

Global Citizenship Education and Development Education Policy and Activity Mapping

An analysis and mapping of the work carried out around GCE and DEAR in Malta.

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Global Citizenship Education and Development Education in Malta: A Mapping Exercise

1. Introduction

Kopin conducted a policy and activity mapping research on Global Citizenship Education (GCE) and Development Education Awareness Raising (DEAR). This research looked at what policies currently exist in Malta and at what activities and projects are currently being carried out on the island. The research addressed the main national institutions and stakeholders that are involved in global citizenship and development education issues.

The paper is split into two parts:

1. A policy (literature) review as a collection of information at a National Level.
2. A stakeholder analysis and mapping of activities carried out under the GCE and DEAR banner.

The research is aimed at the SKOP Development Education working group, who will use it as a basis for further action, advocacy work and recommendations. By providing a thorough mapping of the GCE/DE on Malta, the working group will be able to identify gaps and challenges to be tackled in future work.

Jessie Seal, an Erasmus Mundus Masters student in Education Policy for International Development from the Universities of Malta, Oslo and Autonomous University of Barcelona conducted the project during the autumn of 2016.

2. Methodology

This research used a number of methods; questionnaires, semi-structured interviews and a desk based policy document analysis. These three methods enabled a triangulation of results and provide findings, which can be used by SKOPs Development Education working group when planning their upcoming activities.

Questionnaires: The 13 questions were created by the researcher and then sent to SKOPs Development Education working group for feedback, this was taken on board and questions on organisational statutes and emphasis on economical, environmental or social work were added. The questionnaire was in the form of a google form, without extra security measures as the content of the study was not considered high risk. Organisational representatives responded online and the results were sent immediately back to the researcher. An initial 2-week deadline was given, this was missed by just over half of the total respondents and further follow up via email, telephone and personal contact was required to gain response.

Semi-structured interview: Questions were drafted (see appendixes) and sent to the Director for Curriculum Management before the interview. The previously agreed on topics were covered and expanded upon, along with other areas that came up during the course of the interview. The interview transcript was then typed up and coded using the same criteria as the organisational questionnaires. Finally links were made with both the policy and organisational questionnaires analysis.

Policy document analysis: Policy documents were identified with the input of the SKOP DE working group. Further documents were then identified through a cascade approach as literature research expanded. The documents were analysed using Atlas.ti and codes created. Analysis initially focused on finding direct references to Global Citizenship Education or Development Education Awareness Raising. I then moved onto finding continuity between documents and wider themes that can be seen as relevant to the terms of this study.

Methodological limitations:

Bearing in mind the small size of the Maltese nation, the amount of organisations who responded does give a representative view of GCE and DEAR work currently carried out in the country. However, one limitation that should be noted is that this study was not widely publicised. Instead organisations were identified and then directly approached by the researcher, leaving open the risk that organisations unknown to the SKOP working group or the researchers may have been left out. This was mitigated by asking respondents to name organisations they collaborated with and cross checking these groups against the initial list.

Additionally, as questionnaire respondents did not have the opportunity to clarify terms or questions before answering. This was mitigated by ‘testing’ the questionnaire on members of the Kopin staff team and providing definitions on key terms at the start of the questionnaire (see appendixes). Further to this, several over the phone conversations took place with those who responded that they were ‘unsure’ if their organisations worked with GCE or DEAR to clarify.

Finally, there was a limit of ‘self-selection’ to both the questionnaire responses and the semi-structured interviews. Several organisations and governmental departments did not respond to any means of communication, leaving the study uncertain as to whether they do no work with GCE or DEAR or if there are other reasons for their lack of response (workload, prioritisation, not recognising the terms GCE/DEAR etc.).

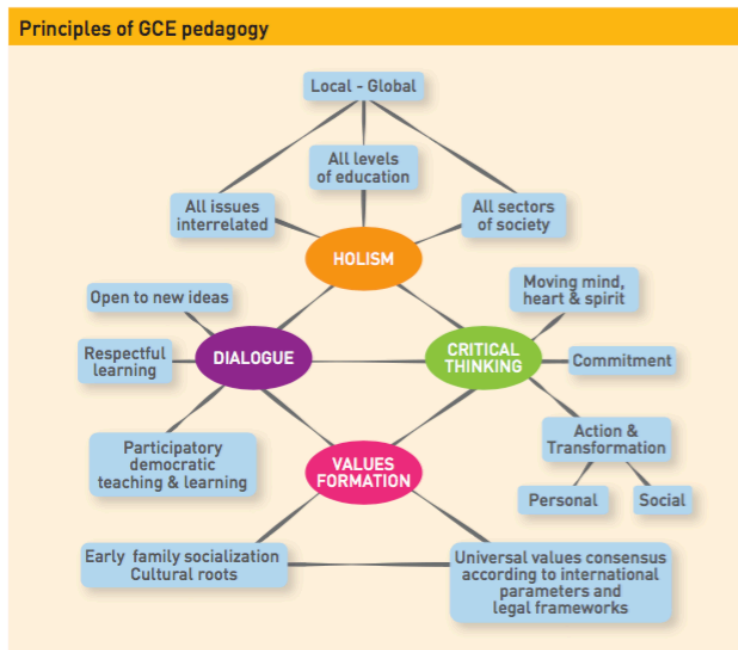
3. Literature review

Terminology surround Global Citizenship Education (GCE) and Development Education Awareness Raising (DEAR) has often become confused and overlapping as was evidenced in our research. The focus was initially on GCE and DEAR, however, this was widened to include ‘Education for Sustainable Development’ and ‘Intercultural Education’ once the governmental policy analysis took place and it became apparent that these were the term that the Ministry of Education and Employment used to describe activities closely aligned to GCE and DEAR.

Global Citizenship Education (GCE):

Caruana notes that to become a citizen is to go through a process of socialisation and the citizenship is ‘about values’ (2015:48),

therefore it can be seen that ‘Global Citizenship ‘is a disruption to pre-existing values and GCE must mitigate this in its practical application (Suša & Vodopivec 2011, Caruana 2015). UNESCO define GCE as ‘a framing paradigm which encapsulates how education can develop the knowledge, skills, values and attitudes learners need for securing a world which is more just, peaceful, tolerant, inclusive, secure and sustainable.’ (UNESCO 2014:9). GCE contends that building knowledge and practical skills is not enough. Instead, developing ‘values’ and critical thinking is central to a meaningful education which gives an ability to understand shifting economic, social, political and cultural contexts.



Source: Adapted from A. Cabezudo, *Introduction on Global Citizenship Education Principles*. Global Citizenship Education Forum, Bangkok, Thailand, December 2013.

(Image taken from UNESCO (2014) *Global Citizenship Education: Preparing learners for the challenges of the twenty-first century*)

The graphic to the left clearly shows the many different aspects included in GCE. Understood as a lifelong learning process, GCE can be given and learnt through many different methodologies and takes from theory already implemented in other fields (such as peace education, human rights education etc.) GCE is an ethos, rather than a singular subject and for it to be successfully implemented, it must be approached from an holistic viewpoint (OXFAM GB 2016). For this research project GCE activities will be considered those which have a specifically *global* outlook and which foster a consciousness of the possibility of change in the minds of participants.

Development Education Awareness Raising (DEAR):

Informed by the SDG 2030 agenda, DEAR aims to inform ‘citizens about development issues, mobilise greater public support for action against poverty, give citizens tools to engage critically with global development issues, to foster new ideas and change attitudes’ (European Commission 2016).

‘Development education is an active learning process, founded on values of solidarity, equality, inclusion and co-operation. It enables

people to move from basic awareness of international development priorities and sustainable human development, through understanding of the causes and effects of global issues to personal involvement and informed actions. Development education fosters the full participation of all citizens in world-wide poverty eradication, and the fight against exclusion. It seeks to influence more just and sustainable economic, social, environmental, human rights based on national and international policies.’ (DEEEP 2011)

Education for Sustainable Development (ESD):

Particularly in the Maltese context Education for Sustainable Development (ESD), literature has focused on the environmental aspect of this (De Lucca 2004, Briguglio and Pace 2004). However, in the National Curriculum Framework (2012) and in the further consultation for the National Strategy for Education for Sustainable Development (2016), the social and economical parts of ESD have been emphasised. With the Government of Malta referring to Briguglio and Pace’s definition for ESD as one which covers ‘environmental, economic and social aspects of sustainable development [related to] the preservation of... nature, eradication of poverty and removal of social injustices’ (2004:1). ESD can perhaps be seen as a part of the process of learning to become a global citizen, although it is of course possible that ESD can take place without an underlying commitment to GCE principles of a global understanding of citizenship and belonging. This potential lack of a fully global perspective is seen in UNESCO’s definition of ESD as ‘about enabling us to constructively and creatively address present and future global challenges and create more sustainable and resilient societies’ (UNESCO 2015). For this research, it was taken that ESD included more than *just* an environmental perspective, whilst bearing in mind that for many respondents or policy makers/implementers a focus on the environmental strand may be the reality.

Historical and similar research:

In 2011, SLOGA - the Slovenian NGDO Platform for Development Cooperation and Humanitarian Aid published with the North-South Centre for the Council of Europe a report on ‘National Identity in the Context of Global Citizenship’. This report focused on the Central and South Eastern Europe and new EU Mediterranean countries - a broad grouping of which Malta was one. Acknowledging the lack of common backgrounds between these countries (Suša & Vodopivec 2011:4), this document reported on a conference held on GCE and conceptualised understandings of GCE, global citizenship and national identity, along with perceived or real conflicts between these identities.

The SLOGA report also highlighted activities taking place in Malta in 2011 - useful for analysing the development of these projects and the wider situation in the ensuing 5 years. These included; Eko Skola, Global Education Week, The World Children’s Prize for the Rights of the Child, the British Council Connecting Classrooms Project and Schools2Communities. They also highlighted the (then in consultation) National Curriculum Framework which would have a number of ‘key ideas’ related to GCE (2011:7).

When assessing activities carried out in the Maltese context, I used SLOGA's questioning on '**intercultural education**' as a starting point for including this term in the research. They asked 'Could intercultural education be regarded as a space for sharing values and meaning and therefore moving beyond nation-states towards global citizenship?' (Suša & Vodopivec 2011:4). This question gives a key reasoning for including Intercultural Education in assessment of GCE activities and in the Maltese context of 'minimalist tolerance' to diversity (Darmanin 2013) provides one solution for moving forward on GCE. The SLOGA report also highlighted common challenges in GCE across countries including; the challenges of introducing the discussion of multiple identities in assumed mono-cultural settings (Suša & Vidopivec 2011:11). Charting the development of GCE related topics in Maltese primary and secondary education, we can see clear movement on this challenge, in particular, by looking at Briguglio and Pace's 2004 paper which called for a mainstreaming of ESD in formal education and the resulting National Curriculum Framework which has both ESD and Intercultural Education as cross-curricula thematic areas.

In 2014, Amanda Schembri carried out some preliminary research into Development Education in Malta. I cannot find evidence that this was published or shared widely, however I have included a review of her interim conclusions. In particular, she reported that there was 'considerable confusion as to the understanding of development education and its relationship to the Maltese public' (2014). She highlighted that along with this confusion, the current definition was so broad that it ran the risk of losing meaning and focus. This was taken into account when designing our research and a clear definition was agreed upon by the working group and publicised to interviewees and questionnaire respondents.

Additionally, she also noted the emphasis on youth activities and the potential opportunity for engaging with the adult population on development education projects. Finally relevant to this research, Schembri discussed the lack of communication between organisations running Development Education and the 'ad hoc' nature of these programmes. She called for a more programmatic approach and for the SKOP DE Working group to agree upon its strategy and understanding of Development Education in order to be able 'to realistically progress the Development Education agenda in Malta' (2014).

Sustainable Development Goals (SDGs):

The Sustainable Development Goals are 17 'goals to transform our world' (UN 2016), built from the (often argued failure) back of the Millennium Development Goals (MDGs). These goals each have specific targets to be met and unlike the MDGs have a focus on every country working towards achieving improvement in their own national context. From the outset it was clear that Maltese policy documents, makers and implementers made little reference to the SDGs and this omission will be discussed in analysis.

Points of contention

Many publications and broader work in the Maltese context *can be* linked to notions of Global Citizenship Education or Development Education Awareness Raising, even if they do not specifically ‘name check’ these precise terms. For example, the use of the Erasmus + mobility programme by both the University of Malta and MCAST, alongside numerous other funded projects from the NGO sector. The National Youth Policy Towards 2020 illustrates this point, the paper draws upon many phrases and concepts used within a GCE/DEAR framework but does not make explicit reference.

Conversely, several organisations have self-identified as running GCE or DEAR projects, primarily for funding reasons. However, it would seem that according to the definition used in this research, these projects do not necessarily fulfill the requirements to be defined as such. This will be explored further in the stakeholder project analysis. In particular, initial research has shown that there is some contention about the *global* aspects of these Maltese and Gozitan based projects and raised questions about their development process.

4. Policy Analysis

This research looked specifically at the influence and reality of Global Citizenship Education (GCE) and Development Education Awareness Raising (DEAR) in Malta and its journey from policy to reality. This included looking at policy documents produced by the Government of Malta and analysing mentions of both GCE or DEAR directly and themes which could be related (for example issues to do with sustainable development).

The policy documents analysed were:

- Sustainable Development Strategy for the Maltese Islands 2007-2016 (2006)
- Your child’s future education: a guide for parents. The Proposed National Curriculum Framework (2011)
- A National Curriculum Framework for All (2012)
- Framework for the Education Strategy for Malta 2014-2024 (2014)
- Official Development Assistance Policy and a Framework for Humanitarian Assistance (2014)
- National Youth Policy Towards 2020: A shared vision for the future of young people (2015)

Members of the SKOP DE working group suggested the documents are underlined, whilst the others were added during the process of the research.

Policy Overview Table

Document	Published by	Overview	Who for?	Terms used
A National Curriculum Framework for All (2012)	Ministry for Education and Employment	The first Maltese NCF was published in 2011, after a consultation process with stakeholders. It outlines the basics of the national curriculum, including 6 cross-curricula themes. Education for Sustainable Development is a cross-curricula theme and is the one most closely aligned to GCE/DEAR. Education for Democracy could also fit into the GCE/DEAR agenda.	Designed for policy makers/curriculum implementers as a basis for the national curriculum.	Education for sustainable development Active citizenship
Your child's future education: a guide for parents. The Proposed National Curriculum Framework (2011)	Ministry for Education and Employment	This was analysed as it showed the journey of the NCF in the consultation process.	Parents – but language used is at points not inclusive. Designed for a specific socio-economic grouping.	Citizenship (previously was its own learning area prior to consultation) ESD Intercultural Education
National Youth Policy Towards 2020: A shared vision for the future of young people (2015)	Parliamentary Secretariat for Research, Innovation, Youth and Sport	3 separate parts; 1. How policy is implemented and enables young people to meet their needs and aspirations. 2. How the principles underlying youth policy have been formed at national and EU level over the past 20 years. 3. Broader part of the plan to increase democratic participation.	Informative policy document	Active citizenship Broader 'values' – respect, recognition, sustained support and solidarity.

Document	Published by	Overview	Who for?	Terms used
Framework for the Education Strategy for Malta 2014-2024 (2014)	Ministry for Education and Employment	This document builds upon the NCF, but does not explicitly focus upon ESD/GCE/DEAR. Included in the analysis to see the reality of the mainstreaming of ‘cross-curricula theme’ of ESD.	Informative policy document	Active citizens
Official Development Assistance Policy and a Framework for Humanitarian Assistance (2014)	Ministry for Foreign Affairs	Short mention of DEAR related activities in Maltese primary and tertiary education, but does not give any specifics on how this would be done.	Informative policy document	Wider references to vague plans to include themes of document in Maltese education.
Sustainable Development Strategy for the Maltese Islands 2007-2016 (2006)	National Commission for Sustainable Development	This broad ranging document covers social, environmental and economic sustainability planning issues in Malta. The majority of areas include an action point on unspecified ‘awareness raising’ or ‘public campaigning’	Informative policy document Policy makers Civil society General public	Sustainability is focused on <i>environmental</i> aspect.

It should be noted that in Spring 2016, the MfEE published a consultation; ‘Nurturing a Sustainable Society: A National Strategy for Education for Sustainable Development in Malta’¹. However, the results of this have yet to be published, along with the strategy itself. It would be important to keep aware of this documents journey and for the SKOP working group to plan how best to influence this. It would appear there is a void here as the Ministry refers back to supporting documents from the early 2000s.

Wider reflections on policy documents

Missing connections?

One common link between all policy documents is the lack of reference to the Sustainable Development Goals (SDGs). Across

¹ <https://msdeccms.gov.mt/en/sustainabledevelopment/Pages/natstratsusdev.aspx>

all 6 documents, the SDGs are clearly not a central point of referral for policy makers across governmental departments. The Official Development Assistance policy, published in 2014 draws strongly upon the Millennium Development Goals (MDGs), noting these as the first international agreements which Malta's ODA policy is based upon. However, despite noting that close attention would be paid to the post 2015 discussions, there is no update set for the current ODA which runs until 2020, despite the creation of the SDGs in 2015. There is a clear trace of development in documents produced by the Ministry for Education and Employment (MfEE), especially between the consultation for parents publication and the resulting National Curriculum Framework. However, there is a lack of communication between the other documents - notably the Sustainable Development Strategy and those produced by the MfEE. This disconnect is shown in the emphasis given in the Sustainable Development Strategy to 'awareness raising' education campaigns.

Following on from the lack of reference to the SDGs, neither Global Citizenship Education nor Development Education Awareness Raising are explicitly referred to in any of the policy documents reviewed. Despite this, links can be made between the aims of GCE and DEAR (as defined in Section 1) and some of the policy papers. *Column 5 in the table above highlights the terms that are used which are in some way comparable.*

Across the documents published by the MfEE and Parliamentary Secretariat for Youth and Sport we see a clear use of terms related to 'citizenship', with a particular emphasis on 'active' or 'responsible' citizenship. The MfEE link these two concepts clearly (although they do not define them) in the National Curriculum Framework for All, 'Responsible citizenship results in active citizenship' (2012:51). A third concept is also brought in, that of 'engaged citizens' - here there is an implicit assumed journey from responsible citizen into active citizen and finally the emergence of an engaged citizen. By mainstreaming Education for Sustainable Development across curriculum the Ministry aims to create;

'Learners who are engaged citizens who secure social justice in constantly changing local, regional and global realities. These learners need to:

- Respect diversity and value difference. Children discover similarities and differences around them through their engagement with different cultures and languages.
- Develop intercultural competence and appreciate their heritage within the Mediterranean, European and Global contexts... developing attitudes and skills which promote intercultural understanding...
- Working towards strengthening social cohesion and ensuring social justice. Appreciating diversity and difference, whilst concentrating upon similarities, promote tolerance and the ability to recognise ways in which a community can work towards a more socially-cohesive society' (2012:52)

It is debatable how much success the mainstreaming of Education for Sustainable Development has had. Long advocated for (see Brigiulo and Pace 2004), the mainstreaming of ESD is in the National Curriculum Framework but has yet to be prioritised in implementation and classroom reality. This disconnect is explored further in the analysis of interviews with key policy makers, especially the interview with the Director of Curriculum Management at the MfEE. Despite this, the development of understandings and position of ESD over the years is evident in the policy and documents reviewed for this paper and gives a potential blueprint for how the same strategic advocacy could be achieved on behalf of the Global Citizenship Education agenda.

5. Mapping of GCE/DEAR activities

Stakeholder analysis

A Stakeholder analysis was carried out in order to identify and position different organisations. The initial stage of this was to brainstorm within both the Kopin office and with the SKOP DE working group. This created a list of 21 different civil society and governmental organisations, along with three separate contacts at different Ministries in the Maltese government. These 23 organisations could be split into 3 'groupings';

- Non-governmental organisations
- Governmental Education Institutes
- Governmental Departments

What is a stakeholder?

The term stakeholder is wide encompassing all those who are *affected* by the issue at hand. It includes 'a broader array of people, groups, or organisations as stakeholders, including the nominally powerless' (Bryson 2003:4). For this policy mapping, we have focused on *organisational* stakeholders, including all those who have a link with Global Citizenship Education or Development Education Awareness Raising in either their core work or in projects at the periphery.

Why is a stakeholder analysis important?

Stakeholders are a vital part of ensuring that policy is successfully implemented. Nutt’s 2002 study ‘Why Decisions Fail’, analysed 400 strategic decisions and found that half of the decisions were either not implemented, partially implemented or produced bad results because the decision makers had failed to attend to the interests of and information held by key stakeholders. In the Maltese context of work on Global Citizenship Education and Development Education Awareness Raising, this is especially important. As a small nation, much of the implementation of the key policy documents relies on effective communication between stakeholders. This idea will be explored further in the Power and Interest grid analysis.

The first stage was to create a short summary of each organisation, this can be seen in the table below, emphasising their particular policy interest and positioning (taken from analysis of questionnaire results).

Stakeholder table

Stakeholder (Organisation/representative)	Description	Campaigns and Awareness Raising	School based work (internal and external)	Working or focus groups	Other
Agenzija Zghazagh	The National Youth Agency – set up on recommendations from the 2004 youth policy review.	X	-	X	-
ADZ Green Youth Malta	Alternattiva Demokratika Żgħażaġh – Green Youth is a youth organisation grouping working on green principles, environmental protection, social justice and social cohesion principles with special emphasis on respect for human and civil rights. According to their response they do not work with GCE or DEAR and had not heard of the terms.	-	-	-	-

SKOP	SKOP are the Maltese national platform for Non-Governmental Development Organisations. SKOP provides a forum for consultation and cooperation between its' members and enables a joint advocacy organisation for national and international lobbying.	X	-	X	X
Kopin	Kopin are a development education NGO, working in both Malta and the Global South. They work through cooperation and solidarity with different organisations both locally and across Europe and Africa.	X	X	X	X
SOS Malta	SOS Malta works in both Malta and abroad providing assistance to the poor in a variety of different ways.	X	X	X	X
FOPSIM	The Foundation for the Promotion of Social Inclusion Malta aiming to achieve 'concrete progress' for the marginalised in Maltese society, including work with; the elderly, youth, diversity and inclusion, employment and working conditions and inclusion. They participate in and redistribute EU funding streams.	-	X	X	X
Dar Guzeppa Debono	Dar Guzeppa Debono are a Catholic led organisation working in a variety of education and practical projects. Their work has previously not included a DEAR point but they have recently been awarded a rural DEAR project based around relationship and sexual health education in Gozo, with the potential to expand this into Kenya.	-	X	-	X

Faculty of Education - University of Malta	The Faculty work on the themes of GCE and DEAR in several different contexts and research projects. Several Professors were approached for this project but none responded.	-	-	-	-
MCAST- Centre for Agriculture, Aquatics & Animal Sciences	The MCAST centre runs course focusing on food production and environmental sustainability.	-	X	-	-
Integra	The Foundation's vision is that of supporting inclusive, non-discriminating and non-disabling societies, where all individuals have the right to human dignity, freedom, respect and social justice. The did not respond to the questionnaire.	-	-	-	-
KNZ	National Youth Council Malta. The respondent had not heard of GCE/DEAR and did not believe they worked with these areas.	-	-	-	-
Koperattiva Kummerc Gust	A Maltese-registered Fair Trade Cooperative. They are active in the promotion of fair values in trade through regular outreach programs in the form of formal, non-formal and informal learning processes. This work aims for and achieves the empowerment of the Cooperative's members, its associates and partners, members of the civil society and the general public, who are educated in becoming more active, socially responsible and critical citizens and consumers.	X	X		X
KSU	KSU represents all students attending the University, Junior College, Medical School and the Malta Centre of Restoration – on both a	X	-	-	-

	national and international level.				
National Council of Women	NCW provides a forum for women of different backgrounds and experiences to come together as individuals and as representatives of affiliated organizations, to exchange information and ideas, formulate policy, educate and promote change. According to their respondent they do not work with GCE/DEAR.	-	-	-	-
Nature Trust Malta	Environmental NGO working in the Maltese islands. Nature Trust run EkoSkol, a programme promoting Education for Sustainable Development through schools. They run an award scheme the 'Green Flag' and schools must complete seven steps in order to be awarded this.	X	X	-	-
Youtheme Foundation	Youtheme work with young people and community development projects. They did not respond to the questionnaire.	-	-	-	-
Focal Point for the North-South Centre of the Council of Europe in Malta	They did not respond to questions.	-	-	-	-
Insite	They did not respond to questions.	-	-	-	-
Youth for the Environment	They did not respond to questions.	-	-	-	-
Inspire	They did not respond to questions.				
Ministry for Education and	The Director of Curriculum was interviewed.	-	X	-	X

Employment

Ministry for Foreign Affairs	The Director for Global Issues, International Development and Economic Affairs was approached but was unable to find a time for interview.	-	-	-	X
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Organisation survey analysis

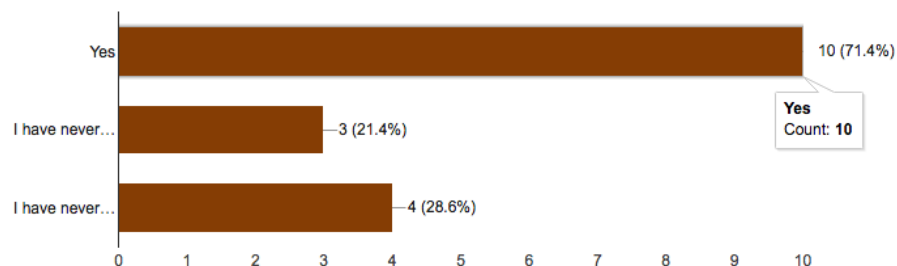
Initially 21 different civil society and education organisations were identified as potentially working with GCE or DEAR agendas and projects. A short 13 question survey was created with the feedback of the SKOP Development Education working group and this was sent to the 21 organisations via email.

In total, after a mixture of email, telephone and using personal connections to ‘prompt’, 14 surveys were returned. Individuals came from a mixture of positions within their organisations, with half (7) holding project management or coordination roles, 6 holding senior presidential or secretary general roles and 1 Office Manager responding. See stakeholder table for descriptions of each organisation. Respondents were given a working definition of both GCE and DEAR before answering any questions (see survey in Appendixes). This was as recognition that many different terms are used in this field and to create an even field in responses.

Question 3:

Are you familiar with the principles of Global Citizenship Education (GCE) and Development Education Awareness Raising (DEAR)?

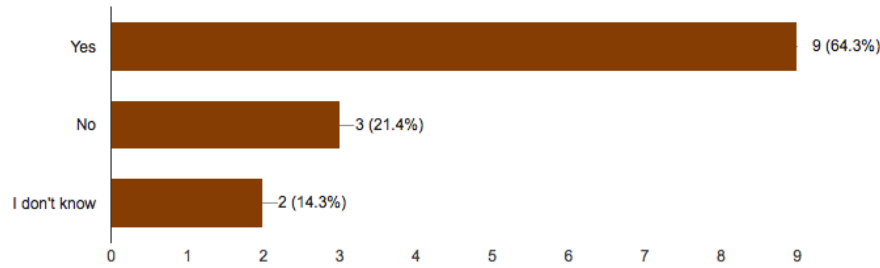
(14 responses)



3 respondents had never heard of GCE and 4 (the same respondents plus one) had never heard of DEAR. The section below discusses these 4 organisations specifically and highlights the confusion between different types of global education projects and global education funding streams. It may be worth speculating that some of the organisations that were approached but did not respond at all did not do so because they were not familiar with the terms GCE/DEAR or did not consider them at all relevant to their work.

Question 4:

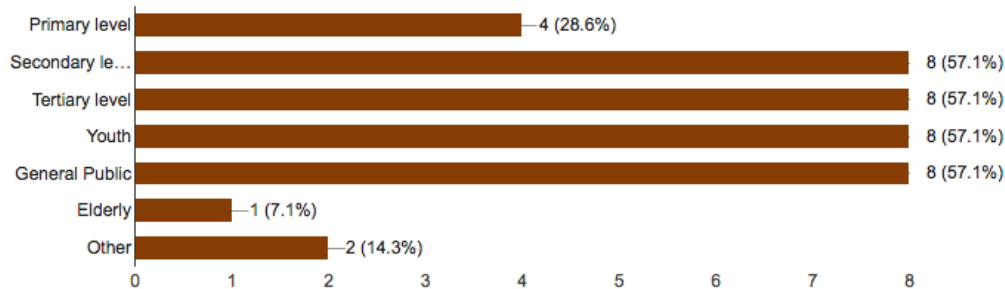
Does your organisation work with GCE and DEAR? (14 responses)



10 organisations confirmed that they worked with GCE or DEAR, while 2 respondents (Kunsill Nazzjonali taz-Zghazagh - the National Youth Council and Kunsill Studenti Universitarji - the National Students Union) were unsure. 3 organisations reported not working with GCE or DEAR – again it may be worth extrapolating on whether organisations who did not respond to the questionnaire at all also did so because they do not work with GCE/DEAR too.

Questions 5, 6 & 7:

Which age groups are your GCE/DEAR activities aimed at? (14 responses)

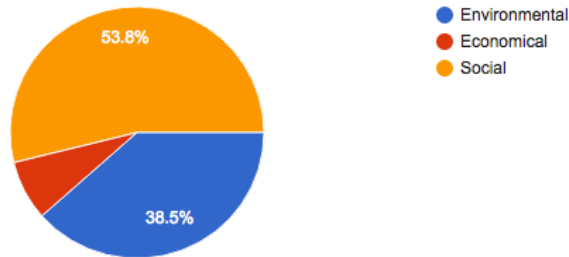


general public and older population.

The majority of organisations focused on work with young people, with a clear crossover between activities which are aimed at Secondary, Tertiary, Youth and the General Public. Only one organisation (FOPSIM) identified that it focused GCE or DEAR activities at the elderly, which is unsurprising given the ‘education’ focus. However, it would be interesting to look specifically at the general public work and which sections of society are being reached through this. These findings are backed up by those of Schembri (2014) who identified a potential weakness (or opportunity) in the lack of Development Education activities aimed at the

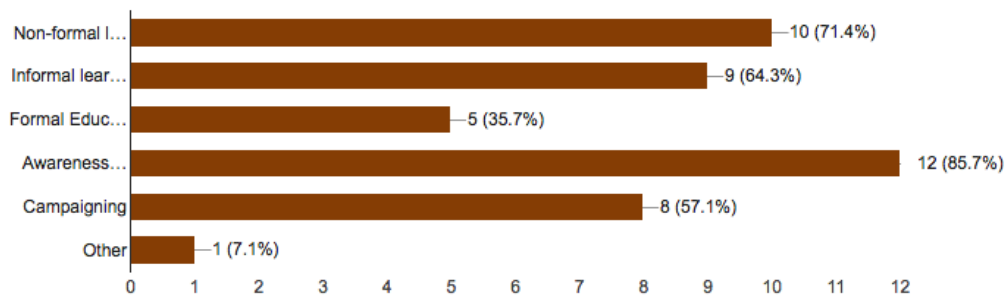
To which interrelated components of Sustainable Development, do your projects and policy contribute most?

(13 responses)



Respondents could give more than one answer to question 7 and only two respondents worked with only one type of education. These were both government funded organisations; the agricultural department at MCAST which only used formal education and Agenzija Zghazagh which identified as using only non-formal learning. The other respondents worked with a mixture of non-formal, informal, formal, awareness raising and campaigning work. Showing us that a cross-method approach is preferred by the Civil Society Organisations who took part in this research.

Do you work with... (14 responses)



Question 8 & 9 - Please describe the main projects your organisation carries out in relation to GCE/DEAR and who is the main funders of these projects?

Respondents were given an unlimited space in which to describe their main activities in the fields of GCE or DEAR. This elicited responses of varying length from single sentences to long paragraphs. 12 organisations replied to this question and an initial list of 4 codes were created - these were; campaigns, school based work (further split into external provider and internal provider), working or focus groups and other. This coding can be seen in the stakeholder table, which shows the breakdown of thematic work.

Through this we can see that a large proportion of GCE/DEAR based work is being funded from a European level and part co-financed by the organisations themselves. All but two respondents to this question (KSU and MCAST) stated that they received at least some European funding. The ‘push/pull’ factor may be useful here to explore further, assessing how much the move for GCE/DEAR projects is influenced by the *availability* of funding and how much is due to a desire from organisations/members themselves to run this work.

For several organisations, projects overlapped or were funded by the same streams, for example, the Rural DEAR agenda programme run by FOPSIM and funding 4 organisations (SKOP, SOS Malta, Kopin and Dar Guzeppa Debono). There was also a clear focus from many organisations on ethical consumption and food production as a way to work with GCE and DEAR. This makes sense given the Maltese context of lack of food production and reliance on importing, however, it is also important to question why the focus is currently on this and not, for example, water use. There also was not a lot of reported collaboration between different organisations on the same issues. Campaigns and projects were presented as being ‘stand alone’ and emphasis was not placed on partnerships between different organisations.

Senior stakeholder interviews

Senior stakeholder analysis:

A 40-minute interview with the Director of Curriculum Management for the Ministry of Education and Employment - Mr.

Gaetano Bugeja took place in November 2016. Attempts were also made to interview the Director General for Global Issues, International Development and Economic Affairs from the Ministry for Foreign Affairs, however at time of writing an interview had not been confirmed.

The interview was transcribed and coded, making links to policy documents and to the responses of the questionnaire respondents. A key theme running throughout the interview (and indeed the policy document analysis) was that of curriculum reform - an ongoing issue in Malta since the late 2000s. Charting the development of ideas in this process, we can now see that the *concept* of Education for Sustainable Development is at least firmly embedded within both the rhetoric of policy makers and the production of policy.

Key codes from interview:

- Education for Sustainable Development
- Lifelong learning
- Mitigation and expectation setting

Education for Sustainable Development:

Education for Sustainable Development was used as a key term throughout the interview (as well as throughout policy documents) and was the one discussed when questions about *global citizenship education* were specifically asked. This implies that the initial connection that policy makers have between global citizenship education and the curriculum is not one that relates (initially) to the ‘citizenship’ part of the curriculum. Extrapolating on from this, throughout the interview there was a definite focus on the development of the *individual* student rather than of the cohort of citizens as a whole or engendering ideas of solidarity with others and their joint struggles.

Despite this, ESD is positioned within one of six ‘21st century skills’, that is a ‘cross-curricular theme... ESD we’re understanding it in a very wide context. It is not just related to environment, at all, but is related to, for instance, poverty, it is related to participation’. Here we see the development of the term ESD, which was understood as solely environmentally focused in 2004 (Pace et al) to include a broader social development meaning. However, as the Director admits, there is still a gap between this understanding and

the views of teachers who are implementing the curriculum. There is also the perennial challenge surrounding ‘cross-curricular themes’ (Hayes 2010), whilst this approach reduces the likelihood of ESD being seen as an additional subject to be crammed in and without making vital links to its’ broader importance. The ‘mainstreaming’ of ESD means that highly skilled and trained teachers are needed to firstly understand *why* an ESD approach is important and secondly to be able to implement this across different subjects. The director acknowledged this and said that ‘the education officer for ESD has a very difficult task to promote these principles and these skills in all subjects’.

However, later on in the interview, the prioritisation of subjects and the evidencing of cross-curricular themes were discussed and there we can clearly see reasons as to why the implementation of ESD is not yet at full capacity.

‘Till now we are working to have some evidence... we are still far away I would say from teachers actually implementing the ESD in their subject, we still have to train the teachers, we still have to, eventually, gather, collect evidence of how this is being implemented. We’re still not there. I mean what we have is on paper, but as you know there is a gap between having it on paper and actually being practised in the classroom... I would expect that we will be collecting evidence in the years to come. But right now I don’t think, to be sincere, I don’t think we have it yet.’

This admission came after a discussion on the prioritisation of ESD and citizenship education both across the curriculum and in their delivery in schools. The challenge is that core subjects (Maltese, English, Maths, Science, ICT) are clearly those recognised as most important by teachers, parents, government, future employees/education and the media. **Civil society therefore has two options, either to focus on advocating for a greater importance to be placed on ESD and GCE by these stakeholders or to work within the current curriculum to provide ways for teachers to mainstream ESD effectively.**

Lifelong learning (and critical thinking)

Lifelong learning was another reoccurring theme throughout the interview, potentially opening up space for the GCE and DEAR agendas to be placed within it. A renewed focus on ‘critical thinking’ skills came across strongly from the Director and in the document analysis - specifically discussions around the National Curriculum Framework. This focus is albeit on route of lifelong learning for employability, however, it is significant that the Director focused on ‘the final [of three main aims for the NCF], big aim,

is to produce engaged citizens who are able to participate'. This statement came just after discussion the aims of creating 'lifelong learners', with emphasis being implicitly placed on the education system *producing* citizens with employability skills. Here there is again a space for the GCE/DEAR agenda to be placed into this framework - whilst also pushing for not just participation but active citizenship and accountability.

Mitigation and timeframe

Despite a clear sympathy from the Director for many of the broader aims associated with education for sustainable development, these sympathies should not be 'over egged'. It is clear that the priorities for the MfEE remain around the core subjects, as 'raising standards' is judged by these attainment levels, both nationally and internationally. Throughout the interview, the Director mitigated his clear positive connotations with GCE and ESD, by focusing on the difficult role of the ESD officer. He explained several times the reality of this role, whilst ESD is aimed to be a cross-curricular theme; the reality of the role of the ESD officer makes this implementation perhaps not so successful. We can also see this lack of prioritisation in the slow publication of both the consultation results and subsequent National Strategy for Education for Sustainable Development (still to be published).

Finally, as with organisational stakeholders confusion and a lack of precision between terms is clear from the Ministries side. The environmental focus of ESD thus far is a good example of this, although as mentioned it does leave space open for advocacy work from SKOP and its' members.

6. Concluding remarks and recommendations

This was an exploratory research into the current situation concerning Global Citizenship Education and Development Education Awareness Raising on the Maltese Islands. As a small-scale project with a limited timeframe, not all avenues could be explored. Below, I highlight key areas that were not address (and could be looked into for further research) and provide recommendations for furthering the cause and effectiveness of GCE and DEAR.

This research had very little interaction with church based organisations or projects. On reflection, I feel that whilst outside of the initial scope, this in all likelihood means that this research does not cover the primary way that the majority of the Maltese population interact with ideas of global 'charity', 'solidarity' or 'shared suffering'. Arguably, concepts which can be linked to a DEAR or GCE

agenda, and which could definitely be coopted to by GCE to question some of their underlying assumptions. It would be interesting to further explore the links and crossover between GCE, DEAR and church based concepts such as the missionaries. It would especially be interesting to see how much Maltese teachers use church based ideas in their ESD or GCE practices.

The confusion of terms from policy makers, educators and civil society is one of the main conclusions throughout this paper. In particular, with exception to those organisations whom work predominantly with a GCE/DEAR framework, little distinction is seen between these terms and often these terms are not recognised as part of the day to day lexicon of those working in education projects. The focus on Education for Sustainable Development adds another layer of complexity to this and I believe that Civil Society Organisations and the GCE/DEAR working group will have to work with the language of ESD if they wish to implement concepts of GCE and DEAR in the Maltese education system. This linkage could be used in regards to the Sustainable Development Goals and the lack of referencing to these from participants. As the Maltese National Development strategy is due to be updated (or rewritten), this could be a key time to campaign for a holistic viewpoint is taken on this and education stakeholders are fully engaged in the process of implementing the new strategy.

It is clear that amongst all stakeholders there is both confusion and overlapping use of different terms. This confusion appears to creating a situation in which work is potentially repeated and collaborations between organisations are not made. This is clearly a wider problem within the CSO community and links to a limited availability of resources and funding. However, it would still be interesting to see if more links could be made in future.

This also comes into play with the lack of clear evidencing or sharing of best practice between CSOs on their GCE and DEAR activities. Again, this is largely due to the reporting processes for many funding streams, which do not encourage reports that are easily accessible or shareable. However, it is important, that if the GCE/DEAR agenda is going to be pushed and developed into the Maltese mainstream, that work builds on one another, rather than existing in isolation or at danger of repeating itself. The working group should assess their strategic aims for GCE/DEAR and look realistically at the current situation on the island. They should also focus on how much need or desire there is for a GCE/DEAR focus from the working group members.

In mapping policy papers and academia surrounding the themes of the research, the development and subsequent ‘success’ of the ESD advocacy could be used as a model by the working group. As noted, the ‘rise’ of the ESD agenda now sees it firmly seated within the national curriculum, although this needs to be expanded on in its’ reality and implementation. It appears therefore that there is space here for advocacy and for ensuring that Education for Sustainable Development covers all areas of sustainability (and not just environmental). Arguing for a GCE approach here has the potential to both encourage a wider understanding of this and to help give clear structure to teachers who may currently be struggling to meaningfully implement this in their classrooms.

In conclusion, there is a huge amount of potential for the GCE/DEAR agenda to be advocated for, particularly in the Maltese school system, where there is currently a significant void in implementation of ESD. However, the GCE/DEAR working group must decide their strategic aims and agree upon the resources they can dedicate to this project. It would appear currently that the working group is not high priority for the member organisations. I believe an honest conversation needs to be had between members about the aims, resources and utility of the working group in its' current form.

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