Global Citizenship Education In Hong Kong And Shanghai Secondary Schools: Ideals, Realities And Expectations

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ABSTRACT The world has become increasingly interdependent with the ongoing trend of globalization. Preparation for citizenship obviously needs to extend beyond students' national boundary, such as understanding the impact of citizenship behaviours in one region upon the other parts of the world, and the promotion of peace and justice across nations. This paper reports a study on global citizenship education (GCE) in secondary schools in Hong Kong and Shanghai conducted from December 2002 to June 2003, organized by the Centre for Citizenship Education of the Hong Kong Institute of Education, the Department of Education of the Shanghai Teachers' University, and the Love Outreach Education Academy and Oxfam Hong Kong, with funding provided by the latter. The study aimed at understanding (1) teachers' knowledge, skills and values toward GCE, (2) GCE curriculum available in schools and its implementation; (3) difficulties in implementing GCE in schools; and (4) the kind of change and support that teachers expected for enhancing the development of GCE. The study also provided data for comparing the similarities and differences in the two major international cities in China. The study finds that that teachers in Hong Kong and Shanghai both support global citizenship education in their schools, but they have encountered problems and difficulties such as pressure from the exam-oriented curriculum, lack of training, lack of support from the school and government, and also a lack in self efficacy, not feeling that personal efforts can bring about changes in the world. There are interesting contrasts between Hong Kong and Shanghai teachers. Shanghai teachers are comparatively more interested in global affairs, whereas Hong Kong teachers are relatively more interested in local affairs. Shanghai teachers tend to focus on knowledge and skills in global citizenship education, whereas Hong Kong teachers tend to focus on values.

Introduction

The last few decades have witnessed the development of world studies, international and comparative education, global education and global citizenship education. The call for developing world studies took place in the early twentieth centuries, with the establishment of The World Education Fellowship (formerly known as New Education Fellowship) during World War I, and the Council of Education in World Citizenship was established during World War II. Associated

with the development of world studies was the emergence of the concept of world citizenship. In 1972, Henderson launched the World Studies Project, developing teaching materials to promote world studies, and promoted the concept of the world citizen (Richardson, 1996).

International education was promoted by the United Nations after World War II, which is also known as education for international understanding and peace education. In 1974, a recommendation concerning education for international understanding, cooperation and peace education relating to human rights and fundamental freedoms was made by the United Nations. And in this context, the UNESCO recommended the following educational principles:

> *There should be international and world perspectives in different levels and forms of education;*
>
> *Education should enhance understanding and respect for the values and living styles of different nations, culture and civilisation;*
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> *There should be understanding of the increased interdependence between nations and countries;*
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> *Students should develop communication abilities;*
>
> *Students should be taught to understand their responsibilities at individual, societal and national levels, in addition to rights;*
>
> *Students should be taught to participate in solving problems of not only their own societies and countries but also of the globe (Zhong, 1998).*

The concept of the global village has led to the development of global education and education for interdependence. The conceptual development from world studies to international education, and further to global education suggests some subtle change in the degree of global awareness– from the need to understand more about other parts of the world (in world studies), to the urge for comparison and collaboration (in international education), and further to the awareness that we are actually living in one global world, and what happens in one part of the globe may have substantial impacts elsewhere. In this context, the development of the awareness of being a global citizen is increasingly important in today's globalized world.

In relation to citizenship, such notions as post-national citizenship, supranational citizenship, intercultural citizenship and multi-dimensional citizenship, etc., have become increasingly important in the recent literature (Cogan, 2000; Fouts and Lee, 2005). For Blankenship (1990), it is important that citizenship education should develop world-mindedness among students. According to Lynch (1992), citizenship education should teach global democracy, global pluralism and sustainable development. For Van Steenbergen (1994), cultural citizenship and ecological citizenship should be a part of global education. And for Falk (1994), the simple fact of increased opportunities to travel around the world has necessitated the development of global citizenship education.

The world today obviously has to prepare young citizens to develop a perspective beyond the national boundary, to understand the impact of individual citizenship behaviours upon the other parts of the world, and to enhance the awareness of the need to promote peace and justice across nations. To keep abreast with the rapid pace of globalisation, there have been concerns that efforts in education should focus on developing an international perspective among the youth, increasing their awareness of global development, and urging them to assume their responsibilities as citizens of their local, national, and global communities. Therefore, how to implement and strengthen the element of global citizenship education in the school curriculum has become an important educational issue.

Recent curriculum development in Hong Kong has witnessed a growing awareness of the need to strengthen global citizenship. The 1996 *Guidelines on Civic Education in Schools* mentioned the need for students to learn more about concepts of global citizenship, global village, human rights, and global responsibilities (Education Department, 1996:37). The 1998 junior secondary Civic Education syllabus suggested such topics as a world of diversity, global citizenship, and other basic issues (e.g., life and dignity, equality, and freedom) to be taught in schools (Curriculum Development Council, 1998:17-20). In more recent curriculum reforms, various newly developed curriculum documents invariably mentioned the need to cultivate global awareness. For example, the reform blueprint document *Learning for Life, Learning through Life* remarked:

> *The world is undergoing unprecedented changes, and Hong Kong is no exception. We are seeing substantial changes in the economic structure and the knowledge-based economy is here to stay. Hong Kong is also facing tremendous challenges posed by a globalized economy. Politically, reunification with China and democratisation has changed the ways Hong Kong people think and live. Our social structure is fast evolving and there is an urgent need to alleviate the disparity of wealth. The society is adapting its culture and mainframe to these changes. The rapid development of information technology has opened up new domains in all aspects of our lives and creating new challenges. (Education Commission, 2000:3)*

In addition, the cultivation of global awareness is suggested in "A Message from the Chairman of the Curriculum Development Council" in the document *Learning to Learn*, which says:

> *To cope with the challenges of the 21st Century, education in Hong Kong must keep abreast of the global trends and students have to empower themselves to learn beyond the confines of the classroom. The school curriculum, apart from helping students to acquire the necessary knowledge, should also help the younger generation to develop a global outlook, to learn how to learn and to master lifelong skills that can be used outside schools (Curriculum Development Council, 2001:1).*

It is also highlighted in the Summary Section:

> *The Curriculum Development Council (CDC) has conducted a holistic review of the school curriculum during 1999 and 2000 in order to offer a quality school curriculum that helps students meet the challenges of a knowledge-based, interdependent and changing society, as well as globalisation, fast technological, and a competitive economy (Curriculum Development Council, 2001:i).*

The newly developed area of study, namely Integrated Humanities, made deliberate efforts to insert topics related to global citizenship education in the syllabus Form 1 through to Form Five (Age 12-16). And in Form Four (Age 15), a specific section 'Globalisation' has to be covered.

In Shanghai, similar efforts in developing global citizenship education can also be found. In 2001, the central government issued the *Outline of Basic Curriculum Reform (Trial Version)* A report published by the Shanghai Education Research Institute in 2002, argued that Shanghai needs talents of 'four haves': have ideals, have morals, have discipline and have culture [education]. Moreover, the 'four haves' should relate strongly to three characteristics: a strong sense of justice, a specialisation complemented by diverse abilities, and globally versatile knowledge and skills (Hu and Jiang, 2002). It says, "Education has to face modernisation, face the world and face the future". 'Facing the world' can only be realized by developing a global perspective that comprises five elements: global awareness (e.g. understanding interdependence, the globe as one world, peaceful development, environmental protection, international justice, etc.), global knowledge (e.g. world geography, world history, current international issues, lingua franca, international trade, etc.), global skills (e.g. global values, including empathy, human rights, respect for life, justice and peace, etc.), and global behaviour (e.g. participating in action that promotes world justice) (Ministry of Education, 2001:1).

It is obvious that the Hong Kong and Shanghai education authorities are aware of the need to broaden citizenship perspectives in their communities, and these efforts have been realized through curriculum development. However, so far, what we can see is government efforts at the level of documentation. How much impact will these policy documents have in the daily life of schooling? It is this fundamental question that sparked our project. We wanted to know more about what was happening in schools with the implementation of global citizenship education. To better understand the current situation of global citizenship education in secondary schools, to identify the possibilities and difficulties to implement global citizenship education in schools, and to explore appropriate and effective approaches for educators to strengthen their efforts, a study on global citizenship education in secondary schools in Hong Kong and Shanghai was conducted from December 2002 to June 2003, organized by the Centre for Citizenship Education of the Hong Kong Institute of Education, the Department of Education of Shanghai Teachers' University, the Love Outreach Education Academy and Oxfam Hong Kong, with funding provided by the latter. The study aimed at understanding (1) teachers' knowledge, skills and values towards global citizenship education, (2) global citizenship education curriculum available in schools and its implementation; (3) difficulties in implementing global citizenship education in schools; and (4) the kind of change and support that teachers expected for enhancing the development of global citizenship education. The study also provided data that helped us to compare teachers' views in relation to global citizenship education in the two major international cities in China.

The subjects were educators in both cities, including secondary school principals and teachers. Because it was not possible to execute a probabilistic sampling design, a questionnaire survey was conducted by convenience sampling, and as a result, 720 questionnaires were collected in Hong Kong and 561 questionnaires were collected in Shanghai. In order to understand findings from the questionnaire survey and to tap information beyond the questionnaire, eight rounds of focus group interviews were held in both places after preliminary analysis of the survey findings.

The questionnaire focused on:
- Interest in global issues;
- Understanding of global citizenship education;
- Implementation of global citizenship education in secondary schools, and the effectiveness of the current efforts; and
- Difficulties encountered in implementation and the support needed to do a better job.

The questionnaire was developed jointly by colleagues from Shanghai and Hong Kong, and was revised several times based on results from several rounds of piloting, until both the Shanghai and Hong Kong teams felt sure there was no misunderstanding of the questionnaire on the part of the subjects. Several open-ended questions were provided in the questionnaire, in order to solicit original suggestions from the teachers. All their answers were recorded and content analysed in order to generate a picture that could help us understand the perception of educators in respect to global citizenship education. Below are the findings that show the ideals, reality and expectations of the educators in Hong Kong and Shanghai.

Ideals: Perceptions of the significance and nature of global citizenship education

Interests in Global issues

According to the educators' perceptions, Shanghai's students are more interested in global issues than local issues, whereas Hong Kong students are more interested in local issues than global issues.

In Hong Kong, only 3.5% of the respondents feel that students are 'more interested in global issues' than other issues (such as local issues) and 17.2% feel that they have 'equal level of interest in local and global issues'. The corresponding proportions in the Shanghai sample are 21.2% and 51.4%. In contrast, 69% of the Hong Kong educators agree that Hong Kong students are 'more interested in local issues' than other issues (such as global issues), as compared with 25.5% of the Shanghai sample. See Table 1.

This phenomenon can be interpreted from various perspectives. Shanghai's case is easy to explain. As Shanghai has always been the most open city in China, and with China's increased role in the international arena, particularly since becoming a member of WTO, it is not surprising that Shanghai students have strong interests in global issues. However, as Hong Kong has had the strongest international exposure compared to any other city in China, it is quite intriguing that Hong Kong students are more interested in local interests than global issues.

	Hong Kong	**Shanghai**
Equally interested	17.2	51.4
More interested in local issues	69	26.6
More interested in global issues	3.6	21.2
Equally not interested	10.3	2

Table 1 : Students' interest in global and local issues (%)

This perhaps can be explained in two quite contrasting ways. On the one hand, despite being an international city, Hong Kong has been overwhelmed by local issues since the handover of sovereignty, in sorting out its own political and cultural identity, in clarifying the meaning of 'one country, two systems' in both conceptual and operational terms, and in locating its relationship with the Chinese Mainland. All these *local* issues are not only more important to people in Hong Kong in relative terms but are of immediate concern for the people, and it not be surprising that students are more *interested* in these issues. On the other hand, this phenomenon may really reflect that Hong Kong students are being misled by the perception of inhabiting an *international* city. The feeling of being in an international city has made them feel less urgent about understanding global issues. In fact, according to a study, Hong Kong young people's choice of media consumption is more concerned with finding entertainment, and less on knowing world news (Chung, 1999). Whereas students in Shanghai are being spurred by the opening up of China to the world to acquire more global information, Hong Kong students do not seem to have such an urge by living in an international city.

While the educators from both cities have different views on students' level of interest in global and local issues, educators in both cities are themselves highly interested in global issues. In both Hong Kong and Shanghai, around 90% of the educators express interest in global issues. In Hong Kong, 23% of the educators 'strongly agree' and 65.2% 'agree' that they are fairly interested in global issues; in Shanghai, the proportions are 37.6% and 56.2%, respectively.

Concepts of Global Citizenship Education

Teaching diverse values constitutes the highest priority for global citizenship education in Hong Kong, whereas enhancing competitiveness is the highest priority in Shanghai.

In both Hong Kong and Shanghai, over 90% of the respondents participating in the study agree that global citizenship education needs to be strengthened. In Hong Kong, 37% of them 'strongly agree' and 55.9% 'agree' about the need to strengthen global citizenship education. In Shanghai, the respective figures are 58.8% and 40.4%. We asked for the reasons why the respondents feel global citizenship education needs to be strengthened. Respondents from both cities expressed divergent views. On the one hand, whereas the Hong Kong respondents regard 'cultivating the understanding and appreciation of diverse values' as the most important reason (mean score is 1.42 out of maximum of 2), this reason is rated third by their Shanghai counterparts (mean score is 1.42). On the contrary, whereas the

Shanghai respondents regard 'enhancing students' competitiveness' as the most important reason (mean score is 1.53), this reason is rated fourth by the Hong Kong counterparts (mean score is 1). On the other hand, the Shanghai respondents express a higher level of significance in their ratings, the range of mean scores is between 1.42 and 1.53, but the range is between 1.00 and 1.42 among Hong Kong respondents. All mean scores are reported in Table 2.

Rank Order of Reasons	*Hong Kong*	*Shanghai*
Understanding and accepting diverse values	1 (mean=1.42)	3 (mean=1.42)
Expanding the scope of knowledge	2 (mean=1.41)	2 (mean=1.51)
Raising awareness of global issues	3 (mean=1.40)	4 (mean=1.30)
Enhancing students' future competitiveness	4 (mean=1.00)	1 (mean=1.53)

Table 2 : Reasons for strengthening global citizenship education by rank order and mean

The Shanghai respondents' reasons for enhancing global citizenship education are similar to their perception of students' views on the significance of global citizenship education. They think students regard global issues as important, and they think the stated reasons for teaching global citizenship in the questionnaire are also very important. In contrast, the Hong Kong educators think that students are more interested in local rather than global issues. They also feel that the stated reasons for enhancing global citizenship education are relatively less significant, as compared to the Shanghai counterparts. The rank order of the reasons also provides further insight for this phenomenon. For Shanghai, the urgency comes from competitiveness. However, this is a less significant reason in the Hong Kong educators' eyes. For the Hong Kong educators, teaching values is the most important reason for global citizenship education. The findings seem to reflect the different developmental stages of the two international cities in China. As China is opening up and enhancing her role in the international arena, competitiveness might be a more important priority. However, as Hong Kong has already had international contacts for a long while, people's attention has already shifted towards understanding the values behind globalisation, rather than promoting competition.

We asked the respondents to suggest additional reasons for global citizenship education. It is interesting that the suggested reasons are different between the educators in the two cities. Three major reasons are suggested in Hong Kong, namely, developing students' competence, the positioning of Hong Kong and multiculturalism. In Shanghai, there are two major reasons suggested, namely, development of the country and the world and developing students' competence. The added reasons are more or less in line with the rating of the reasons listed in the questionnaire. In the main, the Shanghai respondents are more concerned about competitiveness in relation to the country's development and students' competence. However, the Hong Kong respondents are more concerned about values (in relation to multiculturalism), although they also mention competence.

Area	*Topic*
History and Culture	Traditions, cultures, religions, beliefs and histories of countries around the world; global culture and major philosophies; impact of global culture on local culture
Political Development	Political systems of different countries; features of international politics, development and causes; hegemony; democratic systems and political regimes in the West
Economic Development	Overview of global economic development; international trade; operation and impact of trans-national companies; impact of economic globalisation
Poverty and Socio-economic Development	Uneven distribution of wealth in the world and its causes; food and hunger; poverty alleviation; developing countries
War and Peace	Cultural, religious, ethnic and racial conflicts; world peace and international order; impact of war; Middle East conflicts; terrorism
Environment	Global environmental pollution; ecological development; natural resources and environmental protection; sustainable development
International Community	International organisations; pros and cons of globalisation in different countries
Hong Kong/China's Relationship with the World	Role of Hong Kong/China in global development; role of China in international affairs; participation of China in WTO
Citizenship Knowledge and Values	Citizen's rights and responsibilities; relationship between the individual and the state; relationship between the individual and the world; equality and justice; respect, appreciation and acceptance of different cultures; cooperation and interdependence; empathy
Citizenship Skills	Analytic and critical thinking
Curriculum Design and Implementation	Definition and content of global citizenship education; relationships between global citizenship education and economic development

Table 3 : Global citizenship topics suggested to be taught by Hong Kong and Shanghai educators

Educators in both cities have complex understandings about global citizenship

We asked what topics should be covered in teaching global citizenship. This section of the questionnaire was open-ended.   We were surprised to see a wealth of topics suggested by the Hong Kong and Shanghai respondents. As can be seen from Table 3, not only are there a wide range of topics, but these topics cover a wide range of areas of study, such as history and culture, politics, socio-economic development,

environmental protection, civic knowledge, values and skills, and international organisations.

However, there are also some differences between the Hong Kong and Shanghai educators in their emphases on the topics to be covered. Topics suggested by the Hong Kong respondents mainly cover such areas as religion, culture, environmental protection, international relations and cooperation, citizenship concepts, global issues, local issues and controversial issues (see Table 4).

Area	*Topic*
Religion	Religion, religion and ethnicity, religion and freedom, respecting different religious beliefs
Culture	Different culture and value systems
Environmental issues	Sustainability, civic responsibility in environmental protection, understanding geographic features of other regions
International relations and cooperation	Resource distribution, Third World development, international organisations
Controversial issues	War and peace, ethnic issues and discrimination
Citizenship issues	Human rights, knowing about the world also a local issue? (see below), citizenship rights and responsibility, student as a global citizen
Global issues	Economic interdependency, globalisation and diversification, the role of China and Hong Kong in the world, China's entrance to WTO and globalisation, national identity, awareness and responsibility

Table 4 : Global citizenship topics suggested to be taught by Hong Kong educators

Area	*Topic*
Educational issues	Educational exchange, comparison of educational systems, bilingual education, curriculum development
Culture	Cultural integration, global popular culture
International awareness	Hot issues, international situation, political systems of different countries
Economy	WTO, knowledge economy, economic development

Table 5 : Global citizenship topics suggested to be taught by Shanghai educators

However, topics suggested by the Shanghai respondents mainly cover educational issues, culture, international political systems, economy and students' competence (see Table 5). This shows rather different perceptions about the contents of global citizenship education between the Hong Kong and Shanghai educators. The Hong Kong educators regard religion and controversial issues (such as war and discrimination) as important areas to be covered, but these are not mentioned by the

Shanghai counterparts. In contrast, the Shanghai educators regard educational issues, economy, international political systems and student quality as important areas, and these areas are not mentioned by the Hong Kong counterparts. It seems that the Hong Kong educators are more interested in discussing issues, and these issues are more closely related to values. However, the Shanghai educators are more interested in knowledge, which is more closely related to competence and competitiveness. These findings are in accord with Hong Kong educators' ranking values the first reason for strengthening global citizenship education and Shanghai educators' ranking competitiveness.

Educators in Hong Kong and Shanghai are knowledge- and competence-oriented rather than action-oriented in global citizenship education.

We asked the respondents what students should understand in relation to the topic 'uneven distribution of wealth in the world'. Educators in both cities in general regard knowledge about the global world as important, such as 'interdependence between developed and developing countries' (49.9% in Hong Kong; 58.6% in Shanghai), 'population and resource distribution' (49% in Hong Kong; 47.6% in Shanghai), 'international cooperation and the world's relation to China or Hong Kong' (31.8% in Hong Kong; 41.9% in Shanghai). In addition to knowledge, 'the ability to make judgement (with critical thinking)' (56.5% in Hong Kong; 32.5% in Shanghai) and 'empathy' (37.7% in Hong Kong; 25.3% in Shanghai) are also regarded as important.

In comparison, the educators' emphasis was more on knowledge than on empathy. Three topics that smaller proportions of respondents of both cities think their students should understand are 'I can do something to change the situation' (15.9% in Hong Kong; 11.7% in Shanghai), the 'ability to understand data' (8.2% in Hong Kong; 13.4% in Shanghai), and the 'ability to search information from the web' (7.5% in Hong Kong; 17.5% in Shanghai). These may indicate that in these educators' eyes, efficacy is not important as a component in the teaching of global citizenship. By the same token, self learning and discovery abilities do not constitute a must in the curriculum. These three items are related to taking action and independent learning. They are clearly not emphasized as much as knowledge about the global world. Another topic that was endorsed only by a smaller proportion of respondents of both cities is 'impact of multinational corporations' (14.7% in Hong Kong; 8.9% in Shanghai). These are quite surprising results given the ostensibly apparent impact of multinational corporations on the world's economy and culture. Notwithstanding the emergence of such a common pattern, there were also clear differences in preference between the respondents of the two cities. For example, there was a sharp contrast between the two cities in regard to the significance of critical thinking, which is accorded the highest proportion, 56.5%, in Hong Kong, in contrast to 32.5%, in Shanghai. The topic 'empathy' also elicits levels endorsement, with 37.7% in Hong Kong but 25.3% in Shanghai.

On the other hand, more Shanghai respondents, 58.6%, than their Hong Kong counterparts, 49.9%, acknowledged the importance of 'interdependence between developed and developing countries'. Topics like 'international cooperation' and 'its relation to China or Hong Kong' also had a larger proportion of the Shanghai educators' agreement as a must in global citizenship education. In this regard, the same pattern emerges: the Shanghai educators placed an overwhelming emphasis on knowledge related items, but the Hong Kong educators placed much stronger emphasis on thinking and feeling. It is consistent with the findings mentioned in the

above sections in that the Hong Kong educators were more concerned about values, whereas the Shanghai educators were more concerned about knowledge acquisition.

Realities: Global Citizenship Education in Practice

Educators in both cities consider topics related to global citizenship as difficult to teach.

We asked our respondents to indicate the level of easiness/difficulty in teaching several topics that have direct relevance to global citizenship. In general, more than half of the Hong Kong educators feel that the following topics are difficult or very difficult for them, namely, 'international politics' (77.1%), 'global economic issues' (71.5%), 'sustainable development' (61%), 'war and ethnic conflicts' (59.8%) and 'global popular culture' (53%). Two topics are rated by less than half of them as difficult or very difficult, namely, 'uneven distribution of wealth' (45.5%) and 'food and starvation' (42.2%). Except for 'food and starvation' (47.2%), nearly all topics are rated by more than half of the Shanghai respondents as difficult or very difficult, namely, 'global economic issues' (64.7%), 'sustainable development' (59.8%) 'international politics' (58.8%), 'war and ethnic conflicts' (52.9%), 'global popular culture' (52.2%), and 'uneven distribution of wealth' (50.3%). A majority of Hong Kong educators think 'international politics' and 'global economic issues' as difficult or very difficult to teach further testify to the earlier observation that in their eyes, Hong Kong students are more concerned with local rather than global issues. The lack of interest in global issues would thus make the teaching of these topics difficult, as compared to the Shanghai counterparts. Be that as it may, only a minute proportion, ranging between 2.8% and 8.4% in Hong Kong and between 4.2% and 7.2% in Shanghai, of respondents indicated they have not taught these topics before.

		Very difficult/difficult	*Not quite difficult/not difficult*	*Have not taught*
International politics	Hong Kong	77.1	18.7	4.2
	Shanghai	58.8	37.0	4.2
Global economic issues	Hong Kong	71.5	24.3	4.2
	Shanghai	64.8	29.1	6.1
Sustainable development	Hong Kong	61.0	30.7	8.3
	Shanghai	59.6	35.6	4.8
War and ethnic conflicts	Hong Kong	61.2	34.2	4.6
	Shanghai	52.9	41.6	5.5
Global popular culture	Hong Kong	53.0	38.6	8.4
	Shanghai	52.2	41.0	6.8
Global uneven distribution of wealth	Hong Kong	45.5	51.7	2.8
	Shanghai	50.3	44.4	5.3
Food and starvation	Hong Kong	42.2	54.1	3.7
	Shanghai	47.2	45.6	7.2

Table 6 : Degree of difficulty in teaching topics related to global citizenship (%)

Educators in both cities consider the major difficulties in implementing global citizenship education as insufficient teacher training, insufficient time for teaching and preparation, and the lack of teaching resources.

We asked the respondents why they feel it is difficult to implement global citizenship education. As shown in Table 7, the major causes of difficulty are related to training, curriculum and pedagogy, with almost more than two-third of the respondents expressing that they agree/strongly agree to the items in these three categories. With respect to training, about 88% and 87% of the Hong Kong and Shanghai respondents, respectively, felt they have not had sufficient pre-service or on-the-job training, and respectively 90.8% and 82.8% of them felt they do not have sufficient understanding of the issues. Regarding the curriculum, 92.2% and 83.7% of the respective Hong Kong and Shanghai respondents feel they do not have sufficient time to teach global citizenship issues. They are equally concerned by the fact that global citizenship education is outside the syllabus (81.8% in Hong Kong; 77.8% in Shanghai), and that they do not have adequate teaching materials (73.8% in Hong Kong; 86.1% in Shanghai). In respect to pedagogy, many of them found it difficult to evaluate teaching outcomes (74% in Hong Kong; 81.3% in Shanghai). About two-thirds of them feel it is difficult to link the topics to students' everyday experience and encourage students to take action.

There are concerns about the subject matter, in relation to the abstract nature of the topics, the difficulty of making value judgments, and the complexities of local-global relationships. The proportion of respondents expressing difficulty in these items ranges between 60.4% and 72.8%. Interestingly, a much lower proportion of respondents (ranging between 32% and 42.3%) express difficulty in teaching attitudes.

Causes		*City*	*Strongly agree/agree*	*Strongly disagree/disagree*	*No opinion*
Training related	Insufficient pre-service training	HK	88.4	10.5	1.1
		S	87.1	11.5	1.4
	Insufficient on-the-job training	HK	88.6	10.4	1.0
		S	87.4	11.3	1.3
	Insufficient understanding of the issues	HK	90.8	8.6	0.6
		S	82.8	16.5	0.7
Curriculum related	Need to spend a lot of time to teach global citizenship issues	HK	92.2	7.4	0.4
		S	83.7	15.4	0.9
	Not within syllabus	HK	81.8	16.6	1.6
		S	77.8	20.6	1.6
	Difficult to find adequate teaching materials	HK	73.8	24.6	1.6
		S	86.1	12.2	1.7
Pedagogy related	Difficult to evaluate teaching outcome	HK	74.0	23.7	2.3
		S	81.3	17.2	1.5

Causes		*City*	*Strongly agree/agree*	*Strongly disagree/disagree*	*No opinion*
	Difficult to encourage students to shoulder responsibility and take action	HK	67.5	28.7	3.8
		S	42.9	47.6	9.5
	Difficult to link the issues to everyday experience	HK	61.4	35.3	3.3
		S	67.1	28.7	4.2
Subject matter related	Lack absolute standards in value judgment	HK	63.8	31.6	4.6
		S	70.3	26.4	3.3
	The issues are too abstract	HK	61.4	37.0	1.6
		S	72.8	25.2	2.0
	Difficult to resolve the local-global relationships	HK	60.4	35.9	3.7
		S	65.2	31.7	3.1
Attitude related	Difficult to teach students respect people from different cultures, regions and ethnic groups	HK	42.3	50.0	7.7
		S	33.6	56.2	10.2
	Difficult to help students consider issues from the standpoint of equality and justice	HK	38.8	54.6	6.6
		S	32.0	59.2	8.9
	Difficult to encourage students to express their own views, yet respecting others' views	HK	33.2	57.6	9.2
		S	39.5	52.2	8.3

Table 7 : Causes of difficulty in implementing global citizenship (%)
Nb HK = Hong Kong, S = Shanghai

Expectations: Support Needed to Implement Global Citizenship Education

Educators in both cities feel they need a wide range of support for them to implement global citizenship education.

We asked the respondents about the support they received for implementing global citizenship education. As shown in Table 8, regarding the support listed in the questionnaire, about two thirds of the respondents in both cities feel the following items could be described either as 'inadequate' or 'most inadequate', namely, "professional training from teacher training institutes", "attend teacher professional development seminars", "organize cross-disciplinary activities", and "teaching materials, reference books, and relevant web resources". Interestingly, the proportions in both cities thinking these supports inadequate are very similar.

The only exceptions are 'opportunity to exchange teaching experience with other schools' and 'support service from community organizations, including NGOs'. Regarding the former, 73% of the Hong Kong educators think it is inadequate and 66.8% of the Shanghai educators think so. With respect to the latter, 57.3% of the Hong Kong educators think it is inadequate and 71% of the Shanghai educators think so. These responses may reflect the different teaching contexts in both cities. Teaching culture in Hong Kong does not seem to have enough encouragement for exchange between schools, though there are a lot of inter-school competitions in sport and music. On the other hand, the proliferation of NGOs in Hong Kong serves to provide an extensive network for collaboration between schools and NGOs. Whether the story is different in Shanghai deserves further investigation.

Type of Support	*City*	*Most adequate/ adequate*	*Most inadequate/ inadequate*	*No opinion*
Opportunity to exchange teaching experience with other schools	HK	20.0	73.0	7.0
	S	32.3	66.8	0.9
Professional training from teacher training institutes	HK	23.5	72.0	4.5
	S	26.8	72.1	1.1
Attend teacher professional development seminars	HK	25.8	69.5	4.7
	S	31.2	67.9	0.9
Organize cross-disciplinary activities	HK	27.3	67.9	4.8
	S	32.3	66.8	0.9
Teaching materials, reference books, and relevant web resources	HK	31.4	63.5	5.1
	S	36.9	62.6	0.5
Support service from community organisations, including NGOs	HK	32.8	57.3	9.9
	S	28.1	71.0	0.9

Table 8 : Support needed to implement global citizenship education

NB HK = Hong Kong, S = Shanghai

Conclusion and Discussion

Torney-Purta and her associates, in the concluding part of their large-scale IEA Civic Education project in approximately 20 countries made the following remarks:

> *Civic education is a low-status subject and curricular aim in most of these countries. Civic goals are thought of as important, but much les critical than goals in subject areas such as science.*

> *Many observers believe that unless civics can be tied to a high status subject, it will receive little support with traditions of subject matter rigour, especially where parents judge the schools on this basis.*

> *Many schools do not have the resources to invest in supervising citizenship projects, or they feel that such activities take student time away from the study of important disciplinary subject matter. Teachers in many countries are concerned about tackling topics that may be objected to by members of the community, find it difficult to implement changes in pedagogy and are uncertain bout their own adequacy when several disciplines are connected in a teaching program. Perhaps civics has to adopt more team teaching. Certainly, more resources have to be invested in training. (1999:30-32)*

Their comments about the constraints and problems in the implementation of civic education across many countries can be equally applied to the global citizenship education in Hong Kong and Shanghai.

This comparative study shows similar pattern of responses from both Hong Kong and Shanghai educators. Both of them almost unanimously agree that global citizenship education is an important subject or area to teach, but most of the global citizenship topics are considered by the majority of them as difficult topics. When further exploring why they feel them difficult, the major causes of difficulty are related to inadequacy in the domains of training, curriculum and pedagogy. As a matter of fact, problems in relation to curriculum development, adequacy of teaching materials and the ability to employ relevant and effective pedagogical skills are fundamentally a training issue. Because provisions of teaching training are mainly offered by the teacher training institutions funded by the government, any inadequacy in teacher training reflects how government really sets priorities in education. Hence, this study not only reveals a gap between policy and implementation, or planned and implemented curriculum, but also inconsistency between governments' claims in its emphasis on global citizenship education and the actual funding support for its implementation. Although the major educational policy reform documents and curriculum reform developments, as mentioned above, justify their reform initiatives in terms of globalisation, there is no parallel emphasis on provision of support, such as teaching training and/or curriculum space for teachers to implement this very significant area of education in schools. It is no wonder that when asked what kind of support the educators need in order to implement global citizenship education, they express the need for a wide range of support as listed in the questionnaire.

The present study has brought more issues than answers such that we suggest the following lines of further inquiry. Firstly, the gap between policy and implementation of global citizenship education we have demonstrated is one thing, but whether the global citizenship education planned and designed in both cities is really global citizenship education is another. As Davies et al. (2005:73) argues, "(w)e should not be content with educational responses to citizenship in a globalizing world that do little more than add international content into citizenship activities or global education activities into citizenship programmes". In other words, the focus of further analysis of education reform documents should not so much be what governments emphasize but on how 'global education', 'citizenship education', 'global citizenship', and 'global citizenship education' are

conceptualized. This analysis should be based on the comparison of policy documents and curricula of Hong Kong and Shanghai with the west, e.g., AREIAC et al. (2000), DflD et al. (2000), Oxfam (1997), and WMCGC (2002).

Secondly, the study of global citizenship education should not be confined to the arena of government education policy, subjects of civic education and the like, and teaching activities in publicly funded schools. We should also pay attention to the educational developments in other areas that may unintentionally bring forth the desired learning outcome of global citizenship education. As pinpointed by Schweisfurth:

> *A great deal was happening in the internationalization efforts of the private school in the study. Staff involved were in the process were finding it a 'mind-opening and expanding experience'. The internationalism task force was part of the agenda for the school to offer the prestigious International Baccalaureat (IB) diploma, which demands, among other criteria, that schools show evidence of a spirit of internationalism, and that they promote interculturalism. Interestingly, the primary reason that the school originally decided to develop the IB programme is that the high academic standing of the qualification is ensured through its examination system...(2006:48-49)*

As the demand for quality education is surging in both Hong Kong and Shanghai, we should delve into whether the internationalization effort as mentioned by Schweisfurth also appears in international schools in Hong Kong as well as in educational institutes, if any, in Shanghai.

Finally, education for values should be set at the top of the research agenda in the study of global citizenship education. As shown in our study, the concern of Shanghai educators is overwhelmingly about knowledge, competence and competitiveness. This pragmatic concern is understandable in the developmental context of China. However, too much emphasis on these domains may be detrimental to the development of students' appreciation of and respect for other cultures. As Pigozzi argues (2006:3):

> *There are many targets that mankind will have difficulty reaching if it does not successfully grapple with the challenges of education for values. Many of the countries that risk not attaining the goals of Education for All are countries undergoing, or which have recently undergone, usually civil war. There will be no sustainable development if conflict precipitates us into a 'clash of civilizations'. But lasing peace, and lasing development require security that goes beyond the state of 'non-war'. Neither political nor social stability will be realized if groups within society are threatened. Fear, discrimination and intolerance instil the habits of mind and habits of being that erode living together.*

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