unanimous the perception of a growing openness of the schools in relation to CE themes as well as the amplitude and relevance gained by CeD in recent years.

On the other hand **ENEC opened the door for a diffuse conceptual framework that, in practice, makes it difficult to operationalise the strategy in the school environment** - specifically with regard to DGCE the dispersion, "natural confusion" and tension resulting from the diversity of terms and concepts has a particular impact, for example, at the level of teachers' training, where DGCE remains an optional and sporadic curricular area, often in competition with various other "educations for...". A similar situation occurs in relation to the themes, approaches and practices through which the schools choose to operationalise CE[19].

[19] In July 2025, when we are concluding this work, the Ministry of Education, Science and Innovation announced the approval of a new ENEC that will take effect in the 2025/2026 school year. These conclusions, referring specifically to the present ENEC (approved in 2017), should be cross-referenced with the new national strategy, which contents are not yet available for analysis.

In this context the **importance of the top and middle leadership in implementing a collaborative and WSA school culture**, orientated towards an educational project linked to DGCE, plays a crucial role.

Also fundamental has been the establishment of **partnerships between CSOs - especially NGDOs and LDAs - and schools**, which are one of the main **gateways to DGCE practices in formal education** - these partnerships are leveraged by ENEC which emphasises the importance of schools working together and in complementarity with CSOs from their communities.

Although these partnerships are essential, in the specific area of DGCE **it is assumed that they should be problematised**, as they sometimes take on forms that are inconsistent with the principles and contents of DGCE, namely: when the relationship established is not horizontal and collaborative (but rather substitutional); when the global and critical dimensions are not present; when issues are worked on in a compartmentalised way; when practices are pre-defined and do not take into consideration the territorial contextualisation; or when the project logic is incorporated as an end in itself.

In terms of the school curriculum, in addition to the natural space of CE and CeD, Geography is identified as the subjects with most themes and connections with DGCE, followed by History and Natural Sciences / Biology, this last due to its direct connection with environmental sustainability and ecology. However, it is considered that **all subjects can articulate with DGCE**, not only because of their contents (e.g. Economics and Philosophy) but above all because it is recognised that "DGCE lens" can be transversal and worked on in the themes and curricular contents of the different subjects - from this perspective this question becomes more complex because the relevance or connection between curricular contents and DGCE is **largely dependent on the profile of the teachers and of the school itself**.

There are many **doubts about the direct link between the DGCE and CeD**, not only because there is a perception that most of the teachers addresses and are more comfortable with themes linked to 'Citizenship' and not so much to 'Development', but also because practice demonstrates that CeD coordinators, CeD teachers and EECE make curriculum choices based on the themes and approaches that are most meaningful to them and/or with which they feel most comfortable - in this way, **DGCE's proposal implies a degree of complexity, an intentionality and even a (self-)challenge that makes it difficult for teachers to embrace** without adequate training and support, a reality (training and support) that continues to be very limited.

In addition, **civil society questions the very format of CeD**, which makes participation compulsory rather than voluntary (not only for students but also for teachers) in a 'constraining' context (the classroom) almost always based on very limited formats in terms of developing a process-based pedagogical work, thereby leading to conflicts between the DGCE proposal and the CeD space.

There is general recognition among the main actors that, despite all its virtues, **implementation of DGCE in formal education remains below expectations**, as it lacks coverage (it continues to work "on the peripheries of the educational system"), training (initial and ongoing) and resources (with particular emphasis on the lack of integration of DGCE in school textbooks).

Teachers' pressure, overwork and increasing bureaucratisation (there's no time to create, think and plan together) and their instability and high turnover (there's no time to develop long-term processes); school's organisation and times; the emphasis on evaluation (exams) and the clear hierarchisation of the learning subjects (in which CE/DGCE is perceived as less important and often even accessory) are all **constraints to**

DGCE's implementation in the school context, hindering its integration into the pre-existing dynamics and difficulting the necessary incorporation and connection between themes and subjects.
In the same way, **the implementation of the policies and their main guiding documents in the schools' practices is also a process that appears to be in deficit**, especially in terms of specific didactical teacher training and of interaction/knowledge of the different documents that complement each other and need to be articulated (for example, between ENEC and ENED) - there is a lack of this kind of literacy and of mechanisms to promote the transfer of official documents to the schools ("legislation is different from implementation").

On the other hand a number of **opportunities for a better integration of DGCE in the school context** are pointed out, in particular: the considerable space for specific training that remains to be provided, especially at the level of initial training in a national context of accelerated renewal of the teachers' workforce; the necessary work to cross-cut and integrate DGCE with the different subjects and curricula and to ensure its intentional use in the EECEs; the link with local authorities and other regional/local bodies in a context of education decentralisation; the (re)activation of non-teaching spaces for DGCE's learning processes at school, especially if integrated/articulated with the implementation of WSA, occupying new spaces and working in the long term.

4.2 Proposals

. REGARDING DGCE IN PORTUGAL

1. Continue to embrace the multiplicity of concepts and terms, managing the inevitable tensions based on dialogue and complementarity, in line with DGCE principles.
2. Maintain and, if possible, strengthen the participation of national governmental entities and civil society organisations in the main international networks of the sector.
3. The approval and implementation of the new ENED and its Action Plan is urgent and strategically crucial.
4. Maintain and strengthen the principles of collaboration, dialogue and inclusion around ENED - continuing the multidimensional, intersectoral and complex work carried out by a broad base of actors and in conjunction with other related public policies/strategies.
5. Carry out an impact assessment of the DGCE initiatives developed over the last two/three decades - to what social transformation has it contributed to over this period?
6. Promote qualitative and impact evaluation processes of current DGCE practices that can complement the predominant quantitative approach and, based on the results of these evaluation processes, answer the current questioning about the quality and coherence of some current approaches and practices, drawing lessons and measures for the future.
7. Based on the results of the qualitative and impact evaluation processes, promote greater visibility of the sector's past and current work - constructing a narrative on the trajectory of DGCE practice in Portugal.
8. Address emerging issues of fundamental importance in Portuguese society (e.g. decolonial approaches) in a more systematic and supported way, contributing with the "DGCE lens" to the debate and public action on these issues.

9. Reinforce the relationships and links between CSOs in the DGCE area with municipalities and other regional/local bodies, promoting decentralization and the reinforcement of locally based DGCE dynamics.

. REGARDING DGCE IN NATIONAL FORMAL EDUCATION

1. Strategically reinforce the focus on training, increasing its coverage significantly, engaging different publics and including diverse approaches and objectives:
    a. Reinforce the investment in the in-service training of teachers in DGCE, namely by increasing the involvement of the teaching training centers, enabling more certified training opportunities to be available in the area;
    b. Reinforce DGCE training processes targeted at school leaders and intermediate coordinators, connecting this training processes to each school's context of action, clarifying concepts and translating them into school reality, relating DGCE to the objectives and subjects that are intended to be worked on within the school's EECE;
    c. Change formal training models, generalizing the openness to carrying out training activities in partnership with CSOs, decentralizing the focus on the classroom to other school spaces and thinking in terms of continuous work between teachers, the school and the community;
    d. Increase the presence of DGCE in initial teacher training processes, ideally by incorporating partnerships with CSOs and structuring this training based on implementation and reference documents (e.g. DE Guidelines) in a logic of transversality and classroom and non-classroom integration in line with WSA;
    e. Extend the public coverage by developing training for non-teaching school actors and extending it to include families/community members.
2. Strengthen the work on ENEC and ENED integration and mutual reinforcement, as well as between the "DE Guidelines" and other policy documents in the field of CE (including other guidelines documents), in order to support schools' strategic options and teaching practices - for example, developing disciplinary, transdisciplinary and/or multidisciplinary pedagogical kits that can support strategic and government documents in the implementation of DGCE-related contents in schools (curriculum integration).
3. Promote the integration of the DGCE perspective into school textbooks, working with the book publishers and seeking to initiate a process of revision of these textbooks - for this process it would be useful to establish partnerships with NGDOs with experience in DGCE curriculum integration.
4. Stabilize political and funding mechanisms that allow for strategic and continuous work between schools and CSOs, facilitating their shared journey of discovery and integration of DGCE, without neglecting self-critique and the evaluation of the coherence of the relationships established within these partnerships - in this context, it's relevant to focus on the intentionality of the DGCE in EECEs by promoting its construction based on partnerships between schools and CSOs.
5. Strengthen the work on non-classroom times and spaces in a long-term perspective and integrating/articulating this work with the implementation of WSA - in this sense, school libraries are seen as important emerging actors.
6. Develop specific strategies for differentiated school groups that traditionally have fewer opportunities - for example, by adapting resources and methodological proposals with a view to Inclusive Education in line with a vision of an education that is inclusive in terms of the differences between students (physical, neurological and cultural).

. REGARDING DGCE IN THE INTERNATIONAL CONTEXT (BASED ON THE PORTUGUESE EXPERIENCE)

1. The establishment of public strategies to implement and strengthen DGCE is identified as a very important factor for the development of the sector, as it allows to: bring together the key actors, which are essential for the common construction of the policy; create the necessary conditions for critical thinking on the part of the different key actors involved; identify and map DGCE activities at the national level; understand what needs to be done in the future in a consistent and sustainable way; give political leverage within the framework of the country's different public policies, providing scale and dimension; gather financial and human resources.
2. Participation of public and civil society actors in international partnerships and networks of the sector, in addition to inspiring and nurturing practices, is fundamental in ensuring the sector's political credibility and in justifying the existence of a specific national strategy.
3. In the development of these public policies, it is essential to have the courage to make a positive difference in terms of collaboration between actors and inter-sectoriality, identifying the diversity of conceptions, discourses and practices, respecting the specific contextualization of each country, and pursuing a course of coherence with DGCE principles - from this perspective, the management of the monitoring and evaluation processes of these public policies is also critical, as is the indispensable reinforcement of the specific financial resources available to develop the planned DGCE initiatives.
4. In the face of a highly challenging global moment, how can DGCE help schools (and society) to be on the “good side of history”?

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