Introduction

Cooperation, solidarity and interdependence emerged as crucial in the COVID-19 pandemic. However, the crisis not only pushed people to more solidarity, but it also revealed systemic issues in how societies are organized. The upcoming global challenges require a different system which implies structural change. However, the policy paper focuses only on education, and specifically on global citizenship education (GCE), which can align other sectors towards change. The UN’s Agenda 2030 for Sustainable Development set a clear roadmap to build a society characterized by equal respect for human life and solidarity, and the work on this has to be intensified, especially due to public sector inadequacies. These public sector failings represent a result of years of underinvestment and budgetary cuts in the sector, in the aftermath of the 2008 economic crisis. You can read more about this situation in SOLIDAR’s briefing papers on the impact of COVID-19. GCE must underpin all changes, with an increased focus on education for sustainability and development. It is encouraging to see the mainstreaming of the Agenda 2030 at EU level, especially through its framework for coordination of economic and social policies, in relation to the European Semester, however, more must be done.

Conceptualisation

It must be defined what GCE is given the multiple names it takes. The definition used will be the one of Professor Vanessa Andreotti of the University of British Columbia, as it encompasses many of our members’ conceptualisations. She understands GCE as political education on a global scale which prepares learners to develop a sense of belonging to the global community, to get involved and to take an active role in society in order to contribute to a peaceful, just world in which ecological resources are preserved. She explains that key challenges such as migration, climate change, digitisation and peacekeeping are global in nature and cannot be tackled within a nation-state framework alone.

The purpose of this paper is to provide recommendations supported by our members, based on their work in formal, non-formal and informal education, to expand GCE at national and European level. Considering how GCE is linked many times with formal education, the recommendations reveal the work of our members outside of this, building upon the need


for a multi-stakeholder approach that spans across the entire learning process. This policy paper guides SOLIDAR Foundation’s work in influencing developments related to the EU’s Updated Skills Agenda, European Education Area, Action Plan for the Implementation of the European Pillar of Social Rights, and the European Green Deal, given how all provide an opportunity for GCE to be embraced as a necessity rather than an added-value.

**State of play**

GCE is considered across the EU to different degrees and to better understand the situation, attention must be given to how it is included in the curriculum, to how teachers/educators are prepared to deal with it, to how funding is allotted and to how CSOs contribute to it. Though attention will be given to informal and non-formal education, this overview has to start from formal education, as it is a first contact for many with education and it reaches the largest amount of people.

**GCE’s place in formal education**

Focusing on its presence in the curriculum, GCE is not provided as a separate subject across Europe, and it is either approached from a cross-curricular perspective or it is integrated in the civic and citizenship education classes. Given GCE’s overarching aim, it might be more beneficial to be provided cross-curricularly, as the topic has implications for each subject and it develops competences rather than passes on knowledge. However, the risk with this approach is that the topic can fall through the cracks as responsibility of who should approach the topic gets passed on. Based on SOLIDAR Foundation’s Citizenship and Lifelong Learning Monitor 2019, members reported that where citizenship education was cross-curricular, or the authority over it was devolved to schools and teachers/educators, there was a high risk of being neglected due to other priorities and of creating regional inequalities in terms of access to citizenship education⁴. This is replicated for global citizenship education.

When included in the citizenship/civic education (or other similar topics), it unfortunately is more limited to democratic participation, education for sustainability and development, and many times misses the opportunity to build interconnections between the local and global, and to critically assess the political structures that replicate imbalances. The below graphs, based on a questionnaire applied to our members, reveal how GCE is still locally focused, engaged less with critical topics that would be needed in order to provide a shift in how societies are currently organized and did not enhance the whole-school approach.

*Is the formal citizenship education exploring world-wide resonance of local/national issues in your country?*

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Is the formal citizenship education in your country providing an overview of the interdependence between economic, political, ecological and socio-cultural systems?

Which of the following topics is formal citizenship education in your country covering?

Serbian Case Study

SOLIDAR Foundation member, Initiative for Development and Cooperation (IDC), promoted media literacy with its 7-month project School of Journalism for Children and Youth: a step towards competencies for modern societies that ran from February until August 2019. Under supervision from a professional journalist, 20 secondary school children from the municipality of Čačak attended workshops on journalism, ICT, ecology, human rights, cooperation, and then they developed an online and printed magazine accompanied by media content collected through interviews, opinion polls, reportage. The project aims to encourage youth activism, develop digital, collaborative, social, civic and communication skills.

Is GCE an element underpinning the whole-school approach in the formal education institutions in your country?

The situation in Serbia is most representative for this, as the curriculum for citizenship education has not been updated since 2001. To compensate these shortcomings in formal education, our members are actively working on GCE projects.
**Spanish Case Study**

SOLIDAR Foundation member, La Liga Española de la educación (La Liga), and our partner, CIVES Fundacion, ran a project between 2016 and 2018 titled *A trip to Utopia: For a global and emancipatory citizenship*. The project had a GCE training component for teacher learners at the Valladolid University. The CSOs experts provided training on SDGs, on Agenda 2030, but also socioeconomic and cultural elements, considering a global perspective to this. This reveals how formal education institutions relied on CSOs to provide this paradigmatic shift from local to global, as they had more expertise on reframing education in a way that considers the reproduction of inequalities globally through our current socio-political systems. The course provided also a very practical side, with the learners travelling to Peru at the end of the learning module to witness a project ran by La Liga there. The focus of the project in Peru was bilingual intercultural education with a human rights and gender perspective. The thematic of the project is essential for GCE, and also reveals how La Liga is connecting its projects to ensure that a broad number of global citizens have access to developing skills needed for the challenges ahead.

**French Case Study: La Rentrée Solidaire**

SOLIDAR Foundation member, Solidarité Laïque, organized this campaign with a two-fold aim: raising awareness about GCE and practicing solidarity as implied by GCE. The campaign promotes pedagogical practices for GCE and focusing on topics linked to solidarity, but it also contains a component of fundraising to provide educational resources to deprived areas in the world, ensuring that all children have access to free and quality education that has a global solidarity perspective. Their latest iteration has seen Solidarité Laïque supporting children and schools in DR Congo. The relevance of the project stems from the fact that it understands that promoting GCE can be done only if baseline needs of learners are met. As a result, Solidarité Laïque works to ensure that all learners grow in a world where GCE is the norm while it supports all of them to receive education and be supported for social inclusion.
Teachers and educators: Is GCE only up to them?

Based on SOLIDAR Foundation’s Citizenship Education and Lifelong Learning Monitor 2019, Austria and the UK are among the few European countries that provide citizenship education as a specialization for teachers in Initial Teacher Education (ITE), while 23.5% of school heads report shortages of teachers capable to work in multicultural and multilingual settings. As GCE is part of citizenship education in most European countries, it would seem that teachers lack sufficient support on this topic as well. As the profession is significantly aging across Europe, and reports increased workloads and dissatisfaction with how their work is valued, it remains to be seen how GCE can be expanded in formal education. The extra burden placed on teachers to develop a new approach to citizenship education is problematic. The lack of a clear strategy on this makes it difficult for them to provide a coordinated response across all regions. Without further remuneration and proper initial teacher education (ITE) or continuous professional development (CPD) on this matter, it cannot be possible to expect teachers to rise to the challenge of reforming the entire education system to mainstream GCE.

Given this, there must be a realization that GCE is not a topic only for formal education and that it requires a lifelong and lifewide learning approach. SOLIDAR Foundation members have been supporting teachers in terms of provision of training and awareness raising workshops. They have been providing tools to teachers/educators to help them push GCE in formal education and compensate for public authorities not providing an adequate response.

Spanish Case study

SOLIDAR Foundation member, La Liga, and our partner, CIVES Fundación, provide trainings on GCE and sustainable development for teachers via their project Soñar que Somos Mundo. Collaborating with the University of Extremadura, La Liga has reached 75 teacher learners, and then continued to monitor the way these teachers implemented the GCE teaching methods acquired in formal education.

French Case Study

SOLIDAR Foundation member, Solidarité Laïque, makes available an online space for teachers and educators to find relevant resources for GCE. You can view their hub here, and it represents a collection of their awareness raising campaigns related to education, resources for teaching GCE, workshops to develop GCE-related skills and activities for various stakeholders.

German Case Study

The trade union confederation in Germany works on the Green Transition for workers and regions as well as on right-wing populism and extremism and the threat it means for democracy. DGB Bildungswerk, a SOLIDAR Foundation member, runs training courses on food production and global markets or on the Just Transition in coal-dependent regions and on right-wing populism/extremism, and holocaust education. It has partners from Latin America, Asia and Africa in the frame of development education.

Given our members’ and other similar CSOs’ expertise, and given the complexity of reforming the formal education system, there is an opportunity to formally endorse cooperation

among formal and nonformal/informal education providers.

**GCE in policymaking and lawmaking**

In terms of the official acknowledgement of the topic by national governments, and of education policy, it must be mentioned that the recent actions from the climate change movements have pushed the topic higher on the agenda. The new European Commission already began its work of mainstreaming the Sustainable Development Goals (SDGs) across its programmes, while the European Green Deal reveals an increased commitment for sustainability, for approaching it collectively and for supporting education for the green transition. Moreover, national governments started to mainstream GCE throughout their official communications. Spain’s newly proposed education bill, **LOMLOE 2020**, would bring back civic education as a mandatory topic in the curriculum, which was not the case since 2013, but with an increased focus on GCE and Agenda 2030, ensuring that this will be reflected in lesson plans, teacher training, and the curriculum. This law is currently on standby, due to the COVID-19 situation, but it reflects a commitment from the Spanish government to work on these topics in a more structured way. Similarly, the Standing Conference of Ministers of Culture and Education in Germany adopted in October 2019 a joint declaration on the UN’s Agenda 2030, committing to **SDG 4** and providing materials and support to include GCE in the curriculum. However, for both Spain and Germany, how GCE is provided is heterogeneous given the decentralized administrative system.

This was highlighted as an issue in the **Citizenship and Lifelong Learning Monitor 2019** as it creates discrepancies in access to citizenship education, and prevents making GCE’s inclusion in education binding. Without a concerted effort towards global challenges, uncoordinated responses will not be able to tackle the issue at hand. A paradigmatic change can occur in terms of how GCE is conceptualized only if all learners have access to this.

At the moment, many European countries lack a unique definition with various strains of GCE being captured in a multitude of conceptualisations employed. Our members in France report the usage of an understanding of citizenship and solidarity education. Our members in Serbia and North Macedonia state that there is no spelled-out definition for the topic, though both countries engaged with the SDGs. The Spanish members highlight the fact that the UNESCO definition is acknowledged, but small differences exist from one region to another. Members in Germany explain that topics such as democracy education, education for sustainable development, global learning are used. Though the topic is too all-encompassing to be approached fully through any action, there is a need to create an overarching frame under which specific actions of GCE can be performed, pushing towards a common goal.

Europe seems to operate on a two-stream approach to GCE and sustainable development. A few countries, especially in Western Europe, have been making incremental steps towards the green transition while countries from

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Southern and Eastern Europe have found difficulties in adapting to the green transition. This is the case for GCE as well, and, for instance, positive examples are seen in France and Germany. The French Ministry of National Education, Higher Education and Research incorporated citizenship and solidarity education in its programmes, while the Orientation and Programming Law on Development Policy and International Solidarity, published in July 2014, promoted it as an aim to provide “students with keys to understand the major global imbalances and encourage their reflection on ways to remedy them, by contributing to the understanding of environmental, economic, social and cultural interdependencies on a global scale”\(^\text{10}\). The German Länder each have a strategy for sustainability that refers to GCE in varied degrees. Our members from the Land of North-Rhine Westphalia, the most populous federal state, reported the existence of a strategy for ‘Education for Sustainable Development’\(^\text{11}\). This has been launched in 2016, and was reviewed and extended in 2020, showing the commitment at Land level to work this topic. It has been encouraging to see that over 40 representatives of education stakeholders were engaged in the process of developing this strategy, approaching it from a multi-stakeholder perspective\(^\text{11}\). Spain is also in the process of having a new education law that includes GCE. However, this stream of countries taking action on GCE is counterbalanced by some inactive countries. North Macedonia and Serbia do not prioritise this topic, and if actions are developed on the topic, global consciousness is absent, with a more nationalistic focus\(^\text{12}\). At a time when not only in Europe, but globally, the organization of our societies needs to become solidarity-driven to achieve sustainability, the response to GCE and Agenda 2030 more broadly is inadequate, as even in those countries where it is recognized, it is differently implemented based on regions, and it is only at an incremental stage.

The need for a paradigmatic shift is paramount, and this can be done only if all stakeholders in society collaborate and cooperate to this end. Policy-making cannot encompass all facets of GCE and cannot by itself shift the local and national perspectives towards a more global perspective. As a result, CSOs provide essential actions to educate people and prepare them for a globalized world, with globalized challenges.


Partnerships

To intensify commitment to GCE and sustainability, public authorities should rely on CSOs working on the ground, providing informal and non-formal education. Their expertise is essential to reframe citizenship education from a global and sustainable perspective. However, not all European countries have a taskforce working on the topic that would include civil society actors. SOLIDAR Foundation member, Solidarité Laïque, is recognized by the French Development Agency, by the French Ministry of Education, National Higher Institute of Professorship and Education as an essential actor for GCE. They are also part of France’s platform for GCE, EDUCASOL, while also a member of the French Development Agency’s joint consultation group on education for citizenship and solidarity, together with public authorities and other NGOs. Though not all our German members are directly engaged in partnership with the political sphere to influence GCE decision-making, some of them are part of VENRO, the umbrella organisation of development and humanitarian aid non-governmental organisations (NGOs) in Germany. VENRO carries out this important work on behalf of our members, highlighting the presence of non-formal education stakeholders in developments related to GCE. Similarly, in Spain, our members collaborate with national and regional Development NGOs Coordinators, networks of development NGOs that represent the interests of these organisations to public authorities. In this frame, our members engaged in reviewing Spain’s upcoming education bill, providing proposals to parliamentary groups. La Liga and CIVES partnered with OXFAM and Amnesty International, among others, to ensure that GCE is sufficiently reflected in the new law for education.

These encouraging steps must be intensified, to ensure that stakeholders, who have developed already training methods for GCE, can influence the process and aid public authorities in catching up with GCE developments. However, these first steps are inexistent in some countries. Members in Serbia and North Macedonia report not being part in any taskforces on GCE, and report their affiliation to education-related national networks, but highlight a lack of a dedicated GCE network. Their exclusion from influencing a topic

**Serbian Case Study – The Balkan Media Caravan**

SOLIDAR Foundation members, Initiative for Development and Cooperation (IDC) and IRIS NETWORKing, partnered up with organisations from North Macedonia, Albania, Bosnia-Herzegovina and Montenegro for the project ‘IRIS networking CSOs for protection sensitive migration management’. Between 3-8 November 2019, they launched a caravan of young journalists from reputable media outlets to travel across the countries and provide reporting on the situation of migrants and refugees there. The 20 journalists involved visited 7 refugee centres upon receiving training on how to report in a sensitive manner about the needs and challenges that migrants experience. Their reporting took note of the perspectives of migrants and refugees, providing a needed exercise in empathy and in recognizing how parts of the populations in European countries are disadvantaged and lack protections to current challenges. The 20 media reports created during this period have the potential of reaching 7.5 million people, educating about intercultural dialogue, intercultural cohabitation and building up empathy to reform the system. This effort in paradigm change is aimed to have long-term impacts given that the journalists involved have received education connected to migration, social inclusion and social inequality.
which has already been neglected for years, as shown above, highlights a rigid national response to GCE that can make countries lag behind. Many of our members are not welcomed to influence policymaking on GCE as the graph below shows. It is important to note that any lagging behind impacts all countries, given the interconnections among countries.

Has your organization been involved in influencing the national definition of GCE?

![Graph showing Yes and No responses]

87.5% Yes, 12.5% No

**Funding for GCE**

Another indicator of how this topic is prioritized is funding. The GCE funds were stagnant in the first half of 2010s based on research undergone by **CONCORD**\(^\text{13}\), revealing that it is still deemed as a side-note. SOLIDAR Foundation members and partners highlight the various sources of funding for GCE that operate on a project-basis. The funding aids them in running certain GCE projects, but it will not allow for these actions to be sustainable given how the budget disappears once the project has ended. Moreover, as this funding is linked to project activities, it does not support other organizational costs or costs for developing proper GCE advocacy plans and actions. Moreover, with members reporting accessing national, regional, and European funding on this topic, it frequently becomes overly complex from an administrative point of view to deal with this.

All these complications are followed by inadequate amounts of funding dedicated to something that should lead to a structural reform of the education system. The governments in Serbia and in North Macedonia do not earmark funding for GCE. 4% of GDP was allotted to education in 2019 in Serbia, a number which we have argued in our Citizenship and Lifelong Learning Monitor 2019 is insufficient for education as a whole\(^\text{14}\). Moreover, this clearly means that GCE will not be prioritized given the scarce resources. In Spain, approximately 22 million euros were granted, in 2019, for cooperation and GCE projects. Out of this, only approximately 750,000 euros reached GCE projects\(^\text{15}\). These numbers are insufficient to provide education systems with what they need for a paradigmatic shift. Funding seems more adequate in Germany, where 45 million euros was dedicated specifically for Development Education. However, this is positive only in relation to other countries, as, internally speaking, Germany allocates 340 million euros to projects developed by political foundations, and over 300 million euros to promote church development\(^\text{16}\). Though political foundations are


running projects on GCE, their willingness to do so depends more on the political priorities of the those parties that were more successful in the elections. This model would not secure a constant stream of funding for a topic that is essential for the coming years, namely GCE. The fact that only 3.44% of the federal funding for civil society, municipal and economic engagement goes directly to GCE highlights how much of a priority this is.

There must be more earmarking for funding that is allocated to organisations that complement formal education in terms of GCE. In France, there is national funding dedicated for such activities, and it is managed by the Directory General for School Education (DGESCO) and the Directory for Youth Popular Education and Associations (DJEPVA). Our members, CEMEA and La Ligue de l’Enseignement, benefit for such funding to run their activities related to popular education and citizenship education. However, though this earmarking is very needed, and it is great to see national support provided to CSOs operating on these themes, organisations in France report barriers to operating with funding for such projects, as there are insufficient financial instruments adapted to the needs of the organisations, the duration of funding is too short, and the visibility of funding opportunities is reduce. Therefore, more support must be offered to CSOs to make best use of these funding opportunities, and make sure that they are meaningfully used to promote GCE.

At European Level, the new Multiannual Financial Framework proposal has the budget for ‘Neighborhood and the World’ increased from the 2018 proposal put forward by the European Commission. The increase is welcome, but it remains to be seen how the funds will be allocated within this budget stream, as the Development Education and Awareness Raising (DEAR) programme, which was supporting CSOs engaged in GCE, could be diminished. SOLIDAR Foundation will continue to monitor developments related to the negotiations for the MFF and advocate for a fair allocation of resources towards educational matters, supporting solidarity and empowerment rather than paternalistic charity.

**SOLIDAR Foundation and its members’ Policy Response**

SOLIDAR Foundation and its members are putting forward a potential policy path for GCE based on their expertise that is better suited to change paradigms that dominate the educational system. This perspective of CSOs operating mostly outside of formal education is essential, since the learning process has also changed in a way that it no longer allows for the formal education system to single-handedly prepare citizens for responsible participation in society. The starting point for our members is to consider GCE as an urgent need, and to start from a sincere and strong commitment to mainstream GCE. This real commitment requires national policies on GCE as, for the moment, it is more based on volunteerism on the side of

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teachers and education institutions, rather than on an acknowledged approach. The topic must be treated as the new way forward for citizenship education given the current societal changes. Moreover, our members wish to see more collaboration across sectors, and to not work on these themes in silos. Climate change and societal inequalities are inexorably linked and the two must be addressed with renewed commitment after the COVID-19 crisis.

In terms of the topics on which our members would like to focus more on, these are:

- Decent work in the globalized green and circular economy
- Diversity, discrimination, racism
- Feminism in the new society; Sexual and Gender identity
- Human mobility and migration
- Solidarity, social justice and democratic participation
- Social and ecological costs of the post-colonial, imperialistic way of living

With an update of the curricula and activities to focus on these themes, our members wish that GCE will become a mandatory topic in formal education. Its current elective nature in many countries leads to many learners not being exposed to it. Global consciousness and competencies must be weaved throughout the topic, to ensure that citizens are prepared for new societal understandings. Learners must be engaged in active participation and involvement in addressing social, political, economic, and environmental issues on a global scale ought to be treated as a lifelong learning process. The topic must be transversal that not only a means to achieve SDG target 4.7. It should serve as an approach to inform and raise awareness on one’s rights, the global stakes, the SDG and to have the capacity to participate in global decisions, to consume, to act as a responsible and informed citizens of the world. Moreover, our members insist on the need to adopt a critical lense, and acknowledge the underlining issues that perpetuate the current system of global inequalities. An extensive focus on workers’ rights, on world economic issues, on trade unionism is needed, challenging the neoliberal capitalist system that reproduces inequalities and stifles social cohesion. Moreover, the position of privilege that the Global North has given the externalization of ecological costs to the Global South via globalization must also be whole-heartedly addressed. This implies a need to assist citizens to democratically participate in local communities and discuss challenges that impact them locally but have global resonance. It is invaluable for this work to continue, to allow for more conversations on the interconnections and intersectionality of challenges in the current societies.

**German Case Study**

SOLIDAR Foundation member, Willi Eichler Akademie, has been running since 2017 its ‘Democracy Factory’ project. The project operates in Cologne, in cooperation with the Federal Agency for Political Education North-Rhine Westphalia. The aim is to engage members of the very diverse local community from Cologne to step out of their own social bubble and discuss about the realities of their peers in their community. The project organized over 25 events and participated to 10 different district festivals, putting citizens in contact with political and administrative representatives. The public debates resulting from this project are all marked by tolerance and provide a healthy environment to discuss current socio-political issues while boosting critical thinking.

For all this, our members wish to see greater support from national authorities. This means
dedicated support to review the curricula and the training procedures for teachers/educators to include GCE, without increasing the burden on education practitioners. They wish to actively participate in decision-making on GCE, to lift some burdens from education institutions and to provide an essential point of view. All stakeholders must be recognized, and, for the best usage of resources, there must be constant collaboration among formal education sector actors and actors from the informal and non-formal sectors. Members insist that all of these can also make a difference only when adequate funding for GCE is made available. GCE must be recognized as public policy, which implies that funding should be allocated for it and that local, regional, federal and national authorities must be engaged in the work on the topic. The resources for this must all be bundled under a national strategy that sets the framework for GCE, a recognized political interlocutor and programmatic financial means.

However, this will only make sense if the vibrant civil society community is kept alive to continue its important work on the topic. The COVID-19 crisis has hit many small organisations that are doing invaluable work locally, and the authorities must take action through non-conditioned funding to facilitate their recovery. This means that GCE must feature in any recovery/reconstruction plan nationally and at EU level. The under-funded CSOs have a tremendous challenge in providing education tailored for the future global needs, and this means that the funding must adequately increase to compensate for their strained existence but also then to meet the new responsibilities that they will face during the green transition.

**POLICY RECOMMENDATIONS**

- Promote recognition and validation of GCE skills obtained in informal and non-formal education.
- Provide avenues for CSOs to contribute to policy-making given their experience on the ground.
- Promote the whole-school approach while integrating GCE in this context
- Streamline GCE throughout all formal education topics, using a global perspective.
- Provide more funding to GCE; simplify funding applications procedures; fund in the long term.
- Close regional gaps in terms of access to GCE.
- Support CSOs post-COVID-19 as they are one of the most important providers of GCE.
- Further mainstreaming of GCE across all stakeholders (government authorities, private sector organisations, CSOs, social partners, etc).
- Better training for teachers to ensure an understanding of GCE and its interconnections with all topics.
- Ensure better cooperation among formal organisations and informal ones in promoting GCE.
- Include GCE in any recovery plan post-COVID-19.
- Fully incorporate GCE in formal education, providing it as a mandatory and transversal component.
- Recognize GCE as public policy, ensuring that funding is in place for it and that national, federal, regional and local authorities work on the topic.
- Strengthen the position of GCE across European communications, such as the European Green Deal, ensuring that it is prioritized for the green transition.
Bibliography


