

# Addressing global citizenship education in adult learning and education

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## FOREWORD

The role of global citizenship education (GCED) is very relevant to the realization of the 2030 Agenda for Sustainable Development. The three areas of sustainability, namely economic growth, social inclusion and environmental protection, rely on the contribution of informed citizens. Moreover, GCED requires a lifelong learning perspective, beginning in early childhood and continuing through all levels of education into adulthood, including both formal and informal approaches.

While GCED is already being promoted in schools and formal education, and progress has been made, further efforts are needed to involve all relevant stakeholders. Policy-makers, researchers and practitioners need to be made aware of the importance of GCED in lifelong learning and in non-formal learning and education, focusing on adult learning and education in a range of areas, including peace promotion, conflict prevention, inclusion and social cohesion.

UNESCO's Asia-Pacific Centre of Education for International Understanding (APCEIU) regionally and internationally promotes educational approaches with a focus on strengthening democracy, human rights, social and economic justice, intercultural respect and ecological sustainability, and non-violent and just reconciliation of conflicts. To that end, APCEIU fosters international dialogue, undertakes research and provides training and capacity development for the Asia-Pacific region and beyond. The Centre is an influential catalyst of GCED, making a strong contribution to GCED for children in schools.

The UNESCO Institute for Lifelong Learning (UIL) is the only organizational unit in the UN family that holds a global mandate for lifelong learning. Taking a holistic and integrated, inter-sectoral and cross-sectoral approach to lifelong learning as the guiding paradigm for twenty-first century education, UIL promotes and supports lifelong learning with a focus on adult learning, continuing education, literacy and non-formal basic education.

Taking into account their experience on GCED and lifelong learning respectively, APCEIU and UIL initiated a joint project on GCED and adult learning and education (ALE) in 2018. Their aim is to raise awareness of the significance of GCED in ALE and to encourage

stakeholders to develop and strengthen this field of education in ALE to complement the attention it is already being given in school education.

This synthesis report is the first outcome of this cooperation and attempts to offer a deeper understanding of this field, as well as outlining the developments and the existing gaps. It showcases some good practices and, at the same time, demonstrates that in many countries GCED is not (yet) part of adult learning and education programmes. I hope that this report, and the follow-up of this cooperation as a whole, inspire Member States to join UNESCO in promoting global citizenship through ALE, as adults are indeed the agents with primary responsibility for building peaceful, just and democratic societies today.

**David Atchoarena**  
Director, UIL

# INTRODUCTION

There is increasing recognition both that ‘lifelong learning is the philosophy, conceptual framework and organizing principle of all forms of education, based on inclusive, emancipatory, humanistic and democratic values’ (UIL, 2010, p. 5) and that this concept is central to equipping us to deal with rapid changes in our societies. Since we are adults for most of our lives, adult learning and education (ALE) can be seen as an extension of lifelong learning. A democratic, just, inclusive and sustainable society needs ALE because it supports the development of fundamental values, such as learning to live together, peace and tolerance. Moreover, ALE is a critical tool in preventing extremism and promoting active citizenship. It has a vital role to play in achieving all of the Sustainable Development Goals (SDGs) and constituent targets, including SDG 4.7: ‘By 2030 ensure that all learners acquire knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship, and appreciation of cultural diversity and of culture’s contribution to sustainable development’ (UN, 2015).

The 2030 Agenda for Sustainable Development builds on progress in three core domains: economic growth, social inclusion and environmental protection. These are interrelated and build on two key requirements: the need to strengthen partnerships among stakeholders (e.g. to share expertise and learn from good practice), and the need to foster peaceful societies (relying on rights-based approaches and, to that end, fostering effective institutions). Global citizenship education (GCED) could support the realization of the 2030 Agenda. Securing broad participation in GCED across education sub-sectors requires a lifelong learning perspective, beginning in early childhood and continuing into adulthood through all levels and forms of education – formal, non-formal and informal approaches; curricular and extracurricular interventions – via multiple pathways.

However, while a strong focus has been placed on GCED in schools and formal education, and despite the progress made to date, further efforts are needed to raise awareness among all relevant stakeholders

(policy-makers, researchers and practitioners) of the role of GCED in lifelong learning approaches, including those that take place in non-formal settings and focus on ALE in a range of areas, including peace promotion, conflict prevention, inclusion and social cohesion.

To boost awareness, a joint project on GCED in ALE was launched by the UNESCO Institute for Lifelong Learning (UIL) and the UNESCO Asia-Pacific Centre of Education for International Understanding (APCEIU). The project’s objective was to promote and better understand the role and improve the provision of GCED for youth and adult learners. A series of thematic studies and country case studies were commissioned to showcase GCED and develop a set of preliminary conclusions. The present report synthesizes these commissioned papers and focuses on clarifying concepts and presenting experiences derived from current practice. Consequently, the report looks at the developments, gaps and challenges that can be identified with respect to GCED in ALE, and highlights a number of good practices in this field. It underlines the role of ALE and GCED in realizing the 2030 Sustainable Development Agenda. It examines the role of the adult educator in GCED by profiling the competences needed, and by analysing examples of general ALE curricula that can be harnessed for GCED. It closes by proposing ways in which the mainstreaming of GCED in ALE can be further developed and improved.

## PART I: THEMATIC STUDIES

### Global citizenship education (GCED): Conceptual considerations

UNESCO's work in the area of GCED is grounded in its own constitution (UNESCO, 1945), the aim of which is to 'build peace in the minds of men and women'; the Universal Declaration of Human Rights (United Nations, 1948); the Recommendation concerning Education for International Understanding, Co-operation and Peace and Education relating to Human Rights and Fundamental Freedoms (UNESCO, 1974); the 2030 Sustainable Development Agenda; the Belém Framework for Action (UIL, 2010); the ongoing World Programme for Human Rights Education (UN, 2005); and the 2015 Recommendation on Adult Learning and Education (UIL, 2016a).

The concept of (democratic) citizenship, entrenched in the 1948 Universal Declaration of Human Rights, has been – and continues to be – a key element of UNESCO's vision for education. Together with the notions of life-long learning, responsibility and solidarity, democratic citizenship has been conceptualized in UNESCO's two education flagship reports: *Learning to Be* (UNESCO, 1972), also known as the Faure report, and *Learning: The Treasure Within* (UNESCO, 1996), more commonly known as the Delors report. With the launch of the UN Secretary-General's Global Education First Initiative (GEFI) in 2012, fostering global citizenship became one of the UN's three educational priorities at the international level (Shultz and Elfert, 2018).

The notion of global citizenship has at times been criticized for remaining broad, potentially confusing and ahistorical, for unilaterally reflecting 'Western' world views, and for existing at the level of a metaphor (e.g. Tawil, 2013; Torres and Nunzio, 2015). There have, however, been attempts to provide a more precise and fitting definition: for example, as 'a unique set of cross-cutting knowledge,

skills and competences that enables an individual to act collaboratively and responsibly, to find global solutions to global challenges, and to strive for the collective good' (Keevy and Chakroun, 2015, p. 149). Recognizing that global citizenship does not confer a legal status, UNESCO describes it as a sense of belonging to a broader community and common humanity. It emphasises political, economic, social and cultural interdependency and interconnectedness between the local, the national and the global (UNESCO, 2015, p. 14). Global citizenship responsibilities apply to everyone, of all ages and backgrounds, and invite them to assume active roles, both locally and globally, to face and resolve global challenges and ultimately to become proactive contributors to a more just, peaceful, tolerant, inclusive, secure and sustainable world (UNESCO, 2014a, p. 15).

Citizenship learning or citizenship education have been referred to variously as 'democratic citizenship', 'active citizenship', 'critical citizenship' or, most recently, 'global citizenship', depending on the specific intentions and approaches of related education programmes. While the notion of democratic citizenship stresses the need to equip learners with democratic attitudes and values so that they can exercise and defend their democratic rights and responsibilities as citizens, active citizenship conceives of citizens as social actors and favours the notion of 'citizenship agency', which can be defined as 'the state of being in action or exerting power' (Schugurensky, 2005, p. 4). Active citizenship education seeks to foster civic participation at the local, national and global levels through the use of methodologies that involve learners actively in their own learning and build their capacity to think critically and creatively. The term 'critical' in 'critical citizenship', meanwhile, differentiates the notion of citizenship learning from potentially more conservative approaches<sup>1</sup> by striving to be transformational. It emphasizes the need to challenge prevailing paradigms and raise important questions (Andreotti, 2006; Pashby, 2009; Shultz, 2007).

<sup>1</sup> Conservative approaches ('civics' or 'civic education') focus on the transmission of knowledge about the history of the social order and the functioning of democratic institutions. Vanessa Andreotti distinguishes between 'soft' and 'critical' approaches to GCED Andreotti, 2006.

UNESCO has described GCED as 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, 2014a, p. 9). Accordingly, the overall goal of GCED is to empower learners to engage and assume active roles both locally and globally to face and resolve challenges and ultimately to 'become proactive contributors to a more just, peaceful, tolerant, inclusive, secure and sustainable world' (UNESCO, 2016c, p. 2). This indicates that, in principle, the concept of global citizenship embraces the aforementioned approaches (i.e. democratic, active and critical) and their intent, while also adding a global dimension. Globalization can be understood within a complex and dynamic set of relationships – international, national and local – which create new patterns of inclusion and exclusion (Shultz, 2007). However, the critical and transformative view of globalization is not automatically reflected in GCED. We can observe a continuum of possible approaches to citizenship in education from more conservative to more progressive approaches. This draws attention to the political dimension of citizenship education, as it is 'very much determined by the nature of national political systems, power constellations, and public policy decision-making processes' (Tawil, 2013, p. 3).

In a more recent publication (UNESCO, 2018c),<sup>2</sup> UNESCO identifies a number of 'unsolved tensions and misunderstandings' within GCED, which refer to the 'global versus local'; targeting the individual versus addressing the political and social context (whereby it is unclear how the macro-social, structural and/or political context shaping an individual's rights can be changed); the relevance of GCED in challenging environments (i.e. resource-poor, conflict-affected, remote and underprivileged); and the fact that GCED remains an aspirational goal that faces implementation challenges (mainly related to equipping teachers to adopt new pedagogical approaches).

Consequently, UNESCO proposes a renewed understanding of GCED that is centred on its concept of 'learning to live together', and builds more on the local and country context. Further, it proposes focusing on the development of the following skills: constructive civic and political engagement skills; self-awareness and emotional intelligence skills; critical inquiry skills; and digital citizenship skills.<sup>3</sup> It further aims to: make a difference for marginalized populations; target decision-makers; redesign teacher development plans; and expand and diversify partnerships (ibid., pp. 7–9). This renewed understanding places a greater emphasis on marginalized and adult populations, and takes into account the fact that an existing diversity of contexts and learning needs must be addressed by a multiplicity of modalities in spaces that go far beyond formal schooling.

A number of guidelines, tools, policy briefs and reports have been published (e.g. UNESCO 2014a, 2015, 2016a, b, c; 2018a, b, c, d) to further clarify the GCED concept, related themes and how it should be implemented, although none of these has a particular focus on ALE.<sup>4</sup> Hence, UNESCO proposes that GCED should be transformative, fostering the knowledge, skills, values and attitudes that learners need so that they can contribute to a more inclusive, just and peaceful world. GCED should take 'a multifaceted approach, employing concepts and methodologies already applied in other areas, including human rights education, peace education, education for sustainable development and education for international understanding' and advance their common objectives. Further, GCED should adopt a lifelong learning perspective, beginning in early childhood and continuing through all levels of education and into adulthood, requiring both 'formal and informal approaches, curricular and extracurricular interventions, and conventional and unconventional pathways to participation' (UNESCO, 2015, p. 15; UNESCO, 2014a).

2 Resulting from a consultation on 'Nationalistic perspectives and their implications for GCED' organized by UNESCO, the UNESCO Mahatma Gandhi Institute of Education for Peace and Sustainable Development, the Korean National Commission for UNESCO and the APCEIU, which took place in Seoul, Republic of Korea, in June 2017.

3 Digital citizenship refers to appropriate, critical and responsible behaviour when using digital technology, including social media, online forums and other features of digital devices.

4 Some of these publications do, however, mention the 'great potential' of non-formal ALE to boost the practice of citizenship education, noting that it can play an important role in contributing to gender equality (one of UNESCO's two overarching priorities), and the development of 'life skills' and intercultural/multicultural competences (UNESCO, 2014a).



GCED is based on the three core conceptual domains of learning – namely, cognitive, socio-emotional and behavioural. These can serve as the basis for defining GCED goals, learning objectives and competences, as well as priorities for assessing and evaluating learning (UNESCO, 2015, p. 14). They are defined as follows:

- **Cognitive:** To acquire knowledge, understanding and critical thinking about global, regional, national and local issues and the interconnectedness and interdependency of different countries and 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.
- **Behavioural:** To act effectively and responsibly at local, national and global levels for a more peaceful and sustainable world.

These core conceptual domains correspond to the four pillars of learning described in the Delors report, *Learning: The Treasure Within*: learning to know, to do, to be and to live together (ibid., p. 22). UNESCO proposes nine topic areas for GCED (see Table 1), which are organized into three clusters according to domain, and which aim to achieve the following key learning outcomes: learners are well informed, critical, socially connected and respectful of diversity, and ethically responsible and engaged (ibid., p. 25).

Moreover, it has been proposed that the following key focus areas be adopted in GCED: a sense of belonging to common humanity; respect for diversity; a deep knowledge of global issues and universal values such as justice, equality, dignity and respect; global empathy and a sense of solidarity; and behavioural capacities to act collaboratively and responsibly to find global solutions to global challenges, and to strive for the collective good (Keevy and Chakroun, 2015).

**Table 1: Comparative analysis of learning domains and topics in Delors report, GCED and SDG 4.7**

DELORS REPORT	GCED		SDG 4.7
FOUR PILLARS	DOMAINS/CORE CONCEPTUAL DIMENSIONS	TOPICS	TOPICS
<ul style="list-style-type: none"> <li>• Learning to know</li> <li>• Learning to be</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Cognitive:</b> To acquire knowledge, understanding and critical thinking about global, regional, national and local issues and the interconnectedness and interdependency of different countries and populations</li> </ul>	<ol style="list-style-type: none"> <li>1. Local, national and global systems and structures</li> <li>2. Issues affecting interaction and connectedness of communities at local, national and global levels</li> <li>3. Underlying assumptions and power dynamics</li> </ol>	<ul style="list-style-type: none"> <li>• Human rights</li> <li>• Gender equality</li> <li>• Global citizenship</li> </ul>
<ul style="list-style-type: none"> <li>• Learning to live together</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Socio-emotional:</b> To have a sense of belonging to a common humanity, sharing values and responsibilities, empathy, solidarity and respect for differences and diversity</li> </ul>	<ol style="list-style-type: none"> <li>4. Different levels of identity</li> <li>5. Different communities and how these are connected</li> <li>6. Difference and respect for diversity</li> </ol>	<ul style="list-style-type: none"> <li>• Culture of peace and non-violence</li> <li>• Appreciation of cultural diversity and of culture's contribution to sustainable development</li> </ul>
<ul style="list-style-type: none"> <li>• Learning to do</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Behavioural:</b> To act effectively and responsibly at local, national and global levels for a more peaceful and sustainable world</li> </ul>	<ol style="list-style-type: none"> <li>7. Actions that can be taken individually and collectively</li> <li>8. Ethically responsible behaviour</li> <li>9. Becoming involved and taking action</li> </ol>	<ul style="list-style-type: none"> <li>• Education for sustainable development and lifestyles</li> </ul>

GCED aspires to enable learners to:

- develop an understanding of global governance structures, rights and responsibilities, global issues and connections between global, national and local systems and processes;
- recognize and appreciate differences and multiple identities, e.g. culture, language, religion, gender and our common humanity, and develop skills for living in an increasingly diverse world;
- develop and apply critical skills for civic literacy, e.g., critical inquiry, information technology, media literacy, critical thinking, decision-making, problem-solving, negotiation, peace-building, and personal and social responsibility;
- recognize and examine beliefs and values and how they influence political and social decision-making, perceptions about social justice and civic engagement;
- develop values of fairness and social justice, and skills to critically analyse inequalities based on gender, socio-economic status, culture, religion, age and other issues;
- participate in, and contribute to, contemporary global issues at the local, national and global levels as informed, engaged, responsible and responsive global citizens (UNESCO, 2015, p. 16).

## Realizing the 2030 Sustainable Development Agenda: The role of GCED in ALE

GCED has gained a new impetus with the adoption of the 2030 Agenda. Its explicit inclusion in Target 4.7 of the Sustainable Development Goals (together with education for sustainable development [ESD]) has influenced national governments worldwide to integrate these two programmes into education policy and practice.

UNESCO considers ESD and GCED as ‘complementary approaches’ that enable individuals to contribute to sustainable development by promoting societal, economic and political change, as well as by transforming their own behaviour (UNESCO, 2017, p.8). Both ESD and GCED are crucial, not only for Target 4.7, but also as cross-cutting

approaches to all 17 SDGs, as they pursue the same vision: to empower learners of all ages to become proactive contributors to a more just, peaceful, tolerant, inclusive and sustainable world. The intention of both GCED and ESD is to help learners understand the interconnected world in which they live and the complexities of the global challenges they face, and to develop their knowledge, skills, attitudes and values so that they can address these challenges responsibly and effectively, now and in the future (UNESCO, 2016).

Consequently, SDG Target 4.7 emphasizes the fact that, together with ESD, GCED should promote lasting, informed and value-based changes in the knowledge, attitudes, skills and behaviour of children, young people and adults. The global indicator for Target 4.7 is the ‘[e]xtent to which (i) global citizenship education and (ii) education for sustainable development, including gender equality and human rights, are mainstreamed at all levels in: (a) national education policies; (b) curricula; (c) teacher education; and (d) student assessment’ (UIS and GEMR, 2019, p. 15).<sup>5</sup>

## ALE’s contribution to fostering GCED

The UNESCO Recommendation on Adult Learning and Education (RALE), which was adopted in 2015 in support of the Education 2030 Framework for Action, defines adult learning and education as a ‘core component of lifelong learning’, and highlights ‘learning for active citizenship’ as one of the three key domains of adult learning and education. Such learning is achieved through ‘what is variously known as community, popular or liberal education’. Learning opportunities for active citizenship are expected to empower adult learners ‘to actively engage with social issues such as poverty, gender, intergenerational solidarity, social mobility, justice, equity, exclusion, violence, unemployment, environmental protection and climate change’ (UNESCO and UIL, 2016, p. 7).

ALE and GCED, when interpreted in a specific, non-neutral way (i.e. to address social transformation, equity and social justice from a non-Western viewpoint), share a number of structural and central elements.

<sup>5</sup> Approved by United Nations General Assembly Resolution A/RES/71/313.

First, global citizenship responsibilities apply to everyone, of all ages, genders and backgrounds. However, youth and adults have an advantage over other age groups with regard to actively engaging locally in their immediate communities and globally because they occupy multiple roles (e.g. as voters, consumers, waste producers, volunteers, spouses, parents, carers, workers, employers) that involve some kind of cultural, social and political representation.

Second, people learn throughout their lives and in multiple environments that support new learning (i.e. the acquisition of knowledge, skills and capacities for sense-making, forming judgments and making informed decisions). However, learning does not happen in a social vacuum, and is never free or disconnected from people's commitments and values. A critical GCED approach is thus needed in order to prevent instrumentalization and damaging cultural representations. Conversely, ALE can expand the scope of GCED by emphasizing lifelong and life-wide learning dimensions, and by ensuring that GCED is not limited to formal education, as has been the case in recent years when the majority of studies and reports have focused on implementing GCED as a stand-alone subject, a school-wide approach, a cross-curricular component or a module within specific subject areas (UNESCO, 2015). Moreover, ALE and GCED share common methodologies and theoretical frameworks: they are both holistic approaches, and any reductionist attempt to simplify or pigeonhole them runs counter to their fundamental principles.

## ALE AS GCED

Against this backdrop, it seems appropriate to consider a holistic approach to systematizing and connecting different aspects of sustainability in ALE, with three dimensions: contents, processes and structures (see Schreiber-Barsch and Mauch, 2019). This approach follows Biesta and Lawy (2006) in considering learning 'a phenomenon that addresses contents, processes and structures in a non-linear, cumulative and recursive-way' (ibid., p. 532), and reflects the fields of learning, policy devices and appropriate learning environments identified by RALE (UNESCO, 2015). We suggest that a similar approach be applied to implement GCED in ALE, while identifying a further dimension that denotes a key overlap between ALE and GCED: aims. After all, as well as being effective, educational systems and institutions should deal with what is 'educationally desirable', namely the perceived purpose and desired outcomes of education (Biesta, 2007, 2016).

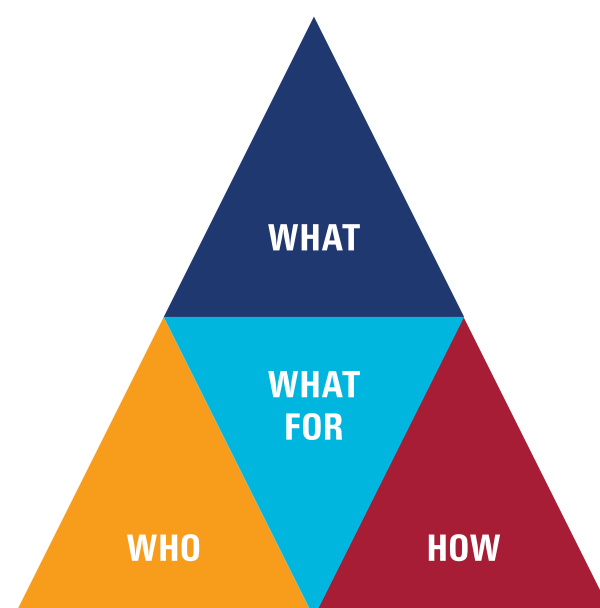
In this context, we propose four conceptual questions, shared by both ALE and GCED, that reflect the four basic dimensions of education: what (contents); how (processes and methods); who (structures and various actors); and what for (aims and purposes) (see *Figure 1*).

**'What'** refers to the contents of ALE, namely the cognitive, socio-emotional and behavioural learning domains of GCED that can be transformed into key learning outcomes and skills (see above; cf. UNESCO, 2015).

**'How'** pertains to the processes (at the political and practical levels) that transform abstract principles and/or ALE recommendations into actual GCED learning activities, pedagogical approaches and learning methods. Both GCED and ALE have regarded transformative pedagogy as an effective means to 'bring about changes and personal transformations in the process through the experience of action and practice' (UNESCO Bangkok, 2018, p. 7).

**'Who'** refers to the active engagement of various stakeholders to fostering GCED in different ALE environments. Key stakeholders include national and international non-governmental organizations (NGOs) and civil society organizations (CSOs); local authorities; governmental organizations (e.g. ministries of education and ministries of foreign affairs); researchers and educators of teachers/educators; funding bodies; teachers' unions; and higher education institutions. In particular, it has been argued that NGOs and CSOs are major drivers in promoting GCED (Tarozzi, 2019; Gene, 2017; Bourn, 2015).

**Figure 1: Four-dimension approach to ALE and GCED**



**‘What for’** has to do with ALE’s aims and purpose, or what constitutes the ‘educationally desirable’ in terms of global social justice. ALE and GCED have the fundamental aim of empowering youth and adult learners to engage and assume active roles, both locally and globally, so that they can face and resolve global challenges and ultimately become proactive contributors to a more just, tolerant, inclusive, secure and sustainable world. This goal makes sense in a social justice education framework.

Yet the question remains: how can ALE and GCED be addressed by Member States beyond statements of principle? For progress to be made, policy-makers, researchers and practitioners must recognize that GCED and ALE are interlinked, and that ALE has an important contribution to make to GCED. A further requirement in light of Target 4.7 of the 2030 Agenda is that sufficient attention be paid to ALE in GCED policy, research and practice, and that GCED receive a similar level of attention in ALE policy, research and practice.

## Literacy: The foundation of ALE and GCED

Literacy is at the core of lifelong learning and an integral part of the right to education. GCED rests on the same foundational skills and competences, and could thus be integrated into literacy policies, programme curricula and instructional approaches.

RALE amplifies the role of literacy in ALE, as set out in the Hamburg Declaration (1997) and the BFA (2009): ‘Literacy and adult learning and education contribute to the realization of the right to education that enables adults to exercise other economic, political, social and cultural rights, and which should meet the key criteria of availability, accessibility, acceptability and adaptability’ (UIL, 2016a, p. 5). Further on, RALE defines literacy as:

a key component of adult learning and education. It involves a continuum of learning and proficiency levels which allows citizens to engage in lifelong learning and participate fully in community, workplace and wider society. It includes the ability to read and write, to identify, understand, interpret, create, communicate and compute, using printed and written materials, as well as the ability to solve problems in an increasingly technological and information-rich environment. Literacy is an essential

means of building people’s knowledge, skills and competencies to cope with the evolving challenges and complexities of life, culture, economy and society. (UNESCO and UIL, 2016, p. 7)

When unpacking this definition, the following key features can be identified: literacy is related to the written language; it is a means of communication and of participation in society; it includes problem-solving in environments which are increasingly shaped by ICTs; and it involves a learning continuum comprising different proficiency levels.

The acquisition of literacy does not only involve knowledge (e.g. of the alphabet, script and language) and skills (e.g. reading fluency and comprehension), but touches also on attitudes, dispositions and motivation (e.g. confident and self-sufficient learners are more likely to use their literacy skills broadly), as well as on values (e.g. to critically assess the purpose of a message, or to use social media responsibly in order to interact with different audiences) (Hanemann, 2018). Literacy acquisition involves learning the ‘code’ (the alphabet), making meaning and thinking critically. It is about linking spoken language with written language (text), decoding and encoding written forms of language, developing (phonological) awareness of sounds and words, and learning about and applying conventions of written language. Meaning-making is only possible if this process is developed in a language that the learner masters. In reading, critical thinking entails thinking beyond the literal level by analysing meanings, responding to (different types of) texts critically, and reflecting on texts and on one’s own reading. This in turn requires both the continuous development of higher levels of literacy proficiency and advanced language proficiency. Understanding the complex interrelationships between literacy, language and learning (Hanemann, 2015b) is a prerequisite for designing and implementing meaningful learning activities that are focused on global citizenship topics.

Nowadays, information is often accessed, analysed and communicated via the Internet using digital devices and applications, such as personal computers, tablets, and smartphones. The increasing importance of digital competences (i.e. problem-solving in technology-rich environments) has added to the complexity of literacy. This issue must be addressed within the dynamics of the multifaceted interrelationship of what the Organisation for Economic Co-operation and Development (OECD) refers

to as the 'key information-processing competencies' (i.e. literacy, numeracy, language and problem-solving in technology-rich environments) that are relevant to adults in many twenty-first-century contexts, and which are needed in order for them to fully participate in social economic, cultural and civic life.

The overall goal of the SDGs, 'to transform our world', also applies to the field of adult literacy. Literacy should be seen as a social practice with transformative potential. This potential, however, can only be realized if we embrace lifelong learning (see Hanemann, 2015b). This involves: (a) understanding literacy as a continuous learning process which takes place across all ages and generations, (b) embedding literacy (and numeracy) in or combining it with the development of other skills and integrating it into other development activities, and (c) ensuring that literacy is part of national or sub-national development strategies (ibid.).

Furthermore, literacy teaching and learning always centres on content, which ranges from working with words that generate reflection and discussions, to reading complex texts about themes that are relevant to learners. Hence, the integration of content or a 'subject matter' – such as global citizenship topics – into literacy provision reflects the fundamental principles of any literacy teaching and learning approach.

Adult literacy programmes from around the world typically pursue a multiplicity of objectives and address a broad range of learning content.<sup>6</sup> Moreover, in a number of cases, literacy development is not flagged as the key purpose of a programme, but is rather 'embedded' in one or more of its main goals (e.g. to culturally and linguistically empower an ethnic minority; or to equip people to cope with natural disasters). It is thus important to take note of the huge diversity of adult education programmes involving literacy and numeracy components: these can be formal (i.e. equivalency programmes leading to recognized primary and secondary school certificates) or non-formal; of shorter or longer duration; focus on the development of basic or advanced proficiency levels; and be oriented towards general, vocational and/or 'life skills' themes.

All of these programmes are, in principle, able to address global citizenship issues and SDG 4.7 themes effectively.

While an approach that views literacy as a social practice defines reading and writing as skills that are relevant at the local level, it is equally important that literacy be harnessed in order to connect people in local contexts with the wider world. In this regard, Brandt and Clinton argue that 'understanding what literacy is doing with people in a setting is as important as understanding what people are doing with literacy' (2002, p. 337). In other words, as people become more literate, they become able to engage in different ways with the world beyond their own villages and communities. Such a process reflects the goal of GCED, namely to empower learners to engage and assume active roles both locally and globally to face and resolve global challenges' (UNESCO, 2016c, p. 2).

## CONTRIBUTION OF ADULT LITERACY PROGRAMMES TO GCED OUTCOMES

While there is a general belief that adults with high proficiency levels in literacy and numeracy (i.e. high education levels) demonstrate a better knowledge of global citizenship values and principles, there is little empirical evidence to confirm a direct, causal correlation. Recent research, however, does support this assumption, even if its approach to date has been rather limited and linear. For example, in most OECD countries participating in the Programme for the International Assessment of Adult Competencies (PIAAC) survey, higher literacy skills levels were associated with independent positive effects on outcomes such as adults' willingness to engage in the political process, political efficacy, trust and good health (Post, 2016, p. 761). Another example is an analysis that combined information on Indian state assembly elections between 1980 and 2007 with information on literacy rates across 287 districts in India. Its aim was to show the relationship between women's political participation and women's literacy (whereby people were classified using the traditional binary categories of 'literate' or 'illiterate'). The analysis confirmed that narrowing the gender literacy gap raised women's participation and competitiveness in politics. (Bhalotra et al., 2013; UNESCO, 2014b, p. 175).

<sup>6</sup> See <http://uil.unesco.org/literacy/effective-practices-database-litbase> for best practice examples of literacy programmes from around the world.



Furthermore, improving male literacy also has a positive impact on women's political participation. The authors believe that this may be attributable to the fact that literate men are more likely to vote for women candidates and, as party leaders, to field women candidates (*ibid.*).

To date however, little systematic research has been carried out on the direct impact of adult literacy programmes on GCED outcomes. Such studies usually focus either on formal education or, more generally, on ALE, and at times explicitly look 'beyond the 3Rs of literacy' (e.g. Brookings Centre for Universal Education and Youth Advocacy Group, 2017; UIL, 2013 and 2016b; UNESCO, 2018a). Furthermore, when reviewing information on the impact and results of large-scale campaigns and programmes in general, it becomes clear that statistical data on literacy is insufficient or lacking in many countries (Hanemann, 2015a, p. 48).

Nevertheless, there is some evidence to suggest a positive correlation between literacy learning and GCED outcomes. For example, the UNESCO EFA Global Monitoring Report 2006 on literacy provides evidence on the personal ('human') benefits of participating in adult literacy programmes and using literacy skills, such as improved self-esteem, empowerment, creativity and critical reflection (UNESCO, 2005, pp. 138–139). The same report also provides examples of political, cultural, social and economic benefits, 'especially when empowerment is at the core of programme design' (*ibid.*, pp. 139–145).

The second and third UNESCO Global Reports on Adult Learning and Education (*GRALE 2* and *GRALE 3*) also offer some evidence of the personal, community and societal outcomes of adult literacy programmes (UIL, 2013 and 2016b). Approximately two-thirds of the countries that responded to the *GRALE 3* survey reported that literacy programmes had helped foster democratic values, peaceful co-existence and community solidarity (UIL, 2016b, p. 110). Almost three-quarters of the countries that responded stated that literacy programmes were making a significant contribution to active citizenship and community participation (*ibid.*, p. 111). Typically, however, these responses were not backed up by empirical evidence.

An evaluation of adult literacy and numeracy programmes implemented in England in the context of the Skills for Life strategy (2001–2010) found statistically significant evidence that participating in these programmes and retaining literacy competences have a positive personal and

social impact on individuals and communities (Vorhaus et al., 2011). A 2000–2005 survey of 1,200 beneficiaries in Ghana showed that the national literacy programme has reinforced public health campaigns and has had a positive impact on healthy lifestyles (ODI/DFID, 2006). Literacy programmes that respect linguistic diversity and the mother tongue of the participants were reported to have helped to strengthen communal identities and collective histories (Alidou and Glanz, 2015). Evidence on the impact of family literacy programmes shows that these programmes prepare caregivers to succeed as parents and employees; enhance bonds between parents and children; strengthen connections between families, schools and other institutions; and revitalize neighbourhood networks, leading to social cohesion and stronger communities (Family Strengthening Policy Centre, 2007; UIL, 2017b).

Field research on the contribution of a non-formal adult literacy programme (NFALP) to women's empowerment in Timor-Leste found that rural women did experience empowerment through their participation in the NFALP, most commonly through a sense of personal or psychological empowerment (Kotsapas, 2011). A study on the impact of a functional adult literacy programme on the empowerment of women in Turkey (Kagitcibasi et al., 2011) indicates that the programme contributed to women's social integration, positive self-image and family cohesion, in addition to cognitive gains. Sustained social benefits were observed over time through a second study, though no change was found in possible employment outcomes, which confirms the findings of Stromquist (2009).

An ethnographic research study conducted in Nepal shows that literacy programmes may have unintended political effects, contributing to civil unrest by providing a forum for people to criticize dominant political structures. While the 'political benefits' of literacy usually relate to 'government-led' citizenship education outcomes, the case of Nepal suggests that literacy interventions may also have unintended political consequences: in this case, for example, a number of young women involved in literacy programmes went on to join the Maoist cadres during the Nepalese Civil War (Robinson-Pant, 2010).

There are many examples of linkages between socio-political movements and literacy campaigns (Hanemann, 2015a). In his historical analysis, Boughton (2016) uses contemporary examples of learning in the context of

social movements to demonstrate that, in the right context, mass literacy campaigns can be transformative. This is supported by the Freirean vision of popular education (or ‘critical pedagogy’), in which mass literacy campaigns are an integral part of a broader struggle for human liberation (Freire and Macedo, 1987).

A recent study on two major adult literacy campaigns implemented in South Africa – the South African Literacy Initiative and the Kha Ri Gude Mass Literacy Campaign – illustrates the way in which literacy interventions can help to enhance the quality of life of vulnerable communities. The social assets and connections emerging from both campaigns show a network of agency and resilience in some of the country's poor, rural communities. Evidence based on learners’ feedback reflecting on the outcomes of their participation in the campaign shows the critical role that literacy interventions played in fostering community cohesion and peaceful co-existence. Bringing together people with common problems in literacy learning groups enabled them to collectively develop strategies to address the challenges they faced. The process of becoming literate enhanced learners’ confidence and, by extension, their social and political participation (McKay, 2019).

## GCED IN ALE: GLOBAL TRENDS AND OUTCOMES

Active or global citizenship and SDG 4.7 themes and goals have long been reflected in past and present adult literacy policies, strategies, campaigns and programmes. For many years, literacy programme providers – in particular, CSOs and, to a lesser extent, government providers – have been incorporating these themes into their curricula, learning materials and teacher training activities. However, they have not yet done so under the auspices of GCED.

As these literacy policies and programmes mainly target vulnerable and disadvantaged population groups who have been excluded from educational (and other) opportunities, they often adopt a vision of social transformation with a view to redressing social injustices. They seek to combine different dimensions of sustainable development, including social equality, economic empowerment and environmental sustainability. Due to the fact that, in many countries, most of the participants in adult literacy programmes are (young) women, issues of gender equality and women’s empowerment are central to adult literacy policies and programmes. Policies and programmes that take a lifelong (and life-wide) learning approach seek to integrate literacy (as a complex and continuous process)

with other (developmental) activities, including those focused on health, employment, active citizenship, and family and community relations.

Emancipatory and transformative approaches to adult literacy require that their curricula and learning materials place a particular emphasis on global citizenship and SDG 4.7 themes. Raising awareness (‘conscientization’) and encouraging learners to critically analyse, understand and transform their realities through ‘generative’ words and themes is the purpose of the popular education (‘educación popular’) movement in Latin America, which has its counterparts in other world regions. Advocates of the ‘critical pedagogy’ movement (e.g. Paulo Freire, Henry Giroux, Peter McLaren, etc.) stress the political dimension of education, and aim for critical consciousness, emancipation, liberation, social justice and political action. Themes such as human rights, gender equality, a culture of peace and non-violence, active citizenship and cultural diversity have long been at the centre of such emancipatory adult literacy programmes.

Empowerment-based and transformative approaches to adult literacy, however, are not only applied by CSOs. Governmental adult literacy programmes, in particular campaigns, have also used approaches of this kind. In the 1980s, for example, a literacy campaign in Ecuador adopted human rights as the thematic axis of its learning content. The literacy campaign in Nicaragua that emerged out of the war of liberation after 40 years of dictatorship, had a strong focus on socio-political goals (i.e. political awareness, understanding between Nicaraguans of different classes and backgrounds, social cohesion), and not merely for learners. One of the campaign’s main outcomes was to facilitate interactions between urban and rural populations. Living together with the rural population had a profound impact on young volunteers (literacy workers) and allowed them to gain new insights into the socio-economic and cultural realities of their country. This political consciousness informed the development of an entire generation (Hanemann, 2005a).

Most adult literacy policies and programmes have more than one objective and cover several of the four ‘Delors pillars’, global citizenship topics and/or SDG 4.7 themes (see *Table 1*). For example, the National Literacy Strategy of Morocco includes educational, civic, social, health-related (‘hygienic’) and economic objectives (Royaume du Maroc, 2004). The Functional Literacy Programme for

Women of the Argan Cooperative, run by the Moroccan association Ibn Albaytr, is an example of a literacy programme that shows how economic empowerment can be combined with environmental sustainability while simultaneously supporting women's empowerment. It targets women working in the cooperatives in the argan tree sector in Morocco (the oil from the trees is used in cooking, the cosmetics industry and traditional medicine). The programme is delivered in Amazigh, a Berber language, and combines teaching practical skills for managing cooperatives with raising awareness of the importance of preserving the argan forest and sharing information about new family laws (i.e. gender equality) (Hanemann, 2015c).

A growing number of literacy programmes opt to use mobile technology to support literacy teaching and learning. These include the Mobile Literacy Programme in Afghanistan, the Mobile-Based Post Literacy Programme in Pakistan, and the Cell-Ed programme in the United States of America. Such initiatives have the potential to foster a new learning culture, democratize access to information, and facilitate communication among individuals and groups, thereby enhancing social, economic, political and cultural participation at the local, national and even international levels. However, they also face multiple challenges and entail new risks, which GCED will have to address more systematically in future.

Over the past decade, there has been an increased tendency for governments in many countries to launch literacy campaigns as national mobilization strategies which are often linked to a socio-political movement. Justifications for mobilizing societies for mass literacy campaigns are usually rights-based, often seeking to redress social injustices. However, an analysis of adult literacy campaigns and programmes around the world from 2000 to 2014 found that most large-scale campaigns failed to achieve their overly ambitious targets because policy-makers had underestimated the complexity of such campaigns (Hanemann, 2015a; UIL, 2016a).

A number of countries launched large-scale literacy campaigns or programmes in the wake of political change, civil war or independence (e.g. Afghanistan, Iraq, Timor-Leste and South Sudan). Clear linkages between ideological-political movements and literacy campaigns can be seen in the cases of Bolivia, Nicaragua and Venezuela, and to some extent also in the cases of Ecuador and Peru. For example, the Movimiento al Socialismo (MAS) movement

in Bolivia, which came to power after winning the general election in December 2005, was closely linked to the 'campaign for the eradication of illiteracy' (2006–2008) and the 'refoundation' of Bolivia's education system as the first step towards 'decolonization'. Social mobilization for literacy also played an important role in Nepal, Nicaragua and Pakistan. Such mobilization is often undertaken through a network of influential local people, such as teachers, elected officials and religious leaders (Hanemann, 2015a).

We have so far attempted to illustrate the many ways in which global citizenship and adult literacy are inter-related, or rather, can be connected with each other. A prerequisite to making effective use of such linkages is a good understanding both of the intentions of GCED – as well as of SDG Target 4.7. – and of the dimensions, complexities and multiple forms of literacy. This in turn points to a need to professionalize the field of ALE and GCED by adequately investing in training, professional development, supervision, monitoring and evaluation, and research in order to ensure the quality of the services provided and their outcomes.

## Professionalization of adult educators in GCED

A pool of professionals forms the backbone of ALE programmes that integrate GCED and SDG 4.7 themes effectively. This pool includes managers, trainers, educators and facilitators aiming to transmit knowledge, competences and skills to adults as a means of overcoming social exclusion and facilitating participation in all areas of society.

Accordingly, UNESCO's *Global Citizenship Education: Topics and Learning Objectives* states that GCED requires 'skilled educators who have a good understanding of transformative and participatory teaching and learning' (UNESCO 2015, p. 51). It states that the role of the GCED educator 'is to be a guide and facilitator, encouraging learners to engage in critical inquiry and supporting the development of knowledge, skills, values and attitudes that promote positive personal and social change' (ibid.). In addition to being adept at moving between the role of guide and facilitator, 'educators play a central role in creating an environment for effective learning. They can use a range of approaches to create safe, inclusive and engaging learning environments' (ibid.).



To achieve this, ALE educators need a solid professional basis and opportunities for continuous professional development. However, the BFA identifies the professionalization of adult educators as a key challenge in the field, and notes: ‘The lack of professionalization and training opportunities for educators has had a detrimental impact on the quality of adult learning and education provision’ (UIL, 2010, p. 18.). Further, the findings of the Sixth Consultation on the 1974 UNESCO Recommendation concerning Education for International Understanding, Co-operation and Peace and Education relating to Human Rights and Fundamental Freedoms, covering the period 2012–2016, indicate that insufficient teacher training on GCED remains a stumbling block.

## COMPETENCY FRAMEWORK FOR ADULT EDUCATORS IN GCED

Preparing educators to work in GCED serves an opportunity to engage members of diverse communities worldwide in articulating what it means to be a member of a local, regional and global community, and how local citizenship is connected to the need to manage natural resources responsibly.

Teaching GCED requires educators to be competent in the discipline (cf. APCEIU, 2017, p. 18), just as mathematics teachers, for example, need to be competent in mathematics. Being a global citizen can thus be considered to constitute a GCED teacher’s subject-specific competence. Due to the nature of GCED, this competence is strongly based on values and attitudes that go hand-in-hand with cognitive competencies and skills for (social) action.

The effective implementation of GCED requires teaching and learning approaches that foster a range of social and emotional skills, including self-awareness, self-management, social awareness, relationship skills and responsible decision-making. In the context of ALE and non-formal education programmes, ‘soft skills’ of this kind are often subsumed under the term ‘life skills’. Moreover, it is globally recognized that a number of broader characteristics of GCED must be taken into account when setting up a competency framework for GCED educators (cf.

UNESCO 2014; UNESCO 2015; UNESCO Bangkok Office 2018); hence:

- GCED is to be seen in a lifelong perspective. It is aimed at people of all ages from early childhood to advanced adulthood;
- GCED is not restricted to formal education but is part of a holistic approach that also involves non-formal and informal learning;
- GCED does not (necessarily) constitute a separate subject or pedagogical method. Rather, GCED represents a framing paradigm that accommodates elements from a number of other fields including, in particular, human rights education, peace education, education for sustainable development, and education for international understanding.<sup>7</sup> Rather than establishing GCED as a new and separate discipline, it should be viewed as a transversal and transdisciplinary concept. GCED components can be integrated into existing subjects and learning activities of all types, thus enriching their contents and bringing a new – global – dimension to them;
- Interpretations and foci of GCED (implementation) may vary considerably across countries and regions, depending on what concerns are felt to be most urgent in a given place. For example, while some countries/regions might prioritize peace education, others might focus more on sustainable development issues;
- As GCED takes a holistic approach to learning, it addresses both cognitive and non-cognitive skills, e.g. socio-emotional skills, and behavioural capacities (the ‘head-heart-hand’ approach).

While the last three dimensions may apply to learning in general, foci may shift according to subject. In GCED, there is a very strong focus on non-cognitive learning, as GCED is characterized by ‘a learning process focusing not only on what students learn but also how they learn – about themselves and others, to learn to do things, and interact socially – encouraging active and participatory roles’ (UNESCO, 2014a, p. 18).

GCED has a transformational quality, in that it aims for both individual empowerment and social transformation. Its objective is to ‘empower learners to engage and assume

7 For a detailed discussion, see Wintersteiner et al. 2015, p. 36.

active roles, both locally and globally, to face and resolve challenges and ultimately to become proactive contributors to a more just, peaceful, tolerant, inclusive, secure and sustainable world' (UNESCO 2014a, p. 15).

Adult educators need to be able to use a variety of information sources, as they may interface with learners in person or via digital and mediated spaces created by information and communication technologies (ICTs). Hence, systematic use of ICTs is an important way of extending the coverage of ALE programmes by providing learners and educators alike with relevant training opportunities. 'Digital citizenship' should thus be a further GCED focus and the importance of media and information competence cannot be overemphasized at a time when a worldwide rise in 'nationalist perspectives' has been observed (UNESCO, 2018c).

Like everyone else, adult educators may have gained skills through formal, non-formal and/or informal learning in a wide range of settings. The quality of ALE courses automatically improves when adult educators are required to hold a prior qualification and are provided with high quality training in the form of pre-service, in-service and ongoing training programmes. Moreover, RALE calls for flexible and seamless learning pathways between formal and non-formal education and training; and the provision of learning environments conducive to quality adult learning and education (UIL, 2016a, pp. 12–13). As UNESCO explains, '[r]ecognition, validation and accreditation of all forms of learning outcomes is a practice that makes visible and values the full range of competences (knowledge, skills and attitudes) that individuals have obtained through various means in different phases and contexts of their lives' (UIL, 2012).

## CURRICULUM FRAMEWORK FOR ADULT EDUCATORS IN GCED

According to UNESCO's International Bureau of Education (IBE), a curriculum represents a conscious and systematic selection of knowledge, skills and values, which shapes the way in which teaching, learning and assessment are organized by addressing questions such as what, when and how people should learn (IBE and APCEIU, 2018). High-quality curricula are needed to train adult educators in GCED.

Regarding the progress made in relation to the professionalization of adult educators, a recent report by UIL

published in the context of the 2017 CONFITEA Mid-Term Review and looking forward to CONFITEA VII noted that:

- '66 per cent of countries have information about completion rates and 72 per cent about certification, but fewer countries track employment outcomes (40 per cent) or social outcomes (such as health) (29 per cent)' (UIL, 2019, p. 44);
- '81 per cent of countries have pre-service and in-service training for adult educators' (ibid.);
- '[t]here were general complaints [...] about the working conditions of adult educators, which inhibit professional development, and the lack of capacity for continuing in-service education and training of staff' (ibid., p. 53).

The curriculum should respond to student needs in terms of GCED and sustainable development education, i.e. it should deploy the overall UN framework for the promotion of peace and sustainability in a manner that is relevant to local issues. In order for the curriculum to motivate and engage diverse groups of students, it should be possible to tailor programmes to cover issues that are pertinent and meaningful for each student group. GCED teacher instructors must therefore be willing and able to adapt their teaching and learning activities.

Any curriculum aimed at GCED educators should have three basic aims:

- Equip teachers, educators and facilitators with the competences they need to respond to student GCED learning needs in locally meaningful ways. These competences comprise knowledge of the subject matter, the ability to reason about and reflect on pedagogical decisions, and the ability to adjust teaching-learning activities to the needs of diverse groups of students (in terms of their social, emotional, cultural, cognitive, age-specific and faith-related needs);
- Work with existing/available resources;
- Provide youth and adults with opportunities to engage, ask questions and be heard.

The curriculum framework should underscore that GCED educators in ALE need to be familiar with youth and adult learning theories; possess GCED-specific knowledge; be able to use different learning models to facilitate student discussions and evaluate progress; and be familiar with a variety of ethics and values-based frameworks and

different practical approaches to teaching and learning. Educators need also to have experience of planning, organizing and communicating provision.

Few curriculum guidelines are available to adult educators compared to primary and secondary education teachers. Nonetheless, the CONFINTEA VI Mid-Term Review shows that, to ensure the quality of literacy teacher programmes, a number of countries (e.g. Indonesia and Nepal) have developed standard curricula for adult educators that can be adapted to local needs. In other countries, such as New Zealand and Australia, universities and other educational research institutions are engaged in providing professional training and development opportunities for adult educators.

In addition, the CONFINTEA Mid-Term Review 2017 provides some regional insights into the training of adult educators:

- In Africa, there has been an increase in pre-service educator training and a demand for more pre-service qualifications (though not in all programmes); however, a rapid rise in the provision of in-service and continuing education for practitioners has not been matched by a concomitant increase in capacity, and there has been little growth with regard to capacity-building frameworks.
- In the Arab States, pre-service qualifications are required and there is a need for universities to offer ALE as a discipline in its own right. More professional development opportunities are needed in the area of technical and vocational education and training (TVET).
- In Asia, the sheer diversity of ALE providers makes standardized qualifications for ALE educators unrealistic, though some countries have implemented national standards (UIL, 2019, p. 54).

## EXAMPLES OF CURRICULA FOR ADULT EDUCATORS

Even if the following examples do not specifically address GCED, they have been selected because of their international, cross-country character and because of their scientifically rigorous development processes:

### Curriculum globALE

The NGO DVV international and the German Institute for Adult Education (DIE) jointly developed the Curriculum

globALE, a cross-cultural global curriculum framework for the training of adult educators (DVV International/DIE, 2015).

Curriculum globALE constitutes an attempt to define a basic qualifications framework for adult educators worldwide. By providing a common framework of reference, it aims to facilitate the professionalization of ALE on an international scale, and to help ALE providers design and implement train-the-trainer programmes. Curriculum globALE follows a human rights-based approach and is oriented towards (1) skills, (2) actions, (3) participants and (4) sustainable learning.

While the thematic modules focus on planning, organization and evaluation, as well as on ALE teaching and learning, Curriculum globALE also mirrors the objectives of GCED and SDG 4.7 insofar as it emphasizes the need to address issues of diversity, context and interrelationships, among others. Most importantly, Curriculum globALE covers globally applicable and cross-cutting areas, including gender; sustainable development and climate change; and sustainable development, peace and democracy.

Since 2013, Curriculum globALE has been successfully implemented in a growing number of countries in which DVV International is active (DVV International 2016, 2018, 2019). It is available in 10 languages and has shown its potential as a framework of reference for adult educators in different world regions.

The fact that the philosophy and principles of Curriculum globALE resonate strongly with those of GCED (an empowerment approach, a focus on action, etc.) makes it a good starting point for building a GCED competency framework for ALE educators. However, the competency framework proposed by Curriculum globALE does not address GCED issues in detail. GCED-related teaching methods are mentioned but not explicitly focused upon, so a GCED competency framework would need further elaboration in this respect.

DVV International has drawn on its international experience to develop a supplementary qualification for integration work with refugees: Curriculum interculturALE (DVV International, 2018). This is a tailor-made intercultural training course for instructors and volunteer learning guides who work with refugees in low-threshold German language courses at adult education centres.

The course covers topics such as diversity, intercultural dialogue, active citizenship and civic education, and intercultural learning. Its learning objectives further emphasize awareness-raising, critical thinking and transformative action (ibid.).

### Research voor Beleid ALE competency framework

In the context of efforts by the European Commission to promote professional standards in ALE (European Commission, 2007), the Dutch institute Research voor Beleid developed a competency framework entitled 'Key competences for adult learning professionals' (Research voor Beleid, 2010).

The framework identifies a total of 19 key competences which are grouped in three categories: (1) generic competences; (2) specific competences that are directly linked to supporting the learning process; and (3) specific competences that are supportive to or indirectly related to supporting learning processes (ibid., p. 13). The competency framework does not refer to individual adult educators but to organizations that provide adult learning. The idea is that all of these competences must be provided by ALE providers in order to assure a professional level of delivery. Individual team members may have specific competences, but all staff members should have generic competences, regardless of whether their job entails teaching, planning, carrying out administrative tasks or other duties.

In addition to the 19 key competences, Research voor Beleid names further contextual factors that must be taken into account when working with the framework. These include a 'layer of activities', which covers various types of typical professional tasks in ALE, such as learning needs assessment, marketing, counselling, etc., and a 'layer of the context' which includes variables such as target groups, team composition, the provider institute's mission, etc. (ibid., p.11).

The framework provides a very comprehensive mapping of competences that are relevant to the field of ALE as a whole. It goes beyond the core task of teaching to include other fields of activity, and has thus a broader scope than Curriculum globALE. These additional features may thus serve as useful input for a competency framework for GCED in ALE.

Being of a generic nature, the Research voor Beleid framework claims to be applicable to all subjects and

fields of teaching; consequently, the competences listed in the framework are relevant to GCED. However, the framework is clearly geared towards ALE provider organizations, and therefore does not explicitly cover other, more informal or community-based forms of education, nor does it venture beyond the European context. Informal ALE provision at the global level is highly relevant for GCED, particularly when taking into account countries with a less-developed infrastructure of ALE provision. This dimension, which is absent from the European framework, would therefore still need to be developed and included in a comprehensive GCED competency framework.

From a content point of view, however, there is no reason to assume that the competences laid down in the Research voor Beleid framework – particularly generic competences and the competences directly linked to supporting learning processes – are not equally applicable in a global context, as they are sufficiently abstract and do not refer to any particular context.

### GRETA model

A third example that deserves further attention is the GRETA competency model from Germany. (Strauch et al., 2017). Although it is a national model, it has been chosen because of its level of detail and the scrupulously scientific way in which it was developed.

Again, the GRETA model is a generic competency framework for ALE that aims to serve all types of teachers and trainers. It defines four broad areas of competence: professional self-monitoring; professional values and beliefs; professional knowledge and skills; and subject- and field-specific knowledge. These are subdivided into a number of specific areas of competence, which in turn are broken down into a total of 27 constituent features. As this model adopts a holistic approach, it covers a multitude of areas of competence that are relevant to ALE in general and to GCED in ALE in particular. The GRETA model furthermore includes aspects which go beyond the key activity of teaching, and which are also of interest for a GCED competency framework, e.g. networking/cooperation with stakeholders. It also includes items relating to subject-specific competences, even if these are not elaborated upon further for obvious reasons (GRETA is a generic competency model for teachers).



In addition to these concrete examples of competency frameworks, a number of networks provide training for adult educators.

## RECID

In Brazil, the Network for Citizenship Education (Rede de Educação Cidadã – RECID) has been working since 2003 to train educator multipliers and foster grassroots leadership. It covers economic solidarity, citizenship, public health, the environment, human rights, and youth and adult literacy. RECID aims to develop educational practices that produce knowledge and can serve to influence decision-making. Its overall objective is to work with socially vulnerable families to develop an educational and organizational approach that facilitates their access to public services (e.g. emergency services; local facilities; work and income-related services; education; health providers; services related to food security, etc.) and fosters personal attributes (e.g. critical awareness; civic participation; self-esteem). RECID sees its approach as a means of inspiring new policies that respect Brazilian realities and diversity; of fostering a new generation of ‘policy subjects’; and of expanding efforts at the grassroots level, with a view to strengthening democracy in all social spaces (RECID, 2005, cited in DVV International, 2015, p. 103).

## Kha Ri Kude

The South African literacy campaign Kha Ri Kude established ‘communities of practice’ (COPs), where educators, supported by their respective supervisors, were connected with each other in a system of clusters for cooperative learning. These COPs were inspired by the African principle of *ubuntu/botho* according to which learning is a ‘communal event in a social sense’ that allows resources to be shared in order to sustain communal engagements. This in-service training and learning system improved support for learners and also enabled the campaign to expand to social spaces beyond the classroom (McKay, 2019).

Digital and mediated spaces similarly provide adult educators with an array of formats for developing their understanding of and capabilities in GCED through self-directed, instructor-led, synchronous, asynchronous, open access, and/or fee-based learning opportunities. Two examples will be presented here: the GCED Online Campus and the UNESCO Clearinghouse on GCED.

## GCED Online Campus

Launched by APCEIU in November 2012, the GCED Online Campus is an e-learning platform that offers free online courses on GCED to educators worldwide. The online courses are expected to serve as a channel to introduce GCED to educators and deepen their understanding of related thematic issues and practical knowledge. Current course offerings include an open certificate course, ‘GCED 101: Introduction to GCED’. The course aims to provide an overview of GCED as well related concepts deriving from UNESCO, and guidelines for teaching and learning. The course will help participants to gain an understanding of the key concepts and principles of GCED, recognize educational issues relevant to GCED, and identify pedagogical approaches to GCED.

To date, the GCED Online Campus has offered nine courses:

- Becoming Global Citizens for a Sustainable Society (self-paced);
- Curriculum Development for GCED Educators: Perspectives, Purposes and Practices (instructor-led);
- Global Justice and Peace-Building (instructor-led);
- Global Citizenship and Cultural Diversity (instructor-led);
- Human Rights in the Context of GCED (instructor-led);
- Voices of Youth: Youth Advocacy for GCED (self-paced, youth-only);
- GCED 101: Introduction to GCED (Certificate Course) (ongoing, self-paced or instructor-led).

In addition to the courses, the GCED Online Campus provides special lecture series, videos of GCED initiatives, and GCED-related learning materials for GCED educators. All courses and content are free to educators interested in GCED and who have access to the internet. More information is available online at [www.gcedonlinecampus.org](http://www.gcedonlinecampus.org).

## UNESCO Clearinghouse on GCED

Launched during the second UNESCO Forum on Global Citizenship Education (Paris, 28–30 January 2015), the UNESCO Clearinghouse on Global Citizenship Education (GCED) is a global database on GCED established by UNESCO and APCEIU to facilitate information-sharing and to enhance knowledge and understanding of GCED.

The GCED Clearinghouse is a response to requests from UNESCO's Member States for good quality and evidence-based information and resources on GCED. Policy-makers, education ministry officials, curriculum developers, researchers, educators, parents, learners and the general public can access resources on GCED from all over the world, in any available language. The GCED Clearinghouse includes written documents and audio-visual materials comprising policy documents, pedagogical texts, academic papers, teaching and learning materials and other relevant resources on GCED. More information is available online at [www.gcedclearinghouse.org](http://www.gcedclearinghouse.org).

## Conclusion on the thematic studies

The first part of this report has shown that citizenship constitutes a key component of lifelong learning. Indeed, the development and application of civic knowledge, skills, attitudes and values is a lifelong and life-wide process that is complex and takes in a variety of settings. The report has shown that the global dimensions of citizenship and SDG 4.7 have to date been somewhat absent from existing ALE programmes. Nonetheless, the example of Curriculum GlobALE points to attempts to establish GCED within international 'frameworks'. This is also the case for the framework of 'key competences for adult learning professionals' developed by Research voor Beleid.

ALE programmes that integrate citizenship themes should not only be offered in formal settings but also take into account the learning practices and sources of knowledge that already exist in civic life and at a local level. Consequently, different access points for adult learning (e.g. libraries, internet cafés, health centres, employment offices, cultural centres, etc.) should be made available, and efforts to create and strengthen GCED learning opportunities should take place alongside other non-formal and informal activities designed to develop and sustain literacy competences. In addition, related content from various teaching and learning approaches should be mainstreamed at all levels and in all forms of education (formal and non-formal education, TVET and ALE), and linkages between formal, non-formal and informal learning should be reinforced.

Because literacy is the foundation of lifelong learning, it is also one of the pillars of GCED. We have demonstrated that, as literacy is integral to a variety of sectors, learning

can become meaningful, motivational and 'natural' for diverse groups of people, in particular for disadvantaged populations. As a result, different government ministries and entities must collaborate and share responsibility for integrated programmes. This involves further promoting strategic partnerships and synergies across sectors, and securing longer-term (financial) commitments (UIL, 2017).

Part II identifies case studies that illustrate the importance of GCED in ALE programmes, examining different approaches to the issue of GCED in ALE in countries in the five UNESCO regions, as well as a programme for migrants and refugees that highlights the crucial role that GCED in ALE can play in enabling intercultural dialogue and integration in times of crisis.

## PART II: CASE STUDIES

### GCED in ALE: Case studies from the five UNESCO regions

As part of its study of the status of GCED in ALE, UIL looked more specifically at the situation in the following five countries: Finland, Mauritania, the Republic of Korea, South Africa and Uruguay. These countries offer an interesting mix of educational setups, with varying approaches and priorities accorded to ALE and the place of GCED in ALE. They thus offer additional insights into what remains to be done in order to embed GCED within ALE.

As to the thematic case studies, the country experiences are based on commissioned desk reviews with some authors seeking input from key informants. While this methodology somewhat constrains the depth of the analysis, it still provides further relevant insights into the concrete reality of how GCED is addressed in the adult education provision.

#### STATE OF THE ART OF ALE IN THE FIVE COUNTRIES

**Finland** has a long and deep-rooted tradition of fostering ALE and lifelong learning. ALE caters for the educational needs of the population after the end of compulsory education at age 19. ALE meets various needs, including degree-oriented, formal post-secondary education; voluntary, liberal education; and work-oriented expertise. ALE is offered by an array of providers: public institutions, CSOs, employers, etc. Finland is one of the European countries with the highest rates of participation in ALE (27.4 per cent of the 25–64 age group in 2017, compared to an EU average of 10.8 per cent in 2016). Significant investments in ALE are made by public and private institutions, as well as by learners themselves. Liberal education attracts the largest number of adults engaging in ALE activities at non-degree level.

In our sample, **Mauritania** is the country with the least developed system of ALE. This is due in part to the significant

work that still needs to be done in order to ensure universal education and improve transitions between the various levels of education. As a result, the country is left with fewer resources to invest in other education sub-sectors. The illiteracy rate remains high.<sup>8</sup> Consequently, the Ministry of Islamic Affairs and Original Education (MAIEO) is essentially left to deal with ALE, and provision takes the form either of literacy and post-literacy programmes, or of teaching imparted in the mahadras (Koranic schools) (Maouloud, 2017). Literacy programmes seek to achieve functional literacy and orient learners towards income-generating activities. Mauritanian mahadras fall into three categories: the jamias, which offer teachings in a variety of subjects ranging from religious education to poetry and mathematics; the specialized mahadras, where the study of the Koran is undertaken in parallel with the study of another topic; and the Koranic mahadras that focus exclusively on teaching the Koran.

**The Republic of Korea's** lifelong education as it exists today stems from the country's 1999 Lifelong Education Act. The Act triggered a state-led and staggered structuring of ALE organized in such a way that it trickles down from the national level (that develops frameworks and guidelines) to the regional and local levels (that manage networks of ALE providers and promote the repurposing of underutilized public spaces as learning spaces). Furthermore, the Act specified that lifelong educators receive professional training and placements. The Non-Profit Civil Society Organization Support Act (2000) lays the foundation for legal and financial support for educational projects run by CSOs. The vision for ALE is dominated mainly by the desire to support economic growth and competitiveness (NILE, 2018).

Since 2013, ALE in **South Africa** has been classified as Post-School Education and Training (PSET), which covers 'education and training provision for those who have completed school, those who did not complete their schooling, and those who never attended school' (DHET, 2013). It is acknowledged that ALE 'should also

<sup>8</sup> UIS data for 2018 indicate that more than 40 per cent of Mauritania's population aged 15 and over is illiterate, and 37 per cent of the population aged between 15 and 24 is illiterate (data retrieved from the UIS website on 20 October 2019, see <http://uis.unesco.org/country/MR>).

contribute to developing thinking citizens who can function effectively, creatively and ethically as part of a democratic society, have an understanding of their society, and be able to participate fully in its political, social and cultural life' (ibid.). Within PSET, community education and training colleges (CET) serve adults who have had no access to formal schooling or have been unable to obtain any qualifications. In addition to basic adult education leading to a General Education and Training Certificate, CETs offer vocational skills programmes and non-formal, community-oriented programmes. While various policy documents link education to (active) citizenship, the bulk of ALE provision remains focused on fostering employability and improving livelihoods. There have been repeated calls for an overhaul of CETs' ALE provision in terms of purpose, organization and governance, programme contents, and funding (National Planning Commission, 2012; Government of South Africa, 2017).

**Uruguay** has a long tradition of adult education. ALE provision outside the public education system grew during the period 1985–2007, particularly in the poor quarters of the country's capital, Montevideo. ALE programmes were run by NGOs or religious organizations, but were frequently subsidized or tax-exempted by municipalities or the central government as they were perceived to complement existing poverty reduction programmes.

In 2005, the Ministry of Education and Culture (MEC) launched a series of ALE initiatives, culminating in reference being made to adult education in the General Law of Education in 2008. Since then, a wide array of educational projects and institutional work has been carried out with young people and adults in areas such as citizen education, social and digital inclusion, education and the world of work, and environmental education. Nonetheless, the bulk of non-formal education is oriented towards employability and labour market insertion (MEC, 2017).

## LEGAL FRAMEWORKS AND DISCOURSE

The case studies show that ALE, in all its constituent parts, is regulated and understood in different ways. Where GCED is concerned, the situation varies from incorporating links between ALE and GCED-related values and issues into national laws (Finland) to piloting GCED in literacy programmes (Mauritania).

Finland's legislation regarding liberal education (where most GCED-related content can be found) includes many links to GCED. The law states that liberal education's purpose is to support social cohesion, equality and active citizenship. Liberal education should enhance flexible development, well-being, democracy, diversity, sustainable development and internationalism. It should emphasize self-directed learning, community and participation. The law applies to folk high schools, adult education colleges and various adult education centres. The country's 2017 Youth Act enhances GCED. It promotes young people's social inclusion and opportunities to influence and take an active role in society. The Act is underpinned by principles of solidarity, cultural diversity and internationalism; sustainable development, healthy lifestyles and a respect for life and the environment; and cross-cultural cooperation. As regards GCED, the Youth Act plays an important role in extending education for active citizenship to the non-formal education sector.

Similarly, in Republic of Korea, the 1999 Lifelong Education Act provides the legal basis for lifelong education. It reflects the transformations that took place in the 1990s, when education and ALE reflected a growing discourse on the environment, working women, human rights, unification and welfare. Citizenship education helped address local and environmental matters, make marginalized women's voices heard, and evoke consumer issues. Today, interest in GCED is manifest at a time when citizens of the Republic of Korea are becoming global citizens and expanding their outlook beyond national borders to encompass the world. Korean society is recognizing that it too is a multicultural society. Despite this, GCED as such has a relatively short history in the Republic of Korea, and still lacks the recognition and consensus needed to establish its position in the educational landscape. There have been delays in enacting GCED-related legislation and a complete survey of national statistics in this area has yet to be carried out.

The case of Mauritania stands out from the others as it is piloting new literacy programmes into which GCED has explicitly been integrated. This inclusion of GCED is largely attributable to two factors coinciding: the revisiting of previously implemented literacy programmes, and the prominent role played by UNESCO in working with MAIEO to include GCED in literacy programmes.

With support from UNESCO, MAIEO has spearheaded the development of a national plan for GCED and the



prevention of violent extremism through education. The existence of this document became a premise to structure a conversation on GCED in order to define its purpose, modalities, roles and responsibilities, as well as to organize its mainstreaming.

Steps have been taken to develop a two-tiered competency framework for new literacy programmes that take GCED into account. Level 1 looks at areas of competence that include protecting the environment, family life, understanding civic rights and obligations, and developing citizenship skills. Level 2 seeks to deepen beneficiaries' understanding in areas such as gender parity, engaging with one's community, and understanding one's fundamental rights and obligations as a citizen. This competency framework takes into consideration the results of a baseline study on literacy. The study ranked the social benefits of literacy programmes highly.

UNESCO, MAIEO and trainers worked together to develop pedagogical materials and lesson plans based on the two-tiered competency framework. Among other things, the trainers worked on materials related to how to develop critical thinking and problem-solving skills; how to recognize equity and social justice; and how to link community/local issues to broader, global ones. Significantly, trainers themselves agreed that GCED should permeate all aspects of the new literacy materials they were developing.

On the basis of the work done with trainers, MAIEO has created specific materials, comprising a training module for trainers and a guide for literacy educators. These documents will form the basis for a future training programme aimed at mainstreaming GCED in literacy and non-formal education programmes. It is unclear at this stage how much breadth and depth the pilot will yield as it has yet to be scaled up and rolled out.

As noted, while GCED is not a defined component of or an explicit term of reference in the ALE opportunities on offer in the five national contexts reviewed here, this does not mean that the constituent parts of GCED are altogether absent from ALE provision in these countries.

## **SELECTED ALE PROGRAMMES AND MECHANISMS THAT TOUCH ON GCED IN THE CASE STUDIES**

This section presents a selection of non-degree ALE programmes in three of the country case studies.

Among Finland's extensive portfolio of ALE programmes, several stand out, either because they are particularly successful, because they draw on innovative approaches, or because they cater for unusual target groups. These include ALE programmes implemented by the Finnish innovation fund SITRA, which describes itself as a 'think-and-do tank', whose aim is to promote a fair and sustainable future by supporting Finland's role as a pioneer in sustainable well-being. SITRA's programmes catalyse the country's transition to a sustainable society. Among its various activities, a highlight is SITRA's leadership training course, which focuses on sustainable economic policy for decision-makers and change-makers. This course takes into account everyday well-being, economic realities and the earth's threshold limits, and teaches students decision-making and development strategies, as well as the new leadership skills needed in a complex world. The course draws on examples of best practice collected in the course of SITRA's work, and consists of orientation sessions, elective half-day field trips, and two three-day training modules.

Adult learning with GCED-related content can also be found online through massive open online courses (MOOCs), such as the Leadership for Sustainable Change MOOC offered by Finland's University of Tampere. The course is open to all, with the objective of helping people to take the lead on sustainable development in their daily lives. Another such online offer is provided by the UN Association of Finland and the Finnish Workers' Education Association, which offers a distance course on sustainable development. The course promotes understanding of the 2030 Agenda, including opportunities and challenges in relation to the implementation of the SDGs. The course is open to all, and is of particular interest to teachers, who can use it as an in-service training opportunity.

Meanwhile, in the Republic of Korea, the country's PEACEMOMO initiative specializes in teacher training and the training of trainers, focusing on critical and creative peace education training. In particular, PEACEMOMO works to foster peace education facilitators through its own training-of-trainers (ToT) programmes designed for school teachers and civic educators, which have been conceived as a means of expanding peace education in schools and civil society alike. A variety of training provision is available, ranging from a Peace College for citizens or practitioners in peace education, to a practical course for peace coordinators and for educational activists. Topics covered include:

- the promotion of peace and citizenship skills: understanding the conflicts in Korean society;
- peace education/beyond militarism: understanding the impact of international and domestic militarism on Korean economic growth;
- gender sensitivity and the promotion of peace: the relationship between gender, violence and war in Korea;
- GCED based on sustaining peace: promoting a de-regionalized, post-ethnic world view and critical reasoning;
- pedagogy of change and practical education: incorporating alternative models of society, citizenship and education.

Uruguay's variation on the *Yo, sí puedo* (Yes, I can) literacy programme illustrates how themes related to GCED can be included and imparted to adult learners from a lifelong learning perspective. The programme builds on the methodology developed by the Cuban Instituto Pedagógico Latinoamericano y del Caribeño (IPLAC). Literacy is its main aim, and programme contents are designed accordingly. The programme fosters participants' social skills, especially their sense of belonging and willingness to participate. It involves cooperations between the Uruguayan Ministry of Education and Culture (MEC) and Ministry of Social Affairs (MIDES) in collaboration with the National Administration of Public Education. Since 2010, these entities have been helping primary teachers to identify illiterate or functionally illiterate people, with the aim of incorporating them into ALE programmes. Community teachers in particular have increasingly been charged with carrying out this duty. Once the literacy course is completed, each participant is encouraged to choose future educational pathways according to his or her interests. They can be admitted to regular ALE courses in order to complete formal primary education. Alternatively, they can enrol in a number of non-formal educational activities and courses.

Uruguay also hosts a network of MEC Centres (of which there are 130 to date) provided by the ministry to 'function as spaces for the construction of citizenship' (MED, 2017). MEC Centres are built on a partnership between the ministry of education, local governments and the national telecommunications company, ANTEL. The explicit aim is to 'contribute to social integration' by providing opportunities to meet, discuss and exchange views, and generate proposals based on local demands. Different cultural and educational activities

are developed and offered, including performances, film screenings followed by debates/discussions, book presentations in the presence of the author, workshops on human rights, and activities aimed at popularizing science and technology. MEC Centres also help to promote digital citizenship and adult digital literacy as a means of strengthening the bond among citizens, and between citizens and the State. The workshops that take place in these centres allow citizens to obtain information, carry out procedures, and communicate and participate via the internet, i.e. be part of society as it has evolved. By hosting these workshops, MEC Centres uphold the National Digital Literacy Plan, which aims to enable the 'enjoyment of the rights associated with the society of information and knowledge, lifting the barriers and fears related to the use of ICTs' (ibid.).

## PROFESSIONALIZING ALE EDUCATORS AS A MEANS OF FOSTERING GCED IN ALE: EXAMPLES

The country case studies offer few examples of decisive action to provide rigorous training to ALE educators and promote GCED in their teaching.

Finland's educators tend to be highly qualified, yet only those with a personal interest in GCED-related issues seek out elective courses or complementary training opportunities. GCED does not necessarily reach ordinary teacher students. There are huge variations as to how well GCED-related themes are covered in public teacher training programmes in different universities. The University of Oulu, for example, has an international study programme emphasizing GCED and a professorship of global education. The University of Helsinki has hosted two UNESCO professorships since early 2018, one in Educational Ecosystems for Equity and Quality of Learning, and the other in Values, Dialogue and Human Rights in Education. At the University of Turku, there is a UNESCO Chair in Learning Society and Futures of Education. The University of Jyväskylä offers two chairs: one focusing on the use of digital platforms as a force for societal change, and one on inclusive literacy learning for all. These initiatives support GCED and are important for developing the skills and competences of future teachers.

Almost all Finnish universities have long-standing co-operations with CSOs in order to strengthen students' GCED-related knowledge. CSOs have created a seminar concept that combines GCED theory and practice.

Approximately 450–650 teacher students participate in these seminars every year. Student feedback has been positive, but some are frustrated at the relative lack of GCED content in their study programmes. On a positive note, a number of student teachers have started to advocate for more GCED. For example, students at the University of Turku have initiated an additional course on climate change and sustainable development education, which will be launched in 2020.

A recent example of in-service training on GCED is *Transformer 2030*: a 2018/19 project in which teachers act as agents of change for sustainable development. It provides in-service training for teachers and educators working in areas ranging from early childhood education to ALE. With its lifelong learning approach, the project helps teachers and educators to understand sustainable development holistically and learn to implement GCED in practice. The project is a partnership between CSOs and researchers studying systemic sustainability, compassion and global competences. The project is coordinated by Fingo (a Finnish NGO platform specializing in global development) in cooperation with various umbrella organizations working in the field of development. It is funded by the Finnish National Board of Education.

It is difficult to provide training for educators working in the non-formal sector. No stable support structures or frequent training programmes are in place to serve all adult educators. However, there are a number of actors specialized in providing their own target groups with GCED training. Fingo organizes GCED-related training and peer learning events for civil society actors. Training is also available for activists who want to develop their skills and knowledge to influence global development issues.

Liberal education actors are also active in promoting GCED through training. The Finnish Adult Education Association organizes training sessions on eco-social approaches to education for liberal ALE providers. A training programme entitled ‘Liberal education as a changemaker’ helps liberal education actors provide and promote transformative, eco-social education, and adopt new pedagogies that enhance active citizenship. The training programme started in 2019 and will continue until 2020.

The Republic of Korea, meanwhile, has recognized the need for ALE educators to be qualified, and provides

training for its instructors. However, no assessment could be carried out to determine the extent to which citizenship and global citizenship are integral to this training. Considering ALE's strong focus on work-oriented skills and expertise, one might hypothesize that GCED-related training for ALE educators would be provided on a voluntary basis through operators such as PEACEMOMO (see *Page 27*). The case studies from South Africa and Uruguay indicate that it would be desirable to provide training opportunities for ALE educators – as few currently exist. As for Mauritania, efforts to incorporate GCED into ALE are still at the pilot stage. Nonetheless, in all five countries there are a number of initiatives that merit attention.

One such initiative is *Timeout*, a SITRA-run programme for the period 2016–2019 that was conceived on the basis that societal discussions had become overheated, the democratic system was in need of reform and there was a growing need for dialogue in a complex world. The fund developed an approach, a method and accompanying tools to facilitate constructive, participatory dialogue and reduce polarization. In 2019, *Timeout* evolved into the *Timeout Foundation*, which was funded by four major Finnish societal funders with the aim of breaking down rigid societal barriers and encouraging people to participate in dialogue. While *Timeout* was being run by SITRA, over 100 organizations signed up to the programme, a number of which operate in the area of ALE, and over 6,000 people participated in *Timeout* discussions.

The Republic of Korea's *EduPlan* runs workshops using participatory learning methodologies, during which participants attempt to exchange opinions and make decisions in different ways. The workshops' participant-centric learning methodology encourages and facilitates discussions, opinion-gathering and lectures. It focuses on practice rather than on theory.

The country's capital Seoul's Metropolitan Institute for Lifelong Learning has developed an *Educational Design Toolkit* to promote active learning in ALE by enabling educators and learners to build programme content together in order to enhance the relevance of learning. The toolkit consists of a user manual and a set of cards to help construct objectives, learning targets, activities, etc, that can be configured step by step. The cards are similar to building blocks and allow users to progress from one step of programme design to the next. The toolkit is an open access educational tool and can be downloaded from

the Seoul Metropolitan Institute for Lifelong Education Institute website (<http://smile.seoul.kr>). It has multiple pedagogical applications, e.g. users can restructure their knowledge and experience through participatory workshops; educators and learners can apply civic education practices when designing their programmes, etc.

While regulations regarding training and qualifications for CET educators in South Africa are evolving towards a higher level and standard, the case study did not offer any insights as to the extent to which GCED is being taken into consideration.

## KEY OUTCOMES OF THE COUNTRY CASE STUDIES

While GCED often features in ALE programmes, it is rarely their primary focus. Drawing on the findings of these five case studies, we therefore propose the following for promoting further integration of GCED into ALE.

### Requirements at the national level:

- GCED, like all issues that the 2030 Agenda seeks to tackle, is cross-sectoral in nature, particularly when the diverse settings and multiple actors involved in ALE are taken into account. Consequently, there is a need for reflection and interventions to determine (i) how providers other than national ministries of education (i.e. groups and bodies specializing in youth, women's affairs, social affairs, labour and employment, etc.) can be sensitized to GCED, and (ii) how GCED can be made relevant to these sources of ALE.
- There should be a guiding framework to define GCED, describe GCED-related competences and broadly outline how GCED could permeate ALE programmes. This framework could, for example, be established in the context of a forum in which education actors, practitioners and stakeholders agree on a meaningful definition of GCED dependent on the national context, and identify ways of strengthening GCED in ALE programmes. Whatever form this process takes, there should be a broad consensus as to the desirability of GCED, how it should be conveyed, and how real-life opportunities can be created to put GCED into practice. This consensus should in turn lead to the development of a context-sensitive methodology to mainstream GCED in ALE.

- National authorities should promote minimum qualifications and training for ALE educators, and that training should equip educators with the fundamentals of how to convey GCED-related content in their lessons.
- Educators should be able to access a national database of GCED-related materials and resources. Bearing in mind that providers' coverage is fragmented, and the fact that these providers are likely to take on a project-based approach to GCED, a database of documents would expand the life cycle of materials produced beyond the initial project for which they were developed.
- Bearing in mind that ALE relies largely on the initiative of CSOs and communities, it seems essential to cultivate a positive attitude towards CSOs. In addition, incentives should be developed to encourage CSOs to integrate GCED into the ALE programmes they implement.
- Data is an important component of policy-related decision-making and accountability. The SDG monitoring framework foresees both a global indicator and thematic indicators to measure progress towards the mainstreaming of GCED and education for sustainable development. However, aside from not having a global remit, not all current monitoring tools take the diversity of ALE into account. Countries are thus obliged to develop/enrich their own statistics where ALE is concerned if they wish to measure both the provision of GCED-related content and the GCED-related knowledge learners gain. Defining relevant measurement tools will entail defining context-relevant concepts and outcomes related to GCED in ALE.

### Requirements at the sub-national level

At the local level, education stakeholders can promote ALE opportunities and help potential beneficiaries by, for example, ensuring that local civil servants/municipal employees/social workers know how to (i) identify people with low levels of literacy and encourage them to join a literacy programme and (ii) orient youths and adults towards ALE activities and programmes.

In addition, municipalities could seek to build on existing CSOs, drawing on their community links and knowledge of local customs and issues. In this regard, municipalities



can do a great deal to encourage and sustain a vibrant community of CSOs that are likely to promote citizenship and GCED through their activities. It should be borne in mind that the corollary of teaching GCED is a knowledgeable community that is aware of its rights and obligations, and which exercises active citizenship through dialogue, resolving conflicts and striving to find acceptable solutions to the issues that they face.

Potentially, there are a number of tools to promote GCED in ALE at municipalities' disposal; these include participatory planning and local budget allocations, subsidy policies for CSOs and NGOs, and the repurposing of underutilized public spaces, among others.

The proposals made above again point to the need for a cross-sectoral approach to mainstreaming GCED. In the case of CSOs, this will involve:

- adopting a legal framework and administrative measures that will support their work and services. This is likely to require the cooperation of various ministries (interior, public service, finance, etc.) and potentially also lawmakers;
- offering guidelines as to what mainstreaming GCED means and how it can be achieved in a way that is relevant to the CSOs' areas of specialization. Here again, one would expect line ministries (education, social affairs, fisheries, agriculture, etc.) to be involved.

## **ADDENDUM: GCED IN ALE AS A RESPONSE TO ACUTE NEED – THE BEF ALPHA PROGRAMME**

GCED in ALE can make a significant contribution to the success of integration processes, especially in the context of migrants and refugees, who constitute a vulnerable group that is under-represented in terms of participation in ALE. Migrants and refugees tend to participate more in language and integration courses and less in other adult education classes. One reason for this is the relatively small pool of adult educators equipped with the professional skills to work with this challenging and vulnerable group of learners. Furthermore, as education can serve as a buffer against radicalization, appropriately sensitive curricula must be developed to promote respect for diversity, peace and economic advancement. Even though many countries have initiated efforts to prevent violent extremism through educational curricula, they often do not have the corresponding teaching materials to achieve this goal.

The following case study from Baden-Württemberg, in southwest Germany, highlights the relevance of GCED in ALE provision for migrants and refugees. It stands as an example of a programme established in response to an urgent need for GCED in the wake of unprecedented (forced) migration and is included here because of its acute timeliness and broader applicability.

The project, 'Bildungsjahr für erwachsene Flüchtlinge' (educational year for adult refugees), also called BEF Alpha, operates in institutes of further education, such as adult education centres, church-run educational centres, vocational training venues and other independent providers, and aims to provide participants with the linguistic, cultural and professional skills needed to benefit their social inclusion. The primary aims of the project are to promote values that lead to tolerance; to provide participants with the medium- and long-term benefits of a good knowledge of German; and to ensure that they have a good basic education so that they can transition into a profession. The BEF Alpha project is financed by the Federal Ministry of Education and Research (BMBF) within the framework of the Educational Chains Initiative (Initiative Bildungsketten) – a concept that has been agreed between the Federal Government and the State, and is being implemented by the Baden-Württemberg Ministry of Culture, Youth and Sport. Funding will be available until 2020 and is likely to be extended thereafter. The Ministry of Education, Youth and Sport aims to make the courses as widely available as possible across the state of Baden-Württemberg.

The course itself focuses on three key areas of learning:

- the development of literacy and language skills;
- early professional orientation through practical approaches and internships;
- knowledge of key cultural, democratic and social practices and factors specific to Germany.

BEF Alpha's goals target both the personal needs of the target group and more general needs arising at the curricular level. The target group consists of people aged between 20 and 35 with limited or no literacy skills (primary illiterates), as well as people who are literate in their native language (secondary learners). They come from a variety of countries and arrived in Germany after 2015. Their level of German at the start of the course is usually below 'beginner'. Since 2018, women with

children have constituted BEF Alpha's main target group, and the project strives to strengthen gender equality.

BEF Alpha's curriculum covers 980 hours spread out over 35 weeks and includes tuition and five weeks of internships. Language teaching takes into account the heterogeneity of course participants: some are not used to receiving instruction, hence, 'learning to learn' strategies are a major course component. To promote intercultural exchange among participants and encourage them to practise speaking in German, participants are not divided into groups according to nationality. The overall aim is to create groups that will be receptive to remedial learning and the introduction of targeted subject content.

In addition, participants are taught everyday life skills and equipped with a basic political education designed to familiarize them with the values and norms of European society. These are communicated through practical examples, as well as through roleplay activities and videos during class. Lessons aim to break down prejudices, promote acceptance of gender parity, counter antisemitism and expand tolerance towards alternative and/or unfamiliar ways of life. In addition, non-violent strategies for conflict resolution are taught.

The (basic and advanced) training that course instructors receive is fundamental to the course's success. A master's degree or partial qualification in ALE, as well as proven qualifications and experience in the fields of literacy and basic education are a prerequisite. GCED may not be central to these qualifications, but is nonetheless covered by several of their constituent components. Instructors must be willing to participate in further education and training as part of the project. Course leaders undergo further compulsory training on democracy-building, internal differentiation,<sup>9</sup> dealing with traumatized refugees, and intercultural competences.

### Significance of BEF Alpha for GCED in ALE

BEF Alpha supports the achievement of GCED goals in many ways, systematically outlined here in line with the GCED skills areas and learning objectives laid down by

UNESCO (UNESCO, 2015). Individual learning contents can be used to achieve multiple learning objectives covering several domains simultaneously:

**(a) Cognitive domain:** Cognitive learning goals, especially those related to communication, are pursued primarily through language promotion. Course participants come from a variety of backgrounds; courses should therefore be designed flexibly so they can be adapted to different learning needs. Respect for diversity and heterogeneity is promoted, as is intercultural understanding. In addition, further subject-related content is acquired through internships. Democratic values and knowledge about living (together) in Germany are integral to providing participants with a basic political education.

**(b) Socio-emotional domain:** This domain focuses particularly on fostering empathy, respect and solidarity. BEF Alpha promotes these skills through its courses and internships. Course participants learn to react to cultural difference with respect and empathy. References to childcare have proven valuable in drawing attention to course content on health, nutrition, hygiene and sex education.

**(c) Behavioural domain:** During the courses and internships, participants should learn to establish and adhere to community rules so that they can take on responsibilities for that community and guarantee good learning outcomes. By learning about basic rights, the social system and other support services, participants should become familiar with and know how to make use of the possibilities available to them.

BEF Alpha furthermore attaches great importance to the promotion of equal rights in line with UNESCO's overarching priorities (UNESCO, 2015a, p. 16), in particular the rights of women who are at a severe disadvantaged as regards education and decision-making in the family. BEF Alpha makes a significant contribution to gender equality by providing basic political education while pursuing the goals of GCED.

The number of BEF Alpha participants has risen from 200 in 2016 to around 600 in 2019. Approximately 40

<sup>9</sup> Internal differentiation is a collective term for didactic, methodical and organizational measures in educational work that are designed to promote different learners individually within a learning group.

courses are planned for 2020. In the three years since BEF Alpha was launched, a total of 985 participants enrolled, of whom 408 were women and 357 men (gender was not recorded in all cases). The proportion of women has increased significantly, from 38.8 per cent in the second course to 61.6 per cent in the third. Records show that 421 learners were primary illiterates and 469 were learners of a second alphabet (again, not all learners were categorized). Participants' educational background covered the spectrum from primary illiterates who had never attended school to secondary learners and university graduates.

## Conclusion and way forward

Following a literature review, this report outlined the current debate on the crucial role of GCED in ALE, particularly in the context of the 2030 Agenda. It emphasized that literacy is the foundation of GCED in ALE, and provided examples to underscore its importance. Further, the report discussed the part that adult educators play in GCED by addressing the professionalization of adult educators and the competences required. It provided examples of curricula that could be globally adapted for GCED educators in ALE. The case studies from the five UNESCO regions were used to demonstrate that countries are not all on the same level when it comes to the issue of GCED in ALE.

GCED is not a stand-alone subject and should not be limited to school curricula as it is a key component of ALE provision that equips adults to play an active role in society as whole. This document has shown that educators are at the forefront of the learning process, and that high-quality curricula for adult educators in GCED are essential.

We would like to conclude by emphasizing that, without sustained investment in human resources to build professional capacities, neither GCED nor, by extension, the principles of SDG Target 4.7, can be integrated into ALE and adult literacy. The quality of GCED provision in ALE does not depend exclusively on adult educators' qualification and professional development. Among other things, it also depends on having access to a range of professionals with the capacity to develop and implement policies and programmes; design curricula and learning materials; train and supervise educators; build and coordinate partnerships and collaborations; develop quality-assurance

strategies and criteria; and conduct research on good practice and innovation.

Our initial analysis highlights the significant potential of promoting GCED for youth and adult learners. This report provides a sufficient basis to recommend that GCED and ALE be promoted as a means of helping countries to achieve the SDGs in general and SDG4 in particular. It also provides ample justification for a deeper analysis of conceptual developments with regard to GCED, and for a further examination of the practical implications of integrating GCED into ALE. These would ensure that relevant information would be communicated to policy-makers in a targeted manner, while also sensitizing educational researchers and practitioners to the relevance of GCED in their own work.

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The summary report on *Addressing global citizenship education (GCED) in adult learning and education (ALE)* looks at the developments, gaps and challenges that can be identified with respect to GCED in ALE, and highlights examples of best practice in this field. It underlines the role of ALE and GCED in realizing the 2030 Sustainable Development Agenda. It examines the role of the adult educator in GCED by profiling the competences needed, and by analysing examples of general ALE curricula that can be harnessed for GCED. It closes by proposing ways in which the mainstreaming of GCED in ALE can be further developed and improved.