

**THIRTEENTH COORDINATION MEETING ON
INTERNATIONAL MIGRATION**

Population Division
Department of Economic and Social Affairs,
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**CONTRIBUTION
TO THE THIRTEENTH COORDINATION MEETING ON INTERNATIONAL MIGRATION¹**

United Nations Educational, Scientific and Cultural Organization (UNESCO)

¹The views expressed in the paper do not imply the expression of any opinion on the part of the United Nations Secretariat.

QUESTION 1.

Please describe in general terms the initiatives and activities your entity has undertaken during 2014 as well as those it is planning to undertake in 2015 that respond to the objectives of the 2015 coordination meeting. (Note that specific activities and initiatives can be listed as part of question 2 and 3 below.)

Background

UNESCO is an active member of the Global Migration Group (GMG) and committed to promoting the inclusion of migration in the post-2015 UN development agenda, with a focus on aspects related to its mandate. More specifically and as highlighted in the joint documents prepared by the GMG on the occasion of the High-Level Dialogue (HLD) on international migration and development in October 2013: the right of migrants to quality education, the recognition of qualifications as an enabler to migrants' integration and development, and the need to combat prejudices and negative stereotypes against migrants through formal and non-formal education initiatives. The Organization adopts a human rights-based and gender-sensitive approach in its contributions for ensuring that migration and migrants are integrated in the post-2015 UN development agenda.

A) Moving forward on the 2013 HLD outcomes – UNESCO's achievements and contributions in 2014

The Organization acted upon the eight-point agenda through several of its ongoing programmes and projects as well as through collaborative initiatives led by UNESCO. The achievements and contributions of the Organization in the context of moving forward on the actions for follow-up to the 2013 HLD are framed below:

Action point 2: Reduce the costs of labour migration

The recognition of qualification and skills is for many migrants a stepping stone to a better future as it opens the door to further training and/or improved chances for a successful integration in the labour market. The importance of this issue is particularly evident when considering the expansion of the phenomenon of study mobility according to the UNESCO Institute for Statistics, the population of internationally mobile students at the tertiary level has almost quadrupled from about 1.1 million in 1980 to 4 million by 2012, and this without counting students who are under short-term, for-credit study and exchange programmes that last less than a full academic year (so-called "credit mobility") nor those who are following technical and vocational education and training programmes.

The assessment and recognition of foreign credentials is a complex matter, conditioned by the changing and multiple patterns of skilled migration and the variability in education, as well as in accreditation and governance systems across countries and fields. UNESCO pursues in this respect four interrelated strands of work:

- Continue efforts for the revitalization of the six Regional Conventions on the Recognition of Qualifications

Six regional conventions on recognition in higher education were adopted under the auspices of UNESCO in the late 1970s and early 1980s. To respond to the increased differentiation and diversification of higher education, the accrued focus on quality assurance and accreditation, as well as the increased mobility and acknowledgement of the importance of a fair recognition of qualifications in a more globalized world, a process of revision of the relevant normative frameworks had been initiated, which gained renewed impetus after the 2009 World Conference on Higher Education. A key outcome in 2014 was the revision of the Recognition Convention for the African States, which followed the earlier revision of the Lisbon Recognition Convention (1997) and the Convention for the Asia and the Pacific (2011). This "new generation" of conventions integrates the following key principles:

- a shift in favour of applicants for recognition by requiring a decision on the recognition of their qualifications within a reasonable time limit, and pursuant to transparent, coherent, fair, reliable and non-discriminatory procedures and criteria
- the requirement to recognize qualifications unless substantial differences can be shown
- the importance of information sharing and networking at the expert level, in particular through national information centres
- the need to develop codes of good practice, recommendations and/or guidelines to further the implementation of the normative framework.

- Explore the possibility of a global recognition convention in higher education

Since the adoption of the relevant regional conventions, higher education systems and institutions have been confronted with a number of developments that cross national and regional borders and pose increasingly compelling policy challenges. These include, but are not limited to, the increased internationalization of higher education the significant increase in international labour mobility technological advancements and their role in making higher education more accessible, affordable and available the diversification of provision and providers the massification of higher education and the increased focus on quality, quality assurance and the need for robust frameworks the mobility of people, higher education programmes and institutions, both inter and intra-regions, etc. A global standard-setting instrument could provide an adequate normative response to these new and still unfolding dynamics, facilitate academic and professional mobility the sharing of good practices across regions and also help develop national capacities in the fields of qualification recognition and quality assurance. Acknowledging the benefits of such an instrument for enhancing international cooperation in higher education, UNESCO's General

Conference at its 37th session in 2013 invited the Organization to initiate the process of elaborating a global convention on the recognition of higher education qualifications, ensuring that its development will build upon and complement the regional conventions.

- Revise the existing normative framework on Technical and Vocational Education

In November 2013, the 37th session of the General Conference of UNESCO decided that the 2001 Revised Recommendation concerning Technical and Vocational Education should be revised once more to reflect new trends and issues in technical and vocational education and training. The General Conference invited the Director-General to prepare such revision in consultation with Member States and other stakeholders and to submit to it, at its 38th session, a draft revised recommendation. The first draft text contains two provisions that concern the recognition of qualifications:

53. Member States should promote the mutual recognition of qualifications at national, regional and international levels, considering the international dimension of qualifications in relation to the mobility of students and workers.

73. Member States should take measures to foster the equitable and inclusive internationalization of TVET. This should be achieved by considering national TVET provision in relation to regional and international provision, and by systematically addressing the need for accountability and transparency regarding particular qualifications and for the recognition of learning experiences carried out in another country or territory. Mutual cooperation and mutual learning between countries should facilitate the mobility of TVET learners and staff. Relevant international or regional guidelines for quality and cross-border provision of TVET, based on shared principles, could be developed.

- Consider a set of world reference levels

The Third International Congress on Technical and Vocational Education and Training (TVET), which was held in Shanghai in 2012, recommended exploring the possibility of developing international guidelines on quality assurance for the recognition of qualifications based on learning outcomes, and to consider a set of world reference levels to facilitate the international recognition of TVET qualifications. Following this recommendation, UNESCO initiated a global study on the use of level descriptors. As underlined by the study report, the rationale for the world reference levels lies mainly in their potential to provide a neutral and independent reference point against which a level of learning can be assessed, contributing to improved public understanding of, and confidence in, education, training and work, and supporting the mobility of learners and workers, participation in labour market and lifelong learning. World reference levels could facilitate equity in recognition by including quality assurance principles while addressing the challenges of inter-regional mobility through capacity-building, development of shared orientation materials and establishment of networks and communities of practice. They could raise the profile of promising recognition practices among stakeholder groups and highlight the inefficiencies caused by barriers to recognition. They could establish a framework for information provision, which is the basis of building mutual trust, an issue that is amplified at the global level.

Action point 5: Improve public perception of migrants & Action Point 1: Protect the human rights of all migrants

The need to combat discrimination, xenophobia and intolerance and to promote human rights is critical in a time where multi-culturalism is being heavily criticized for failing to promote understanding and a culture of living together in culturally diverse societies. Global economic and financial challenges as well as structural social problems, such as extreme poverty and marginalization, are providing fertile grounds for the seeds of extremism and violence.

UNESCO recognizes the increasing importance of pursuing work to promote intercultural dialogue and exchange as a prerequisite for mutual understanding and respect among culturally different communities, involving the fight against prejudices and negative stereotypes targeting vulnerable and marginalized groups. It also promotes research and policy dialogue with a view to adapting policy and regulatory frameworks so as to further the equal enjoyment of fundamental human rights by all segments of society. Albeit not focusing exclusively on migrants, this group is explicitly part of several initiatives of the Organization. Key initiatives in this action field include:

- Promotion of human rights education and global citizenship education, the latter within the context of the Global Education Initiative (GEFI), a five-year campaign launched in 2012 by the UN Secretary-General with UNESCO.
- Fostering intercultural dialogue and the rapprochement of cultures within the framework of its programme on a culture of peace and non-violence and in relation to the International Decade for the Rapprochement of Cultures (2013-2022).
- UNESCO's ongoing initiative of an International Coalition of Cities against Racism (ICCAR), launched in 2004, promoting the peaceful integration of migrants in urban settings by addressing such issues as awareness-raising for inclusion and respect for cultural diversity at the municipal level.

Action point 7: Strengthen the migration evidence base

Strengthening the migration evidence base is another area of focus in view of its importance for effective policymaking. UNESCO supports the GMG's on-going work on providing guidance and support to Member States in collecting and analyzing data on migration and development. The UNESCO Institute for Statistics (UIS),

together with its partners Eurostat and OECD, is a key actor in data gathering on education and the mobility of international students. Based on these data, it can track trends in magnitude and in directions of tertiary students. Moreover, this dataset provides information about student migrants' countries of origin and destination, and the kind of tertiary programmes that the students pursue outside their home country. It also allows us to see how likely students are to pursue their tertiary education abroad (outbound mobility ratio) and which destination countries are attractive to mobile students (inbound mobility rate).

In another programme (with the same partners), UIS tracks the mobility of doctoral degree holders. This dataset provides information about international doctorates' destination countries and some information about their country of origin, covering both mobility for study and other (professional) purposes.

The UIS has also developed the Mobility Dispersion Index, which reflects the extent to which mobile students from a given country are either concentrated in a few destination countries or scattered among a larger group.

The data collection, analysis, and dissemination on the international mobility of tertiary students and doctorate holders was carried out in 2014. A noteworthy change in that period, was the modification by the UNESCO Institute for Statistics (UIS) along with its partners of the operational definition of internationally mobile students with the view to improving the international comparability of relevant indicators. For the purposes of measuring international learning mobility, individuals (e.g. students, new entrants or graduates) are categorised according to their country of origin. The country of origin can be defined in several different ways but given the objective of measuring international mobility in education, it is recommended that the definition be based on students' education careers prior to entering tertiary education. For operational purposes this concept is measured relative to upper secondary education, even though some students may enter tertiary education from post-secondary non-tertiary programmes. The country of origin of a tertiary student is the country in which they gained their upper secondary qualifications. This can also be referred to as the country of prior education. Where countries are unable to operationalise this definition, it is recommended that they use the country of usual or permanent residence to determine the country of origin. Where this too is not possible and no other suitable measure exists, the country of citizenship may be used – but only as a last resort. Countries are asked to record the criteria used to define country of origin in the general information section of the relevant questionnaires.

In parallel to the above workstreams, UNESCO has promoted the expansion of the knowledge base on migration through a number of research partnerships with academic institutions and also within the context of the GMG.

B) Contribution as part of the Global Migration Group

As a GMG-member and having affirmed the eight-point agenda for action to “make migration work”, presented in the UN Secretary General's report to the 2013 HLD, UNESCO actively supported the GMG's joint follow-up to the 2013 HLD in 2014 particularly with regard to Action Point 7 on Strengthening the migration evidence base.

C) UNESCO's views on proposed targets for the post-2015 UN development agenda as they relate to international migrants, migration and mobility

The UIS' Educational Indicator and Data and Analysis Unit has been coordinating the Technical Advisory Group, including members from the Education For All (EFA) Global Monitoring Report, the OECD, UNESCO, UNICEF, and the World Bank to work on proposed post-2015 global education targets and indicators. The document “Towards indicators for a post-2015 education framework” outlines the proposed indicators, rationales, and challenges in measurement.

In 2014, the UIS conducted an open online consultation (which ended on January 30, 2015) on the proposed post-2015 global education indicators. Drawing upon the consultation findings, the TAG will review the list of indicators and submit a final proposal for endorsement at the World Education Forum in Incheon (Korea) in May 2015.

Currently, as the consultation results have not been analyzed, UNESCO can only share the perspectives from the Technical Advisory Group. Among the Open Working Group targets (OWG), Target 4.b and 4.7 are relevant to the mobility of young people. As an overarching consideration, UNESCO considers that the selection of indicators needs to be further validated to ensure applicability and comparability across settings.

QUESTION 2.

Where relevant, please provide a schematic overview of your entity's initiatives and activities in respect to the Secretary-General's eight-point agenda for action presented at the 2013 High-level Dialogue on International Migration and Development.

1. Protect the human rights of all migrants

Presented together with information on Action 5: Improve public perceptions of migrants

2. Reduce the costs of labour migration

- Continue efforts for the revitalization of the six Regional Conventions on the Recognition of Qualifications
A key outcome in 2014 was the revision of the Recognition Convention for the African States, which followed the earlier revision of the Lisbon Recognition Convention (1997) and the Convention for the Asia and the Pacific (2011). An important feature of the revised Convention for the African States is that States Parties, through competent recognition authorities, agree to establish appropriate procedures to assess whether refugees and internally displaced persons respectively fulfill relevant requirements to access higher education through recognition of prior learning and qualifications for employability and integration. The Revised Convention will facilitate the exchange and greater mobility of students, teachers and researchers will encourage and promote more effective use of human resources continent-wide and will strengthen effective quality assurance and accreditation mechanisms at national, regional and continental level.
- Explore the possibility of a global recognition convention in higher education
A key outcome for 2014 in this regard was the first meeting of the newly formed "Expert Group for the development of a global Convention on the recognition of higher education qualifications". The meeting, convened from 10 to 11 July, yielded analytical input on the possible content and effectiveness of a Global Convention. It brought together representatives of governments, intergovernmental organizations, quality assurance agencies, student organizations and other stakeholders from all regions of the world. A preliminary report exploring further key issues relating to the establishment of a global convention on the recognition of higher education qualifications will be submitted to the 38th session for consideration and decision on further action.
- Revise the existing normative framework on Technical and Vocational Education
Several important steps in the drafting and consultation process have already taken place, and a preliminary report containing the revised draft text was sent to Member States in September 2014 for their comments and observations in the framework of a procedural consultation. The comments received will be taken into account during the preparation of a final report containing a draft text of the Recommendation, which will be transmitted to Member States by April 2015. The first draft text contains two provisions that concern the recognition of qualifications.
- Consider a set of world reference levels
UNESCO initiated a global study on the use of level descriptors. Although the impetus for the research was strongly vocational, as contained in the Shanghai Consensus Recommendation, the decision was made to not limit the study to TVET only, based on the argument that level descriptors are generally used for all levels and sectors of education and training, and hence, the findings of the study would be of wider applicability. This research constituted the first step of the incremental approach that will be taken to respond to the Shanghai Consensus Recommendation. Additional steps will include the conceptual development of the world reference levels, consultation, and a political process that will explore the technical and legal aspects related to the desirability of defining and adopting world reference levels.

3. Eliminate migrant exploitation, including human trafficking

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4. Address the plight of stranded migrants

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5. Improve public perceptions of migrants

Key outputs and outcomes achieved in this line of work include:

- Further unpacking and operationalizing the concept of global citizenship education. With that in mind, UNESCO convened on 28-30 January 2015 at its Paris Headquarters the Second UNESCO Forum on Global Citizenship Education with the objective of discussing global citizenship education in the context of the post-2015 education agenda and its role for forging peace.
- Production of the “Teaching Respect for All Implementation Guide”. The Guide was a major output of a project funded by the United States of America (USA) and jointly launched with USA and Brazil in January 2012, to counteract discrimination both in and through education. Pilot-tested in Brazil, Cote d’Ivoire, Guatemala, Indonesia, Kenya and South Africa, the Guide can be adapted to national or local contexts by respecting each country’s needs and priorities and its social and cultural specificities. The guide can be used to strengthen existing education mechanisms and initiatives of the country, addressing issues related to non-discrimination.
- Improved capacities of stakeholders at national, municipal and city levels with emphasis on tolerance, social inclusion, poverty eradication and intercultural dialogue strengthened to fight discrimination and racism, resulting from various activities taking place within the framework of UNESCO’s International Coalition of Cities against Racism and Discrimination (ICCAR). Its programmes, following a ten-point plan of action adapted to regional specificities, address such issues as awareness-raising for inclusion and respect for cultural diversity. Examples of ICCAR activities in 2014 include:
 - A video campaign against racism and xenophobia in Europe, launched by the UNESCO European Coalition of Cities against Racism (ECCAR) in March 2014.
 - A training session on promoting the use of human rights principles and standards as a key reference for policymaking and programming at the city level during the “International Summer Academy on Human Rights in the City” organized by the City of Graz and the European Training and Research Centre for Human Rights and Democracy (ETC Graz) on 23-27 September 2014.
 - The development of Online Knowledge sharing platforms, featuring examples of good practices adopted by cities to address racism and discrimination and to fulfil their commitments under the regional Ten-Point Plans of Action
- The production of a national report illustrating good practices in promoting inter-cultural dialogue in Lebanon, as part of the Organizations projects on "Intercultural Dialogue for Respect, Inclusion and Peace: Advocacy and Capacity Building".

6. Integrate migration into the development agenda

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7. Strengthen the migration evidence base

Regarding data collection, analysis, and dissemination on the international mobility of tertiary students and doctorate holders:

- UNESCO Institute for Statistics (UIS) along with its partners modified the operational definition of internationally mobile students. For operational purposes the country of origin of a tertiary student is the country in which they gained their upper secondary qualifications. This can also be referred to as the country of prior education. Where countries are unable to operationalise this definition, it is recommended that they use the country of usual or permanent residence to determine the country of origin. Where this too is not possible and no other suitable measure exists, the country of citizenship may be used – but only as a last resort. Countries are asked to record the criteria used to define country of origin in the general information section of the relevant questionnaires submitted to UIS.
- In March 2014, a new dimension was added to the relevant questionnaires tracking the international student mobility. Countries were asked to report data on female international students so as to enable data-users to assess the extent to which study abroad opportunities are equal among women and men.
- In October 2014 and in relation to doctoral degree holders, a new data collection process was launched by the OECD, asking participating countries to submit data for reference year 2013.
- In order to facilitate the development of an international dataset on the international mobility of tertiary students and doctorate holders, the UIS conducted several regional workshops targeting national statisticians in addition to education, science & technology policy-makers on understanding international standard classification and how to complete UIS questionnaires. Additionally, UIS also hosted delegates from countries such as India and Kazakhstan to provide training on completing the questionnaires and using relevant data in their national planning.

Other initiatives to expand the knowledge base:

- A special issue of the e-journal *Diversities*, published by UNESCO and the Max Planck Institute, was dedicated to the topic of Female Migration Outcome. The issue, published in April 2014, deals with the difficulties that women

face as migrants in order to outline a set of policy outcomes for addressing these challenges (mainly from a human rights based approach perspective).

- The GMG Thematic report on Migration and Youth: Challenges and Opportunities analyzes the impact of international migration on adolescents and youth from a rights and gender perspective, examining opportunities and challenges posed by youth migration in countries of origin, transit and destination. UNESCO contributed extensively to the chapter on “Migration and Tertiary Education” and provided substantive input to the chapter on “Strengthening Participation by Young Migrants”. The report was launched on 18 December 2014 on the occasion of the International Migrants Day.
- The ongoing work on a GMG Handbook "Measuring international migration and its impact on development: A practical guide". UNESCO, through intersectoral collaboration, contributes to the chapter on Study as a reason for migration and migration and its impact on education.

8. Enhance migration partnerships and cooperation

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QUESTION 3.

Where relevant, please indicate the rationale, the strengths, weaknesses and the areas for improvement of the proposed targets for the post-2015 development agenda related to international migrants, migration and mobility

1. Safe, legal and orderly migration (10.7)

| <i>a. Rationale</i> | <i>b. Strengths, weaknesses and areas for improvement</i> |
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2. Reducing remittance transfer costs (10.c)

| <i>a. Rationale</i> | <i>b. Strengths, weaknesses and areas for improvement</i> |
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3. Rights of migrant workers (8.8)

| <i>a. Rationale</i> | <i>b. Strengths, weaknesses and areas for improvement</i> |
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4. Eliminating trafficking of women and children (5.2 and 16.2)

| <i>a. Rationale</i> | <i>b. Strengths, weaknesses and areas for improvement</i> |
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5. Addressing the “brain drain” through retention and training of health workers (3.c)

| <i>a. Rationale</i> | <i>b. Strengths, weaknesses and areas for improvement</i> |
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6. Scholarships for developing countries to enrol in higher education in other countries (4b)

| <i>a. Rationale</i> | <i>b. Strengths, weaknesses and areas for improvement</i> |
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| <p>This section was intentionally left blank</p> | <p>The Technical Advisory Group (TAG), which brings together members from the Education For All (EFA) Global Monitoring Report, the OECD, UNESCO, UNICEF, and the World Bank to work on proposed post-2015 global education targets and indicators, proposed that the key concepts to measure include the number of scholarships from donor countries for students from developing countries to study in higher education, in donor or third countries.</p> <p>What is available now? There is currently no comprehensive information on the number of scholarships awarded for study in higher education abroad as scholarships can be offered from a wide range of sources, including home governments, receiving governments and higher education institutions, and the international donor community.</p> <p>The OECD Development Assistance Committee (DAC) database contains information on the volume of Overseas Development Assistance (ODA) flows concerning scholarships for a number of specific education sectors and groups of beneficiary countries. For example, it is possible to identify the amounts of flows for higher education, vocational training and ICT, etc. It is also possible to break down the flows by income groups, LDCs, SIDS or for Africa. The OECD DAC database cannot be used to identify the number of scholarships awarded.</p> <p>What are the main measurement challenges? In order to have a complete picture of the availability of scholarships to students from developing countries, it will be necessary to identify additional data sources, in particular for scholarships awarded by non-OECD DAC countries and also those awarded by private foundations and similar bodies.</p> |

7. 4.7 By 2030, ensure that all learners acquire the knowledge and skills needed to promote

| <i>a. Rationale</i> | <i>b. Strengths, weaknesses and areas for improvement</i> |
|--|--|
| <p>The TAG proposed that the key concepts to measure in this target include: Knowledge, skills, values and attitudes required to establish sustainable and peaceful societies Participation in global citizenship education, education for sustainable development and sustainable lifestyles.</p> <p>Global citizenship education and education for sustainable development and sustainable lifestyles (GCE/ESD) refer to a broad range of skills, competencies and knowledge that equip students for addressing the challenges and opportunities of complex societies, relevant to the promotion of environmental sustainability, global awareness, and appreciation and respect for diversity. Learning outcomes stemming from GCE/ESD include knowledge, attitudes, values and behaviours, and encompass cognitive (e.g. creativity and critical thinking) interpersonal (e.g. collaboration and leadership) and intrapersonal (e.g. motivation and self-reflection) domains. Learning outcomes resulting from GCE/ESD are considered relevant across all countries, although there is agreement that the cultural and country context will influence both the acquisition and the manifestation of GCE/ESD. The ways in which GCE/ESD is taught, and the process by which students acquire the desired learning outcomes, vary considerably from one context to the next, which limits the potential for global tracking.</p> | <p>To serve as the basis for the global tracking of learning outcomes of GCE/ESD, cross-national assessments of student learning in secondary education currently capture some relevant items, especially for the measurement of the cognitive elements of GCE/ESD related to knowledge, attitudes, values and behaviours. There are two major assessments:</p> <ul style="list-style-type: none"> • the International Civic and Citizenship Education Study (ICCS) of the International Association for the Evaluation of Educational Achievement (IEA), which will be repeated and enriched in 2016 and • the Programme for International Student Assessment (PISA), which will be expanded in 2018 to include an assessment of global competencies, <p>With very few exceptions, neither of these surveys is consistently undertaken in developing countries, and items therefore need to be further validated to ensure applicability and comparability across settings.</p> <p>At present, there is no single agreed-upon definition of global citizenship, which makes it considerably more challenging to devise accurate and feasible approaches to measurement and no survey or set of items that aligns well with the concept of GCE/ESD more comprehensive tracking may require several different types of items from more than one survey.</p> <p>Intrapersonal and interpersonal knowledge, attitudes, values and behaviours are not as frequently measured on a global or regional basis, but several research studies have proposed and tested measures of creativity, collaboration and empathy. It also may be possible to design and collect indicators of GCE/ESD inputs and outputs, including the presence of curricula and teacher training for GCE/ESD, and students' participation in GCE/ESD throughout the school years.</p> |

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| <i>a. Rationale</i> | <i>b. Strengths, weaknesses and areas for improvement</i> |
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