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Master's Thesis of Arts

**A Study on the Expansion of
Education Development Agenda in
UNICEF since 2000 from the
UNESCO's Lifelong Learning
Perspective**

**유네스코의 평생학습 관점에서
2000 년 이후 유니세프의 교육 개발협력 의제
확장에 관한 연구**

February 2021

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February 2021

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ABSTRACT

A Study on the Expansion of Education Development Agenda in UNICEF since 2000 from the UNESCO's Lifelong Learning Perspective

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After the 'Education for All (EFA)' initiative involved UNICEF, UNDP, and the World Bank under the coordination of UNESCO, the Post-EFA and the Education 2030, and the Sustainable Development Goals (SDGs) engaged more organizations including UNFPA, UNHCR, UN Women, and the ILO. In addition, the expansion of discourses in basic education into lifelong learning has led to the inclusion of adult education, formal education, non-formal education, and informal education. Nevertheless, discussions on lifelong learning have been focused mainly on UNESCO and the World Bank, and there have been limitations that discussion on other organizations focused largely on governance in the EFA era. Likewise, UNICEF, which has been steadily participating in global agendas from the EFA, expanded its intervening scope into development areas while realizing the value of education in humanitarian crises. Therefore, the need for research on its direction has been raised. This study tries to look at how UNESCO's integrated lifelong learning approach has been reflected in the UNICEF's policy direction.

First of all, educational discourses in the 2000s marked the interconnection among survival, human development, social development, and interventions from a life-cycle perspective. UNICEF has interlinked material support, which saves children's lives and protects their rights, to the development of children's capabilities and society. In addition, the life-cycle perspective has helped to provide balanced approach to protection and growth by understanding early childhood, childhood, and adolescence distinctively. Meanwhile, this approach takes comprehensive consideration on culture, environment, policy, and stakeholders that a child confronts in each development stage. In the case of early childhood which UNICEF puts the largest efforts on, the circular learning was observed through parenting skills and capacity building of adolescents, parents, and teachers who affect children's growth and learning.

In 2000s, UNICEF has expanded its intervening areas and beneficiaries, focus on adolescents, and skill-based learning. In particular, for the sake of environment, peace and economic participation, it wanted to deliver related knowledge and skills; and to create the society where learners can grow and practice their agencies through policy interventions. With a balanced interest in early childhood and adolescence, it led discussions on their learning and work, and participation. Discussions on non-formal or alternative learning have become active, as they considered the real lives of youths in low-and middle-income countries and humanitarian crises. Skill learning is in line with the topics of post-EFA and the SDG4. UNICEF organized diverse skills including those called 'life-skills' and newly emerging technologies in the 21st century into a framework and made them a right for children to respond to social changes.

However, on the contrary to the direct mention of lifelong learning in the *Education 2030*, it is skeptical if UNICEF is actively engaging in the discourse

of lifelong learning. The frequency of mentioning lifelong learning does not accord to how much UNICEF supports this concept, but the limited discussion on lifelong learning made this organization hard to be one of active supporters. Therefore, it is necessary to keep eyes on UNICEF to see whether its interventions in education and child development ultimately meet lifelong learning. Especially, this study tries to interpret its policy direction in education with Delors' for pillars of education as a representative framework helping understand lifelong learning clearly and multi-dimensionally.

As a result, maternal health, birth, pre-school education, primary and secondary education and the learning of adults to care children were understood as cognitive and non-cognitive skills development for 'learning to know'. The aspects of cultivating positive attitudes, personality, confidence, and agency by solving problems encountered in everyday life are in line with 'learning to do'. In UNICEF's specialized field of emergency relief, socialization and emotional development in early childhood; and peacebuilding programs after support 'learning to live together' in that they strengthen internal and external capabilities to coexist with others. Ultimately, UNICEF's policy direction supporting the process of children's growth into a youth with self-efficacy and responsibility should be consistent with 'learning to be'.

The purpose of the study was to know where UNICEF is situated in global educational agenda related to lifelong learning. In this respect, UNICEF is more actively involved in the global education development agenda, extending its commitment even to adult learning in the process of increasing its interest from early childhood to adolescence. When it comes to its comparative advantage, it should focus on laying the foundation on beneficiaries' motivation for persistent learning by overcoming 'learning poverty' in humanitarian risks.

Keyword: Post-EFA, Sustainable Development Goals, lifelong learning, UNICEF, UNESCO, four pillars of learning

Student Number: 2019-24786

TABLE OF CONTENTS

Chapter I. Introduction	1
1.1. Background.....	1
1.2. Statement of Problems	4
1.3. Purpose of the Study and Research Questions	6
Chapter II. Literature Review.....	9
2.1. Understanding of UNICEF.....	9
2.1.1. Background of foundation and organizational structure	9
2.1.2. UNICEF as a humanitarian development organization	12
2.2. Development of Lifelong Learning in UNESCO.....	16
2.2.1. Conceptualization.....	17
2.2.2. Challenges and issues.....	20
2.2.3. Revival in post-EFA	23
2.3. Post-EFA and the SDGs	25
Chapter III. Methodology	29
3.1. Analysis approach	29
3.2. Analytical Framework: Delors' Four Pillars of Education	35
Chapter IV. Findings	40
4.1. Education between life-saving and development.....	41
4.1.1. Humanitarian mission for life saving	41
4.1.2. Scale-up for development.....	43
4.2. Life-cycle approach and circular learning.....	4 8
4.2.1. Life-cycle approach.....	4 8
4.2.2. Early childhood development (ECD) as circular learning....	5 2
4.3. Expansion of discourse.....	5 5

4.3.1. Weights on adolescents.....	5 5
4.3.2. Weights on skill learning	5 8
Chapter V. Discussion.....	6 4
5.1. Harmonization between humanitarian and development assistant through life-cycle approach	6 4
5.2. UNICEF’s lifelong learning in the Post-EFA.....	6 6
5.3. Possibility of applying four pillars of learning.....	6 7
5.3.1. Learning to know: preparing and practicing	6 8
5.3.2. Learning to do: Expanding knowledge and skills	7 1
5.3.3. Learning to live together: Peacebuilding.....	7 4
5.3.4. Learning to be: toward the whole child.....	7 7
Chapter VI. Conclusion.....	8 0
6.1. Summary of the study	8 0
6.2. Significance and limitation of the Study	8 3
Bibliography.....	8 6
국문초록.....	9 5

LIST OF TABLES

Table 1. Categories derived from the inductive analysis.....	34
Table 2. UNICEF program assistance by sectors	43
Table 3. Strategic priorities of UNICEF (2002~2021).....	47

LIST OF FIGURES

Figure 1. Parallel process of the Post-2015 and Post-EFA agenda.....	26
Figure 2. Four Pillars of Education	39
Figure 3. Life course approach to ECD.....	5 4
Figure 4. Skills needed for success in school, work and life.....	6 0
Figure 5. UNICEF's interventions areas for learning	7 9

Chapter I. Introduction

1.1. Background

These days, more and more organizations are participating in global educational agendas and the issues dealt in this sector has been extended. For instance, after the Education for All (EFA) initiative discussed in Jomtien, the coordinating role of UNESCO was fortified in Dakar to establish the framework for action, but there were other organizations: The United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP), the World Bank. Each organization has played the roles based on their specialty stated in the UN Charter.

UNICEF did the preliminary consultancy of the draft of the Jomtien Declaration, and the UNESCO kept the role of establishing and adjusting the action framework in Dakar. The World Bank led the discourse about the financing on the economic front, and the UNDP has taken the responsibility of monitoring the process of achieving developmental goals, especially the Millennium Development Goals (MDGs) and the Sustainable Development Goals (SDGs) (King, 2007). Some criticized that there has been a discrepancy of understanding the education development goals in spite of the declarations of the world society and shared efforts to achieve the goals. It is shown that UNICEF and the World bank were more interested in universal primary education and its financing rather than the expanded concept of basic education that has been developed in the UNESCO since the 1950s (King, 2007; Elfert, 2013).

However, the initiatives starting from Incheon Declaration to the SDGs reflect the interlinked interests of diverse stakeholders in the education sector.

After the World Education Forum in Dakar, the next forum in Incheon actively accepted the discussions of the SDG4 in the post-2015 era (NORRAG, 2016). As seen in its title, the goal of the Incheon declaration accords to the SDG4: *Education 2030: Towards inclusive and equitable quality education and lifelong learning for all*. As a result, the World Education Forum in Incheon reaffirmed the education agendas of the UN's Open working Group and the UN Summit 2015 that confirmed the SDGs. Another outcome is that the theme of education has varied to the most disadvantaged people, access, inclusion and equity, gender equality, lifelong learning, and etc. The more detailed and integrated targets and goals let more diverse actors responsible for the educational development than before.

This applies to the newly participated the United Nations Fund for Population Activities (UNFPA), the United Nations High Commission for Refugees (UNHCR), the United Nations Women (UN Women), the International Labour Organization (ILO). Tuckett has assessed the declaration that it had raised the possibility of extended discussions on adult education, formal education, non-formal education, and informal education by recognizing changes in lives through lifelong learning (NORRAG, 2016). Therefore, the new participants in the agenda are expected to contribute to realizing lifelong learning through the respective effort in sectors they specialize in. The subsectors were added as family planning and working and the targets also have become in detail such as children, refugees, and women. Ultimately, the education issues have come to need more detailed and integrated discussions in different sectors. By the same token, lifelong learning as a great goal of the SDG4 requires the governance covering socio-economy and culture.

Critics who view global education governance as the world society,

consider that influential actors simplify reality to sell their ideas and to make them more convincing (Unterhalter, 2012). Accordingly, if discussions on expanding learning opportunities at the global level in the past were limited to the system, now the discussion of lifelong learning extends to how to meet the interest of ‘individuals’ to continue learning. Nevertheless, there is criticism that the understanding of it in the post-EFA agenda has not been clearly conceptualized (Regmi, 2015).

Even before the SDGs chose lifelong learning as one of the goals, the concept was adopted by UNESCO and has become a paradigm through the High Level Panel (HLP 2013) and the UN’s Open Working Group (OWG) for Sustainable Development Goals (NORRAG, 2016). Experiencing World War II, the Cold War, and decolonization, the UNESCO has pursued the orthodox of Paulo Freire and Paul Lengrand based on the idea of liberation and human rights. Nevertheless, the external circumstance of neoliberalism and the internal limitations of conflicts between member states and budgets discouraged this idea actively in the global agendas. On the other hand, the World bank has developed the idea of lifelong learning as a continuing education for productive workers contributing to the economic development in the 1990s knowledge society. Literature reviews consider the different positions of the organizations (Elfert, 2013; 2016).

The lifelong learning concept developed in the UNESCO tries to nurture holistic human beings, both socially and economically. It is considered as an integrated principle of education for holistic growth of human being and instrumental tool for socioeconomic development as well. It means that the international organizations participating in global lifelong learning agendas can be linked to the UNESCO’s lifelong learning concept. Especially, in the

post-EFA era, lifelong learning and related values directly mentioned and updated (UNICEF, 2018b; UNHCR, 2019; ILO, 2019). Thus, it is necessary to study how the lifelong learning initiatives, which were interpreted mainly in the UNESCO and World Bank, are understood and practiced in other international organizations.

UNICEF, which has advocated universal primary education at EFA with the World Bank, clearly expressed its support for lifelong learning at the Incheon World Education Forum along with other international organizations (IOs) leading post-2015. This raises the need for understanding how UNICEF understands and supports lifelong learning. From a global cooperation perspective, professionals and technicians participate in solving global problems and interconnect the world in a more practical way than politicians and diplomats. In particular, the IOs seek to provide frame and take the dominance by persuading nations to transfer specific policies or redefining certain concepts through rationale, legal authority, information, data, and technical expertise. Among them, UNICEF is an organization based on actions in the field, collaborating with the NGOs and other IOs from the human right and political advocacy approach (Verger, et al., 2012) before exercising its policy influence on nations. Therefore, they must have a clear basis for how they regulate their own action first. These grounds will not only show UNICEF's originality to lead the global agenda, but also help to see how it accepts the existing global agenda.

1.2. Statement of Problems

The preamble of the Incheon Declaration recognizes the importance of

changing people's life through education and directly mentioned lifelong learning to achieve other SDGs. In addition, it stipulated the mutual relationship of other human rights along with the right to education, and argued that the role of regional organizations, international organizations, and non-governmental organizations should be recognized for the achievement of Education 2030. The Incheon Declaration Framework for Action stated the responsibility of the co-hosting organizations of the 2015 World Education Forum to strengthen national and regional capabilities through technology, consultation, financial support and monitoring, according to their comparative advantage. Therefore, it is necessary to examine what kind of common understanding is shared by the organizations for harmoniously realized lifelong learning.

UNICEF was established for children in Europe and China suffering from hunger and disease shortly after World War II in the 1940s. While it has promoted cooperation with governments and private organizations in more than 190 countries, it has served as an emergency relief organization for children in developing countries around the world (UNICEF, 2016b). Lifelong learning considers the whole process of human life from infants to adult education important; and current UNICEF is explicitly advocating lifelong learning in Education 2030. Therefore, it is noteworthy that UNICEF, which was a specialized organization for infants, children, and maternal health, expanded its target, and its interest as seen in 2030 Education Strategy (UNICEF, 2019h).

However, questions may be raised when it comes to whether lifelong learning is mainstreamed in UNICEF's education policy. There are more than 1,500 results with the keyword of education on UNICEF's website, while there are only 40 results are found with lifelong learning. Even it merely explains early childhood education as the basis of lifelong learning, expressing partial

contributions, or discusses in terms of skills development of adolescents. Of course, the direct reference to the lifelong learning does not only represent its importance, and it might be argued its actions imply the lifelong learning as a comprehensive concept. Nevertheless, this passive adoption of lifelong learning leaves rooms for reinterpreting UNICEF's actions from a lifelong learning perspective. In comparison to UNESCO, which produces a steady discourse on lifelong learning, UNICEF accepts it rather than lead the discourse. Thus, Delors' four pillars of education framework will be available for the study as it comprehensively conceptualizes the cognitive, instrumental, social, and the essential dimensions of learning.

Usually, the approaches to lifelong learning have been discussed primarily in two paradigms: the integrated one of UNESCO and the instrumental one of economic organizations such as the Organization for Economic Cooperation and Development (OECD) and the World Bank (Hans, 2006; Elfert, 2013; 2016). Even though there are studies on other organizations, they have been mainly discussed in terms of the EFA paradigm and governance during the past 20 years since 1990 (Torres, 2004; King, 2007), and studies on UNICEF have been limited. Given that lifelong learning was partially introduced at the World Education Forum in Dakar and actively adopted in post-2015, looking at how UNICEF has been contributing to global education agendas since 2000 might help understand the various interpretations and practices of lifelong learning.

1.3. Purpose of the Study and Research Questions

This study seeks to analyze how the integral concept of lifelong learning that UNESCO has developed is reflected in UNICEF's policies. In particular,

it wants to understand what policies and strategies UNICEF, which has a comparative advantage in practice in the field, is based on. The resulting research questions are as follows and it would like to use Delor's framework to link the educational elements that UNICEF holds to the lifelong learning.

- What are the focus of UNICEF's actions during the 2000s?

As evidenced by the fact that UNESCO has been given a central role in achieving *Education 2030* goals in the *Incheon Declaration and Framework for Action*, it is one of the organizations responsible for the education sector among the UN specialized bodies. However, the value of education cannot be overlooked even in the humanitarian assistance traditionally practiced by UNICEF. Right to education for children and refugees is fundamental to the realization of human right. Since UNICEF has played a leading role in the previous initiative, EFA, this study sees how UNICEF's efforts to achieve its mission and global education agenda have been put. In particular, this study focuses on the period of the 2000s when the recent two World Education Forums were held in Dakar in 2000 and Incheon in 2015.

- How can UNICEF's actions in the 2000s be interpreted by UNESCO's lifelong learning framework?

Education 2030 is binding on co-host UNICEF, as the most recent 2015 World Education Forum has issued a declaration to realize lifelong learning. Therefore, it tries to look at how the UNICEF's policy discourse since the 2000s can be interpreted from the perspective of lifelong learning currently discussed. In particular, this study takes the position that the concept of lifelong learning UNESCO has developed is more comprehensive than others. At the same time, it sought to use a concrete framework to understand lifelong learning more

realistically against the critiques that it is rather abstract and utopian. Delors has been looking at social changes in the 21st century and has been presenting a framework for how education will contribute to the development of society and individuals throughout the late 1990s and nowadays. This study seeks to understand the policy direction of UNICEF in the four learning pillars of education presented by Delors.

Chapter II. Literature Review

Looking into the changes of the perspective of UNICEF means to observe it as an actor interacting with others in the discourse of global education. Thus, it is necessary to see the landscape of global development and education governance and other actors that interact with UNICEF. In the literature review, the historical backgrounds and the previous studies of the organization; and how UNESCO has developed the lifelong learning discourse were reviewed. At the end point of 'Education for All (EFA)' agenda that has lasted until 2015, the new one was discussed in the different periods, which are to be clarified as post-EFA, post-MDGs, post-2015, and the SDGs here. For the last, this chapter tried to understand the periodical transition in post-EFA with its thematic topics.

2.1. Understanding of UNICEF

2.1.1. Background of foundation and organizational structure

UNICEF, which works with governments and private organizations to improve the lives of children in developing countries around the world, is also one of the specialized organizations required by the UN Charter. It engages in child development projects in nutrition, health, drinking water and sanitation, basic education, child protection, and emergency relief. In the field of education, UNICEF is considered the closest partner of UNESCO (Yamada, 2016), but the background and characteristics are different. Founded in 1946 for children in Europe and China suffering from hunger and disease shortly after World War II, UNICEF began as the International Children's Emergency Fund (ICEF) at the request of the United States, which tried to meet the needs of children's

survival and to focus on postwar reconstruction through the United Nations organization (Jones, 2006; UNICEF, 2016b). The UN General Assembly stated that the victims of war, children and adolescents, are the main beneficiaries of the ICEF and emphasized the need for resource mobilization for rehabilitation and child health. It was 1953 when its scope of activities expanded to developing countries; and it established itself as a permanent organization in helping children around the world as a UN agency. The name continued to be UNICEF, the emergency relief is still an important area of activity.

There is hereby created an International Children's Emergency Fund to be utilized and administered, to the extent of its available resources: (a) For the benefit of children and adolescents of countries which were victims of aggression and in order to assist in their rehabilitation; (b) For the benefit of children and adolescents of countries at present receiving assistance from the United Nations Relief and Rehabilitation Administration; (c) For child health purposes generally, giving high priority to the children of countries victims of aggression. (Article 57 (I). Establishment of an International Children's Emergency Fund, the General Assembly, 1946)

Later, the Convention on the Rights of the Child (CRC) in 1989 became a human rights related convention which was most widely recognized in 176 countries, providing the legal framework of UNICEF. This convention was adopted for the 30th anniversary of the UN Declaration of the Rights of the Child in 1959, and it is characterized by its increased awareness of children's rights. The convention, composed of three chapters and 54 articles in total, specifies the right to special protection and assistance in childhood, the responsibility of stakeholders to ensure child growth and well-being within the natural environment and community, the complete and harmonious development of a child; and the environment to support it. Articles 28 through 32 focus on the rights and

directions of children's education and the protections from harmful environments that violate their rights. Accordingly, ratifying governments are required to participate in operation of schools to ensure children's right to education, enhancement of literacy, access to modern methods of education, and international cooperation to support developing countries. In addition, children's educational directions include the development of personality, talent, and psychological and physical abilities as well as the cultivation of cultural identity, responsible relationships with others, and respect for the nature environment. In particular, it emphasized the need for protection, specifically referring to economic exploitation and labor as an obstacle that violates educational rights.

The organizations' structure consists largely of the policy-making body, the executive board, regional offices, country offices, and national committee, and the Innocenti Research Center, which is responsible for research, evaluation, knowledge management and communication on children related policy proposals. The executive board of 36 executive member countries, including Asia, Eastern Europe, Latin American and Caribbean, is responsible for supervising program support and actions, coordinating the reports and policies consistent with the UN General Assembly and ECOSOC guidelines. Particularly, country programs are approved based on no-objection, and Annual reports, Strategic plans, and financial estimates are decided through annual and two regular sessions each year. The executive office is responsible for the practices of UNICEF and the executive director is in charge of final supervision. The program division in the office is identified in accordance with UNICEF's area of activities. Therefore, the education section belongs to this division. Some of the sections exist within the same division together, such as nutrition, health, HIV/AIDS, immunization, gender and rights, and child protection,

which are organically responsible for implementing UNICEF's overall strategy.

The Innocenti Research Center, which has been inaugurated since 1988, has developed research agendas through consultations with UNICEF headquarters and stakeholders and shared the findings. Major agendas are multi-dimensional deprivation, cash transfer programmes, family and parenting support, children and internet, adolescent well-being, school setting, learning pathways and life skills. As of 2020, UNICEF has seven regional offices in East Asia and Pacific, South Asia, Middle East and North Africa, Eastern and Southern Africa, West and Central Africa, Central and Eastern Europe/Commonwealth of Independent States; and The Americas and Caribbean. Its finance traditionally depends on country's donations and earmarked funds up to 50 percent of the total and another large portion of the fund comes from the national committees established in the 33 high-income countries¹.

2.1.2. UNICEF as a humanitarian development organization

If the 1940s and 1950s were the period during which UNICEF was founded and established its status in the UN system and policies, from the 1960s to 1980s were the time when the areas of UNICEF's activities were clarified. Since the 1960s, education programs have been added as a way of implementing its missions, but more than 90% of the budget has been steadily allocated to nutrition and health areas, accounting for the largest portion.

¹ Information was collected from UNICEF homepages and *UNICEF Executive Board: An Informal Guide 2020*.

https://www.unicef.or.kr/intro/organization_06.asp

<https://www.unicef.org/about/structure/>

<https://www.unicef-irc.org/how-we-work> accessed on 10 December, 2020

During this period, India was able to overcome the food security crisis caused by the catastrophic drought in history through UNICEF's support. During the Nigerian civil war, UNICEF persuaded the government to provide emergency food assistance while maintaining its political neutrality. In 1978, the 'Health for All' initiative called for basic health care coverage, which was subdivided into health, water, and sanitation areas in the 1980s, accounting for 47% of the budget until the 1990s.

At the same time, in the 1980s, the interest in child protection expanded to a new dimension, with children at the center of the family and focusing on the environment and stakeholders that could protect children. Thus, UNICEF worked with UNESCO in the field of education to promote basic literacy among adult women, especially mothers. The main intervention of UNICEF in the 1990s included school reopening and child post-traumatic stress in the post-Soviet independence process of central and eastern European states after the collapse of the Soviet Union; and protection and relief of unaccompanied children during the Rwanda genocide. In addition, HIV/AIDS orphan was newly added to children's difficult situations, and primary school education has been continuously emphasized under the EFA agenda.²

The noticeable studies of UNICEF result from this background. Jones (2006) and Shusterman (2019) discuss how UNICEF, which implements both humanitarian and development assistance for children, can effectively link the two areas. In particular, Jones (2006) argued the need for a clear policy direction in UNICEF, based on the fact that not many of the leading organizations of the World Education Forum such as UNICEF and the United Nations Development

² For major historical events, UNICEF (2016b); and for budget information, Schaub et al. (2017).

Plan (UNDP) have been studied yet in terms of their mission. According to Jones (2006), until the 1990s, UNICEF had a priority on needs-approach, serving as emergency relief for food, clothing, and medical supplies during the wars and conflicts.

As children's needs began to be searched in economic and political frameworks, the importance of education programs has expanded since the 1970s; while its perspective includes health, nutrition, education, social welfare, and the working environment. School was an important part of education, but it was mainly limited to playing the role of intermediaries in which child health services were provided. Currently, childhood is considered as a meaningful stage of preparation for life. On the one hand, the Co-operative Agreements with UNESCO have shown that they sought balanced support for supplies and policies, in efforts to provide technical advice to member states together.

As Humanitarian-Development Nexus (HDN) is often discussed in the field of development cooperation, the identity of UNICEF, which implements both humanitarianism and development aid for children, is expected to be further strengthened. While referring directly to Humanitarian-Development Nexus, Schusterman (2019) discussed the seamless and sustainably lasting harmonization of the conflict between two purposes (p.8). The strengthening of the interrelationship between humanitarianism and development within the UN framework in the 1980s led UNICEF to be repositioned as a development organization interested in potential emergencies and underdevelopment affecting children as well as the current crisis. While humanitarianism focuses on relief, immediate measures for children, and protecting lives in emergencies and crises; development includes a long-term investment in the future that promotes economic and social development of a country where children live in.

In the same token, UNICEF, a proactive facilitator of HDN, should understand the two interconnected concepts under the human rights framework, focus on the circumstances, experiences and needs of children rather than be trapped in the frame of 'humanitarianism' or 'development'. In this respect, education is not only a medium for delivering services at emergent moment, but also a means to restore child autonomy in the long run.

On the other hand, it is required to clarify the characteristics of main beneficiaries of UNICEF. The CRC comprehensively considers children under age 18, but it is necessary to see how the supports for young people is being differentiated. Skelton (2007) saw childhood not naturally fixed but socially constructed. Skelton has conducted a discourse analysis on how children's participation is revealed in UNICEF's official documents. He argues that since the real lives of children cannot be understood by adult perspectives, the context of poverty, child labor, household labor, etc. should be reflected from a child's point of view by respecting them as experts who can represent themselves best. Also, children should be respected as 'beings' because they are not immature beings who are obliged to grow into complete adults. This perspective is in line with the harmonic view of the two areas, although it does not directly mention HDN, in that UNICEF's practice should center actual beneficiaries rather than be determined by humanitarian or development distinction.

Schaub et al., (2017) revealed the process of forming the globally accepted concept of 'whole child' within UNICEF through the systematic content analysis of UNICEF documents between 1946 and 2010. According to this, children have the right to be protected from the perspective of health and nutrition, to prepare through education, and to develop through self-realization and experience. His findings support the expanding rights and images of

children as multidimensional human rights bearers.

The previous studies of policy directions and beneficiaries of UNICEF, which has been reviewed so far, leads to the need for further discussion. First, it is necessary to look at how UNICEF's practice areas link the two characteristics of humanitarianism and development. For instance, how intervention in humanitarian crisis supports not only long-term survival, but also development toward human being capable of realizing its rights and obligations; and vice versa. Second, interpreting these interventions from educational point of view is necessary. Studies mentioned education as an independent area. However, there are more to be elaborated on what education and learning UNICEF specifically aims for, and other elements also can be understood as 'educational'. Furthermore, the interpretation from the lifelong learning perspective, which has emerged since post-EFA has not been discussed actively. Thus, the new approach is an important point in understanding how UNICEF contributes to the realization of lifelong learning.

2.2. Development of Lifelong Learning in UNESCO

Several reports are commonly mentioned as the bedrocks of the concept of lifelong learning. By looking into those reports, it is possible to see the structure of lifelong learning in terms of whom it targets, where it takes place, or ultimately what it expects to achieve. Besides, there were historical rises and falls aligning with the emergence of new global education agendas. This review would bring the answer to the question of how lifelong learning has become a major discourse that leads the post-EFA agenda.

2.2.1. Conceptualization

Elfert & UNESCO (2002) considers that Lengrand started the discussion about lifelong learning first in UNESCO. Studies about the development of UNESCO's lifelong learning idea between 1960s and 1990s usually put emphasis on two reports regarding to the discourse on the ideology from the UNESCO (Elfert & UNESCO, 2002; Park, 2004; Hans, 2006; Elfert, 2015; 2016; 2019, Yun, 2015). Faure report, submitted to the International Commission on the Development of Education in 1972, is considered to deliver the UNESCO's idea most concretely in the first generation of 1970s. After, in the second generation of 1990s, the International Commission on Education for the Twenty-first Century, led by Delors, tried to diagnose the situation entering the new century prospect the future society through the report.

According to Lengrand (1975), after the war, hope for human beings lies not only in maximizing their potential in the simple intellectual realm, but also in the direction of creating a better world where they live together. Education is a process in which the mind and body work together and should be conducted according to personal circumstances and social contexts, such as profession, interest, philosophical and political beliefs that individuals have. However, education so far has been constructed in accordance with the accumulation of dominant knowledge, so the opportunities for different cultures in education have been limited. Ultimately, education is a whole process in which various stages interact and integrate people's experience and knowledge in and out of the formal schooling which has been considered as standard. He also stated that lifelong learning is 'circular' to dispel the misunderstanding that lifelong learning can be simply limited to adult education. It is because the knowledge acquired through education in the stage of children and adolescence is interacting with experiences that previous generations have as a form of

continuing education.

The Faure report (1972) starts with questions about the educational situation at that time, and the report defined the social changes in the future as ‘learning society’ and envisioned goals and strategies for lifelong learning in explicit language as a response to them. Faure pointed out the inefficiency of education confronting the increased adult illiteracy and out-of-school children despite the expansion of education around the world. He raised the fundamental question of whether the existing school system will be able to satisfy those all demands as the only quality education. Thus, he proposed ‘learning society’ and ‘lifelong learning’ as a new educational paradigm, not just a partial education reform.

Hans (2006) sees Faure’s lifelong learning humanistic, democratic and liberating in that he freed learning opportunities to be independent of classrooms, race, financial means and learning age. According to him, Faure’s learning is focused on the acquisition of independent and enduring knowledge, not on economic purposes or mere tool in certain situations. Similarly, Ouane (2011) believes that education shown in the Faure’s report supports the holistic view based on human rights, not limited to elite privileges or specific ages.

In this society for the realization of human itself, education cannot simply exist as a single system, such as school, because a man exists as an agency embedding wide and complex dimensions. Therefore, the educational system must collaborate with various fields such as public administration, industry, communications and transportation; and the stages of its implementation are also subdivided into community, local and national levels. Complex layers of education create a variety of learning environments surrounding humans, which also move from home, society, the economy, and to politics. Also, humans are

not nurtured in the direction prescribed by the system, but rather the system should satisfy the individual desire to learn. These desires ultimately contribute to the ‘democratization of education’ by ensuring the diverse pathways of acquiring knowledge, preference to knowledge, and free access to learning (Faure, 1972).

Under the social trend of knowledge information society and globalization since the 1980s, the world was expected to suffer from the tensions between global and local, universal and individual, tradition and modernity, long-term and short-term consideration, competition and equality of opportunity, expansion of knowledge and human being’s capacity; and spiritual and material (Delors, 1996, pp. 16-17). According to Delors (1996), learning individuals develop their own self while playing their role as members of the community. His Four pillars for pursuing this basic ideology of lifelong learning are as follows. The first is *learning to know*; one must maintain a constant curiosity to know about the world and others. Second is *learning to do* that increases confidence to deal with the various problems that people encounter in work and life integrating what they have learned. The third is *learning to live together*; it recognizes the fundamental subjects sacrificed by economic growth and understands cultural, religious phenomena to participate in solving the related problems. As *learning to be*, lifelong learning should be a continuing education that gets out of the boundary of school and should help people understand themselves and others.

According to those reports and previous studies, the discourse of UNESCO’s lifelong learning connoted the humanitarian idea emphasizing the intellectual and moral solidarity of human being. If the Faure report reflected the ‘revolutionary’ spirit that requires the changes in the educational system

responding to the late 1960s' society; Delors report in 1990s tried to transcend this spirit against the emerging neoliberalism (Elfert, 2019). Learning is found as the process and the means of life practiced by interactions among people in real life situations. Besides, learning is an inter-generational process that happens in home. Ultimately, the lifelong learning that proceeds to the 'learning society' includes not only the formal education, but non-formal and informal education in schools and workplaces.

2.2.2. Challenges and issues

The first critics on UNESCO's lifelong learning is that it is so utopian and general without evidence. UNESCO has prioritized human development than economic growth in the humanitarian view based on the human equality. Additionally, the charter does not support direct interventions to national policies and the withdrawal of the US in 1980s caused the financial difficulty. Therefore, UNESCO focused on future-oriented strategy, planning, and evaluation rather than direct prescription. However, general recommendations to the member-states could be detrimental. This tendency caused the second criticism that UNESCO's lifelong learning didn't help developing countries to deal with the issues coming from the unequal economic and sociopolitical structure. (Hans, 2006; Elfert, 2016).

Accordingly, in the implementation of global agendas such as Education for All (EFA) and Millennium Development Goals (MDGs), lifelong learning has been reduced and understood in different ways like schooling, training or literacy (Mundy, 2007, Duke & Hinzen, 2010; Tuckett, 2013; Elfert, 2016;). First of all, discussions on lifelong learning began to take place in a broader manner under the leadership of UNESCO at the World Conference on

Education for All in 1990, which was held in Jomtien, Thailand, with representatives from 155 UNESCO member countries and 150 education-related organizations attending. The EFA's target learners cover all the youths and adults, so learning was a right that must be fulfilled throughout human development, not in school. Therefore, 'World Declaration on EFA' sought to expand the possibility of lifelong learning by defining basic learning as learning knowledge, skills, values and attitudes necessary for an individual's life and work using tools such as literacy, oral expression, numeracy, problem solving. EFA also highlighted the partnerships and policy support as a global initiative in which the international society, countries, regions and localities can work together for common goals. However, Mundy and Manion (2015) point out that due to the financial difficulties faced by Western countries in line with the collapse of the Soviet Union in 1989, education aid would have been drastically reduced, and the more difficult it would have been for developing countries in debt and war to realize this initiative.

In the first decade of the 2000s, one of the changes in the EFA was the establishment of clear global educational goals and monitoring efforts, as part of which the Dakar framework linked EFA to six specific goals. Discussions on lifelong learning can be found in goal 3 and 4, where young people and adults can work, fully participate in society, and enhance their own lives.

Goal3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.

Goal4. Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults. (The Dakar Framework for Action, UNESCO, 2000)

However, there was also a limitation with the approach that expands only the secondary education in order to increase the labor force for the economic and social sectors. In addition, there are criticisms as to whether the Dakar Forum is substantially pursuing lifelong learning as an innovation and life-wide process for a changing society (Mundy, 2007, Duke & Hinzen, 2010; Elfert, 2016). They criticize that the focus on practical achievements was only the increase of school enrollment, failing to realize the broad meaning of lifelong learning that could take place anywhere. At the same time, the national policy tasks for the realization of the EFA initiative was undertaken by UNESCO, which required statistical figures to make it visible, making it hard to reflect UNESCO's view of lifelong learning. This result-based education planning recognizes human development as a mean not end of learning and teaching. This intellectual/political orientation change to the technical/functional one comes from the competition between the multilateral and bilateral international organizations (Elfert, 2016).

In the MDGs, the UN announced an agreement on eight topics, and based on this, it presented the binding and measurable targets set for the year 2015. Accordingly, EFA has been monitored in two different ways: the goals presented by the Dakar Framework and the MDG2. However, the declaration of the MDGs excludes the agenda for learning and only emphasized on the completion of primary education and gender equality in all education as a means of rescuing the world's population suffering from poverty and drinking water problems. The lifelong learning, which must be settled in education as an umbrella, was not discussed as a principle throughout the MDGs and was also narrowly recognized in the field of education. As a result, the MDG2 shows a very limited content that aims to assess educational goals only on the enrolment and completion of primary schools of girls and boys.

On the other hand, it is natural that the World Bank and OECD established with the foundation of economic intellectual have developed different ideas of lifelong learning challenging to UNESCO's vague interpretation. The OECD and the World bank also agreed that the education should not be limited to the youths and certain institution. However, the focus on 'working life' already made the concrete discourse such as paid educational leave in International Labour Organization(ILO) in 1971. Another difference is that they have been more influential on each state's policy. Tied to human capital theory, the World bank wields the authority within the policy making in developing countries borrowing loan from it; while the OECD has been searching for the best practice, standardized indicators, and monitoring (Hans, 2006). However, UNESCO's lifelong learning that emphasizes the learning in the cultural and political context originally, could act as a desirable framework to search the principle of education in the diverse countries providing the room for states' political choices and interpretation on lifelong learning.

2.2.3. Revival in post-EFA

The World Education Forum 2015 tried to assess the achievement of the EFA and suggested the new orientation of educational projects to meet its goals globally by 2030. This Forum includes not only the international donor agencies but also the representatives of civil society, teachers, the youth and private sectors. Incheon Declaration and the education goal of the SDGs shares common agendas because the former officially expressed its willing to support the SDG goal which would be adopted in the UN Summit on Sustainable Development 2015. Here, still schooling was the most important indicator, but what is noteworthy is that other forms of education such as technical and

vocational education, informal and non-formal education were evenly highlighted (Elfert, 2019). The Incheon Declaration listed the opportunities of pre-primary education, education for out-of-school children and adolescent and adult education, which refers to higher education, flexible learning, functional literacy and numeracy, technology, innovation, and information and communications technology. It also underlines the importance of a responsive and robust educational system that operates in vulnerable circumstances in the developing countries and this requires the efforts of developing countries to plan and make policies themselves.

The SDG4 on education provides the goals related to formal education and the SDG8 is more related to non-formal education such as vocational training. One of the characteristics of SDGs is that every goal is related to the other goals adding values when it is accomplished. For example, the educational goal is more related to gender equality (SDG5) and response to climate changes(SDG13). Carr (2018) even proved quantitatively that the lifelong learning through informal and non-formal education produces positive externalities such as empowerment and argued that this is strengthened by networks, shared values and norm, and trust. This interconnection of the goals shows the expansion of new learning needs and process which was limited to basic educational needs in EFA and MDGs (Torres, 2011).

Nonetheless, Elfert (2016, 2019) criticizes the neoliberal idea that considers education as an economic tool for growth. In her critiques just acquiring skill to be employed is offending the idea of UNESCO's lifelong learning. Lifelong learning in neoliberalism, was transited to individual responsibility to ensure the better working condition in the labour market. And the discrepancy is observed between broad goals and narrowed indicators

because of the absence of agreement on monitoring and measuring informal and non-formal education. The skill for the quality job discussed in goal 4.4. was reduced to Information and Communication Technology (ICT).

The discussion of TVET, higher education and skill can be taken as a positive paradigm shift in that it has expanded the interest of the existing global education agenda. However, the 21st century's skills and knowledge need to be linked to values and attitudes non-cognitively, socially, and emotionally, such as critical thinking or problem-solving. Thus, the discussion of the relevant skill needs to be considered in a multi-dimensional manner (NORRAG, 2016). Kim & Cho (2017) advocated a learner-oriented approach to education in the SDGs era, and it is consistent with the Post-2015 and the SDGs discourse analyzed by Yamada (2016). Among the clusters he drew, he cited 'learning outcome' and 'skills' as one of hot issues, which ultimately leads to the challenge of how to transfer contextualized skills reflecting learners' situations.

2.3. Post-EFA and the SDGs

Current development agendas and socioeconomic targets are discussed under the umbrella of the expanded Sustainable Development Goals (SDGs); and education is situated in the SDG4 as one of the subsectors. However, even long before, education has established its signature area experiencing Jomtien Declaration in 1990 and Dakar Framework for Action in 2000. While the 'Education for All (EFA)' agenda lasted for 15 years until 2015, the Millennium Development Goals rooted from the global community existed parallel. This analysis deals with Post-EFA, strictly saying, the following years after the last EFA agenda in Dakar and this overlaps with the Post-MDGs. Yamada (2016)

clarified the parallel discourse of the two communities as below.

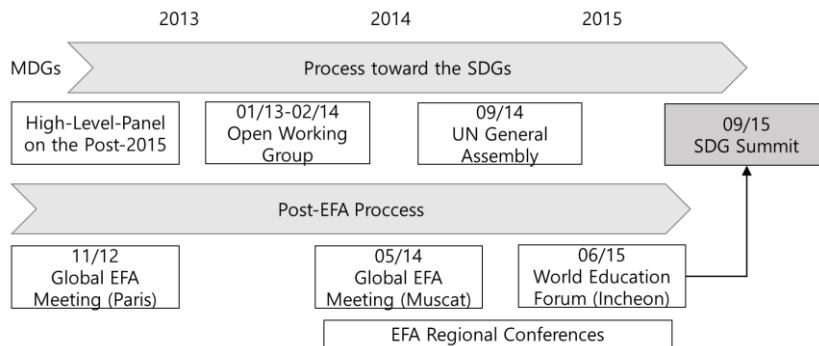


Figure 1. Parallel process of the Post-2015 and Post-EFA agenda. Source: Yamada (2016, p.73), Edited by the author.

Yamada (2016) wanted to specify outstanding points in the interests, decision-making structure, communication and relationships of key actors in reaching an agreement on the Post-2015 Education Agenda using qualitative and quantitative text analysis with interviews. He called the period between 2013-2015 Post-EFA, limiting the focus of research to when an agreement on the SDGs was on the process and the EFA agenda of the World Education Forum in Dakar was expiring. He believes that the Post-EFA discourse in the education field and discussions at the UN level preparing for the Post-MDGs were conducted in a parallel manner during this period; and that they gathered in the SDGs crossing Incheon Declaration. In this context, the Post-EFA discourse, led by UNESCO, focused on providing technical guidelines and indicators based on the assessment of EFA. In particular, the Muscat Agreement of May 2014 presented a roadmap to the World Education Forum in Incheon in May 2015, including the draft of the Post-EFA Agenda. The link to SDGs became completed as the Incheon Declaration expressed its support for the SDGs to be decided in the future. On the other hand, the mechanism led by the UN secretariat was the process of deriving political agreements and strategies.

At the High Level Panel (HLP) in July 2012 and the Open Working Group (OWG) in August 2014, representatives and ministers, civil society and private sector leaders produced suggestions for post-2015 at the Open Working Group in August 2014. As a result, the SDGs are ultimately based on many parts of the OWG draft, and Incheon declaration has resulted in the acceptance of SDG4's goals discussed in the OWG (NORRAG, 2015; Yamada, 2016).

Previous studies on mentioned periods and their results mainly focus on the meaning and limits of the Incheon Declaration and SDGs (NORRAG NEWS, 2015, 2016; Yamada, 2016) or discourses in the SDGs (Yamada, 2016; Kim & Cho, 2017). What is commonly mentioned is that the Post-EFA and the SDGs try to promote the quality of not only basic formal education but secondary education, centralize technology and training, and emphasize lifelong learning in and out of schools. Especially, Yamada (2016) schemed the structure of the SDGs with 15 word groups and 6 clusters through quantitative text analysis. His research vindicated learning outcomes, skills, teachers, and gender and equity as hot issues, which supports the cluster of 'learning' and 'skill' in accordance with other previous studies.

Cluster 1: fundamental principle - human rights, socioeconomic development

Cluster 2: national issues - national development, country process, equality

Cluster 3: global issues - global agenda, global consultation, data/indicators

Cluster 4: learning condition -teachers and student, girls' education, health and education

Cluster 5: skills - resource needs, work skills

Cluster 6: quality of education - learning outcomes, quality of education

(Yamada (2016)'s thematic word groups and clusters, p.131.)

There is a criticism on the process of the SDGs after Incheon Declaration as a turning point of post-EFA. This is that the discourse launched from

education field could not appeal enough to be accepted in developmental discourse and rather culminated the Post-EFA without detailed new framework for actions. In Yamada's qualitative research, disappointment of an expert is shown that if the WEF-Incheon had been held after the UN Summit for the SDGs, the Forum could have discussed how to achieve the broad goals of SDGs in more realistic ways. In addition, one of goals empowering teachers in Muscat was reduced to a target of the SDG4 as an instrument to achieve the higher goal; and the discussion about budget allocation was blurred in the SDGs. Chung also criticized that the Incheon Declaration merely played a role of showing off the Korean government's achievement in educational development (NORRAG, 2015).

Jakobi (2009) criticized that most countries including developing countries have mentioned lifelong learning in their policies after the Dakar framework, but have not actually commented on the implementation of policies and the learning of learners. Regmi (2015) also pointed out that the lifelong learning in Least Developed Countries (LDCs) are still attaching to neoliberal human capital model. According to him, the leading role of LDCs is of importance to reflect their own context to achieve the goal of lifelong learning in Post-2015.

Chapter III. Methodology

3.1. Analysis approach

Social awareness and changes are the results of individuals' interaction, but they are also influenced by the policies and its implementation of institutions and organizations (Wyszomirski, 2013). Therefore, it is significant to look at how learning and learners are located in policy discourse, and how various sociocultural contexts are reflected in policies. UNICEF is expanding its scope of actions to policies and advocacy through Country Programs which are consistent with the context of different countries. However, this study sought to understand the common policy direction of UNICEF, which is a participant in influential governance in the global education agenda, rather than to study the practice of policy in the certain context of a country. This study assumes that although there is a variety of ways in which the support for lifelong learning are realized, this process will ultimately meet the strategic agenda objective of UNICEF. Therefore, to explore the understanding of UNICEF's lifelong learning, it conducted study only on primary documents where the policy direction and strategy of UNICEF is observed. Through this, the study expected that the ideas that its activities are based on could be revealed ahead of the actual implementation of lifelong learning in its projects or programs in a national or social context.

Researching public documents is to carry out an analysis of how a state or public institution conceptualizes and deals with particular issues (Mogalakwe, 2006; Yoon, 2008; Scott, 2014). This study included documents that show the policy direction of UNICEF based on following criteria. It collected reports and publications filtered by keywords of early childhood development, early

education, education, education in emergencies on UNICEF website. A preliminary study showed that UNICEF's focus was extended to young population aged 10 to 19. Therefore, adolescent was also added to filtering.

The selected documents include the Mid-term Strategic Papers (MTSPs) and Education Strategy finalized by the UN Economic and Social Council (ECOSOC) among the online records and archives of UNICEF and the UN. 36 publications, program guides, manuals, reports technical notes and assessments were selected in total. These selection criteria were four. First, whether to show periodic representation; second, whether to show areas of UNICEF activities; and thirdly, whether to show a comprehensive understanding of UNICEF beneficiaries. Finally, some complementing documents clearly showing UNICEF's position through partnership with other NGOs or IOs were selected. The selected documents are categorized as background documents for establishing strategies that reflect the situation at the time of the 2000s new millennium, including UN official session papers and legal foundation. They are the base of UNICEF strategy and show its interest in education and development agendas. Research and reports, which account for the largest portion, contain periodic research and reports that can be used to infer UNICEF's interests and positions. Program guides and manuals are targeting specific situations and populations that UNICEF intervenes. Finally, the Strategy plan, is the mainstay of UNICEF's operation, which is a document periodically published in accordance with internal conventions and is determined by the UN ECOSOC. In addition, the study wanted to look into the sectoral strategies and issues related to education and learning under its MTSPs.

To see how lifelong learning perspectives are understood and realized in a particular organization, this study mainly conducts document research methods with the general inductive approach. The use of documents enables categorizing

or organizing the contents to derive universal laws and to provide a qualitative understanding of individual cases (Kim & Jung, 2015). Studies on the development of discourse or implementation of policies within IOs such as UNICEF and UNESCO may include interviews with stakeholders to complement the lack of data and to deeply understand the context (Park, 2004; Ang, 2015). On the other hand, an unbiased analysis of static data also helps to critically deconstruct the process or phenomenon in which a particular concept is internally formed and implemented (Laird, 2005; Schaub et al., 2017). This study found it appropriate to analyze officially published documents to understand how UNICEF considers the lifelong learning and gives guidance to projects and programs. Another reason to conducting documentary research is a priority to stable data collection at the time when communication with stakeholders in the field was uncertain due to the COVID-19 situation.

This study took a stepwise approach depending on the research question. First, contents analysis was taken to identify the main concerns of UNICEF in the 2000s with general inductive approach. This approach facilitates a multidimensional understanding of beneficiaries and details rather than just accepting intervention areas defined by existing strategic documents that UNICEF published by itself. In addition, the inductive approach provides a concise and clear approach to qualitative research for finding research results even though it is not as strong as other methodology for developing theories or models. This approach can make raw data concise with condensed manner, and it is possible to establish a clear relation between research questions and summarized results (Thomas, 2006; Schaub et al., 2017).

Next, contents were rearranged using the framework of Delors for understanding from a lifelong learning perspective. It is said that in qualitative

research, structuring or exploring the meaning of research is easier when the data are reordered or analyzed based on existing theories or previous studies (White & Marsh, 2006; Mogalakwe, 2006; Scott, 2014). Therefore, this study sought to provide a ground for explaining how UNICEF recognizes lifelong learning by utilizing the Delors' four pillars of education, which is being discussed as the most recent in the development of lifelong learning concepts. The reason why it is applicable is as followings.

First, it shows dynamics of lifelong learning. It includes not only cognitive dimension that education traditionally deals with but instrumental, social and individual dimensions. Second, it inherits the concept of learning developed by Lengrand, Faure, and others in UNESCO and actively responses to the 21st century's issues. Third, it encompasses the economic perspectives of the OECD and the World Bank supporting the idea of necessary utopia. It is partially due to the background that Delors, who proposed this framework as the chairman of the UNESCO Commission on Education for the 21th Century, was an economist; served the Minister of Finance of France; and laid the foundation for the introduction of a single European market at the European Commission as well.³

In the selected documents, the contents that meet the purpose of the study were categorized in 51, and summarized into a total of 13 categories by reducing overlaps and integrating. Subsequently, characteristic topics were derived from similar categories, showing three discussions in the findings.

Scott (2014) said that policy can play an important role in research if it is critically and selectively studied because it is written in language and it is a

³ https://en.wikipedia.org/wiki/Jacques_Delors accessed on 12 Sep 2020.

way that officials prefer in perceiving issues. Therefore, the suggested criteria by Scott are important in the selection of documents, and the selected documents officially published by UNICEF satisfies those of automaticity, creditability, and representativeness in this study. However, as the main documents are mere plans, guidelines, and reports, there are limitations in identifying how UNICEF's initiatives are actually implemented in the field. Therefore, this study wanted to limit its scope to first look at the recognition providing base to UNICEF's practice, and especially to focus on whether the advocacy of lifelong learning is not just policy rhetoric but an active discussion on process.

Table 1. Categories derived from the inductive analysis

EFA (2000~2012)		Post-EFA (2013~2020)	
categories (7)	subcategories (26)	categories (6)	subcategories (25)
skill	life skill, cognitive skill, non-cognitive skill, skill	skill	digital skill, skill, non-cognitive skill, transferable skill, framework, agency, entrepreneurship, job skill
link to development agenda	MDGs, partnership, extension of MTSP, EFA	social development	environment, peace, work, policy, gender, community
Education	learning, work to school, learning outcome, empowerment, quality education	learner centred	different needs, pathways, transition to secondary, quality TVET, equality, uprooted
work	forced labor, employment, TVET, work to school	system	accredit system
humanitarian-development	national development, humanitarian action, economic development, social development	humanitarian-development	scale-up
life-cycle	right holders, adolescents, child protection	beneficiaries	uprooted, early child, adolescent
perspective shift	tradition, change		

3.2. Analytical Framework: Delors' Four Pillars of Education

If lifelong learning is discussed as a principle that includes legitimate and abstract value, an analysis with lifelong learning perspective inevitably confronts limits of account. Thus, a framework that provides lenses to observe what purpose and structure lifelong learning has, and Delors' Four Pillars of Education was applied.

Learning: The Treasure Within was written by the independent Commission serving for UNESCO, and it is based on the UN and UNESCO's intellectual, humanitarian and ethical principle that education plays the role of re-establishing peace and human mind. Meanwhile, it discusses what kind of learning is necessary for a human being to be an agency actively leading the society to where they want to live and making relevant changes (Power, 1997). This is distinctive from the old idea limiting the human achievements within people's innate intellectual technical capacity. The initiative idea of lifelong learning provoked by Lengrand (1975) insists on breaking away from this old-generation education. Delors thought that the traditional quantitative knowledge-driven educational demand was not appropriate for individuals and communities to achieve development not being overwhelmed by the knowledge-oriented society of the 21st century. While criticizing the traditional perspectives remaining in tradition, he insisted that the following four learning pillars should intersect each other.

Learning to Know

Learning is both an objective and measures of life. Learning as measures is to develop job skills and obtaining knowledge to understand one's circumstance, to communicate with others, and to live with dignity. On the other hand, learning as an

objective is to concentrate on the joy itself of understanding, knowing and discovering something. To 'know', knowledge of the scientific method during childhood and general knowledge after basic education is important; and the latter helps people to form professional knowledge accepting different knowledge and compounding dynamic intellectual systems. Lengrand (1975) emphasized the need to shift perspectives in learning methods and contents. His 'learning to learn' is a prerequisite for 'learning to know' with non-cognitive abilities such as understanding, comparing, applying, and linking knowledge to practice. Accordingly, knowledge is acquired through constant experience starting with early childhood learning, where concentration and memorization skills are nurtured. Delors (2013) argues later that even after completing basic education, there is a need for keeping curiosity to know about the world and other people, and for improving the environment in which knowledge can be acquired without going to school.

Learning to do

The prosperity in current industrial economy depends on the ability to transform knowledge into innovation, new business, and job creation, so learning should move on to develop these. These abilities extend from narrowed skills to competences such as social behavior, teamwork, and crisis management to solve everyday situations. Using knowledge to deal with the various problems encountered in work and life enhance people's confidence (Delors, 2013). He predicted that this capability would become more important as society changes more rapidly, although it was not a part of general vocational training until 1990s. His focus was on dematerialization of work and the informal economy, in which the emerging service industry depended on the quality and humanity of relationships, and that learning for work should contribute to the informal area, not the formal workplace, of developing countries. As social and

technological changes accelerate, technologies will vary, and ICT discussed in a number of studies including the SDGs, will be considered a symbol and fundamental one that represents new demand for dynamic skills (Ouane, 2011).

Learning to live together

Delors saw this third pillar as an educational objective and a means to achieve the necessary utopia (p.22). He believed that the then society was built through the history of violence and conflict, and that economic activities based on the competition would deepen conflicts between the rich and the poor within and among countries. Nevertheless, he viewed that egalitarian perspective could ease tensions and promote cooperation and friendship by sharing common goals and objectives. Thus, it is important to understand human diversity and people should have the opportunity to understand it from early childhood education. Individuals can understand themselves and others through relationships at home and in the community as well as at school. He also saw the need for skills in the 21st century to understand others through conversation and discussions. In addition, formal education should include sports and social and cultural activities as learning, in order to make people work together with common goals. If schools do not play its role, other educational institutions should play instead.

This framework today can be discussed on a variety of issues, including migrants, refugees, culture, religious, human right, etc (Jarvis, 2009; Delors, 2013). Jarvis (2009) called it ‘learning to care for planet’ and emphasized political and ethical behavior and civic awareness to overcome global capitalism, a knowledge economy that separates people. Power (1997) saw that the Four Pillars’ view must be understood as a principle not only in vulnerable countries but also in all countries, including developed countries, to achieve the ultimate goal of learning. In this regard,

‘learning to live together’ aims at nurturing global citizens from a global perspective.

Learning to Be

It explains the ultimate role of education as a whole development of body and spirit, intelligence, sensibility, aesthetic sense, spiritual value, etc. Human being should develop their own belief and autonomy to decide their own destiny in various circumstances of life, and to allow them to think, judge, feel and imagine freely through education. Inheriting Faure’s *Learning to be* (1972), development should build a variety of human characteristics, including not only as individuals but also members of families and communities, citizens, producers, inventors and dreamers (Delors, 1996, p.95). Power (1997) believes that adolescence is most effective in developing new talents from a point of view connecting Faure and Delors’ ideas and in becoming a new learner with maximized potential. This is not to say that a child’s fate is inherently predetermined or subordinate by an adult, rather to view a child as an existential agency to progress. Delors (2013) considered it is critical to enhance self-understanding and build self-esteem through continuous education. If someone recognized himself inferior to others in a school, this school cannot be seen as a proper player as part of society that nurtures progressive citizens. Thus, ‘learning to be’ asks the question of what the learning outcome ultimately should be.

Delors (2013) saw that continuous training should enable people to critically think of the tension between individuals, an individual and the whole, and tradition and modernity in a reality where productivity is constantly demanded by major economic players. Therefore, lifelong learning appears not through quantified performance but through how it contributes to dealing with life-related problems of learners.

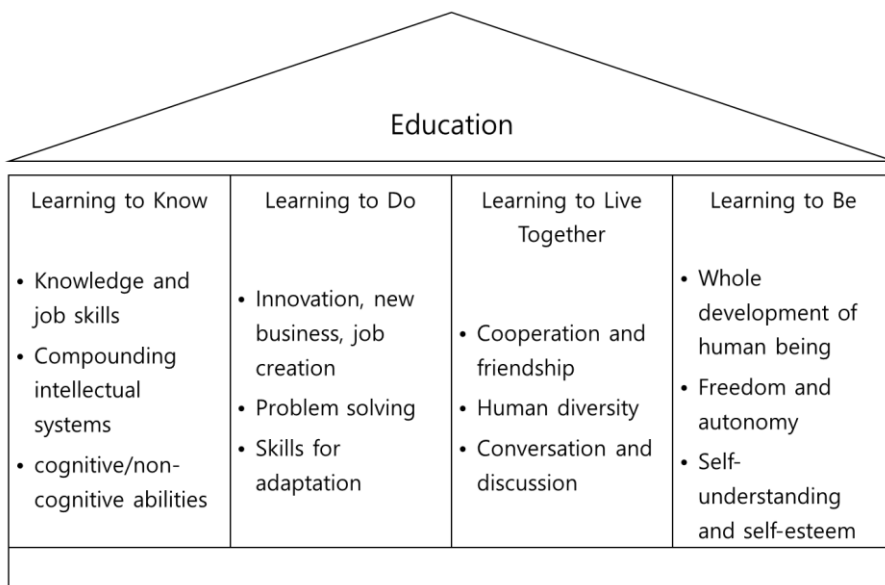


Figure 2. Four Pillars of Education

Chapter IV. Findings

To catch the shift from EFA to Post-EFA, finding out discourses in UNICEF in 2000s' EFA era was conducted first. Those researched documents mainly were papers of the UN General Assembly's Economic and Social Council (ECOSOC), UNICEF's Mid-Term Strategic Plans (MTSP) that is anchored in the organization's programmes, partnerships, alliances, and advocacy and related publications. The MTSP renews the organization's priorities every four years, but notably, the MTSP 2006-2009 was extended two times, first in 2008 to align the period with the UNDP and the UNFPA, and the closure of the MDGs (UN, 2008a); and in 2009 to change the reviewing cycle from three years to four years and aligning every fund and programmes within the UN (UN, 2008b). Those documents provide information on how UNICEF understands its beneficiaries and provides educational supports for them.

What is new in *Education 2030* after post-EFA is that within the framework of the international development system, education has not only been linked to humanitarian response, but has also been able to respond rapidly changing societies. Accordingly, education is understood as a cross-cutting solution to the threat to labor market, technological development, urbanization, migration, political instability, environmental degradation, natural disasters, and unemployment, poverty, inequality, peace and human rights, not as an instrument for increasing school enrollment (UNESCO, 2015). In the statements of the 2015 World Education Forum, UNICEF highlighted the role of education and schools for the better live of all children and the foundation of a decent society. Therefore, it is necessary to look at the extent of UNICEF's engagement in children and how learning in and out of schools are linked.

4.1. Education between life-saving and development

4.1.1. Humanitarian mission for life saving

The MTSPs (2001, 2005) state that UNICEF's mission and mandate underlie on the UNICEF Mission Statement, the Convention on the Rights of the Child, and The Millennium Summit Declaration of the General Assembly. Among them, UNICEF represents its main priority as humanitarian actions for children's empowerment, which is the policy direction expressed in Core Corporate Commitments for Children in Emergency (CCC). CCC provides the organization with global standards and norms of humanitarian actions also based on the Convention on the Rights of the Child for saving children's lives, protecting their rights, and fulfilling potentials. This is not only a guide of policy but also a tool for effective service delivery by programming and operating. Accordingly, in the implementation of the plan, detailed explanations about the situations are such as conflict, war, and disasters.

UNICEF is committed to ensuring special protection for the most disadvantaged children – victims of war, disasters, extreme poverty, all forms of violence and exploitation, and those with disabilities. UNICEF responds in emergencies to protect the rights of children. In coordination with United Nations partners and humanitarian agencies, UNICEF makes its unique facilities for rapid response available to its partners to relieve the suffering of children and those who provide their care. (UNICEF Mission Statement⁴)

The purpose of humanitarian action is to save lives, protect health and ensure respect for human beings. UNICEF upholds the principle that all girls, boys, women and men of every age shall be treated humanely and seeks to assist and protect any and every

⁴ <https://www.unicef.org/about-us/mission-statement> accessed 5 November.

vulnerable child, treating them with dignity and respect. (Core Corporate commitments for Children in Emergency, UNICEF, p.10)

Indeed, priorities of mid-term strategic plans for 2002-2005 are (1) Girl's Education, (2) Integrated early childhood Development, (3) Immunization, (4) Fighting HIV/AIDS, (5) Child protection from violence exploitation, abuse and discrimination. This shows that the focus is on ultimately keeping children to continue basic education by linking survival, development and protection of children in emergency situations. The 2006-2009 MTSP also highlights the field-based experience as UNICEF's expertise, with prevention and recovery in an emergency situation as a focus area. At the same time, it expands its intervention by advocating children's rights while focusing resources on the least developed countries. Focus areas have been expanded to (1) Young child survival and development, (2) Basic education and gender equality, (3) HIV/AIDS, (4) Child protection, (5) Policy advocacy and partnership for children's rights. Discussions on integrated ECD and immunization of previous MTSP were incorporated in to the area (1), which aims to achieve early learning and preparation for school learning. In addition, the enhancement of adult child care skills and women's capacity for achieving these goals were constantly emphasized. The newly added policy advocacy is meaningful in that it supports both MDG1 for eradicating poverty and MDG8 for partnership, reflects UNICEF's interest in policies, laws, and budget planning for children's interests; and provides space for children, adolescents, and youth to participate.

In fact, from the 2000s onwards, UNICEF's program support shows that more than 50% of its assistance was directed to children's health and survival, including humanitarian action annually, followed by and increasing support for education. Therefore, it is necessary to look at together how humanitarian assistance is

interlinked to educational outcome.

Table 2. UNICEF program assistance by sectors

(%)

Program type	2000	2005	2010	2015	2019
Child health, survival and development ^a	47.0	51.0	63.6	58.7	50.7
Education	18.0	21.3	23.1	21.3	25.2
Hygiene, water and environmental sanitation ^b	12.0	5.5	1.8	14.4	11.6
community development and policy advocacy	9.0	11.0	2.2	1.0	2.6
child protection	8.0	10.2	9.3	4.6	9.9
Other ^c	6.0	1.1	-	-	-
Total	100.0	99.0	100.0	100.0	100.0

Source: UNICEF Annual Report 2001, 2006, 2011, 2016, 2019

Note: Some sectors have been combined.

a: nutrition and humanitarian assistance are included.

b: HIV/AIDS are included.

c: assessment, monitoring, and evaluations are included.

4.1.2. Scale-up for development

In 2000, the UN ECOSOC led by UNICEF, sought to evaluate the achievements of UN organizations for the development of children in the 1990s and set up challenges in the 2000s through *Emerging issues for children in the twenty-first century*. In this era, the correlation between human development and economic development continued to be discussed, the early childhood development that UNICEF has focused on was partly understood in that a better start of life ultimately contributes to the individual rights and national development. The new focus area of the MTSP in 2005 mentioned earlier can show the expanded role of UNICEF as a stakeholder for the development of individual capacity in short-term relief, national

and global social development in long-term activities.

UNICEF 2014–2017 MTSP: *Realizing the rights of every child, especially the most disadvantaged* is the plan coordinated within the strategic plan of the UNDO, UNFPA, UN Women, and UNDAF by the UN's QCPR for the first time. This strategy, drafted in April 2013 and published in July, reviews the achievement of previous MTSP and the MDGs and reflect evolving development needs at the time of transitioning to the post-2015 agenda. In particular, the fact that the strategies of the UN agencies have been derived in line with the QCPR gives more respects for UNICEF's role in child development, right advocacy and education, in an effort to enhance the effectiveness of global development plans. Accordingly, by 2017, UNICEF's vision was to consider the social, political, economic, civil, and cultural dimensions in survival, development, and realizing the potential of children in various ways. Particularly, humanitarian actions in urgent life-saving were intended to be scaled-up with effective policy support of national institutions, multi-sector action, taking into account the unequal status of different societies.

In response, the 2012 General Assembly quadrennial comprehensive policy review (QCPR) of operational activities for development of the United Nations system recommended and agenda for reform that will strengthen the entire United Nations development system, including UNICEF. It will also strengthen the linkages between humanitarian and development assistance. (The UNICEF Strategic Plan 2014-2017, UN ECOSOC, 2013, p.2)

The new addition to the existing focus area is social inclusion, which was recommended in the last MTSP's end-evaluation, to enhance its influence on gender inequality, and the excluded and disadvantaged children. To strengthen its influence in this area, UNICEF tried to establish social protection systems with other partners,

including the ILO and the World Bank, and has collaborated with the UNDP to resolve legal discrimination issues and strengthen national accountability.

It was not until 2017 that the SDGs began to be directly mentioned in the MTSP and the change strategy focused on complementing humanitarian assistance and development programs to contribute to a peaceful society in the long-term. The 2018-2021 MTSP's goal 1 lined the concept of early childhood development to survival and thriving, while the goal 2 expanded the concept of education and school to learning. The goal 3 redefines children, especially those who are displaced, unaccompanied, separated, or orphaned children in need of protection, as 'uprooted' and emphasizes relief, infrastructure for social services, community capabilities to caring, and protections by laws, policies, and advocacy. The environmental concept that appeared in the goal 4 included not only safe but 'clean' environment, noting climate change and environment where poor children and those in urban areas live. The final goal of equitable chance as cross-cutting one, was to engage and support diverse stakeholders from communities, children, workers, families and others for the dissemination of equal gender norms and behaviors ranging from early childhood, adolescence, and adulthood.

Table 2 shows changes in UNICEF's priority areas from 2002 to 2021. This indicates that humanitarian assistance corresponding to the survival and early child development has gradually moved into one extended area, and that the areas of health, child protection and education are situated between humanitarian and development perspectives. The domain of education also expanded from the girl's education to universal education, and learning. From the development point of view, it seems that intervention in policies, laws, budget, and etc. for improving children's rights has gradually expanded.

While the MTSP in 2005 continues to have effect, after 2010, on the other hand, there seems a linear notion that ‘school readiness’ as a preparatory step to contribute to the economic development by improving children’s academic achievement and accumulating human capital.

School readiness is linked to improved academic outcomes in primary and secondary school and positive social and behavioural competencies in adulthood. While adhering to UNICEF’s human rights-based focus on the individual benefits of education, school readiness also builds human capital to address economic development. (School Readiness and Transitions, UNICEF, 2012, p.5)

In addition, UNICEF held discussions on decent work performance, inclusive growth with productive citizens, poverty alleviation, welfare at the ECOSOC ministerial roundtable, co-hosted by the ILO. Here, UNICEF led technical recommendation for ECD and economic empowerment of women, prohibition of child labor and trafficking, school education. Meanwhile, the ILO made specific proposals such as family-friendly companies, flexible working hours, maternal leave, and paternal leave to create an enabling working environment. *Supporting Workers with Family Responsibility: Connecting child development and the decent work agenda* (2012), published in this discussion, sought high-quality economic growth from the perspective of supply and demand for labor and employment. It actively reflected the economic situation since the 2008 financial crisis, including youth employment. This is the background where lifelong learning in the 2000s seemed to lost its power and has been criticized. Lifelong learning should enhance individual’s different aptitudes and personalities in connection with social realities as well as working environment (Delors, 1996). Thus, UNICEF needs to be more responsible for protecting humanity of individuals that can be economically uniform when discussing human development in various partnerships and relationships.

Table 3. Strategic priorities of UNICEF (2002~2021)

	2002~2005	2006~2013	2014~2017	2018~2021
humanitarian ↓ development	Integrated ECD	Young child survival & development	Health	Surviving and Thriving
	- survival and less mortality	- Less mortality and child growth	Water, sanitation & hygiene	- surviving from natural disaster, conflicts, and epidemics
	- caregiving knowledge	- caregiving knowledge	Nutrition	- early child development
	- social, emotional, cognitive development	- School readiness		- community engagement
	Immunization			
	- Maternal and child health			
	- nutrition, malaria control			
	- birth registration			
		Fighting HIV/AIDS		
		- education for prevention and treatment		
		Child protection		
		- Protection from child labor, inequality, armed conflicts, exploitations		
		- Child friendly spaces, emotional supports to psychological trauma		
	Girl's education	Basic education & gender equality		Learning
	- access to primary education	- Access to primary and secondary education		- girls education and secondary education
	- net enrolment rate	- education in emergencies		- non-formal education
	- gender sensitization	- Quality education for enrolment rate		- skills
		Policy advocacy & Partnership	Social inclusion	Safe and clean environment
		- intervention to policy, law, and budget	- policy, law, budget	- climate change
		- economic development, labor and employment	- non-discrimination	- urban poverty
		- child participation	- social protection	
				Equitable chance
				- normative equality
				- broad stakeholders
				- participation

4.2. Life-cycle approach and circular learning

4.2.1. Life-cycle approach

In 1990s, the UN clarified the target of children, adolescents in development as under 18 years old. Accordingly, UNICEF, adopting life-cycle has tried to make appropriate interventions to its beneficiaries with understandings of their age and gender. Particularly, ‘life-cycle approach’ supports the necessity of interventions to every stakeholder, including parents, teachers, care service providers, policymakers from the stage of pregnancy, early childhood and preschool-age, with a perspective that the development results are accumulated throughout children’s entire lives (UNICEF & ILO, 2012). This approach reflects changes of traditional concepts of how to protect children’s rights (UNICEF, 2005).

Traditional development theories define relevant capacities of children by differentiating their developmental stages in biological and physical terms (UNICEF, 2002). Piaget differentiated this cognitive development as four stages⁵ and argued that children have an innate mechanism of genetics, maturity, and interaction to be properly promoted for decent childhood development on the assumption that the speed of development is same among people. This theory assumes only one cultural background where individual potentials to be fully realized (Cho, 2001). People who oppose to this theory criticize that it considers children immature to be an agent to participate in the environment affecting their own lives. It is also criticized that the discourse on cognitive development theories mainly has taken place in the European and

⁵ Sensory motor development (~18 months), pre-operational development (~7 years), concrete operational stage (~11 years), formal thinking stage (11 years~)

North American context and the interests of vulnerable children in minority communities or regions in the South, did not considered the external learning mechanism of social behaviors (Cho, 2001; UNICEF, 2005). Ultimately, this traditional approach does not accord to the principle of UNICEF extending its interventions from basic-need satisfaction in response to emergencies toward holistic areas for child development in different contexts.

The Evolving capacities of the child (UNICEF, 2005) refutes traditional concepts and values of child participation to protect children's rights. Even though it did not mention education directly, it enables discussion on the role of education as to what stimuli and help are needed for it. According to this, childhood is not biologically defined, but is a significant period of time up to 18 years of age before adulthood, during which children's autonomy must be respected to realize independent rights. It also requires capacity, desire, and opportunity of themselves. This capacity is defined as cognitive, physical, social, emotional, and moral capabilities, which are nurtured through the process of growth interacting with inside and outside of children. This alternative view can understand development as cultural process where children interpret the impact to their lives by participating in the society. Therefore, the focus is on recognizing children as agencies rather than persons with deficiencies, and understanding their own views of the world and the context where children behave. As a result, interest in early childhood development and education, parenting, and the growth environment increases. The following is how UNICEF tries to understand children's capacity.

The evolving capacities of children need to be understood and examined through three conceptual frameworks:

- Firstly, as a developmental concept, recognising the extent to which children's development, competence and emerging

personal autonomy are promoted through the realisation of the Convention rights. In this sense it imposes obligations on States parties to fulfil these rights.

- Secondly, as a participatory or emancipatory concept emphasizing the rights of children to respect for their capacities and transferring rights from adults to the child in accordance with their level of competence. It imposes obligations on States parties to respect these rights.

- Thirdly, as a protective concept, which acknowledges that because children's capacities are still evolving, they have rights to protection on the part of both parents and the State from participation in or exposure to activities likely to cause them harm, although the levels of protection they require will diminish in accordance with their evolving capacities. It imposes obligations on States parties to protect these rights.

(Evolving capacities of the child, UNICEF Innocenti Research Center, 2005, p.x)

Cho (2001) argues that from a cultural point of view, children have different views depending time, space, culture and social institutions, and that differences in living conditions can result in difference in cognitive tasks as well. Elder and Rockwell (1979) claimed that age is divided into developmental age, which is distinguished as a biological element; social age which is defined by the society; and historical age as a process experienced by individual. According to them, development takes place by the integration of three types of age. Thus, the process of development is not carried out in accordance with 'single explanation' or 'normal context of age strata (p. 8)'. Therefore, it is necessary to pay attention to exceptional life processes for routes that are considered universal in education, home, pregnancy, labor or discrimination.

Based on this change of perception, the MTSP has had a new focus area

that specifies the participation of children, adolescents and youth since the 2006-2009 MTSP included the goal 5 of policy advocacy and partnerships for children's rights. The key result area 4 is children's participation as stakeholders, not as beneficiaries of UNICEF in the formation of policies that affect them. The reason why children's participation is important from the life-cycle perspective is that in any context, and identical assistance for children cannot be exist. The more vulnerable they are in a situation, the better the benefits reflecting their experience is considered. Therefore, the issues that children can participate in need to be diverse, including labor, health and discrimination, and other focus areas including education should support their psychological and physical competency. Even in the practice of participation, youth-friendly way to respect children's thought and behavior is required.

In the discussion above, life-cycle approach provides two implications. First, it pursues a holistic approach through a balanced understanding of the development of children. Children are those who have an inner principle to develop autonomously and grow culturally through experiences outside world. Thus, the development of children requires creation of a cultural environment in which the basic needs are met and an agency is realized for the development of universal reason; and education can play a significant role. Second, it triggers a discussion about the tension between the protection and autonomy of children. UNICEF (2005) is concerned about the possible discrepancy between the children's right to be respected and protected. There are clear areas where the mental and physical immaturity of children should be considered from the perspective of child protection, such as crime, employment, and hostile situation. However, defining children as an immature homogenous group by adult standard would deprive them of opportunity to grow up through their own experiences. The importance of balancing the both by distinguishing the right

to be universally protected and the right to the agency of children emerges not to overprotect them and not to violate their rights to development.

4.2.2. Early childhood development (ECD) as circular learning

One of the characteristics of the ECD conceptual framework of UNICEF (2017d) is that it divides direct factors and macroscopic factors that undermine ECD. The formers of inadequate stimulation, exposure to the inappropriate environment, and lack of child care skills are possible to be improved through the delivery of humanitarian assistance, goods, and services; but the latter ones are hard to be improved in the same way. Thus, to solve the problems of social norms or culture, conflicts, environmental degradation, and financing requires an approach on ‘development’ simultaneously, such as social welfare systems, community participation and women’s empowerment.

Another feature of the ECD is that it contains compulsory conditions that must be achieved taking a cultural and contextual approach to the development of children together. In 2001, the MTSP saw integrated ECD under the age of three as a preparation for learning after the survival through nutrition, care, emotional and social development. Likewise, in 2005 the next MTSP sought to achieve its first goal, young child survival and development for ‘school readiness’. According to *School readiness and Transitions* (UNICEF, 2012), school readiness refers to a state in which children are prepared for better learning outcome with language, intellectual ability, knowledge, social skills, health and nutrition in the view of integrated child development of survival, development and learning. Considering the second goal of Dakar Framework for Action, free compulsory primary education of good quality, making students

stay in schools is one of discussions in this era. Moreover, ‘school readiness’ could represent equal and quality school oriented discussions.

2007 Education Strategy embodied the details of the MTSP’s goals of basic education and gender equality during the same period to achieve Dakar framework and the MDGs in 2000. UNICEF’s educational goals especially focused on normalizing universal primary education to restore children’s lives in emergency and post-conflict situations. Therefore, the priority was placed on school fee abolition initiative and schools for learning ‘plus’ that supports meals, health care and nutrition. In addition, the ‘back to school’ campaign was carried out so that students could return to school with its aim of providing safe learning spaces, including not only children but also families. Adolescents were to contribute to school enrolment learning and practicing child-to-child school readiness skills at home. Finally, UNICEF wanted to create an environment where cognitive and non-cognitive skills such as participation and attitude can grow by strengthening teachers’ capabilities, distributing materials, and developing curriculums. Delors warns of the danger of understanding of basic education, including ECD in the lifelong learning as just a provision of emergency package to the poor or poor countries. Education for the early child in a humanitarian crisis is the key of self-teaching (Delors, 1996, p.121), which not only breaks the vicious cycle of poverty and exclusion but also continues learning on self. Accordingly, ‘school readiness’ needs to be considered as the beginning of recognizing and developing oneself beyond the enrolment.

For the last, UNICEF also includes adults as stakeholders through capacity building such as interpersonal communication, service-related skills and gender sensitivities for early child development, or programs for parents and teacher training (UNICEF, 2001). An Animated TV Series for Children case in Kyrgyzstan, supported by UNICEF in 2007-2009, is an adult capacity building

program for animation production for children’s education based on the concept of a lifelong process in which learning lasts from early childhood. Through the communication for development (C4D) strategy, the project not only helped children prepare for school with an outreach to cover 90 percent of children aged 5 to 6 in the country, but moved on to the skills of adult participants, improving confidence, expanding employment opportunities and cultivating entrepreneurship. In fact, UNICEF (2017) includes three interventions areas in ECD Program Guide: Early learning and protection, caring for the caregiver, and family support and strengthening. This integral intervention includes cultural perspective and different stakeholders for ensuring children’s entire development in certain period based on life-cycle approach.

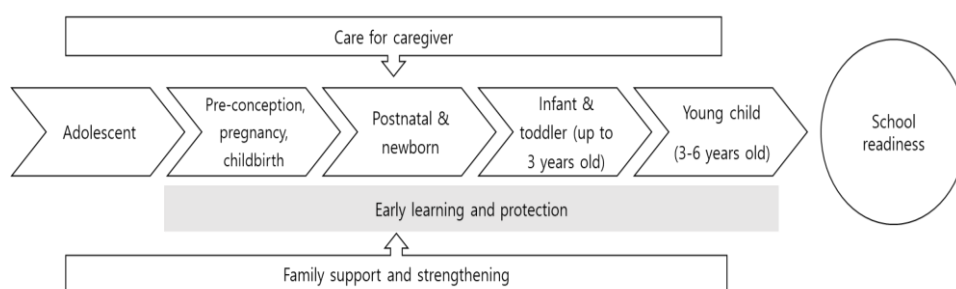


Figure 3. Life course approach to ECD. Source: UNICEF’s programme guidance for every childhood development (UNICEF, 2017d, pp.29~31). Edited by author.

According to Lengrand (1975), education is a process in which various stages interact; and experiences and knowledge are integrated. Lifelong learning is also not limited just to adult education, but is a ‘circular’ and continues to acquire knowledge in childhood, adolescence and adulthood sequentially. Lifelong learning from the Deweyan point of view is seen as developing individual competencies, habits, thought and emotions from birth (Snook, 2001). UNICEF supports this circular learning among different

generations by participating in not only their own learning but others' development.

4.3. Expansion of discourse

4.3.1. Weights on adolescents

As the interest in basic education needs, which had been pointed out as the limitations of the EFA and MDGs (Torres, 2011), shifted to the learner-centered focus of the SDGs education agenda, UNICEF's concept of children also expanded. The *2018-2021 Strategic Plan* and *2019~2030 Education Strategy* have expanded the age of children for intervention from infants aged three to five to adolescents aged 10 to 19, acknowledging that adolescence was the most important but neglected period. If childhood under the age of 18 was considered homogenous in the past, it recognized the specialty of adolescence. As a result, adolescents who were discussed together under the category of children have become independent actors of social protection and education agenda, and discussion on their learning and work have become more active.

73. Adolescence is a crucial developmental period that profoundly influences the life trajectories of girls and boys in dramatically different ways. While adolescents have the potential to become powerful agents of positive change, too often their specific needs are not prioritized.

74. To promote their empowerment, UNICEF will support national policies and service delivery systems that are responsive to the needs of adolescent girls and boys. It will promote platforms for the systematic participation of adolescents in decisions that affect their lives, and will support programmes that nurture them as informed social actors and enhance their civic engagement. (UNICEF Strategic Plan, 2018-2021, p. 14)

It is not the first discussion about adolescents ever. In 2000, the UN ECOSOC stated in the *Emerging Issues for Children in the Twenty-first Century* that it was important to recognize adolescents' capacity building and social participation and to strengthen their confidence and capacity to plan their own future. UNICEF also published *Adolescence: A time that Matters* (2002) to see adolescence as a time of protection for maturity, distinguished from childhood and adulthood. However, the culture, gender norms, global markets, and poverty that adolescents face at that time burdened them with the roles and responsibilities that adults should take, putting the cognitive and non-cognitive development of adolescents at risk. Nevertheless, as can be seen through Table 1, there was a limit that areas of intervention by UNICEF focused on early childhood's survival and development.

The intervention in early childhood in the early 2000s resulted in demographical changes of the decrease in maternal mortality and infectious diseases. According to the *Lancet Commission* (Patton et al., 2016), people aged 10 to 24 are estimated to be about a quarter of the world's population. Diers (2013) cited the following demographic changes as reasons for UNICEF's growing interest in adolescents. First, the mortality of children under the age five has been decreased due to its efforts during the EFA and the improved health caused the increase of transitions to adolescence. Second, the youth population is expected to grow continually by 2050. Currently, the youth population is mostly concentrated in Asia and Sub-Saharan Africa, where UNICEF is actively intervening for its major beneficiary. In addition, unlike the health and nutrition issues of early childhood, which were traditionally paid attention, external factors or behavior problems such as accident, addiction, and violence stand out in youth well-being, and UNICEF has become more interested in learning of the youth.

The *Lancet Commission* argued that the brain should develop in many ways through interactions that enhance its capacity to become an adult in adolescence and that other needs should be taken into account such as lifestyle, consumption, employment, home, environment, conflict and migration. *The Adolescent Brain: A second window of opportunity* (UNICEF, 2017c) emphasized that adolescence is the second growth period for acquiring social skills to thrive as adults, whereas early childhood is the first step in developing the brain through nutrition, stimulation, protection from violence and harmful environments. In order to understand the behavior of adolescence in certain situations, it argues that development of the brain in response to external stimuli and the culture where adolescents live cannot be dichotomized. This is meaningful in that from the life-cycle point of view, and adolescents' development is recognized as an independent domain while physical and cultural maturity are evenly considered.

Respect for adolescence recognizes adolescent as an active entity preparing for various roles in society as well. In 2001, the MTSP saw the great effect of intervention to adolescence for developing and utilizing its capabilities to participate in and contribute to the society. Accordingly, it believed that not only the school education, but also life-skills that can lead to behavioral changes. It starts from health managing skills such as dealing with HIV/AIDS to negotiation, conflict resolution, critical thinking, decision-making, and communication so that they can play the proper role as citizens, workers and parents in the future. In particular, it is important to recognize the potential of adolescents in a variety of ways, because the life-skills could be limited once the obligation of adolescents is bounded to only laboring and parenting. Some life-skills such as reproductive skills, parenting skills, and basic job skills in the *2007 Education Strategy* were likely to strengthen stereotypes about gender

role in home and society if they do not accompany other relevant non-cognitive skills used in social life.

Investing in the Pathways to Employment (2020), on the other hand, recognizes adolescents as main players in more diverse roles in the society. In particular, the role of adolescent girls is presented in consumers, decision makers, influencers, suppliers, leaders, as well as employees in discussing the cross-cutting rights related to gender equality. From a life-cycle perspective, UNICEF wants to support these variety of pathways to enter society according to the current situation of adolescents. Another feature is that it does not see girls as the identical group, but considers various life experiences such as pregnancy, being mothers, early marriage, disabilities, racial and ethnic minority, conflicts, abuse, refugee or being stateless. This extended perception supports the need for transition to secondary or upper education, vocational training, and life-skills as a package that enable them to respond with flexibility and resilience to changes in life.

4.3.2. Weights on skill learning

UNICEF observed that the expansion of technological influence in society in the 21st century will make future jobs unpredictable and the labor market with insufficient information. This is because of difficulty of keeping up with social changes, and the demand for skilled workers from employers will increase. While the power of demand is growing, participation in the advocacy of rights related to youth's work is low. On the other hand, those social changes increase the value of creating new demand reflecting economic conditions, such as self-employment or entrepreneurship in the global South (UNICEF, 2019). Responding to this, children should know how to handle the impact of

circumstantial changes, developing cognitive, non-cognitive, and emotional skills as well.

The *Education Strategy* of 2018 and the *Global Framework on Transferable Skill* of 2019 provide a framework that redefines skills as cognitive, instrumental, individual, and social dimension being inspired by Delors' four pillars of learning (UNICEF, 2019g, p.12)

Skills that have been called life-skill, socio-emotional skills before are called 21st century skill, soft-skill and etc. Now, on behalf of all, UNICEF presents 'transferable skills' playing bridge and a 'magic glue' role. If traditionally discussed literacy or numeracy is referred to as a foundational skill, transferable skill is one that uses foundational skills to strengthen individual rights and encourage participation. This skill is again classified into cognitive skills such as problem-solving, information-based decision-making, planning and goal setting; social skills such as communication, collaboration, conflict resolution, negotiation; and emotional skills of control and stress management, empathy, and understanding (UNICEF, 2019, pp.1-2).

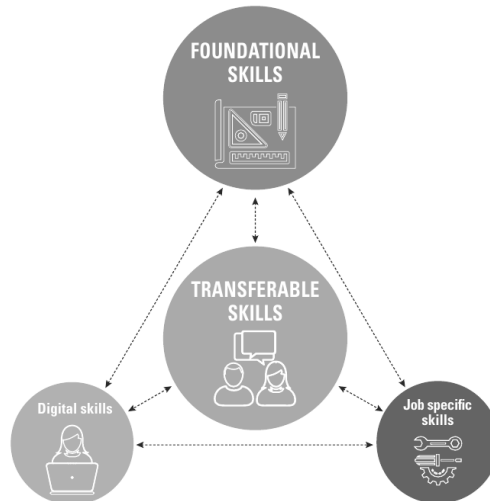


Figure 4. Skills needed for success in school, work and life. Source: UNESCO (2019, p.2).

For migrants, refugees, the displaced and uprooted children and adolescents, the role of transferable skills is to develop social ability through controlling emotions and emphasizing in violent and unstable situations. Also, the transferable skills developed by pedagogic interventions such as play and interaction, physically stimulate learning motivation. Kim & Chung (2012, 2013) claims that marginalized children may experience difficulties in social relationships due to poor physical development, emotional instability, anxiety, mental damage, or aggressive and impulsive tendencies. It is also likely that the ‘poor learning’ resulting from lack of experience will deprive of ‘function’ of life – the ability to ‘do’ and ‘be’ – and ‘capability’ – the ability to exert the function as Sen (2001) defined. From this point of view, a child’s lifelong learning ability refers to the desire and aspiration to overcome adversity and live the quality life he or she wants, and the ability to pursue and realize the dreams. In the same token, UNICEF seeks to contribute to children’s lifelong learning capabilities, focusing specifically on the needs of children and adolescents in humanitarian crises and underdeveloped situations.

On the other hand, job-specific skill can support the holistic and right-based approach that not only prepares prospective workers productively in the labor market but also ensures the dignity of human beings and obligates social civil responsibility through decent work (UNICEF, 2019f). Therefore, technologies related to TVET or Science, Technology, Engineering, Math (STEM), architecture, and public services that used to be considered as men's field should be equally accessible without prejudice to the ability of vulnerable people, especially women (UNICEF et al., 2020).

UNICEF's view of entrepreneurship among work-related skills is different from the growth approach to economic progress and the new job creation. The global South economy, including many countries in Africa, has the problem of not being able to handle the growth of the youth population and not creating new wage-earning jobs. Thus, young people in these countries are forced to choose to be entrepreneurs from limited options for living. Women in sub-Saharan Africa, not least, engage in forced low-income self-employments to engage in economic activities away from the risk of sexual abuse in work places. And their success requires cognitive job-skills such as planning management, accounting and marketing, as well as non-cognitive skills such as creativity, risk-taking, confidence and determination (UNICEF, 2019g; UNICEF et al., 2020). Therefore, the job-specific skill interacts closely with transferable skills, which strengthen psychological factors as well as with the skills for improving employment indicators.

Lastly, the newly emerging ICT in the digital era enables participation in the real world through access to information about learning, play and social opportunities. It also interacts closely with digital literacy, which extends from traditional literacy concepts. From the traditional point of view, if it was limited

to cognitive abilities such as document writing, program using, and information searching, today, it includes non-cognitive skills, including the ability to protect themselves from threats of hacking, cyberbullying, detractions, harmful contents, wrong information, etc. On the other hand, parents, teachers, caregivers, policy makers and law makers, who act as service providers in traditional skill acquisition, are hardly keep up with the rapidly changing pace of technology and adaptation of children. It requires active intervention to improve the digital literacy of children in low-income countries for protecting themselves (UN, 2017).

There is another issue of whether to keep the child fully protected from an adulthood perspective or to ensure freedom by respecting their digital skills. This can be understood from the life-cycle perspective of UNICEF, which recognizes a child as immature object and accountable agency both. Rather, children suggest the potential for intergenerational emotional skills development in that they can teach the older generation digital skills or overcome physical distance from family members with this skill (UN, 2017). As digital technology can lower entry barriers for young people to speak out, digital skill in the 21st century is not a luxury privileged to where the infrastructure is established, but a right to equal voice of the marginalized and vulnerable. *Digital Civic Engagement by Young People* (2020) notes that exposure to civic issues from an early age enhances socio-political capabilities and claims that self-actualization is possible to break the vicious cycle of poverty and inequality through alternative participation of people from cultures of unequal norms. From this point of view, transferable skill not only contributes to the uses of digital skill but also has the characteristic reinforced by digital skill.

What is noteworthy is how to recognize and qualify these achieved skills and link them to various learning domains. UNICEF is aware of it, but is not moving forward to presenting solutions. It is because the transferable skills are intangible and other tangible skills can simply replace by the number of trainees or short-term employment, resulting in disproportionate allocation of financial resources for this (UNICEF, 2019e; 2019g). However, skill should first ensure the benefits, rights, and ability of response in the moving society over the long term.

Chapter V. Discussion

This research so far has examined how UNICEF, which was responsible for children's survival, post-war reconstruction, and emergency relief, has expanded its area of activity, expertizing in learning. In this process, the field where it is active expanded to developing countries as well as natural disasters and conflict zones. Now, it is even sharing economic and political frameworks such as education, social welfare, working environment with other development organizations of the ILO, WHO, UNDP, UNFAP, UN-Women and UNDAF. In addition, linking humanitarian actions and development; and the discourse of lifelong learning in the 2000s show following implications.

5.1. Harmonization between humanitarian and development assistant through life-cycle approach

Jones (2006) and Shusterman (2019) commented on the need for UNICEF to effectively link the two areas, which implement both humanitarian and development assistant for children. In particular, Jones (2006) observed tensions between system-policy and supplies which are easily visible in the field. According to him, education needs to focus on well-being of children and should harmonize the short-term purpose of life-savings and the long-term purpose of children's growth and development through broader approach.

Since the 2000s and until now, UNICEF has been based on the organization's mission and duty on strengthening children's capacity from a humanitarian perspective. This can be seen from the operation of Core Corporate commitments for Children in Emergency which provide global

standards and norms for emergency relief services, such as food, clothing and medical supplies, in humanitarian crises, conflict, and disaster. Until 2017, priority areas related to children's survival have been subdivided into areas as survival and mobility, immunization, nutrition, diseases, health, WASH and HIV/AIDS. Budget spending in the sector accounted for nearly 70 percent of the total by 2019.

At the same time, UNICEF is making continuous efforts in that it requires policy efforts at the national and global level as well as input for individuals to link child survival to growth and youth development and learning. UNICEF participates extensively in the development of society through labor policies, institutionalization of laws, and technical suggestions through collaboration with professional organizations. This effort can be seen that the policy intervention, which was limited to child protection until 2005, has been expanded to include policy advocacy and partnership, social inclusion, response to climate change, and social equity.

Considering these dimensions, the development of a child requires total intervention to complete a specific period of time a child experiences. This includes the participation of all stakeholders influencing not only material support but also through the relationship with children. The life-cycle approach, introduced by UNICEF to understand a child's developmental stage, does not view the child's growth as a single-track process leading to adulthood. It rather understands each stage as a complete person, justifying multidimensional intervention to express potential. Thus, this view can serve as a basis for harmonizing the objectives of the development discussed with the humanitarian perspective that UNICEF has traditionally pursued. Meanwhile, the fact that UNICEF's actions are based on the legal framework of human rights based

approach, its axis still should be rooted in protecting and enriching humanity which is likely ignored in economic development perspective.

5.2. UNICEF's lifelong learning in the Post-EFA

The criticism of UNESCO itself among the issues of lifelong learning is that UNESCO did not pay attention to the economy or socioeconomic structure that created inequality by placing priority on human development. There was also criticism that the concept of lifelong learning was too utopian and general to be the ground of learning and education (Hans, 2006; Elfert, 2016). Especially in the EFA era, lifelong learning was being reduced to training, literacy and school education (Mundy, 2007, Duke & Hinzen, 2010; Tuckett, 2013; Elfert, 2016).

However, the lifelong learning agenda, jointly derived by UNESCO and UNICEF during the Post-EFA period, was expected to be respected as an independent area penetrating wide range of development agendas, including eradicating poverty, sustainable development, realizing human potential, peace and democracy (Tang, 2013). In addition, Elfert (2015) and Torres (2002) stated that lifelong learning should not be understood in a different or reduced way, depending on the learner and region, just as the binding power of the SDGs apply equally to all countries. In particular, interest in other forms of education, such as technical and vocational education, and informal and non-formal education has been increased (Elfert, 2019), emphasizing the importance of reactive and robust systems for all learners to achieve learning outcomes even in vulnerable environments.

In this regard, UNICEF focuses on finding alternative ways to realize rights and self-realization, and resilience, rather than reducing learning in humanitarian crises or developing countries to learning basic education or livelihood in schools. Non-formal education, such as community-based care centers, preschool, religious spaces, and camps, is a real example of how lifelong learning in the fields supports ‘ready to learn’ and ‘learning to know’.

Nevertheless, criticism has persisted that lifelong learning is subordinated to the market to acquire skills simply to be employed in a neoliberal context, and to secure a productive workforce (McGrath, 2013; Elfert, 2016; 2019). It has also been pointed out a lack of discussion about values and attitudes, non-cognitive, social and emotionally connected multidimensional skill and decent work (McGrath, 2013; NORRAG NEWS, 2016; Yamada, 2016). In response, UNICEF links cognitive, non-cognitive skills and job-skills developed from early childhood and young adulthood. Skill, for example, can be improved not only to produce results using new technology but also enhance self-esteem and self-understanding of learners, including their ability to protect themselves from threats from new environments. This is represented as ‘learning to do’ and ‘learning to be’. Furthermore, the transition from ‘back to school’ to ‘work and school’ supports a better life through a variety of paths through the learners’ autonomous choice of work.

5.3. Possibility of applying four pillars of learning

Delors’ Four Pillars of Learning penetrates each other by discussing each other’s interest in knowledge, non-cognitive skills, cultivation of values to get thought life, and the realization of ultimate humanity. These days, the modern concept of competency is difficult to be separated into independent areas (Illeris,

2003) because it means knowledge and skills, personal character and the ability to properly behave in a particular situation. Therefore, it is not possible for UNICEF's learning-related approach to be clearly aligned with or independently linked to each pillar. However, a multi-dimensional review is necessary on how its activities with the focus on life-cycle support the discourse of lifelong learning. The discussion of lifelong learning in UNICEF has shown very limited in terms of its frequency of direct reference and indirect interpretation. For example, UNICEF's mention of Delors shows that it acknowledges the representativeness of the framework he provided, but it shows a passive approach in that the discussion was only stayed in skill. This even could not reach 'rhetoric' support of lifelong learning. Accordingly, UNICEF's overall interventions in education and child development need to be understood by lifelong learning with consistent efforts. In this chapter, this study tried to infer the direction of UNICEF's intervention, with Delor's four pillars of learning as one of the multi-dimensional frameworks for interpreting lifelong learning.

5.3.1. Learning to know: preparing and practicing

In *learning to know*, Delors viewed learning as a means of developing skills to understand individual's environment and acquiring knowledge to communicate with others. Similarly, Illeris (2003) sees cognitive learning as improving individuals' 'function' by understanding what s/he has learned through knowledge, skills, memorization and application, and by constructing own ability. At the same time, feeling and motivation, concentration, mental energy, etc. are viewed as non-cognitive factors that sustain learning emotionally and mentally while they are stimulated by the acquisition of

cognitive knowledge. Delors believes that basic education in childhood can create synergy by building a compounding intellectual system in conjunction with diverse knowledge and skills. According to Illeris (2003), the cumulative learning using comprehension, comparative analysis, application, and practical skills is most active until the age of one, and in fact, studies on the development of children's brains under the age of five have shown that children's seeing and hearing, language and speech, socio-emotional and cognitive development have influences on academic achievement in childhood and adolescence (Grantham, et al., 2007). *Education 2030* and the SDG4 also aim to provide preschool aged children with quality essential education for at least one year, which can be seen as laying the groundwork for the acquisition of literacy and numeracy that improve the function and furthermore in the future.

Based on these studies and life-cycle approaches, UNICEF places importance on laying the foundation for cumulative learning through periods of pregnancy, birth, infancy, and pre-school. Especially, as an organization that has strength in humanitarian action, it realizes life-saving activities from a 'ready to learn' perspective for children in humanitarian crisis, where the right to express children's potential is most threatened. UNICEF-defined emergency includes conflicts, violence, and climate-related disasters, and in these situations, children's right to life and nutrition, education, play, and the environment for childcare are seriously affected. Therefore, in order to achieve the goals of *Education 2030* and the SDG4, UNICEF would like to distribute packages that comprehensively contains these contents and materials to community-based care centers, pre-schools, religious spaces, camps, and homes. From UNICEF's perspective, 'ready to learn' encompasses the concept of childcare for emotional stability, in addition to following a general educational process for cognitive development for children's age groups. For

example, UNICEF's *Early Childhood Development in Emergencies: Integrated Programme Guide* in 2014 monitors not only level of access to formal and informal basic education, but also the reunion of separated children with their families; and establishes manuals on building learning environments and childcare primarily through collaboration with the WHO.

If the early childhood is ready for basic education, childhood and adolescence, which are aged 10 to 19 normally, are times when knowledge is accumulated and the compounding intellectual system is linked to knowledge from diverse field. The cognitive skills of adolescence, which have been in the spotlight independently since post-EFA, have expanded to academic continuation and secondary education beyond life-skills such as literacy, numeracy, hygiene, health care, prevention and treatment of HIV/AIDS. This is because adolescence is not only important for personal development, but also the most important period for national development (UN, 2000, 2017; UNICEF, 2019e; UNICEF et al., 2020). As future parents, citizens, and workers, they need more learning and new skills in the 21st century. *Education 2030* and the SDG4 aim to provide equal and expanded access to quality technical vocational training, training, higher education, research, and effective educational services using ICT. UNICEF recognized the Internet and ICT technologies as essential technologies for youth to enjoy and to respond to social changes, and presented the concepts of digital skills and digital literacy. These include document production and program utilization, data search, and self-expression online. It is combined with entrepreneurship to help adolescents create their own economic opportunities. Adolescent girls who were limited in their career such as in sub-Saharan Africa, can expand the choice through job-specific skills education such as TVET and STEM.

Factors affecting children's learning outcome include internal factors such as psychology, physical and genetic factors, and external factors such as parental education level, health, nutrition, hygiene and regional gap, which the latter generally make intervention in children's development more convincing (Grantham et al., 2007). UNICEF's activities are also targeted to child-friendly external factors surrounding children, ultimately leading to positive interactions between internal and external factors. The role of adults is not overlooked in the process of these activities. UNICEF encourages caregivers, family members to share life-skills related to childcare and hygiene, and puts importance on teacher training so that teachers can engage in learning activities in the emergency with understanding of children and collaborating with the community. From this point of view, the implementation of UNICEF's *learning to know* should encompass all generations, including knowledge and vocational skills for adults.

5.3.2. Learning to do: Expanding knowledge and skills

Delors saw the importance of the ability to transform knowledge into innovation, new business, and the job creation in modern industrial economies. This is not just the acquisition of knowledge, but the ability to use what one has learned to solve problems encountered in everyday life. On the lifelong learning front, problem solving can be seen as a process of recognizing the situations facing in the real world as problems and effectively applying the old and new knowledge to obtain different answers. In this process, learners aggregate information from the various domain source to create flexible knowledge (Hmelo-Silver, 2004). The problems disadvantaged children face in real life are more complex and difficult than those are assumed in the classroom. Therefore,

willingness of learners to solve the problems by themselves, and learning various aspects of life should be supported through different manners.

One of skills that children can utilize is job-skill. However, *Education 2030* and the SDG4 are criticized for the narrow perceptions of job-skill weakening adaptability to rapidly changing labor market demands. Thus, skill should move in a direction that can be used in various occupational fields in forms of problem solving, critical thinking, creativity, teamwork, communication and conflict resolution beyond the proficiency of cognitive skills, with the opportunity for renewal and upskilling. It also presents the need for education as a cross-sectoral solution to threats to human rights of children in the labor market.

UNICEF aims to support various pathways for the better life of adolescents by extending the perspective of protecting children under ‘back to school’ in early 2000s to ‘work and school’ for the development of children. In particular, actively considering the reality that the uprooted, adolescent girls of the global South face, it suggests non-formal and alternative learning models. In terms of work and labor, entrepreneurship and self-employments are emerging as new values for handling their difficulties. In LMICs, there is a limit to young people’s entry into the labor market due to lack of information or gender discrimination, whether compulsory or voluntary, entrepreneurship becomes a way to overcome this situation. In addition, it allows adolescents to grow into agency positively seeking a better direction in life, not as passive employees who accumulate only job-skill to meet the demands of the labor market. Lock and Smith (2016) viewed the determinant of success of sub-Saharan Africa’s entrepreneurship as learning same level with secondary education that enables using financial resources and helps networking with

others. It follows attitudes and personalities that aim for success with continuous motivation. Finally, the success is seen not only breaking down of poverty but also the confidence in economic participation, families, and communities.

UNICEF's Office of Innovation has been operating UPSHIFT programs that have been available at non-formal education, vocational education, and city level municipalities since 2014, for the LMIC national education system frequently fails to provide adequate work and life-skills for adolescents. The program helps them become social innovators through the process of social problem solving, and in the process, adolescents improve their employability by acquiring digital skills and skills for learning. It can enhance communication skills, leadership, teamwork, confidence, resilience and agency through cooperation and social participation.

From the perspective of *learning to do*, it is noteworthy that knowledge or job skill is not only understood as piecemeal on a cognitive level. For example, UNICEF defines digital literacy as not only using technology to produce tangible results, but also to include the ability to protect adolescents themselves from threats arising from new environments. Therefore, digital skills also a multidimensional technology that must be updated continuously in response to rapidly evolving technology speeds, not stagnant knowledge. Employability also includes problem-solving, critical thinking and creativity to respond to changing environments rather than acquiring simple skills to be employed. *Learning to do* is a stage to utilize what one has learned to know; and how knowledge and skills accumulated in early childhood, childhood and adolescence can be seen as an outcome of solving the problem that someone confronts. It is clear that transferable skill, which encompass cognitive, non-

cognitive and social skills, is used as a ‘magic glue’ for the successful outcome of innovation, problem solving, adaptation, etc.

5.3.3. Learning to live together: Peacebuilding

Delors saw the factors that deepen conflict and competition as economic disparity and inequality which is due to discrimination based on migrants and refugees, culture and religion in today’s modern society. Therefore, *learning to live together* means to become a global citizen by understanding human diversity from early childhood experiences through relationships in families, schools and communities, learning the skills of dialogue and discussion. *Education 2030* and the SDG target 4.7 specify that formal, non-formal, and informal education should cultivate the knowledge, values, skills and attitudes necessary for citizens for sustainable lifestyles, human rights, gender equality, peace and nonviolent culture, global citizenship, cultural diversity and sustainable development.

UNICEF sees early childhood as an important period when habits begin to form, and the habit of resolving conflicts and controlling emotions through the relationships in daily life is critical. In particular, in the emergency where infrastructure for livelihood, health, safety, hygiene and education is destroyed because of armed conflict and organized violence, early childhood development should be the basis for peacebuilding. This is because irritation, aggression and depression in the early childhood stress situation likely have a negative impact on relationships with others. Accordingly, UNICEF (2014) specifies the need for intervention through socialization, play and reunion at home in its early childhood development guide in this situation.

In fact, UNICEF's evaluation of Peacebuilding Fund (PBF), which supported programs between 2008 and 2016, evaluates education and peacebuilding within one category (UNICEF, 2020a). Learning to promote peace cannot be overlooked, and it is visible that peace in *learning to live together* is an important theme, although this pillar is not identical to peacebuilding or peace education. Laruitzen (2016) dividend the stage of peace education into three stages in total, and the resulting concept of peace is as follows: The first is peace at the individual level, meaning the inner state of harmonization and well-being. The second is between individuals, resulting from equal relationships beyond religion, class and ethnicity, nonviolent interaction, and the resolution of conflict. Peace in the final stage means mediation of conflicts at the community level, which is the settlement of political and economic conflicts between countries at the international level.

Once peace at the individual level begins in early childhood, *UNICEF Strategic Plan 2018-2021* can be seen as an active support of peace among individuals and communities. The plan, first mentioned the SDGs, refers to 'emphasizing development as a central goal' as the sixth strategy of change, and aims to continue humanitarian activities while contributing to long-term development outcomes. The resulting UNICEF activities is meeting the needs of uprooted children in violence and conflict while strengthening child civic capabilities and participation to contribute to a peaceful society. According to the PBF evaluation, the proportion of people aged 15 to 18 was the highest among the sample programmes, and as the age of children targeted in strategies after 2018 was expanded to 10 to 19, the adolescents and youth engagement in peace is expected to be further increased. It starts from the safe school, life-skills, identity and participation at the local level in early childhood development and basic education, to leading projects for relieving tensions

between communities or coordinating social cohesion and conflict. Finally, it tries to create initiatives engaging adolescents in local government and national issues.

UNICEF's peacebuilding goals can be divided into resilience, which can resist violence and encourage reentry to society, horizontal cohesion that embraces diverse backgrounds, and vertical social cohesion that enables dialogue between generations (UNICEF, 2020a). For instance, in Rohingya refugee camps, life-skill and job-skills are necessary for adolescents because they can easily fall into crime-related temptations such as drug selling or kidnapping due to lack of livelihood, which is understandable in terms of resilience. For that reason, UNICEF encouraged meetings between local and refugee youths to relieve tensions in the host community caused by the influx of refugees. Sharing and discussing issues related to early marriages, relationships, and crimes, the youth could seek peaceful coexistence in society while re-constructing a comfortable relationship (UNICEF, 2019a).

The evaluation on UNICEF's peacebuilding is positive for strengthening resilience and horizontal cohesion and it respects youth participation and experience from various backgrounds. However, it revealed limitations in youth participation in intergenerational partnerships with local, and national authorities. Either in the case of the Rohingya refugee camps, the importance of cooperation between Myanmar and Bangladesh's governments was emphasized but no dialogue between generations was mentioned. As a result, UNICEF either needs to consider that how adults could collaborate with young people. Listening to different voices in the society and overcoming social norms for vulnerable children and women have been discussed continuously to realize the full potential of children. Additionally, inter-generationally living together

might be new concerns about the scope of UNICEF's interventions.

5.3.4. Learning to be: toward the whole child

Faure (1972) regarded each human being as a complete man who realizes his potential with independent perspective rather than accepting the destination. This process includes using given gifts, maximizing creativity by expressing oneself, awakening political consciousness and practicing democratic values with a help of education. According to him, *learning to be* is a process consistently completing toward unfinished men with the intellectual system, aesthetic activities, accumulated experience in the home and economy. Delors' *learning to be*, which inherits this, also means to develop body and mind, intelligence, emotion, aesthetic sense, and others to determine one's destination with self-trust and right to think freely in various circumstances of life. Shub et al. (2017) studied how the globally accepted concept of 'whole child' has been formed in UNICEF. According to this, children are protected by health and nutrition, prepared through education, and developed through self-actualization based on the commitment of the Convention of the Rights of Children. In particular, self-actualization in the final stage is closely related to the results of protection and preparation, as an answer to 'what kind of being an individual grows up to be'.

Disadvantaged children who are of particular interest to UNICEF are respected as much as possible in their current context to acquire foundational skills, such as literacy, numeracy, and non-cognitive life-skills. This includes physical, mental and psychological protection that might be vulnerable in early child; and preparation through learning and completing the basic course from

‘back to learning’ perspective. The uprooted and displaced can participate in alternative learning in refugee camps or accelerated education with ensured right to education in home, schools, and community. Focus on conflict-solving skills to live together improve self-efficacy of children as well.

Furthermore, adolescents as independent agency in the social protection and education agenda, learn to enter society through study and work regardless of gender, poverty, ethnicity, etc. In addition to the job-specific skill, adolescents’ learning the newly emerging digital skill, and entrepreneurship in the 21st century are not merely following the path given before them, but to counter social norms and bias, and to protect themselves from harmful environments. They apply knowledge which was not easily accessible before to the society and economy through learning, use skill to communicate intergenerally, and create opportunities to break the vicious cycle of poverty and inequality through.

Being an adult does not simply mean physical maturity, but rather growing up as an individual who can decide and take responsibility for what to learn and what not to learn. Traditionally, the age of adulthood has been considered to be 18 years old, but increasingly the period integrated into the concept of youth is longer (Illeris, 2003). UNICEF appreciates the value of this period and supports properly from early childhood, childhood and adolescence. First and foremost, UNICEF assumes a child’s future as an adult who performs various roles with confidence and self-esteem. This supports not only the ‘employment’ in the changing labor market but also the learning process of becoming and influencer that affects society as consumers, decision makers, suppliers, leaders and caregivers. Especially, children who are placed in emergencies of conflict and violence learn to overcome the fragility and enter decent adult life rather than

to frustrate due to the circumstance.

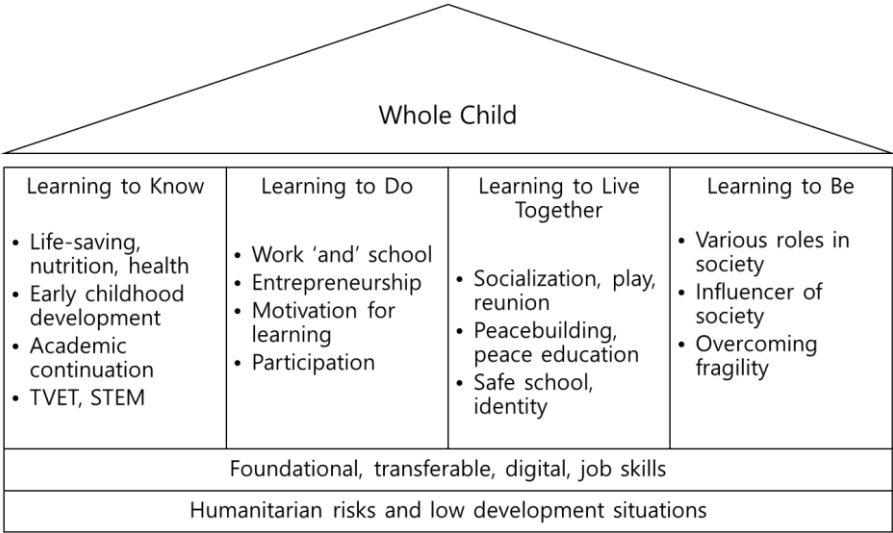


Figure 5. UNICEF’s interventions areas for learning

Chapter VI. Conclusion

6.1. Summary of the study

Under global governance, countries and various actors collaborate and solve problems related to different development agendas. Either in the case of education, they are interacting with multi-dimensional networks for achieving shared goals. In particular, the educational development agenda has continued to be expanded and included more participants. Education for All initiative, for example, in Jomtien in 1990 and Dakar in 2000, involved UNICEF, UNDP, and the World Bank under the coordination of UNESCO. Later, *Education 2030* in post-EFA and SDGs additionally engaged UNFPA, UNHCR, UN Women, and ILO. In addition, the basic education-oriented discussion expanded to lifelong learning, bringing adult education, formal education, non-formal and informal education all together. Nevertheless, discussions on the existing lifelong learning agenda have been focused on UNESCO and the World Bank which lead to an integrated and economic approach respectively. Even though there have been discussions about other organizations, they had limitations that those were mainly focused on the governance during the EFA era. Particularly, UNICEF, which has been steadily participating in education initiative since EFA, has played a major role in realizing the value of education in humanitarian crises for the marginalized and refugee children. However, studies have been scarce on how it contributes to lifelong learning agenda. Therefore, this study tried to look at how UNESCO's integrated lifelong learning has been reflected in UNICEF's policy direction.

The first research question was 'What are the focus of UNICEF's actions during the 2000s?' and this study tried to look into the efforts that UNICEF

made to achieve its foundational missions and global education agendas since 2000. As a result, interlinkage of life-saving and development, intervention with life-cycle perspective, and the expansion of discourse were revealed.

From a traditional point of view, UNICEF has provided material support to save the lives of children and protect the rights of children in humanitarian crisis. However, it became gradually interested in social development and recognized society as a place where children could display their abilities and contribute to its development. Since 2012, UNICEF began to pay attention to quality education for inclusive economic growth, poverty alleviation, and productive citizens. It apparently seems to embrace the concept of human capital while having partnerships with other economy related organization such as the ILO. The life-cycle view supported efforts to intervene to different groups of beneficiaries segmenting the age under the 18 and gender. In particular, the distinction between early childhood, childhood, and adolescence helped the balanced approach to the growth through innate abilities by supporting nutrition and cares; and stimulating from the outside world. This perspective also takes into account children's agency as well as the mental and physical immaturity which was traditionally considered in deficiency theory.

Since post-EFA, UNICEF has further expanded its interest in learners and learning areas. It acknowledged that there was a lack of interest in adolescents compared to early childhood development, and developed discussions on learning, work, and social participation of adolescents. As it actively considers the real lives of adolescents in LMIC or uprooted situation, the discussions on 'back to school' have been moved to 'back to learning', thereby boosting non-formal and alternative learning models. In life-cycle perspective, it recognized the diverse pathways and roles of adolescents. Efforts were made not only for

education that conveys knowledge but also for learning that improves the agency, self-efficacy, self-esteem. In addition, discussions on skill learning, one of the topics of post-EFA and SDG 4, were active, and it organized a framework of the learning outcome and skill, including foundational skills, transferable skills, job-skill, and digital skill. It is especially meaningful that the focus was on the importance of skills as a children's right to actively respond to changes and circumstance, not as an instrument for practicing passive functions.

The second question was 'How can UNICEF's actions in the 2000s be interpreted by UNESCO's lifelong learning framework?' and the policy direction was interpreted by the *Four pillars of education* framework suggested by Delors in lifelong learning perspective.

As a result, different generations were supported to be 'ready to learn' from their birth to youth through early childhood development and pre-school learning, and school learning. The support for cognitive and non-cognitive skills development enlarges the learner's options for social development. Even the adults who are caregivers, family members, and teachers learn for teaching and collaboration each other, which means *learning to know* inter-generationally. It can also be said that UNICEF plays the role of supporting *learning to do* in that children use acquired knowledge and skills not only in the classroom but also in solving problems they encounter in daily life. By doing, they foster positive attitudes, personalities, and restore confidence and agency in hardships. In the context of UNICEF's expertise in the emergency, socialization and emotional development of early childhood are related to *learning to live together*. These abilities strengthen internal capabilities of communicating with others. Peacebuilding programs promotes horizontal cohesion with children from various backgrounds. Lastly, the concept of 'whole

child' enshrined by UNICEF is the ultimate answer to *learning to be*. UNICEF's educational interventions, which supports the process of children's growing into self-effective, self-protective, and responsible adults, make them being influential not only protected in society.

6.2. Significance and limitation of the Study

This study is adding to the researches about organizations that implement global education cooperation. First and foremost, it is meaningful in that it captures the interest of an organization and tries to interpret it from the global education agenda.

First, it tries to identify where UNICEF is poised in development cooperation, governance, and multilateralism related to education. Knowing the targets and initiatives UNICEF is working on in educational development cooperation will be useful in comparing different positions between international organizations and identifying the effects of interactions among international organizations. However, on the contrary of the fact that UNICEF showed the explicit support for lifelong learning at World Education Forum in Incheon and Education 2030, sufficient data where it consistently has discussed on lifelong learning were not found. In addition, it revealed that a representative framework of lifelong learning was only simply referred in the discourse of skill. Based on its expertise in the fields of humanitarian risk, UNICEF could contribute to overcoming 'learning poverty' where the cognitive and non-cognitive stimulation is deficient from the early childhood to adolescence. Especially, learning focused interventions that reflect the beneficiaries' situations allow the learning sites to include various pathways rather than

formal schools for knowledge transfer. Accordingly, efforts to lay foundation of motivation for long lasting learning of early childhood and childhood in humanitarian risk should be one of the focuses of lifelong learning.

Second, this study tries to understand the concept of lifelong learning through a concrete framework. Lifelong learning is often regarded as a principle penetrating the whole educational issues rather than a partial characteristic of education because of its abstractness and inclusiveness. To make the meaning of lifelong learning clearer, this study sought to interpret UNICEF's initiatives related to lifelong learning using a framework that provides a structured view of the characteristics of lifelong learning. To this end, it attempts to analyze the policies of UNICEF by using a framework of lifelong learning developed within the UNESCO. Finding the linkages of common understanding of lifelong learning in UNICEF and the UNESCO would confirm the availability of lifelong learning as an integrated educational agenda. In this sense, Delors' four pillars of learning framework was used to review how UNICEF's policy direction can support lifelong learning. As a result, its intervention should be discussed more actively in terms of enhancing abilities for learning, handling existential problems, relationships, and ultimate whole development of human being in different generations.

As UNICEF's publications were so vast, the researcher had to continue to worry about the criteria and quantity of selected documents. As Kiernan and Hill (2018) mentioned, it is impossible to reach 'data saturation' where new material is no longer necessary for validity and reliability in qualitative studies. In this regard, although this study limited its selection to documents showing policy direction, further case-based research will be needed on how UNICEF's activities are actually progressing in the middle of humanitarian – development

linkage. When it comes to the fact that UNICEF supported lifelong learning in the process of post-EFA discourse and *Education 2030*, but the concept is not often explicitly mentioned in its publications, this study further suggests that the efforts to interpret UNICEF's activities from a lifelong learning are still necessary.

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국문초록

유네스코의 평생학습 관점에서 2000 년 이후 유니세프의 교육 개발협력 의제 확장에 관한 연구

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한리라

‘모두를 위한 교육(EFA)’ 이니셔티브가 유네스코의 조율 하에 유니세프, 유엔개발계획, 세계은행을 참여시켰다면, Post-EFA 와 지속가능한개발목표를 아우르는 교육 2030 에는 유엔인구기금, 유엔난민기구, 유엔여성기구, 국제노동기구 등이 추가로 합류하였다. 또한 기초 교육 위주의 논의가 평생학습으로 확장되면서 성인 교육, 형식 교육, 비형식, 무형식 교육을 모두 포괄하게 되었다. 그럼에도 불구하고 평생학습에 대한 논의는 유네스코와 세계은행 위주로 논의되어 왔으며, 기타 기구들에 관한 논의도 주로 EFA 시대 거버넌스 측면에만 집중되었다는 한계가 있어왔다. 특히 EFA 이니셔티브부터 꾸준히 참여해 온 유니세프는 아동, 난민 등 인도주의적 위기에서 교육의 가치를 실현하면서 개발 영역으로 범위를 넓혀 왔기 때문에 그 방향성에 대한 연구들이 필요하다는 문제가 제기되었다. 따라서 본 연구에서는 유네스코가

발전시켜온 통합적인 관점의 평생학습이 유니세프의 정책 방향에 어떻게 반영되고 있는지를 살펴보고자 했다.

먼저 2000 년대 중점 논의들로는 생존-인간 발전-사회 발전의 상호 연계, 생애 주기 관점에서의 개입 노력이 두드러졌다. 유니세프는 아동들의 생명을 살리고 권리를 보호하는 물질적 지원을 아동의 역량, 사회의 발전으로 상호 연계시켰다. 또한 생애주기 관점은 수혜자들을 영유아, 아동 및 청소년으로 구분하여 아동들의 정신적, 신체적 미성숙을 고려함과 동시에 그 시기에 발현할 수 있는 주체성에 주목함으로써 보호와 성장의 균형 있는 접근을 도왔다. 이러한 접근에 입각하여 아동의 발달 각 단계를 둘러싼 문화와 환경, 정책 및 이해관계자들을 총체적으로 고려한다. 유니세프의 가장 큰 수혜자인 미취학 아동의 경우, 아동의 학습과 보육에 영향을 미치는 청소년의 생활 기술, 부모 및 교사의 역량 강화를 포함한 순환적인 학습이 함께 일어남을 관찰할 수 있었다.

2000 년대 유니세프는 개입 영역 및 주제를 확대하고 청소년 및 스킬 학습에 대한 관심을 증대해왔다. 특히 환경, 평화, 경제적 참여 등을 위해 보다 광범위한 주제 내 지식과 스킬을 전달하고 정책적인 개입을 통해 학습자들이 성장하고 활동할 수 있는 환경을 조성하고자 한다. 또한 유아와 청소년에 대한 균형된 관심을 가지고 청소년의 학습과 일, 사여 참여에 대한 논의를 전개했다. 특히 저소득, 중소득 국가나 인도주의적 위기에 처한 청소년의 현실을 적극적으로 고려함에 따라 비공식 대안 교육 모델에 대한 논의가 활발해졌다. 스킬 학습은 Post-EFA 와 SDG4 의 주요 주제와도 일치하는데, 기존에 논의되던 생활 기술 (life-skill)과 21 세기에

새롭게 대두된 기술들을 프레임워크로 체계화하였고, 기술을 사회 변화와 환경에 대응할 수 있는 권리로서 학습하게 하였다는 데서 의미를 찾을 수 있었다.

그러나 인천선언에서 평생학습을 직접 언급한 것과는 달리, 유니세프가 평생학습을 얼마나 적극적으로 고려하고 있는가에 대해서는 의문이 제기될 수 있다. 직접적인 언급 빈도가 이에 대한 지지도를 반영하는 것은 아니다. 그러나 평생학습의 프레임워크가 스킬 부분에 한정되어 논의되었다는 점에서 수사적인 수준에서도 적극성을 찾기 어려웠다. 따라서 유니세프의 교육과 아동 발달의 지향점이 평생학습에 궁극적으로 연계되고 있는지에 대해서는 지속적으로 살펴볼 필요가 있다.

특히 본 연구에서는 들로의 ‘교육의 네 개 학습 기둥’을 평생학습을 입체적으로 이해할 수 있는 대표적인 틀 중 하나로 활용하여 유니세프의 교육 분야 개입에 대한 방향성을 이해하려는 시도를 해 보았다. 그 결과 모자보건, 출생, 취학 전 교육, 초등교육, 중등교육에서의 인지적, 비인지적 기술 함양 및 보육 및 교육과 연계된 성인들의 학습을 ‘알기 위한 학습’으로 이해할 수 있었다. 일상에서 마주하는 문제를 해결하여 긍정적인 태도, 성격을 함양하고 자신감과 주체성을 회복하는 측면은 ‘행동하기 위한 학습’에 부합한다. 특히 유니세프의 전문 분야인 긴급 구호 상황에서 유아기의 사회화, 감정 통제 등의 발달 지원과 평화구축 프로그램은 타인과 공생할 수 있는 내적, 외적 역량을 강화한다는 점에서 ‘상생을 위한 학습’을 지원한다. 궁극적으로 효용감과

책임감을 가진 청년으로 성장하는 과정을 지원하는 유니세프의 정책방향은 ‘존재하기 위한 학습’으로 나아가야 할 것이다.

본 연구는 유니세프가 평생학습과 관련한 글로벌 교육협력, 교육 개발과 관련한 거버넌스에서 어떤 위치를 차지하고 있는지를 알고자 했다. 이러한 측면에서의 유니세프는 유아기에서 청소년기로 관심을 증대하는 과정에서 이들의 학습을 지원하기 위한 성인들의 학습까지 개입의 범위를 확장하며 글로벌 교육 개발 아젠다에 관여하는 것으로 이해할 수 있다. 특히 유니세프 활동의 비교우위를 고려할 때, 인도주의적 상황에서의 학습 빈곤을 극복함으로써 수혜자들의 학습 동기가 지속될 수 있는 기초를 마련하는 데 기여하는 데 집중할 필요가 있다.

주제어: Post-EFA, SDGs, 평생학습, 유니세프, 유네스코, 들로

학번: 2019-24786