Global Citizenship Education in the European Union: Dimensions and Differences

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Acknowledgments

Abstract

Global Citizenship Education (GCED), which is covered by target 4.7 in the Sustainable Development Goal (SDG) framework of the United Nations (UN), is an educational framing paradigm aiming at the activation of a global consciousness among learners. There exists a broad field of various, sometimes contradicting, interpretations among academics and practitioners on what knowledge, skills, behaviors, and attitudes this exactly entails. This makes any attempt to identify and assess GCED programs difficult. To tackle this challenge, this study conducts a content analysis on ten qualitative interviews with experts and practitioners and on the current scientific literature. The aim is to construct a set of qualitative indicators. The result is a set of 114 indicators in six categories which characterize non-formal GCED initiatives targeted at youth and children. These indicators can be used to identify GCED initiatives and programs independent of whether they label themselves as such or not. This helps to disclose to policymakers which third-sector initiatives exist and which policy responses are adequate.

Contents

List of Abbreviations

APCEIU   Asia-Pacific Centre of Education for International Understanding

BKCM   Ban Ki-Moon Centre for Global Citizens

EU   European Union

EFA   European Alpbach Forum

GAML   Global Alliance for Monitoring Learning

GC   Global Citizenship

GCED   Global Citizenship Education

GEFI   Global Education First Initiative

HIV   Human Immunodeficiency Virus

KIYO   Kids and Youth (NGO)

OECD   Organisation for Economic Co-operation and Development

SDG   Sustainable Development Goal

SFYOUTH   Schools for Future Youth

UIS   UNESCO Institute for Statistics

UN   United Nations

UNESCO   United Nations Educational, Scientific and Cultural Organization

I Global Citizenship (Education) - Why is it Needed?

"If you believe you're a citizen of the world, you're a citizen of nowhere. You don't understand what the very word 'citizenship' means."

This statement was declared by Theresa May in her closing speech to the Conservative Party Conference in October 2016 (Bearak, 2016). Her words triggered a wave of discussions across the United Kingdom as well as many European countries and added to what is already a burning question in educational science: What kind of citizenship do we need today?

Put differently: Is the meaning of citizenship, originally conceptualized as "the legal right to belong to a particular country" (Oxford learner's dictionary), still enough to capture human identities in the 21st century? Should humans' rights and responsibilities stay bound to the people and the land to which they legally belong? Or is there a need to amplify the meaning of citizenship? After all, we live in a world in which political, social, and economic relations and their consequences traverse continents with an unprecedented scope. How can we conceptualize citizenship which includes all these extended relations and recognizes every human being equally?

One way to capture a new concept of citizenship was brought up by educational scientists: Global Citizenship. First efforts in this direction, mostly in the European and North American context, have led to pedagogies labeled as intercultural learning, global education, cosmopolitan education, peace education, or civic education (Wintersteiner et al., 2015: 3) While all of these approaches cover important aspects of globalized human relations, it was the idea of Global Citizenship (Education) which has gained momentum in the past decade - at least so in parts of Europe, in Canada, and in the Asia-Pacific region through the efforts of the Asia-Pacific Centre of Education for International Understanding (APCEIU).

Global Citizenship Education (GCED) builds on the concepts mentioned above and combines important components into a more encompassing idea. It is therefore not entirely new but constitutes *"an original, necessary and forward-looking mental framework, which seems to be indispensable to education in times of globalization and a global society"* according to Wintersteiner (2015: 5).

Also, supranational institutions such as the United Nations (UN) have been convinced by the idea and adopted it into the realm of development with the launch of the UN Secretary-General's Global Education First Initiative (GEFI) in 2012. It identified "[to] foster global citizenship" as one of its three priority areas of work, along with access to and quality of education (Auh and Sim 2018). In 2015, the UN then officially adopted GCED into the Sustainable Development Goals (SGDs) as a subgoal of SDG 4 on "Quality Education." SDG 4 target 7 reads:

*"By 2030, ensure that **all learners acquire the 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."* [emphasis added] (United Nations General Assembly, A/RES/70/1, p. 17)

The integration of GCED into the SDGs is doubtlessly a big step towards increasing the visibility of both, the need for change in education and the need for a new citizenship concept. However, one fundamental question needs yet to be answered: What is Global Citizenship? What does it entail for a human to be a global citizen?

UNESCO underlines that

"[a] common understanding is that it is a sense of belonging to a broader community, beyond national boundaries, that emphasizes our common humanity and draws on the interconnectedness between the local and the global, the national and the international" (UNESCO, 2015a: 1).

Ban Ki-Moon, a strong defender of the concept and co-founder of the Ban Ki-Moon Centre for Global Citizens, describes global citizens as people who look beyond their own national boundaries and think about what they can do for others. For him, it is an important concept for *"any individual but particularly for political and business leaders to have a far-reaching global vision with a compassionate leadership."* [1]

Both statements reflect strong ideas about the need to enlarge the human vision and feelings towards the world as a whole. And while the narrowest meaning of it will certainly always depend on every human's individual life experience in the world, we, the authors of this study, believe that there must exist some connecting dots which characterize a global citizen. Furthermore, we cannot turn away from another, equally crucial question: How would education need to look like in order to educate people to become global citizens? As will be shown further below, the debate is characterized by different paradigms, concepts, and categories but also by a lack of concrete indicators which would allow for a tangible identification of both: global citizenship *and* its education.

II A Theoretical Debate on Global Citizenship Education

2.1. The state of the art

Besides providing an overarching definition, UNESCO made promising first steps towards capturing some more specific components of GCED. It defines it further as embracing a transdisciplinary learning approach for children, youth, and adults alike, both in the curricular and extracurricular context (UNESCO 2014). It aims at facilitating the acquisition of skills, values, attitudes, and behaviors to *"empower learners to assume active roles to face and resolve global challenges and to become proactive contributors to a more peaceful, tolerant, inclusive and secure world"* (UNESCO-GAML 2017: 3). It involves the following three domains of learning: the cognitive (knowledge, critical

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[1] Ban Ki Moon's statement at the European Forum Alpbach (EFA) August 2019. Retrieved from: https://www.youtube.com/watch?v=8NnODxtP4MA [30.11.2020]

literacy), the socio-emotional (sense of belonging to and responsibility for a common humanity), as well as the behavioral (taking action locally and globally) domains (Hong-Quan 2019, UNESCO 2015b).

While this gives a first concrete glimpse into a possible breakdown of GCED components, a deeper look into academic GCED literature opens a Pandora's box of interpretations, methods, and expected learning outcomes. A big part of authors has identified "types" of GCED. For example, Andreotti (2006) one of the academic pioneers in this field, distinguishes between "soft" (humanitarian/moral) and "critical" (political/ethical) GCED. The former denotes a rather straightforward knowledge transfer about global interconnectedness and the promotion of development, harmony, and tolerance. The latter refers to a critical confrontation with unequal power relations, opposing views, and implicit western assumptions.

Wintersteiner (2019) expands on Andreotti's dual distinction and adds a third, "hard" perspective of GCED which prepares learners to compete in global labor markets with a focus on individual opportunities rather than tackling global inequalities and injustices. As a defender of the "critical" view, he further sees the "soft" (liberal) approach as one that promotes a patronizing connection to the rest of the world with the mission to help *"the poorer to develop"* and to *"adapt to the Western model"* (Wintersteiner, 2019: 18).

Comparable distinctions can be found in other papers, e.g. in Pais and Costa (2020) (critical-democratic and neoliberal approaches), Pashby et al. (2020) (neoliberal, liberal and critical) or SFYOUTH (2014) (cosmopolitan, neoliberal and advocacy approaches).Veugelers (2011) identifies three different readings of global citizenship (GC): open GC (recognition of state interdependence and differences in cultures, openness to new experiences), moral GC (open GC + appreciation of cultural diversity, readiness to take responsibility for humanity and to increase opportunities for everyone, all both on a local and global level) and social-political GC (moral GC + social and political relations, working towards equality in relations).

Now, even with this intensive engagement with GCED, a consensus has yet to be reached with regards to a universal agreement on *what* GCED should promote, *how* it should achieve its goals, and how its effectiveness can be usefully assessed. In other words: a set of suitable, workable and universally measurable indicators for individual initiatives is still missing. This is not surprising considering the broadness and complexity of the topic. However, it is more important than ever to find common ground for criteria, as SDG 4.7 is understood crucial to achieving the overall SDG agenda. Its target 7 has been hailed as *"one of the most important targets in terms of linkages with other SDGs"* with GCED at its core (UNESCO-GAML, 2017: 2).

Existing concepts of monitoring SDG 4.7 operate on a rather aggregate scale: A global target indicator 4.7.1 is currently under development (release of the first reporting round in 2021), defined as *"[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"* (UNESCO-UIS 2020). Other aggregate-level indicators measure GCED with a thematic focus - for example, the percentage of schools offering HIV and sexuality education (4.7.2), or the extent to which human rights are taught

(4.7.3). On top of that, Marron and Naughton (2019) draw attention to the fact that *"no data at all, or even reference to the Target of 4.7, is included in the SDG 4 Databook on Global Education Indicators."* Even in the 2017 Strategy Proposal for Measurement of Target Global Alliance for Monitoring Learning (GAML), SDG 4.7 seems to be *"lost in translation and its lack of significant linkage to other Target indicators has left it overlooked"* (ibid: 20).

2.2. Missing qualitative indicators and research question

One reason for this lack of more detailed indicators lies in the fact that GCED embraces various and multi-dimensional approaches. It is therefore very broad and complex, which makes it difficult to grasp and define. Correlated with the lack of a comprehensive definition is the lack of knowledge of who is actually providing GCED in the world. It is difficult to map and evaluate associated efforts and initiatives, especially if not labeled as such. There is no comprehensive list of (especially non-formal) educational programs in the EU yet which would allow for a generation of criteria by implication. The good news is: The Asia-Pacific Centre of Education for International Understanding (APCEIU) has recently put first efforts into mapping programs on a global scale, e.g. by inviting educators and practitioners *"to share their educational good practices and experiences to foster Global Citizenship Education"* (APCEIU 2019). These are important steps which will make it possible to gather data on the different manifestations of GCED.

The study at hand aims at developing a comprehensive set of qualitative indicators for characterizing individual GCED initiatives, thus supporting mapping efforts in this regard. For this purpose, we consulted the literature, experts, and practitioners in the field of GCED to identify the various dimensions of GCED practice within the non-formal education sector, i.e. programs outside of national curricula. Our aim is to answer the following research question:

How can GCED in the European Union be defined in the format of qualitative indicators to identify non-formal educational programs which are offering services providing and promoting GC for children and youth?

The focus on the European Union (EU) attempts to bear relevance for policy recommendations at this political level. For the purpose of scientific relevance, selected initiatives were to cover different practices or approaches and represent different socio-cultural and political grounds. Further, the focus was narrowed to investigate non-formal[2] GCED programs targeting children and youth. Since the formal school context is well structured and overseen by central institutions, the biggest gap for a GCED mapping was seen regarding "civil society" initiatives, which are rather scattered and heterogeneous in their characteristics. Furthermore, we perceive the education for children and young people as most relevant regarding GCED.

Our indicators can be used to identify and map programs, organizations, and initiatives which offer GCED in the third sector (i.e. civil society). This could help policymakers, who have an interest in advancing the idea of GC, to better assess what content such initiatives focus on,

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[2] Non-formal education as structured but unaccredited learning outside the formal institutional context, but unlike informal education not spontaneous and undirected towards learning outcomes (see for example OECD's *Recognition of Non-formal and Informal Learning*).

which methods they use, and which goals they pursue. It could enable the detection of thematic blindspots and perceived priorities in society, thus laying the groundwork for adequate policy responses.

III   Bridging the Gap Between Theory and Practice

3.1. Qualitative content analysis with literature and empirical data

In this study, qualitative content analysis was applied to generate indicators of GCED by extracting detailed information from different data sources: literature and interviews. According to Mayring (2016), qualitative content analysis is a systematic approach of scanning data such as documents or interview transcripts for concepts used in a certain context. Its objective is to break down large texts into segments which reflect the main statements regarding the research question. By abstracting meaning from the flow of sentences to create content-related categories, it is possible to compare large amounts of texts from different sources, by checking these categories against each other (Mayring, 2016: 114-115).

The methodological approach of data-triangulation (Baur, 2019: 67) was further used to tackle the research question from different perspectives and include different types of data. The reviewed literature reflects the theoretical-conceptual side of GC(ED) while the gathering of data through interviews represents the empirical-practical side. Within the interviews, a further analytical distinction between "experts" and "practitioners" was made to grasp the meaning of GC(ED) from statements of people primarily working in the field as theorists, researchers, or policy advisors (experts) and on the other hand, practitioners directly engaged in transferring knowledge, skills and a sense of GC amongst learners.[3]

3.2. Literature-based qualitative content analysis

The first step in this study was an exploratory literature review of 19 documents[4] to understand the most common and controversial definitions of GC and GCED (phase 1 in Fig. 1). From here, two main theoretical findings were used for further analysis: the distinction into three learning domains as elaborated above (cognitive, socio-emotional, behavioral) and the distinction between critical and uncritical forms of GC. Based on these theoretical assumptions a preliminary set of indicators was created.

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[3] In fact, the line between experts and practitioners is blurry and was mainly established to bridge the gap between the more abstract realm of GC and the applied realm of GCED. Some of our interview partners are directly involved both in research and the conveyance of GCED. In any case, we consider practitioners to be experts in their field as much as any other person committed to the cause of GC professionally.

[4] The academic readings and working papers for this analysis are published mainly by institutions from the European and North-American world region, based on the UNESCO geoscheme of world regions (*Regions and Countries | United Nations Educational, Scientific and Cultural Organization*). This decision was made due to the relevance of the overall research interest to define GCED and its application in the European Union.
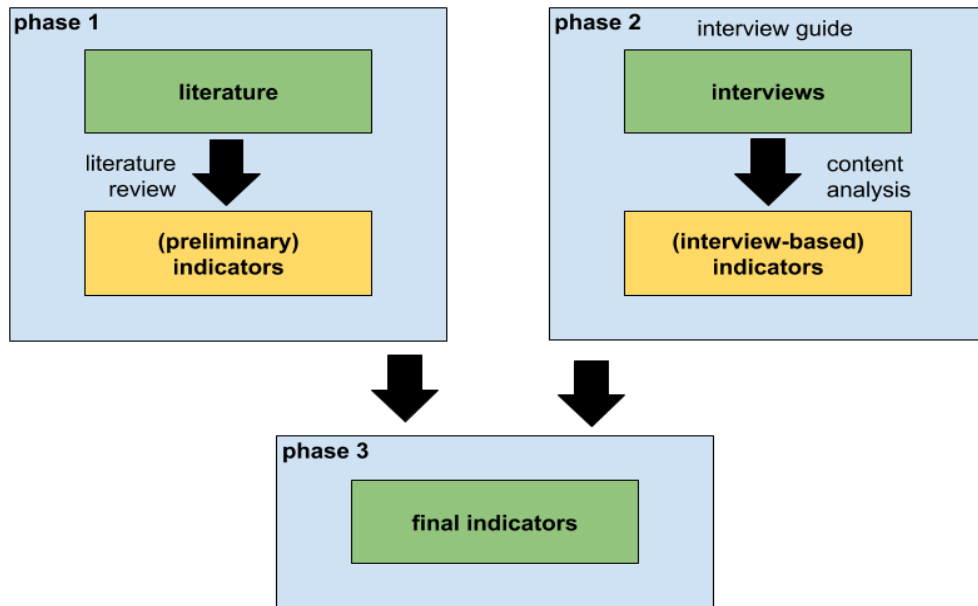
Fig. 1: Process of developing the indicators.

3.3. Semi-structured interviews

In a parallel process, potential interview partners were identified through internet-based research. The sampling of GCED-related initiatives was based on theoretical considerations rather than on representative grounds. Besides considering programs explicitly framed as GCED initiative, it was decided to take into account initiatives which did not distinctively frame their programs as GCED but seemed relevant due to their characteristics. The incoherent use of a "universal" GCED terminology (e.g. "global learning", "development education") points towards "unseen" but potentially relevant actors in this field, who simply use different terms to frame their otherwise GCED-congruent practices (see Anderson and Bhattacharya 2017: 7).

A semi-structured interview guide helped to identify different experiences due to the formulation of open-ended questions. This allowed interviewees to express their individual perspectives. The questions were inspired by the literature review and aimed at getting answers beyond the rather theoretical considerations from the academic literature and technical working papers. We, the interviewers, made sure to maintain the focus of the interviews on those experiences and opinions which help to define GC(ED) in general as well as for the specific context of youth and children. A total of ten interviews were conducted, four with practitioners, six with experts (phase 2 in Fig. 1).

3.4. Data preparation and qualitative content analysis

After a content-focused transcription of all interviews, an exploratory coding phase was used to create first categories from the data. Each interview was analyzed on an individual basis by a member of our research team. This enabled us to extract indicators separately and independently

from the literature based indicators. After these individual analyses, the indicators were compared and interpreted in light of theoretical considerations. The category system developed in this joint effort was used for the qualitative content analysis of the remaining interviews. Only after this second systematic coding process (Mayring 2016: 114) the results from the interviews were merged with the previous results from the literature (phase 3 in Fig. 1).

The merging process was done in group work, continuously discussing possible interpretations and different perspectives to relativize the positionality of the individual researchers (Baur 2019: 67). These discussions were also aimed at understanding the contextual meanings of the indicators in-depth and creating definitions as precise as possible.

IV Results

Based on this literature and interview-based qualitative content analysis, five main categories were defined, describing (1) the overarching motives of organizations to offer GCED initiatives, (2) learning objectives, (3) their methods, (4) topics and (5) the overall program design which determines the learning environment. These categories comprise a total of 100 indicators (see Fig. 2), which mark the basic dimensions in which initiatives can differ from each other.

Initiatives can be characterized by the way in which they correspond to each of the indicators. For example, a specific program could embrace the "critical analysis" dimension while disregarding "management of emotions". It is understandable that an initiative cannot emphasize all listed dimensions at the same time in its work. In its entirety, the described set of indicators spans a comprehensive space in which a large variety of combinations is possible. This allows for the characterization of initiatives according to their individual approaches.

The indicators included in the five categories above are of descriptive character. Since most of our interview partners advocated a view on GCED which could be described as "critical" (following the classification of Wintersteiner (2019), see section 2.1), we were able to extract an additional set of 14 indicators describing characteristics that critical GCED initiatives would not exhibit. This sixth category of "exclusion criteria for critical GCED" is distinct from the others due to its normative implications.

4.1.   Category I: Overarching motive

This category describes the personal and organizational commitment to promoting GC as a way of *seeing* and *being in* the world. It can entail philosophical, pedagogical, and socio-political considerations regarding GCED as a way to prepare learners and teachers alike for the challenges

overarching motives

- North-South dialogue
- emancipation and empowerment
- structural transformation
- rejection of anthropocentric world view
- peace building

methods

- first-hand experience
- arts and creative expression
- connecting people from different contexts
- learn from different sources
- international exchanges
- connecting global issues with real life examples

- interactive teaching (e.g. debating, socratic circle, think pair share)
- social projects
- social simulations/role plays
- reflection sessions
- (digital) pen friendships
- self-assessment tool

objectives

cognitive
- critical analysis
- self-reflection
- understand power relations
- understand global interconnectedness
- understand structural conditions
- understand one's own positionality
- engage with different perspectives
- ecological consciousness
- creative/alternative solutions
- media literacy
- political thinking
- awareness of social constructions
- question absolute dichotomies
- awareness for complexities
- competence to use information technology

socio-emotional
- solidarity with communities around the world
- sense of global togetherness (feeling of belonging together)
- empathy
- respect for cultural diversity
- feeling responsibility
- respect for people's sovereignty
- sense of justice
- self-value & equal value of others
- confidence building
- intrinsic motivation
- respect human rights
- embrace diversity as a strength
- management of emotions

behavioral
- engaging with other opinions
- adapt to new environment
- behave responsibly
- conflict resolution
- civic courage
- capacity to change
- sensitivity for discriminated groups
- life-long learning ("Bildung")
- solidary behavior
- cooperation
- awareness raising
- communication skills
- engaging in communities
- political activation
- leadership skills
- actively increase opportunities for everyone

topics

- refugees
- migration
- environment
- gender relations
- social responsibility
- global justice
- social justice
- human rights
- global history
- post-colonialism
- citizenship issues
- globalization
- sustainable development
- economy
- racism
- cultural diversity
- commodity chains
- climate justice
- children's rights
- climate change
- peace
- religious diversity
- political and economic inequalities

program design/environment

- coherence
- "GCED mainstreaming"
- sensitivity for context
- protected environment
- stimulating environment
- equal positions
- accessibility of the program
- duration of the program
- level of voluntary engagement
- target group (e.g. age, gender)
- program monitoring and evaluation
- inclusiveness
- participatory program design
- academic standard
- teacher training
- systemic approach

exclusion criteria for critical GCED

- exclusively 21-century skills
- main focus on competitiveness
- ethnocentrism
- sense of mission ("Sendungsbewusstsein")
- victimizing the global south
- globetrotting
- paternalism
- "warm-glow" giving
- self-staging
- uncritical charity engagement
- profit-motivation
- only knowledge is taught
- humanitarian ideals
- reproducing stereotypes

Fig. 2: Indices by category after merging the results from the literature review and analysis of the interviews.

of a globalized society. As with the other indicators, it is likely that an initiative is not driven by only one motive but rather a combination of several.

For KIYO, a Belgian NGO, GCED is used as an "empowerment" concept for children and youth between 10 and 25 years. They consider young people the agents of change, who will have to deal with the future outcomes of current challenges such as climate change. However, from their experiences, youth are often lacking the skills and confidence to engage in political dialogues and social engagements actively, even if they are given the opportunity to talk face to face to their local policy makers. Consequently, there is a gap between the demands on the future generation of decision-makers and the lack of preparedness for this great responsibility. The underlying belief is that social and structural change starts on the individual and local level with *"[...]youth gaining control over their lives, youth engaging in their communities and youth having these skills and knowing how to use them. [...] And all this, in order for youth to initiate structural change at the personal, at the individual, but also at the social level"* (Interview KIYO).

4.2. Category II: Learning objectives

The learning objectives category embraces the identified skills, attitudes, knowledge, and behaviors that GCED initiatives are aiming to convey to their learners. They represent a manifestation of the underlying motives from category I as varying learning objectives will be pursued (depending on the motive). This category is divided into the three learning domains: the cognitive, the socio-emotional and the behavioral. This division represents an ideal-type allocation of indicators; in practice, we expect the distinctions between these domains not to be as clear-cut. For example, behavioral objectives need to be grounded in the cognitive or socio-emotional domain. This became apparent in the course of analyzing the interviews (and can be observed in the interviewee quotes included).

4.2.1. Cognitive domain

Learning objectives in the cognitive domain aim at conveying knowledge about specific topics (see category V), analytical skills, life and technical skills, and the ability to critically reflect social relations. Several interviewees underlined how the awareness and the knowledge of certain issues is a crucial prerequisite for the other domains.

For example, KIYO stated that they *"[...] think it's really key, being able to ask the right questions, being able to analyze information and use it to make sustainable decisions. [...] So, critical consciousness is something we feel, we really think that it's a basic thing. If you are an active global citizen or active agent of change."* However, Moving Cultures, another Belgian NGO, diverted from this notion when saying that *"[w]orld citizenship is not an issue of knowledge, it is a way of conscience, of being, of presence, of seeing yourself in relationship, too"* (Interview Moving Cultures).

From this, we conclude that, while the cognitive dimension of GCED is undoubtedly an important aspect, it is at least not enough for an initiative to concentrate on this domain alone. The degree of emphasis on this domain can vary strongly across initiatives.

The most significant indicators to highlight from this domain are "understand global connectedness" and "understand one's own positionality", which point right to the heart of GC. It is the awareness of how the local and global level are connected and what the learner's own position is in this regard (the global reference): as a consumer in a globalized economy, as a citizen of the global north, as part of a global ecological system, etc. Noddings (2005: 122) summarizes this as follows: *"Possibly the most important recommendation, made by every writer in some form, is to recognize the power of the local in building a global perspective. [...] When they learn to study and care for their own backyards and neighborhoods, they are preparing to study global ecology."*

Other indicators are more dependent on the initiative's thematic and paradigmatic focus. For example, any critical GCED initiative will likely put much emphasis on the understanding of structural conditions, power relations, and social constructions. An initiative concentrating on climate justice would stress the "ecological consciousness" dimension, whereas a program focused on combating political injustice would primarily aim to convey "political thinking" and "media literacy."

4.2.2. Socio-emotional domain

The socio-emotional learning domain of GCED covers the transformation of feelings and attitudes towards global topics. Many of our interviewees expressed that conveying knowledge alone (cognitive domain) does not automatically translate into action (behavioral domain).

As Südwind, an Austrian NGO, stated: *"But we are still challenged by the fact that knowing something will not [lead] to the actions, that is why global learning is also emphasizing the empathy part to get up and act. When you believe something can change the world, maybe you can stand up and do it"* (Interview Südwind). The socio-emotional domain fills this gap between knowledge and action by creating *"[...] a sense of belonging to a common humanity, sharing values and responsibilities, empathy, solidarity and respect for differences and diversity"* (UNESCO 2015b).

A large body of GCED initiatives would easily emphasize all (or at least most) of the socio-emotional indicators with high priority. This is explained by the fact that certain characteristics are at the basis of almost any GCED interpretation: solidarity, empathy, respect, intrinsic motivation, and confidence are a set of attitudes that are important for any initiative, whether it is critical or driven by e.g. humanitarian values.

4.2.3. Behavioral domain

This sub-category includes indicators describing the actions intended to be taken by the learners as a result of participating in a GCED program. UNESCO (2015b) summarizes this domain as *"[t]o act effectively and responsibly at local, national and global levels for a more peaceful and sustainable world"*.

In the analysis of the interviews, we found that this domain primarily comprises aspects of civic and political action. Südwind pointed out that participants of in-service teacher training tend to *"[...] get more the point of global education when you raise the term of GCED. Because, the citizenship part of political education, for global citizens, is more emphasized in this term than in global learning."* It is thus central to the general concept of GCED as it marks the striking difference to other forms of education of global topics.

The indicators in this third domain describe capacities and propensities to behave in a "GC way". Depending on the underlying motive and GCED interpretations, this can mean, e.g. that learners should raise awareness for GC-related topics, develop a sensitivity for vulnerable groups, or engage politically in their communities to increase opportunities for everyone. Some of these indicators are prerequisites to others. Political action, for example, requires sound communication and leadership skills. The development of these is thus also a possible behavioral objective of a GCED initiative. Also, some indicators refer to the development of these prerequisites on a personal level, such as the general "capacity to change" (e.g. thought patterns, habits). This refers to Vanessa Andreotti's statement: *"So, one of the things that I think that needs to be [...] a main approach of GC is to expand our capacity. To [...] face difficultthings. Without being overwhelmed or immobilized."*

4.3. Category III: Methods

One crucial teaching principle of GCED is that learners have to go down their own path of personal development for GC. Interviewees emphasized the use of first-hand experiences through simulations, role-plays, social projects, interactive teaching methods (Socratic method, debates and discussions, etc.), reflection sessions, and meeting people from different contexts. These methods aim at putting learners into situations where they develop a sense of global understanding of themselves and of other people: *"I believe that experiencing, seeing it directly, being face to face to someone who is in a worse position than them, gives them the opportunity to change something in their worldview"* (Interview Center for Systems Solutions).

Bringing people together who seemingly have nothing in common and letting them exchange their differences and similarities is considered fruitful for the development of socio-emotional relations to others, and hence, the active engagement for a common cause: *"We want them to become aware of their rights, to stand up for their rights and see that these rights count for every child in the world. The universality part of it, and then also with putting youth together with other youth of different parts of the world they see that they have things in common and that they can foster global justice altogether [...]"* (Interview KIYO).

4.4. Category IV: Topics

Sustainable development and human rights were emphasized as central themes for GCED (in the context of youth and children). The latter reflects a rights-based approach to GCED, which entails children's rights and citizenship issues. It stresses the argument that every person in the world has the right to GC, which can be subsumed under the human rights charter (Interview Moving Cultures, Interview Südwind). Other themes revolve around raising awareness for cultural and religious diversity, learning *of* and learning *from* one another. *"And so, the idea that diversity is a strength, and pluralism… the world is full of difference. And that actually is our strength on the planet"* (Interview Shultz). Connecting to this issue of ignorance and potential intolerance to other worldviews and other ways of living are issues of systemic discrimination (e.g. racism, gender) towards people due to differences from the dominant social group (Interview Shultz).

In regard to learning from historical experience, knowledge of the past and a critical engagement with it can be established with topics such as global and colonial history. This shall help learners to realize that the world is built on past achievements and mistakes, and elaborate an understanding of how to use this knowledge for the future (Interview Susan Smith). Globalization is another leading topic which is about identifying the effects a globalized social, economic, and political system have on society. All this together shall help learners to critically reflect their role within these systemic issues, *"realizing that we are part of the problem"* (Interview Coelho).

4.5. Category V: Program design and environment

The way the overall program is designed has essential effects on the learning environment and consequently on the potential of the initiative to support a process of GC-development. The program structure, i.e. the duration of the program, the accessibility and target group, constitute the framework in which the learning processes take place. The indicator "GCED-mainstreaming" describes how the notion of GC permeates through every subject, activity and other learning-related matters. The common ground is that GCED is not "just another subject" which can be taught in isolation to other topics, even less so without reference to the learners' everyday lives. This holistic approach is central for GCED and works in three realms: (1) the learner, (2) the educational structure, and (3) the educator.

KIYO and Moving Cultures argue that this learning environment needs to be protected, meaning that learners feel safe to articulate and develop themselves. Further, learners need to feel stimulated, for example, through open dialogues, discussions, and interactive methods, enabling the development of skills. These help them to become active agents of change. And lastly, this environment needs to be participative (Interview KIYO). In Coelho's words: *"If you don't do working groups with your students, if you don't let them decide some things during the process, don't expect them to learn democracy. [...] because if they don't vote anything [...] then democracy is another concept that they learn for an exam and then they forget it the next day. So we really have to be coherent as persons and as teachers in the methodology that we use"* (Interview Coelho). This quote points out that the educators themselves have to be coherent. Coelho elaborates on that when she argues that GCED does not start and end at the classroom door, but has to be a way of living.

4.6. Category VI: Exclusion criteria for critical GCED

The previously described indicators aim at identifying a maximized possible set of GCED initiatives. Some interviewees pointed out that an absolute distinction in GCED and non-GCED is not possible, as it is at the very core of GCED to be flexible and open to interpretation. In her interview, Vanessa Andreotti expressed that *"[...] any attempt to define, what is, and what isn't [GCED], might be very problematic, actually. Because who has the authority?"* and later added: *"[I]t is important to keep the discussion open [...] of what it is."* This openness of the term is not necessarily a disadvantage: *"The complex and challenging nature of GCE[D] should be seen as a strength rather than as a weakness, as it obliges*

those engaged in GCE[D] to continuously re-examine perceptions, values, beliefs and world views" (UNESCO 2014).

Still, we asked what characteristics of an initiative could be seen as problematic. Since the majority of our interviewees represented (or preferred) "critical" interpretations of GCED (see section 2.1), we extracted from their answers exclusion criteria for a critical understanding of GCED. We combined their answers with the findings from the literature review to formulate an additional set of 14 indicators showing characteristics of initiatives that would *not* be considered critical GCED. For example, an initiative which primarily fosters 21st-century skills to increase the learners' employability in a competitive global labor market, without challenging existing power relations, would not qualify for critical GCED. Südwind stated: *"We do not do the educational work for getting the students really fit for the 21st century and for globalization, to exploit more of the people and the planet, to [make] profits with all these new skills, with all the competences you can gain, but the competences that we want for people learning GCED or for the students or for everybody who learns in the way of GCED is on the personal level, of course."*

Other cases of non-GCED would be programs which have no primary interest in challenging the status quo, but are instead driven by (or convey to their learners) a profit, self-staging, or warm-glow[5] motive. Likely, initiatives driven by *"only"* humanitarian or paternalistic motivations, which tend to perceive global issues from an ethnocentric view, would not qualify as critical GCED either. Margot Kapfer expressed in her interview that, while she would not see humanitarian definitions of GCED as bad *per se*, she finds it problematic to disregard the structural level completely.

V   Discussion: A (self-)Critical View on Global Citizenship Education

This study shows the variety of concrete objectives, topics, and methods in which GCED initiatives can engage. Our approach, based on insights from GCED literature and practice, helps to better understand the conceptual definitions of GC, which elsewhere tend to be vague.

Nevertheless, there are limits to this study. In retrospect, most of the consulted experts advocated a critical perception of GC (Andreotti, Wintersteiner, Kapfer, Coelho). This critical approach was also seen in some of the initiatives in varying degrees. Based on this finding, the 6th set of indicators was developed for evaluating an initiative regarding its "criticalness".

The exclusion criteria in category VI denote one possible way of looking at GCED. In Baur's words *"each single study is just a pebble in a mosaic"* (Baur, 2019: 67). Similarly, every single GCED initiative can be seen as part of a greater effort to develop a shared sense of global belonging.

Concerning perspectivity, the study is lacking the perspective of initiatives advocating for GC in its definition of global competitiveness and primarily personal benefits. So far, what we have

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[5] "Warm-glow" summarizes any motivation to engage in any seemingly altruistic activity only for the sake of the act, while disregarding any outcome of it, see Andreoni (1990).

learned is what the critical approach can deliver and what uncritical approaches are allegedly lacking. Taking these findings as granted without consulting "the other side" would be biased against uncritical ways of doing GCED.

Another finding from this study was that on a broader dimension, GCED is embedded in a contested political field. Notions of structural transformation and the deconstruction of national identities are controversial in nature. Some interviewees argued that the "global" part of GCED was not well digested by very conservative and right-wing camps. One organization stated that they would identify their work as GCED practice, yet they avoid this terminology due to the resentment this "globalness" would evoke in some milieus. Others implied that the implementation of GCED was dependent on the political will of governments to promote a progressive agenda. This points towards the dilemma of *"preaching to the converted"* described by Coelho, meaning that it is difficult to reach people with ideas of GC if they are against the very essence of it: connecting people around the idea of a shared humanity rather than maintaining differences and inequalities.

VI Now what?

Our study has laid one of the first building blocks for a bigger and indispensable research that is yet to be carried out. If monitoring and reporting on SDG 4.7 is to be concretized and comparably synchronized in the future, creating a common ground of indicators of Global Citizenship Education is paramount. As we have elaborated in our study, this is a challenging endeavor given the breadth and complexity of Global Citizenship (which, again, also represents its richness).

In our study, we have looked at a handful of initiatives in Europe and talked to another handful of experts from mainly the "western" world. We have thereby been able to extract GCED indicators through in-depth qualitative research combining insights from theory and practice. Our experience with this methodology has been overall positive as it allowed us to capture fine nuances of meanings through an intensive analysis of the interviews and the literature, as well as the exchange of ideas through lengthy discussions. The eagerness of our interview partners to participate in the research has contributed substantially to the success of this project.

The notion of this study as "building block", however, implicates that there are important steps to take in the future in order to push our results beyond the boundaries of its current applicability. We propose the following recommendations for further research:

1. **Increase the number of European initiatives for interviews to capture a wider variety of GCED manifestations in Europe.** We are aware that Europe - and equally so the EU in the narrower sense - is very diverse as a world region in terms of cultural and historical backgrounds. This diversity needs to be captured through the incorporation of each country into the sampling.
2. **Enlarge the research scope on a global scale**. Through our own cultural and geographical backgrounds as researchers, we have logically so decided to investigate the

EU. It is crucial, however, to carry out this kind of research in other world regions as well, such as South America, North America, Africa, the Middle East, Eurasia, South East Asia, Oceania, etc. For this, it would be crucial to collaborate with researchers from those regions as they will contribute with valuable insights to a global understanding of GCED.

3. **Include more perspectives on GCED.** In our study, we generated (inclusion and exclusion) indicators which can be generalizable for a "critical" understanding of GCED in Europe. As another further research step, we recommend to include voices from GCED perspectives which we would understand as "soft" and "hard" GCED. Based on the comparison between these perspectives, it will be possible to draw a more equal and less biased bottom line of indispensable common global GCED indicators. Also, the found set of indicators could also be evaluated from other relevant perspectives (e.g. pedagogical, psychological).

4. **Develop a globally applicable assessment tool.** To derive a maximum benefit from the results of this study, we also recommend creating a more practical assessment tool which would be globally implementable but flexible enough to adapt to every cultural and political context. We suggest this tool to take the shape of a score-card in which all the different manifestations and characteristics of GCED worldwide find their space to be captured. This tool could then be able to show on one sight which perspective of GCED an educational program represents, as well as the emphases or specialities it offers.

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Appendix

No.	Interviewee	Affiliation	Type	Country
1	Lynette Shultz	Centre for Global Citizenship Education and Research, University of Alberta	expert	Canada
2	Susanne Paschke & Téclaire Ngo-Tam	Südwind, NGO	practitioner	Austria
3	La Salete Coelho	Centre for African Studies of the University of Porto and Polytechnic Institute of Viana do Castelo	expert	Portugal
4	Michalina Kułakowksa	Center for Systems Solutions, NGO	practitioner	Poland
5	Patrick Thijs	Moving Cultures, NGO	practitioner	Belgium
6	Werner Wintersteiner	Center for Peace Research and Peace Education, Alpen-Adria-Universität Klagenfurt	expert	Austria
7	X	KIYO (Kids and Youth NGO)	practitioner	Belgium
8	Vanessa Andreotti	Department for Educational Studies, University of British Columbia	expert	Canada
9	Margot Kapfer	Zara, NGO	expert	Austria
10	Maria Barry & Benjamin Mallon	Centre for Human Rights and Citizenship Education, Dublin City University	expert	Ireland
Inquiry period: 10th September - 27th October 2020				

Fig. 3: List of Interviews

Global Citizenship Education in the EU: Dimensions and Differences

POLICY RECOMMENDATION

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GC and GCED - What is it?

Global Citizenship (GC) is an identity concept that emphasizes a sense of belonging to a broader community and shared humanity. In an increasingly globalized world, where economies, institutions, and people are more and more interconnected, it challenges the old concept of people defining themselves only along national borders and embraces global solidarity and inclusiveness. Closely connected with this is Global Citizenship Education (GCED), which is a framing paradigm recognizing the importance of education as a tool for people to become Global Citizens. It is implemented in the UNESCO Sustainable Development Goals (SGD) framework as target 4.7 and can be understood as a set of necessary skills, attitudes, and behaviors that should be taught to become a Global Citizen.

Missing indicators

Apart from very general explanations, GC and GCED are no clear-cut concepts. There is a broad scope of interpretation on which concrete objectives should be pursued and which tools should be used by those who teach GCED. Some perceive the fostering of learners' employability in a globalized labor market as the primary goal of GCED, while others see the promotion of a dialogue between the global north and south as most important.

This lack of accord makes the identification and assessment of GCED-related programs and initiatives difficult, especially in the third sector. Existing indicators for SDG 4.7 describe it on a very broad and aggregate level (eg. the degree to which national curricula and educational policies include human rights, sustainable development, and gender issues) which yield no information on what an individual initiative could look like. Therefore, policymakers on any policy level lack a paramount tool for mapping initiatives and, in consequence, to be able to detect priorities and blind spots in third-sector GCED and react accordingly.

What we did

In our study, we filled this gap and developed a set of 100 indicators in 5 categories to characterize individual, youth-focused GCED initiatives in the European Union (EU). These indicators are listed in Fig. 1. To achieve this, we consulted experts and practitioners in the non-formal education sector from different European contexts and qualitatively analyzed the conducted interviews as well as GCED-related academic literature. With this, we combined insights from theory and practice to disclose concrete dimensions along which GCED initiatives can be individually characterized.

In a further step, we exploited the fact that most of the practitioners and experts we interviewed represented an interpretation of GCED that is described as "critical" in the related literature. We used their statements to develop a further set of 14 characteristics that would be in stark conflict with the critical notion of GCED (exclusion criteria).

Policy Recommendations

The following recommendations are addressed to the European Commission, as this is the level where we see our findings generalizable and where cross-national coordination is easily feasible. However, also national governments can implement the following steps as part of their educational policies to create harmonization on this level.

1. Employ our list (or a development thereof) to conduct a large scale mapping of the existing third-sector programs and initiatives on GCED. This could create an overview of which programs exist, what objectives they pursue, and what methods they use.

2. Compare the content of the mapped initiatives of existing third-sector entities with the contents of the national curricula: Where do they align? Where do they divert from each other? This information can be used to detect blind spots and priorities and could help policymakers - dependent on their own understanding of GCED - in making informed decisions regarding the allocation of subventions for the third sector and the according enforcement of GCED in national curricula.

3. In the case of the European Commission: Establish a coordination entity that fosters the exchange of experiences of member countries with their individual "mixes" of formal and non-formal education in providing GCED to young learners. This is aimed at facilitating the best possible development of GCED in every member state tailored to their specific national contexts.

Of course, the successful implementation of these steps presumes an interest to pursue the development/improvement of GCED on the policymaker side.

overarching motives	**methods**	
- North-South dialogue - emancipation and empowerment - structural transformation - rejection of anthropocentric world view - peace building	- first-hand experience - arts and creative expression - connecting people from different contexts - learn from different sources - international exchanges - connecting global issues with real life examples	- interactive teaching (e.g. debating, socratic circle, think pair share) - social projects - social simulations/role plays - reflection sessions - (digital) pen friendships - self-assessment tool

objectives

cognitive	socio-emotional	behavioral
- critical analysis - self-reflection - understand power relations - understand global interconnectedness - understand structural conditions - understand one's own positionality - engage with different perspectives - ecological consciousness - creative/alternative solutions - media literacy - political thinking - awareness of social constructions - question absolute dichotomies - awareness for complexities - competence to use information technology	- solidarity with communities around the world - sense of global togetherness (feeling of belonging together) - empathy - respect for cultural diversity - feeling responsibility - respect for people's sovereignty - sense of justice - self-value & equal value of others - confidence building - intrinsic motivation - respect human rights - embrace diversity as a strength - management of emotions	- engaging with other opinions - adapt to new environment - behave responsibly - conflict resolution - civic courage - capacity to change - sensitivity for discriminated groups - life-long learning ("Bildung") - solidary behavior - cooperation - awareness raising - communication skills - engaging in communities - political activation - leadership skills - actively increase opportunities for everyone

topics	program design/environment	exclusion criteria for critical GCED
- refugees - migration - environment - gender relations - social responsibility - global justice - social justice - human rights - global history - post-colonialism - citizenship issues - globalization - sustainable development - economy - racism - cultural diversity - commodity chains - climate justice - children's rights - climate change - peace - religious diversity - political and economic inequalities	- coherence - "GCED mainstreaming" - sensitivity for context - protected environment - stimulating environment - equal positions - accessibility of the program - duration of the program - level of voluntary engagement - target group (e.g. age, gender) - program monitoring and evaluation - inclusiveness - participatory program design - academic standard - teacher training - systemic approach	- exclusively 21-century skills - main focus on competitiveness - ethnocentrism - sense of mission ("Sendungsbewusstsein") - victimizing the global south - globetrotting - paternalism - "warm-glow" giving - self-staging - uncritical charity engagement - profit-motivation - only knowledge is taught - humanitarian ideals - reproducing stereotypes

Fig. 1: Indices by category found after merging the results from the literature review and analysis of the interviews.