Empowerment for a better world through Adult and Community Education.

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A review of policy & practice developments in **Development Education-Global Citizenship Education** and the implications for **Adult & Community Education Practitioners**

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Abstract

Over the past two decades Development Education-Global Citizenship Education (DE-GCE) has become firmly established in national and international education policy. Here in the Rep. of Ireland (RoI) DE-GCE sits within a strong, national policy framework guided by successive *National Strategy* documents (IA, 2007; 2016) and other key policy interventions. The imminent publication of the *New Strategy for DE-GCE* (IA, Forthcoming 2021) further underlines the commitment of policymakers to this area, including increased funding and support for DE-GCE initiatives across all sectors of Irish education. In line with global policy developments, this further reflects a lifelong learning approach, and that Adult Learning & Education or ALE represents an important arena for DE-GCE given the potential this has for engaging a broad range of learners, including so-called 'hard to reach' groups.

While this points to a positive outlook, domestic researchers and commentators have expressed concerns for a consensual, uncritical, and depoliticised approach to DE-GCE policy and practice. This in turn can be seen as a foreground to debates and controversies in the wider literature regarding the role and purpose of DE-GCE, what this is for and: For whom? This review reveals DE-GCE to be a contested area beset by definitional, conceptual as well as methodological difficulties. Particular concerns centre on the problematic notion of the 'universal global citizen' which fails to account for how DE-GCE is received and understood in different national environments, as well as more local contexts. Other concerns relate to the proliferation of uncritical or 'soft' approaches that offer mere token responses to the complex issues that DE-GCE seeks to address.

This review considers first, the policy landscape for DE-GCE here in the RoI specifically as this relates to broader, international policy objectives on the matter. The role of ALE in achieving these policy objectives is considered. Given the concerns posted above, the review will also consider the various debates and controversies that accompanied the development of DE-GCE as a distinct field of practice over recent decades. The implications of this are discussed, particularly as this relates to attempts to embed DE-GCE in initial teacher education and CPD for those working in the adult and community education sector (also: Kearns, 2021).

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Introduction

Development Education-Global Citizenship Education (DE-GCE) is increasingly positioned by policymakers as a response to the major challenges facing communities and that these challenges are profoundly connected at both the local as well as the global level, otherwise 'glocality' (Gaudelli, 2016). This includes, but is not confined to: persistent, structural inequalities in North-South economic relations and an ever-growing gap in wealth between so-called 'developed' and 'underdeveloped' countries; the impact of war and conflict and the devastating effect that this has on populations, communities and on individual lives; and a climate emergency underpinned by unsustainable (economic; other) practices. Moreover, the recent prominence of the #MeToo and Black Lives Matter movements further highlights that despite some progress in addressing race and gender inequality over the past number of decades, these issues nonetheless remain stubbornly part of the social fabric of communities here in the Republic of Ireland (henceforth RoI) and elsewhere. There is also a growing concern among governments and others regarding the rise of populist movements and anti-immigrant sentiment in Europe and elsewhere (UNESCO, 2018; GENE, 2019). For example, in their review of political developments in 2018-2019, the Global Education Network Europe (GENE) noted a rise in support across Europe for political parties with narrow, nationalist agendas and a corresponding rise in xenophobic and populist tendencies. GENE suggest that while the reasons for this may be specific to different national contexts the common overall tendency is that politics has become more fragmented and more extreme ideas have gained influence. In some countries, anti-establishment, anti-EU or anti-immigration parties gained more support and in others, they became part of legislative and executive institutions or remained in power (2019, p.11).

If anything, these trends seem to have deepened and become more ingrained, with many establishment parties losing more and more ground to reactionary movements with overtly nationalist and racist agendas (Down & Han, 2021). This trend goes hand-in-hand with a proliferation of disinformation and misinformation and the destabilizing effect that this is having on public trust in our democratic institutions (Lazer et al, 2018). Given so many 'ills' or 'bads' (Beck, 1992) it would seem unsurprising that DE-GCE is being prioritized for inclusion in education systems worldwide, including teacher education (Schugurensky & Wolhuter, 2020; UNESCO, 2017; 2018; Bourn, Hunt & Bamber, 2017). This is evident in the RoI context where DE-GCE is now a core (mandatory) part of teacher education provision at first and second level (TCI, 2020). Policymakers are also placing more emphasis on the significant role of adult learning and education (ALE) as part of a lifelong learning approach to DE-GCE. This provides the particular context and focus for this review and other subsequent research efforts in this series.

Background to the review

In his earlier review of DE-GCE in the RoI context, Doorly (2015) noted that while significant progress has been made in in this area since the start of the new millennium, there still remained some issues to be resolved. In particular, Doorly (2015) noted a sector whose development continued to be hampered by a lack of a clear identity and vision as well as in how DE-GCE is defined and understood by policymakers, practitioners, and researchers. Doorly (2015) further records perennial funding issues as well as a leadership void, particularly with regard to strategic leadership in the sector. Meanwhile, Dillon records a lack of consensus among Irish practitioners and researchers about what DE-GCE means, and a sector characterised by 'discursive contradictions, consensual relations of non-confrontation and policies and practices which constrain criticality'. (2017, p.11). These concerns are further highlighted by McCloskey who notes a 'creeping de-politicisation' of the DE-GCE organisations and the failure of those involved to take action on addressing the structural causes of global inequality (2015, p.5).

It may well be that recent developments, such as the *National Strategy* for DE (IA, 2016) and a renewed commitment on the part of policymakers to DE-GCE in RoI, have gone some way to resolving some of these issues, at least as far as strategy and funding is concerned. For example, the sector now has a strategic partnership for further embedding DE-GCE in the adult and community education (ACE) sector (Saolta) while funding has increased for a range of DE-GCE activity in the Youth, Adult & Community education. Moreover, the imminent *New Strategy for DE-GCE 2021* (IA, Forthcoming 2021) should assist in putting the ACE sector on a firmer footing, including an emphasis on the scaling of activity to ensure that more of the RoI population are engaged with DE-GCE across the lifespan. However, some problems persist, in particular the (ongoing) difficulties facing those charged with documenting and recording activity in the RoI DE-GCE space. For example, in their recent attempts at mapping DE-GCE activity across the ACE-RoI sector, Kearns & O' Halloran (2020) found that there was some confusion on the part of respondents as to what constitutes DE-GCE and whether or not they or their organisation are involved in this. While this mapping exercise recorded a small, but vibrant DE-GCE activity in the RoI-ACE sector, it would seem that still more efforts are needed to raise awareness of the role and place of DE-GCE and for 'educating the educators.' This issue was further highlighted in a scoping exercise and subsequent position paper aimed at setting out the rationale for the development of a framework for embedding DE in Initial Teacher Education (ITE) programmes for ACE practitioners (Kearns, 2021). Briefly, this follows long-standing efforts to embed DE-GCE in other areas of Irish education at the primary and secondary levels via the DICE and UBUNTU projects, respectively. The ACE-ITE providers involved called for, among other things, a firmer consideration of how DE-GCE is understood and conceptualised so that student-teachers as well as teacher educators have a firm grasp of what this is and how this applies to their own teaching and particular site of practice. There was also concern as how to achieve a 'meaningful', 'authentic' and sustainable DE-GCE practice in the context of an already busy teacher education programme and with student practitioners working in diverse ACE settings.

Purpose of the Review

Given the above, the purpose of this review is to:

1. Track recent policy developments in the DE-GCE sector with a specific focus on ALE in the RoI context; the contribution of ALE;

2. Describe and define DE-GCE; DE-GCE concepts and approaches as this is currently discussed in the relevant literature on the matter;

3. Review, in succinct fashion, the various debates and controversies that have accompanied the development of DE-GCE as a distinct field of practice over recent decades; and

4. Begin to consider the implications of this for embedding DE-GCE in ITE/CPD for ACE practitioners and for 'educating the educators.'

This paper is positioned as a meta-review, that is to capture the broad landscape of DE-GCE (domestic, international) policy and practice as well as teasing out the key concepts, controversies and debates to emerge in the relevant literature on the matter. While the focus here is on those working and practicing in the ACE sector, it is hoped that this will be of benefit to policymakers as well as practitioners working in different contexts and education settings here in RoI and elsewhere.

The policy landscape for DE-GCE in RoI: A (very) brief excursion

The particular policy landscape for DE-GCE in RoI has been dealt with in numerous ways by other researchers and commentators (see in particular: Khoo, 2011; Fiedler, Bryan & Bracken 2011; Dillon, 2018; McBreen, 2020) and is therefore given brief consideration here. By way of orientation, some of the key documents that have helped shape domestic DE-GCE policy over recent decades are listed and explained in Table 5, Appendix 1. This demonstrates how DE-GCE sits within a strong, national policy framework guided by successive *National Strategy* documents (IA, 2007; 2016) and other key policy interventions (notably: DES, 2015). To reiterate, this situation is likely to be further strengthened with the imminent publication of a *New Strategy for DE-GCE 2021-2025* (IA, 2021 Forthcoming). As noted by McBreen (2020), these policies can be seen to reflect broader global policy objectives around the need for sustainable development practices across a broad range of areas, including education (UN, 2015a). This refers specifically to the UN 2030 SDG Agenda and Goal 4 which advocates for access to quality education for all global citizens, while Target 4.7 aims to ensure that all learners acquire the knowledge and skills needed to promote sustainable development, sustainable lifestyles, human rights, gender equality and so forth. The subsequent *Framework* for implementing the SDGs or *Incheon Declaration* further emphasises the need to reach all learners with progress being measured according to the extent to which this is mainstreamed at all levels in national education policies, including teacher education programmes (UN, 2015b). This also reflects an increasing readiness on the part of policymakers to see the concept of lifelong learning as providing the overarching framework for achieving the goals associated with of DE-GCE and that ALE represents an important arena for this given its potential for engaging a broad range of learners and 'hard to reach' groups (EAEA, 2019; Bridge 47, 2019; UNESCO, 2019; ICAE, 2019). To take one example, in their recent *Manifesto for Adult*

Learning, the European Association for the Education of Adults (EAEA, 2019) suggest that in addition to making a significant contribution to social inclusion, active citizenship, and having personal benefits, adult education is an important 'driver' in the interconnections of the three dimensions of sustainable development - economic, social and environment. The Association further note the significant role played by adult education in achieving the UN 2030 SDG Agenda

> Adult education provides information, debating spaces and creativity to develop new lifestyles, new projects, and new approaches necessary for sustainable development. Looking at the global Agenda 2030...adult learning contributes to the achievement of all 17 Sustainable Development Goals (SDGs) by building the foundations of change in the social, political, economic, ecological and cultural spheres (2019. p.18).

EAEA (2019) suggest that policymakers, researchers and practitioners need to be made aware of the importance of DE-GCE in ALE in a range of areas including: peace promotion, conflict prevention, inclusion and social cohesion.

A pessimistic outlook...

Despite the adoption of the 1985 UN *Incheon Declaration* by over 150 states, progress has been slow, particularly with respect to SDG Target 4.7 and the need to include all learners in DE-GCE. (UN, 2019; EI, 2019). The UN report that the world is not on track for achieving most of the 169 targets and that 'no country is yet convincingly able to meet a set of basic human needs at a globally sustainable level of resource use.' (2019, p.xx). Meanwhile, Education International (EI) note that education for sustainable development and its various components continue to be marginal in national education policies and curricula and that

> Though target 4.7 is arguably the most important target for the success of the whole SDG agenda, paradoxically, it is one of the most ignored. The target is seen as long and unwieldy, the methodology for monitoring the global indicator has not yet been decided, and many countries do not recognise the urgency and necessity of prioritising all aspects of the target. (2019, p.59).

Buchanan et al (2018) present an equally pessimistic picture when they note that despite trends towards more nationalist thinking and the narrowing of international perspectives across many industrialised Western countries, DE-GCE retains a marginal presence in schools. Commentators have also expressed concern for the progress in extending DE-GCE beyond the formal school system and to adults participating in a broad range of formal, informal, as well as non-formal education settings (UNESCO,2019; LLLP, 2020; ICAE, 2020). In their *Global Report on Adult Education* (or *GRALE 4*) UNESCO note that while there had been notable progress in achieving the broader aims for adult education set out by the 2015 UN Framework: 'Only in respect of SDG target 4.7, concerning access to education for sustainable development, human rights, gender equity, peace and global citizenship does the survey provide little or no sign of progress in ALE' (2019, p.174). The UNESCO Report urged policymakers to put adult learning and education at the centre of efforts in achieving the UN-

SDGs as well as on expanding adult learning provisions to include those groups and communities whose participation in education remains marginal:

> This report has argued that a focus on participation in ALE is key to achieving the SDGs. This must mean reviewing policies in the light of the evidence on participation and investing in sustainable provision that is accessible to learners from all backgrounds, as well as systematically supporting demand among those who have been the most excluded in the past. This will enable ALE to play its full and wholly essential part in achieving the SDGs (2019, p.171).

Elsewhere, the International Council for Adult Education (ICAE, 2020) note how progress in this area has been significantly impacted by the continuing marginalisation of adult education and of civil society organisations and networks within the education and development global network. Despite including SDG Target 4.7 in their *Statement on Key Competences for Lifelong Learning* (EU 2018) as well expressing a broader commitment to SDG 4 in the *Brussels Declaration* (UNESCO, 2018), the EU has also been urged by commentators to redouble its efforts in this area (Bridge 47, 2019; LLLP 2020). In the *Roadmap* for supporting SDG 4.7 the members of the Bridge 47 network called for urgent action on the part of European policymakers to meet its responsibilities with respect to the UN targets while emphasising the importance of formal as well as informal and non-formal education interventions across the lifecycle. Similarly, the Lifelong Learning Platform (LLLP, 2020) has urged the EU to improve its actions by upscaling and broadening the scope of initiatives relating to sustainable issues and that lifelong learning should remain the primary guiding principle in achieving this. The LLLP review further noted the need for EU initiatives to provide long-term support and training for educators and to adopt pedagogical approaches suited to working with adult learners who are positioned as active agents of change rather than passive recipients of pre-defined knowledge. 'This way, the development of transformative learning, pedagogy or andragogy, in the case of adult learners, can be supported.' (LLLP, 2020, p.6) For LLLP, this would result in not only empowering educators but also ensuring they can 'critically assess beliefs, values, and knowledge in order to create new knowledge together, aiming to radically transform education systems.'(ibid).

But also some reasons to be cheerful...

Despite this somewhat pessimistic outlook Wegimont (2020) suggests some 'reasons to be cheerful', citing recent policy developments at the EU (EU Council 2020) as well as the global level (UNESCO 2020) that aim to give renewed emphasis to achieving the UN targets and for further embedding DE-GCE in education systems worldwide. In the RoI context, there are also reasons to be optimistic, too, given the eagerly anticipated *New Strategy,* which indicates a renewed, long-term commitment to DE-GCE activity on the part of Irish policymakers (IA, 2021 Forthcoming). The recently completed *Public Consultation on a National Strategy on Education for Sustainable Development to 2030* (Gov., 2021) should also provide a strong, coherent policy response for embedding DE-GCE across the Irish education sector while further emphasising the need for a lifelong learning approach to bring DE-GCE to all learners in all education

contexts. It also seems likely that, following international trends, the *New Strategy* will emphasise Global Citizenship Education (GCE) alongside DE (as in DE-GCE), though this presents its own challenges give the longstanding use of the latter definition in RoI over many decades. As noted, definitional-conceptual issues continue to impact on the mapping and development of the DE-GCE sector here in RoI, not least as far as research and data collection is concerned. There are concerns too, for a clearer understanding among those working in this sector regarding DE-GCE, its role, purpose and so forth. This brings the discussion to a consideration of, among other things, the various definitions and descriptions of DE-GCE and how this is conceptualised and understood in the relevant literature on the matter.

DE-GCE: Definitions and Descriptions

While there are numerous definitions and descriptions available, a glance at the RoI-based literature shows a distinct preference for Irish Aid's definition of DE as:

> A lifelong educational process which aims to increase public knowledge and understanding of the rapidly changing, interdependent and unequal world in which we live. By challenging stereotypes and encouraging independent thinking, DE helps people to critically explore how global justice issues interlink with their everyday lives. (IA, 2016).

This is similar to definitions and descriptions used to describe other concepts and approaches including: Education for Sustainable Development (ESD); Global Education (GE); and more prominently Global Citizenship Education (GCE or sometimes GCED). This last term (GCE) is employed by UNESCO to describe a 'holistic 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). While there may be differences in how these various concepts are articulated and defined as well as some methodological differences, GENE note that:

> There are strong indications among participating policymakers representing European ministries and agencies that they actively look for the common ground among these various concepts and traditions. They seek out that which brings them together, such as a global justice perspective, a focus on how the local relates to the global, and the aim to enable learners to take action to make the world more just, more sustainable, and more supportive of solidarity. (2019, p. 25).

Elsewhere, UNESCO note that 'It is neither constructive nor useful to set global citizenship education and other educational approaches against each other, when they are differently labelled efforts targeting related goals and objectives' (2017, p.4). Once again, it may be the case that these concepts and traditions are conjoined or merged to produce new definitions and understandings, at least as far as the DE-GCE in RoI context is concerned. Notwithstanding definitional-descriptive variations, there nonetheless remain some common themes in how DE-GCE is conceptualised and understood in the relevant literature on the matter.

Conceptualising DE-GCE; Approaches & Methods

An examination of policy documents, research and commentaries suggests a commonly understood, 'idealised' version of DE-GCE, its purpose and methods. Table 1 attempts to summarise some of these commonalities, the role of the teacher, the place of the learner and so forth.

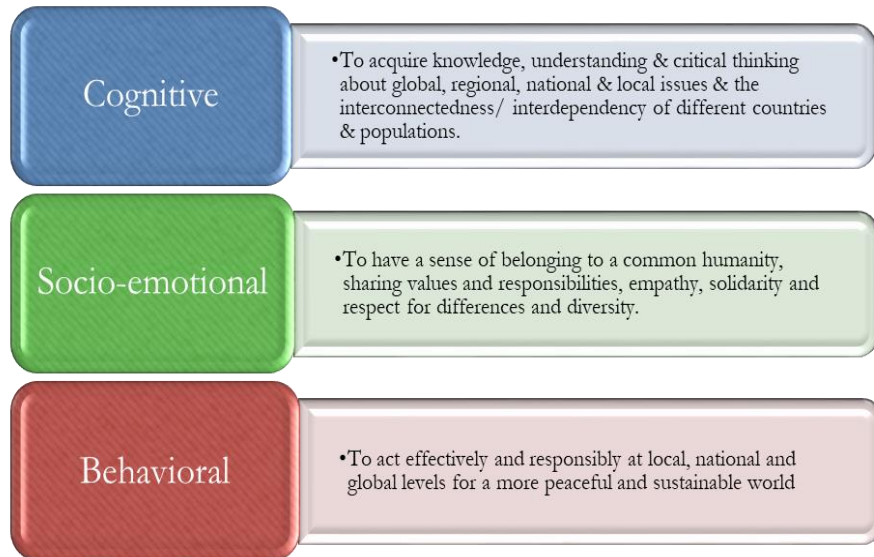**Table 1: Conceptualising DE-GCE; Approaches & Methods**

DE Themes & Topics	Five areas of emphasis in SDG 4.7: (a) sustainable development, (b) human rights, (c) gender equality, (d) promoting of a culture of peace and non-violence, and (e) appreciation of cultural diversity.
The individual learner as	Active Global Citizen
Development goal	Advocate for positive social change
Learning domains	Cognitive, socio-emotional and behavioural
Learning objectives	Transformative learning experience leading to positive attitudinal and behavioural change; Change in value systems
Key knowledge, skills, and competencies	The learner: -Develops a critical understanding of key global justice issues, including issues relating to sustainability; inequality; climate change; cultural diversity; -Can make essential connections between local issues and global concerns; -Is capable of independent, critical thinking and learning; -Develops the skills to effect personal change or transformation as well as broader social change; -Takes action on DE issues within their own practice/sphere of activity
The teacher or trainer as:	Facilitator, mentor, guide; Agent for change
Learner characteristics	Analytical; Critical, Independent, Reflective, Reflexive
Teaching and learning methodologies; methods	Social -Constructivist Approaches: Active, Experiential Learning; Inquiry-based learning Critical pedagogy; Transformative Learning Theory
Pedagogical approach	Learner-centred; Participatory; Collaborative Dialogical; Critical; Transformative

Source: Author

Following Edwards et al (2020) five areas of emphasis in SDG 4.7 are identified: (a) sustainable development, (b) human rights, (c) gender equality, (d) promotion of a culture of peace and non-violence, and (e) appreciation of cultural diversity. Echoing manifestations of an earlier, more holistic lifelong learning agenda, the learner is typically presented as an active, globally minded citizen who is an advocate for positive change in their own locale and that this change is in some way connected to global issues or problems or 'glocality.' Utilising social-constructivist approaches to teaching and learning, but often incorporating insights from radical or critical pedagogy, the objective here is to foster the development of learning in three

domains: cognitive, socio-emotional and behavioural. These domains in turn serve as the basis for defining DE-GCE related goals, learning outcomes and competences as well as priorities for assessing and evaluating learning in differing educational contexts (UNESCO, 2014). Following the approach taken by UNESCO (2017), Figure 1 describes the key competencies in each of the three learning domains.

Figure 1: DE-GCE Learning Domains & Associated Competencies

Cognitive	• To acquire knowledge, understanding & critical thinking about global, regional, national & local issues & the interconnectedness/ interdependency of different countries & populations.
Socio-emotional	• To have a sense of belonging to a common humanity, sharing values and responsibilities, empathy, solidarity and respect for differences and diversity.
Behavioral	• To act effectively and responsibly at local, national and global levels for a more peaceful and sustainable world

Adapted from: UNESCO, 2017

The role of the educator here is as facilitator, mentor or sometimes guide in helping the learner to develop these competencies with the purpose of effecting attitudinal as well as behavioural change and change in values systems. Eschewing rote memorisation of facts or 'banking of education' (Freire, 1970), educators and learners come together to problematise relevant DE-GCE topics and issues and then take action on these issues. Bourn (2014) puts all of this succinctly when he notes that

> Development education is a *process* of learning, rather than a fixed, ideal educational end-goal... (that) encourages and promotes critical and reflective thinking, understanding of development and of global themes, and is located within a values base of global social justice. It further encourages learners to make connections between their own lives and the lives of others throughout the world. It encourages positive and active engagement in society...

While many experienced practitioners will find some common ground with this last description, DE-GCE is nonetheless characterised by conflicting, often competing agendas, curriculum approaches and so on (Bourn, 2016; UNESCO, 2014a; Buchanan et al, 2018). To this end, Buchanan et al (2018) note conceptual difficulties, tensions as well as competing agendas including economic or technical-economic, cultural, political, global social-justice as well as rights-based agendas. As Bourn (2016) discovered in his review of DE-GCE activity across Europe, these particular agendas are in turn often a reflection of national contexts and priorities. More specifically, Bourn (2016) found that while there were some examples of promotion of universal values as well as a few critical approaches, much activity in this area

focussed on the acquisition of economic skills. This finding will no doubt be depressingly familiar to commentators and researchers who have documented how, under the auspices of 'new' or 'neo' liberal agenda, education has become increasingly tied to investment in human capital and the economic imperative and less about individual and societal good.[1] This will also be of particular concern to proponents of a more critically-oriented, transformative DE-GCE and who see this as key to challenging the kind of hegemonic structures and systems that continue to define, say, unequal North-South economic relations or continuing inequalities based on gender or race. While it is outside the scope of this review to fully address this aspect, the following section sets out to provide a short review of the various concepts, controversies and debates that have gone hand in hand with the development of DE-GCE as distinct field of study and research in recent decades.

DE-GCE: Concepts, Controversies and Debates

To help with this task, there a number of DE-GCE typologies as well as meta-reviews on offer (Oxley and Morris, 2013; Pashby et al 2020; Thomas & Banki, 2020). These in turn capture, in various ways, the different conceptual approaches to DE-GCE, ideological orientations and so forth. In more detail, Oxley and Morris' (2013) categorise two general forms of GCE as cosmopolitan and advocacy. The former incorporates four distinct conceptions of GC – namely, the political, moral, economic and cultural; while the latter incorporates four other conceptions – the social, critical, environmental and spiritual. While this provides a general synopsis, Oxley and Morris (2013) warn how DE-GCE is used ambiguously and understood differently both within and across different (national, cultural) contexts and that in many cases these approaches often overlap. Similar ambiguities are to found in in the meta-analysis offered by Pashby et al (2020) who describe a combination of liberal (erudition as rigour, individual development, research for the public good), neo-liberal (market imperative, commercialisation, commodification as well as critical approaches (social justice, interrogating systemic injustices and substantively changing the status quo). Pashby et al (2020) describe the emergence of new DE-GCE 'interfaces' including: neoconservative-neoliberal-liberal, critical-liberal-neoliberal as well critical-postcritical approaches. Similar to Oxley & Morris (2013), Pashby et al (2020) caution that these categories/sub-categories are likely to converge and conflate, particularly as this relates to critical orientations which they suggest remain subject to liberal interpretations and which merely serve to reinforce existing inequalities. Meanwhile, UNESCO (2019, p.8) have identified a number of unsolved tensions and misunderstandings within DE-GCE, namely: the 'global versus local' (unclear how local actions connect to global change); the targeting of the individual versus addressing the political and social context (unclear how macro-social, structural or political context that shape individual's rights can be changed); the relevance of GCED in challenging environments i.e. resource-poor, conflict-affected, remote and underprivileged contexts); and it being an aspirational goal with implementation challenges (mainly related to challenges for teachers to adopt new pedagogical approaches). Elsewhere, Thomas and Banki (2020) have compiled a list of different types of DE-GCE and further highlight the contrasting, often conflicting conceptions of this in

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[1] This is explored more fully by researchers such as Ball (2016) and Holland et al (2016) with specific attention to the RoI context. See references for more details.

the relevant literature (Table 2, overleaf). In their own, extensive review of curriculum documents in the Australian (ITE) context, Thomas and Banki (2020) found that even where global discourses were mentioned these were often given lip service and local examples remain prioritized. Given this weak global emphasis, Thomas and Banki suggest that educators need to carefully consider 'exactly what types of citizens are being cultivated for engagement in our increasingly global polity.' Swanson & Gamal (2021, p.465) raise further concerns, noting the contradictions inherent in DE-GCE in our Euro-modernist, hyper-globalised world and a form of citizenship that is not always open to all citizens

> In these 'worldly' terms, the 'global' hints at the 'outward-facing' and the opportunities for border-crossing, genuflecting to a transnationalist outlook, while 'citizenship' appeals to the 'inwardly-facing', bordering, national populisms and shores up the nation state rather than dissolving it. It is about rights and duties, but only for the select, privileged few that can traverse borders while being secured by them. Not everyone can be a global citizen…

Despite these contradictions Swanson and Gamal warn that dismissing GCE on the grounds of inconsistency or incoherence may be an important lost opportunity, not only for critical, reflexive engagement with the term, 'but as a critical agenda for action toward viable futures' (2021, p.465). The well-worn idiom of 'don't throw the baby out with the bathwater' seems apt here.

DE-GCE: A highly contested terrain

Mirroring broader debates about education, its purpose and so on, DE-GCE has thus emerged as a contested field of policy and practice where the constituent terms 'development', 'global', 'citizenship' and 'education' remain disputed. Simply: there is no one universally accepted DE, GCE or DE-GCE, but multiple conceptions as to what this is and what this is for. Moreover, any interpretation is likely to impacted by contextual factors including: shifting national as well as international policies and priorities for DE-GCE; the particular national/local historical context; the influence of NGOs and other CSOs as well the impact of IOs such as UNESCO and OECD on national policy outlook (Buchanan et al, 2018; Borne, 2015; Susa, 2019). Susa (2019) puts all of this this succinctly when he states that

> An immense, and irreducible diversity and divergence in what may be considered goals, ambitions, and methods of GCE-related practice (what to do, how to do it, why and what for) is visible on a global scale, but also in regional or national contexts. There is no, and likely should not be, a universal consensus on what GCE is about (p.19).

Amidst moves towards universalist approaches and understanding of DE-GCE and the scaling of same, Susa (2019, p.18) notes that any attempts to produce or impose such a consensus beyond highly specific, localised purposes may well lead to an erasure of the non-mainstream, yet arguably the most valuable and insightful approaches to DE-GCE.

Table 2: Concepts, Controversies and Debates in DE-GCE

Author(s)	Types of DE-GCE	Description/Implications
(Burawoy, 2000)	Global forces vs global connections	Burawoy charts his own intellectual/political genealogy to explore how the boundaries of the nation-state are being challenged by the institutions and processes that are considered hallmarks of globalization.
(Cambridge & Thompson, 2004)	Internationalist vs globalist	Highlights now International Education is a contested field of educational practice involving the reconciliation of economic, political and cultural-ideological dilemmas, which may be identified as the competing 'internationalist' and 'globalising' perspectives
(Pashby, 2011)	National vs post-national forms of citizenship	Questions the assumptions underlining the conceptualisation of global citizen in GCE who assumes a particular normative national citizen, and this assumption must be probed and made more explicit.
(Camicia & Franklin, 2011)	Neoliberal vs critical democratic	Utilising examples in two countries (Philippines and the UK) this study illustrates how, although these countries have very different contexts, curriculum often sends competing messages related to neoliberal and (critical) democratic intents.
(Veugelers, 2011)	Moral v Political GCE	Utilising findings form a study of teachers' views of GCE in the Netherlands to highlight how these educators identified a strong moral dimension to GCE in their practice but who were nonetheless reluctant to address the socio-political aspects of GCE with their students
(Dill, 2013)	Global competencies vs global consciousness	This study of teachers' perspectives of GCE in schools in the US States & Asia suggests that this has two main elements: global competencies (economic skills) and global consciousness (ethical orientations) that proponents hope will bring global prosperity and peace. However, Dill suggests that many of the more complex moral assumptions of GCE contradict these goals, and are just as likely to have the unintended consequence of reinforcing a more particular Western individualism
(Lilley, Barker, & Harris, 2015)	Economic vs ethical and moral	Based on (n=26) interviews with HE experts, the findings from this study found that while the idea of educating global citizens appears in university discourses, there is limited evidence demonstrating how the idea of the global citizen translates into practice and that training and skills for employment remains the dominant feature in HE programme & outcomes
(Patrick, Macqueen, & Reynolds,2014)	Skills-based approach and the notion of critical GE	This study of student teachers' perspectives of GCE in the Australian context found that while this cohort is interested in GE, they are more interested in developing the skills needed for their future teaching practice rather than their role in the world. Also that GE this tends to be focussed on specific disciplines and the difficulties of integrating GE in teacher educator programmes while avoiding a 'token' i.e. 'non-critical' response to DE-GCE
(Andreotti, 2006)	Soft vs critical DE-GCE	Differentiates between 'critical' GCE education and more mainstream ways of learning about social change which or soft GCE.' This soft education is harmful as it encourages people to believe that they can change the world simply by caring enough rather than understanding the complex webs of power-interest that continue to define unequal relations in any increasingly globalised world
(Salter & Halbert, 2017	Utilitarian vs philanthropic	Examining the case of Australian HE and global mobility programmes, the authors' propose a 'fourth wave' of education that cuts across both the global and the local/parochial through cultural exchange otherwise a 'rooted cosmopolitanism'
(Rizvi, 2009)	Cosmopolitan outlook vs transformative cosmopolitanism	Rizvi argues that in the context of lives re-shaped global processes and connections a new, transformative approach around the old idea of cosmopolitanism is required, interpreting this not as a universal moral principle/prescription recommending a particular form of political configuration/transnational life-style, but rather a mode of learning about, and ethically engaging with, new social formations

Adapted from Thomas & Banki, 2020

Susa suggests that any attempts at defining DE-GCE should be 'mindful of the much bigger potential of what GCE could be that are always at risk to be made illegible or marginalized by any imposed definition' (2019, p.18). Meanwhile, writing from an anthropological perspective, Wang & Hoffman (2016) warn against the dangers of imposing a universal form of DE-GCE that fails to account for alternative value systems across changing cultural contexts

> GCE must give students deep knowledge of local cultural settings and the ability to put self-critical practice at the core of their activist engagements while questioning a universalist approach… It is simply not true that the whole world desires the same things. The potentially destructive interventions of uninformed activist efforts to solve global social problems based on "shared values" is antithetical to a genuinely global citizenship. (p.14).

Following Andreotti's (2006) prominent contribution, other concerns relate to the proliferation of uncritical or 'soft' approaches to DE-GCE and which merely promote token responses to complex problems. This was evident in Oliveira & Skinner's (2014) comparative study of curriculum documents in Portugal, Greece and Cyprus and who found that

> …the action component of DE does not appear to be adequately incorporated into the planning and delivery of projects, courses and workshops. It can either be served up as a menu of (mainly soft, transactional-based) options offered to learners at the end of an educational process or be discussed theoretically rather than implemented in practice. Or when it is factored into planning, it is often short-term, activity oriented, rather than long-term, systemically oriented.' (p. 18).

Given the above, a number of questions remain, namely: how can the definitional-conceptual weakness inherent in DE-GCE be re-positioned as a source of strength and which allows for engaging educators in a deeper, critical reflection of what DE-GCE (and its constituent terms) means in the context of their own teaching and particular site of practice? Thus: How can a reductive approach to DE-GCE be avoided and one which retains the potential for this to speak to educators working in different (local, national, international) contexts and particular education settings?   Further concerns relate to the proliferation of soft or transactional approaches to DE-GCE and the need for an authentic, meaningful response to the many challenges posted in the introduction to this review.

Towards a reflexive, transformative DE-GCE practice

While it is outside the scope of this review to fully address these questions, some guidance is offered by those advocating for a more reflexive, transformative approach to DE-GCE. Drawing on relevant studies on the matter, but also from the field of Reflective Practice (RP), this is first and foremost about engaging educators in reflection on their own biographies, acquired knowledge, experiences, assumptions and frames of reference: their 'worldview'. (Hauerwas, Kerkhoff & Schneider, 2021; Harshman, 2017; Wang & Hoffman, 2016; Blackmore, 2016). To this end Blackmore (2016, p.42) notes that: 'perhaps the signature move of critical global citizenship education is the emphasis on reflection and a focus on examining the self and one's own assumptions, knowledge, and implications'. This is echoed by Hauerwas et al

(2021) who suggest that as a starting point educators need to question their own motivations and actions and the wider implications of this

> Reflexivity indicates a knowledge that what one does affects people all over the world, and what they do affects us also. Reflexivity involves critical reflection of the motivations and intentions behind our words, actions, and feelings – how they affect others, both positively and negatively as well as locally and globally (p.192).

While reflection on our assumptions and motivations as educators remains key, a reflexive approach goes further in questioning the particular ideologies, values, cultural norms, as well as vested interests that underpin not just DE-GCE, but all education policy and practice (Brookfield; 2009; Lawrence-Wilkes & Ashmore, 2015; Ryan & Webster, 2019). To this end Brookfield (2009) argues that critical reflection is not just concerned with challenging our assumptions as educators but also analysing the particular power relations that underpin practice. This aspect is also prominent in the *Reflective Framework* offered by Lawrence-Wilkes & Ashmore (2015) and which illustrates how professional practice is always situated in a particular social-political context and bound by factors such as diversity, language, emotion, and time. Lawrence-Wilkes & Ashmore (2015) further draw attention to the ethical, moral as well as cultural dimensions of teaching, thus echoing calls from Wang & Hoffman (2016) and others for a more culturally sensitive and appropriate DE-GCE practice. For Lawrence-Wilkes & Ashmore (2015) such an approach encourages practitioners to develop a deeper, 'meta-relationship' with their teaching with the goal of praxis, otherwise a practice informed by theory and by deep reflection on action. The idea of praxis- of informed action- is also central to prescriptions for radical or transformative approaches to DE-GCE (Johnson & Morris, 2010, Truong-White & McLean, 2015). To take one example, in their *Framework for Transformative Global Citizenship Education*: Truong-White & McLean (2015) describe four dimensions of DE-GCE - Politics (Ideology); Social (Collective); Self (Subjectivity); and Praxis (Engagement) and is worth repeating here in full.

Table 3: A Framework for Transformative Global Citizenship Education

Politics (ideology)	Social (Collective)	Self (Subjectivity)	Praxis (Engagement)
Knowledge and understanding of histories, societies, systems, oppressions and injustices, power structures, and *history of global interdependence*; skills of critical and structural social analysis; capacity to politicize notions of culture, knowledge, and power; capacity to investigate deeper causalities; *commitment to the idea of basic human rights, social justice, and environmental sustainability*; acts against injustice and oppression	Knowledge of interconnections between culture, power, and transformation; non-mainstream writings and ideas in addition to dominant discourses; skills in dialogue, cooperation and interaction; skills in critical interpretation of others' viewpoints; capacity to think holistically; *commitment to the value of cultural diversity and intercultural understanding*; willingness to learn with others	Knowledge of own position, cultures, and context; sense of identity; capacity to reflect critically on one's own [assumptions] and status within communities and society; independent critical thinking; speaking with one's own voice; concern for social justice and consideration of self-worth; critical perspective; autonomous; *belief in the efficacy of individual action*; commitment to student-centred pedagogy	Knowledge of how collectively to effect systemic change; how knowledge itself is power; how behaviour influences society and injustice; skills of critical thinking and active participation; skills in acting collectively to challenge the status quo; ability to imagine a better world; informed, responsible, and ethical action and reflection; commitment and motivation to change society; responsibility for decisions and actions

Source: Adapted from: Truong-White & McLean, 2015

Truong-White & McLean suggest that a critical or transformative global citizenship education is needed in order to promote 'a vigorous and critical analysis of conflict, social injustice, multiple perspectives, and alternative outcomes for teaching complicated global issues' (2015, p.5). Regardless of the specific approach taken, there is agreement with Stein's observation for a DE-GCE that helps both educators and students to deal with complexities of a world that no longer offers any certainties or clear roadmaps for the future

> Rather than defend a particular perspective or approach to global and development education, I suggest it is crucial that we prepare students with the self-reflexivity, intellectual curiosity, historical memory, and deep sense of responsibility they will need in order to collectively navigate an uncertain future for which there are no clear roadmaps. This in turn requires that we prepare educators to engage confidently with a range of conflicting perspectives so that they can make critically-informed, socially-accountable pedagogical choices that are responsive to the complex shifting conditions and challenges of their own contexts. (2018, p.2)

This points to an altogether more fluid, 'dialectical' relationship between educators and DE-GCE rather than a prescriptive approach that limits the potential of this in any give education (or other) context. Whatever the veracity of this claim, it would certainly seem be the case that much work needs to be done on further articulating what this is, what this is for and: For whom?

Summary; Implications

DE-GCE: Policy landscape and outlook

This review sets out first, to track recent policy developments in the DE-GCE sector with a specific focus on ALE in the RoI context. This demonstrates how DE-GCE sits within a strong, national policy framework and a continued commitment on the part of policymakers and others to embed DE-GCE in ACE, including increased funding and a renewed emphasis on research, partnership and scaling of activity in this area. This includes for example, current activity aimed at embedding DE-GCE in ITE for ACE practitioners working in the sector in order to bring this in line with developments in the primary (DICE) and second (UBUNTU) levels, respectively (Kearns, 2020). In line with global policy objectives, the forthcoming *Interim National Strategy* (IA, 2021) along with the new ESD policy (Gov. 2021) will aim to ensure a lifelong learning approach to DE-GCE across all sectors of Irish education system including informal or non-formal education settings. Also, in keeping with broader policy developments, it seems likely that a particular emphasis will be given to ensuring that marginal or hard-to-reach groups are exposed to DE-GCE who may otherwise be excluded from the conversation. All of this further confirms the position of RoI as a prominent contributor to DE-GCE, at least as far as the European dimension is concerned.

DE-GCE: A contested field

While all of this points to a positive outlook, domestic commentators have nonetheless questioned a consensual approach and concomitant concerns about a de-politicised, uncritical

DE-GCE policy and practice. These concerns can in turn be seen to foreground broader debates and controversies in the relevant literature regarding the aims of DE-GCE, its role and purpose and so on. More specifically, this review highlights how this has emerged as a contested field beset by definitional-conceptual weakness, inconsistencies and anomalies. This point is perhaps best illustrated by the problematic 'universal global citizen' and a notion has come in for sustained criticism and debate in the relevant literature on the matter. It may well be that following the likes of Susa (2018) and others, these difficulties manifest not so much as insurmountable definitional-conceptual or methodological weaknesses, but rather a source of strength in that this allows for multiple interpretations and understandings of DE-GCE, what this is, what this is for and: for whom? Other concerns relate to 'surface' token approaches and outcomes that merely serve to sustain and reinforce existing unequal and unsustainable acts rather than challenging and acting on the root causes of poverty, inequality, climate change and the many other 'ills' listed earlier in this review.

ALE: Towards a 'meaningful' DE-GGE practice

The small, but emergent body of research dealing with reflexive-transformative approaches offers some guidance here, particularly as this emphasises the critical and actionable elements of DE-GCE. This also emphasises the need for educators to consider how their own biographies, knowledge and collected experiences impacts on what they see as the purpose of DE-GCE in the context of their own teaching and site of practice. It is argued that is consistent with ALE and an approach that allows those working in disparate ACE settings to embed DE-GCE themes and topics in their own practice in a non-prescriptive, student-centred, and meaningful way. The term 'meaningful' is used here to describe a DE-GCE practice that is both relevant to the particular subject matter on offer, but which also speaks to the lived experiences of both educators and students. Rather than a one-size fits all model, this calls on educators to 'reinvent' or 'reimagine' DE-GCE in the context of their own teaching, subject matter, student profile and so forth. This becomes especially important in the context of an increasingly diverse student population in the RoI-ACE sector and need for educators to remain sensitive to differences based on background, ethnicity, culture, religious belief and so forth.

Addressing the concerns of researchers and others for the proliferation of token approaches, this also means a deeper, critical engagement with DE-GCE/DE-GCE issues with the goal of effecting change to achieve a fairer, more sustainable world for all. This is further in keeping with ALE philosophy and approach and where individual transformation is seen as analogous to broader (progressive) social change (Elias & Merriam, 2005). In this way, ALE and DE-GCE are closely conceptually intertwined and share a number of aims, approaches and fields of applications in that they are essentially values-based (Milana & Tarozzi, 2021; Dorio, 2017). It is outside of the scope of this review to fully consider the full implications of this and what this might look in practical (programme/curricula) terms. With this caveat in mind, Table 4 attempts to delineate some of the key learning and reflective questions that might form the basis of a more fully thought-out response to the matter.

Table 4: Towards a reflexive, transformative DE-GCE practice
Key learning and indicative questions

Learning. Educators will...	Indicative Questions
Reflect on their own autobiographies, acquired knowledge and experiences (worldview) and how this impacts on their (emergent, developing) DE-GCE practice Consider their positionality as educators and how this impacts on their teaching	How do my own (life, work) experiences influence on how I see the world, the role of educator and place of DE-GCE more generally? How does my positionality as an educator impact what I teach and how I teach? Do I privilege certain knowledges/ways of seeing/ways of being over others? To what extent does my teaching maintain/challenge existing hegemonic (unequal) relations?
Critically engage with current DE-GCE debates and controversies in the relevant literature	What are the key debates and controversies in DE-GCE re: Purpose or role, methods? What particular ideologies and assumptions underpin the various conceptual, methodological approaches to DE-GCE? What is my stance on this?
Explore the role and place of DE-GCE in terms of achieving the broader aims and objectives of education, the role of the educator and so on	How does DE-GCE converge/diverge from my perspectives on education, its purpose, the role of the educator and so forth? What are the implications of this for broader education policy and practice?
Consider how to reinvent' or 'reimagine' DE-GCE in the context of their own teaching and site of practice	What are the implications of DE-GCE in terms of what I teach and with whom I teach? How can I integrate this with current programme/curricula in a meaningful, sustainable way? What 'space' or 'spaces' are open to me in terms of achieving this?
Apply DE-GCE to their teaching/training in an authentic way and reflect on the impact of this.	How do I utilise the methodologies associated with DE-GCE to implement this in my teaching practice? What is the impact of this in terms of actionable outcomes?
Respond reflexively to developments in DE-GCE policy and practice and the broader (socio-political) context for this	What is the broader policy context for DE-GCE nationally and internationally? How is this policy guided or influenced by particular political goals? What vested interests does this serve? What power-interests are at stake?

This is offered not as a prescriptive or comprehensive list, but to act as a prompt for a deeper consideration of what a 'meaningful', 'authentic and' sustainable DE-GCE practice might look like, at least as far as ACE practitioners and 'educating the educators' is concerned.

Concluding remarks

The current global pandemic and subsequent health crisis has served to bring into sharp focus some of the numerous, seemingly insurmountable problems facing governments and peoples worldwide. If an example is needed, then the (unequal) distribution of Covid-19 vaccinations among populations highlights the continuing, inequitable relationship between the 'global rich North' and the 'global poor South'. Forty years since the 'Brant Line' highlighted the huge gulf in wealth between these respective regions, it remains a case of *plus ça change* with no real prospect of a transformation in these relations any time soon (Lee, 2020). As the introduction to this review indicates, this is merely one issue in a long list of 'ills' to be overcome by governments and those who act on their behalf. Notwithstanding the efforts of policymakers and others to address this though education and other means, it would seem that crises management remains the default mode for tackling these many issues (Liu et al, 2020). Thus we now have a health crisis to go along with a climate crisis, a refugee crisis, a housing crisis as well as a seemingly growing crisis in public confidence in our democratic institutions. It may well be that far too much store is placed on what DE-GCE might achieve here in the same way that education is expected to deliver outcomes on say, social mobility or tackling multifarious social ills, when the real failure lies in the hands of governments and their proxies in tackling the root (structural) cause of global inequality (UN, 2020).

Whatever the potential of DE-GCE to address these many issues, this review has attempted to outline some of the problems as well as possibilities that have accompanied the development of DE-GCE as a distinct field of study and practice over the last two decades. To restate, DE-GCE has emerged as a contested area of research and practice with particular concerns for the proliferation of surface approaches that offer mere token responses to the kind of complex problems described here. The emergence of reflexive-transformative approaches is helpful, particularly as this emphasises the critical, reflective, and actionable elements of DE-GCE. This further points towards a more authentic, sustainable DE-GCE in which educators are invited to consider how they might reimagine this in the context of their own teaching and site of practice, regardless of subject matter, student profile or context. Much in the same way that Freire (1973) describes the development of critical consciousness, DE-GCE can thus become a permanent feature of educators' practice rather than a mere addition or addendum to curriculum or programme content. It is further suggested that a 'top down' as well as a 'bottom-up' approach is necessary for this to be truly impactful. This refers to the actions required at the executive-managerial level to ensure that decision-makers, duty-bearers, managers, and administrators are aware of and support the efforts of practitioners to embed DE-GCE as a core part of what they teach and how they teach. A bottom-up approach on the other hand is one that helps to build capacity for those working with a diverse adult learner population in a broad range of (formal, non-formal) education provisions. While the focus here is on ALE and the ACE sector, this also applies to all educators working in all education situations and contexts. Finally, none of this will matter unless we are all resolved to ensuring that DE-GCE remains geared to real change and transformation and that teachers, educators and other allies are empowered to take risks with their teaching to achieve this goal.

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Appendix 1

Table 5: Selected DE policy & policy-related documents 2003-2020

Document/ Source	Summary
The National Further Education and Training (FET) Strategy (SOLAS 2020)	Focuses on 'the Green Campus' embedding sustainable development principles across all FET operations as well as ensuring students are equipped with the environmental awareness and 'green skills'.
National Strategy on Education for Sustainable Development Interim Review (DES 2018)	Identifies actions for the next phase of the implementation for the National Strategy for ESD focussing on the period 2018-2020. Highlights the contribution of FET in terms of green issues and the provision of programmes and courses in sustainable and renewable energies
Development Education Strategy 2017-2023 (IA 2016)	Third National DE Strategy setting out a seven-year strategic plan for DE in RoI with Lifelong Learning positioned as the overarching concept for extending quality DE to all learners across the lifespan. Re-emphasises support for the provision of DE in ACE including a strategic partnership model to bring the in line with the formal school provision
SDG National Implementation Plan 2018-2020 (DES 2018)	Establishes a framework for how RoI will implement the UN-SDGs from 2018-2020, including support for national policies which contribute to meeting the Goals as well as facilitating multi-stakeholder participation in this process. Education is identified as focus area for raising awareness of, and promoting engagement with, the Goals.
The Global Island: Ireland's Foreign Policy for a Changing World (DFA 2015)	Provides a framework for Ireland's foreign policy in five signature areas: combating poverty and hunger; advancing human rights; promoting disarmament; commitment to UN peacekeeping; sharing the experience of peace; and reconciliation on the island of Ireland.
Global Education Peer Review Process: National Report on Ireland (GENE 2015)	Recognises RoI's commitment to DE along with the diversity of strategy and approach in DE across the all sectors of ROI education. Recommended strengthening the aims of integrating DE in education with CSOs playing a key role in improving the quality and impact of provision in formal, non-formal and informal education at all levels.
National Strategy on ESD 2014-2020 (DES 2014)	Provides a framework for supporting the contribution of the education sector to sustainability issues at a number of levels: individual, community, local, national and international. FET included as one of the eight priority action areas is considered to be key leverage points to advance the ESD agenda in RoI
DE in ACE settings: Guidelines for Good Practice (IDEA 2014)	The first of its kind globally, the Code established (12) principles and indicators for good practice in all education contexts and settings, including Youth and ACE education settings
Irish Aid 'Synthesis' Report (IA 2011)	The Report noted some of the specific difficulties facing the ACE sector in terms of DE, DE provision, including: low levels of funding, the absence of a formal curriculum as well as problems with categorization of providers and provision.
Development Education Strategy Plan 2007-2011 (IA 2006)	Second *National Strategy* document setting out plans for strengthening coherence between DE and wider education policy in both the formal/non-formal sectors.
Development Education Strategy Plan 2003–2005. (DCI 2003)	First Development Education Strategy for RoI Sets out six key objectives, including the integration of DE in the formal and non-formal RoI education sectors