

Assessment Report



MAINSTREAMING MIGRATION INTO EMPLOYMENT AND URBAN DEVELOPMENT IN ECUADOR

2019

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ACRONYMS

AECID	Spanish Agency for International Development Cooperation (Spanish: <i>La Agencia Española de Cooperación Internacional para el Desarrollo</i>)
CNIMH	National Council for Equality in Human Mobility (Spanish: <i>Consejo Nacional para la Igualdad de Movilidad Humana</i>)
CSO	civil society organization
DTM	Displacement Tracking Matrix
GAD	decentralized autonomous government (Spanish: <i>gobierno autónomo descentralizado</i>)
GFMD	Global Forum on Migration and Development
GIZ	German Corporation for International Cooperation (German: <i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i>)
GTRM	Working Group on Refugees and Migrants (Spanish: <i>Grupo de Trabajo sobre Personas Refugiadas y Migrantes</i>)
HIAS	formerly Hebrew Sheltering and Immigrant Aid Society, now known mostly by this acronym
IADB	Inter-American Development Bank
IESS	Ecuadorian Institute for Social Security (Spanish: <i>Instituto Ecuatoriano de Seguridad Social</i>)
INEC	National Institute of Statistics and Census (of Ecuador) (Spanish: <i>Instituto Nacional de Estadística y Censos</i>)
IOM	International Organization for Migration
JMDI	Joint Migration and Development Initiative
MERCOSUR	Southern Common Market (Spanish: <i>Mercado Común del Sur</i>)
MIEUX	Migration EU Expertise
MMICD	Mainstreaming Migration into International Cooperation and Development Project
MREMH	Ministry of Foreign Affairs and Human Mobility (of Ecuador) (Spanish: <i>Ministerio de Relaciones Exteriores y Movilidad Humana</i>)
MSP	Ministry of Public Health (of Ecuador) (Spanish: <i>Ministerio de Salud Pública</i>)
R4V	Response for Venezuelans: Coordination Platform for Refugees and Migrants from Venezuela
SENPLADES	National Secretariat for Planning and Development (of Ecuador) (Spanish: <i>Secretaría Nacional de Planificación y Desarrollo</i>)
UNDP	United Nations Development Programme
UNHCR	(Office of the) United Nations High Commissioner for Refugees

EXECUTIVE SUMMARY

Overview

- (a) This assessment of the extent of migration mainstreaming in the employment and urban development sectors in Ecuador was undertaken within the framework of the IOM Mainstreaming Migration into International Cooperation and Development (MMICD) Project funded by the European Union.
- (b) This assessment is composed of these components: (i) an analysis of Ecuador's migration, employment, and urban development dynamics and governance arrangements; (ii) an analysis of the extent to which migration and displacement are integrated into employment and urban development policies and programmes; and (iii) a set of conclusions and recommendations for successfully integrating migration and displacement within the employment and urban development sectors of Ecuador.
- (c) The methodology comprised: (i) a review of national policies and research on migration, employment and urban development; and (ii) stakeholder interviews and an introductory workshop on the mainstreaming of migration in international cooperation and development policies, held in Quito in July 2019.
- (d) The findings presented in the current document were gathered between June and July 2019; as such, no mention is made of up-to-date data or of specific considerations of the current context that have had important impacts on either sector from a local or national perspective.
- (e) The crisis caused by the COVID-19 pandemic has had repercussions on the response capacity and attention of the Ecuadorian State, which has nevertheless made great efforts to respond in a timely manner to the population – both national and foreign – with the greatest need for protection. Without a doubt, the health, social and economic systems of all countries in the world have been severely affected by the pandemic, and Ecuador is no exception. According to data from the Central Bank of Ecuador, the national economy could contract by 7.3 per cent as a consequence of the pandemic, with the employment and productivity sectors among the most affected. The pandemic will also have important effects on poverty levels and, with the increase in inequality, the Community of Latin American and Caribbean States (CELAC) forecasts an increase in poverty from 25.7 per cent in 2019 to 31.9 per cent in 2020, in addition to a probable decrease in GDP of 6–8 per cent. The Ministry of Labour of Ecuador estimates that 307,294 workers had their contracts terminated in the midst of the pandemic, of whom nearly 75 per cent were under 40 years of age.
- (f) As in several other regions of the world, the COVID-19 context has led to changes in the national budget, planning and interventions, which have been realigned to prioritize the response to the most urgent health and social protection needs. These changes in budget and spending mean that other actions and activities are being prioritized and, as such, previously planned public activities and expansion of social service coverage not related to health access have been changed or adapted to the “new normal”. Considering all of these, the capacities of the National Government and the migrant population to engage in productive, employment-generating and value-added initiatives have been significantly affected – and, likewise, the sustainability of the (slowly growing) self-employment initiatives and enterprises that target very specific groups of migrants. The National Government acknowledges the importance of flagging and mainstreaming migration through research and assessment, such as that presented in this document. The scope of this endeavour also includes translating valuable information into the promotion and generation of concrete actions to mainstream migration into employment and urban development, in order to contribute to the well-being of migrant and host communities.

Migration situation analysis

- (a) Ecuador has seen a significant increase in international immigration in recent years. The Venezuelan refugee and migrant crisis, in particular, has significantly impacted regional migration trends and national priorities.
- (b) Consequently, Ecuador faces challenges in managing the inflow of migrants (including forcibly displaced persons and migrants in vulnerable situations) through border-crossing points and towards the cities.
- (c) Since the approval of a new Constitution in 2008, Ecuador has taken a human rights-based approach to migration, enshrining equal rights for nationals and migrants.
- (d) Since then, policy and institutional frameworks have mainstreamed migration to some degree, albeit with mixed results in, for example, translating the Constitution's principles into concrete policies that address the needs of different types of migrants in the current economic and political contexts.
- (e) Obstacles to implementing the Constitution's principles include: (i) limited government capacity, including capacity for effective interdepartmental coordination, and resources; and (ii) social pressure on government authorities, as well as the context of the crisis and prioritization of resources in the midst of an economic recession, which curtails the level of commitment and political support needed to ensure equal access to rights for all migrants.

Migration and employment analysis

- (a) There are strong linkages between migration and employment in Ecuador. For example, most working-age migrants move in search of employment and other livelihood opportunities. Without regular employment contracts, irregular migrants are often unable to exercise their rights, which limits the impact of skills training and other labour market policies.
- (b) Migrants are perceived as representing unfair competition in the local labour market. In addition, there is a lack of public awareness of the role that Venezuelan migrants can play in addressing labour market gaps in Ecuador. At the same time, there are many cases of employers exploiting migrants' vulnerability, which stems from their irregular status.
- (c) Migration and displacement are mainstreamed into development cooperation interventions in the employment and urban development sectors on an ad hoc basis.

Migration and urban development analysis

- (a) The 2008 Constitution recognizes a set of rights for all, including the right to a healthy and safe habitat and adequate housing. This provides legal basis for integrating migration and displacement into urban development.
- (b) Ecuador is highly urbanized (63.8%), with the impacts of migration felt mainly in urban areas. The needs of urban migrants and residents include access to health, water and sanitation. Urban migrants face xenophobia and heightened vulnerability to disasters – especially in informal settlements, where they inhabit inadequate household structures and live in overcrowded spaces.
- (c) One key challenge is designing urban services in line with local needs brought about by the migration dynamics of the Venezuelan refugee and migrant crisis. Unplanned migration flows, however, have constrained the capacity and feasibility of collecting population data (and, therefore, population forecasting) in urban areas.

Migration mainstreaming analysis

This assessment highlights several opportunities to mainstream migration and displacement into employment and urban development, with the following already in place:

- (a) A rights-based approach taken by the 2008 Constitution, which can be built upon and extended to promote migrant access to all policies and programmes;
- (b) Increased development assistance linked to the Venezuelan crisis, with a focus on improving basic services and living conditions for host communities and migrants.

Recommendations

This assessment makes the following recommendations on mainstreaming migration into development cooperation:

Policy coordination

- (a) Enhance coordination between national stakeholders and development cooperation actors to promote alignment between national policies and development cooperation interventions.
- (b) To address the needs of migrants, cultivate a shared understanding of migration mainstreaming and build capacities of stakeholders, including subnational actors, by developing tools that consider the approach taken by previous initiatives (e.g. United Nations Joint Migration and Development Initiative (JMDI)). In addition, a targeted capacity needs assessment should be the starting point for capacity-building and tool development.
- (c) Raise awareness of migration and displacement issues and build capacities in migrant host communities, highlighting the benefits of migration for local development.
- (d) Support the Government in identifying migration mainstreaming entry points in the drafting of its upcoming development plan and other related planning tools.

Data collection

- (a) Strengthen migration data collection to facilitate the development of policies for managing migration flows resulting from the Venezuelan crisis, by supporting activities that aim to identify migrants' and host communities' profiles and needs, for example, by including migration-related questions in the upcoming census.
- (b) Promote national harmonization of data collection systems (e.g. registration systems) and the use of data in the country to inform policy development, as well as national and regional public debate on migration and displacement.
- (c) To design more effective services, support data collection on: (a) the impact of migration on labour markets, including migrants' contributions to addressing skills gaps in destination countries; (b) the recognition of migrants' qualifications; and (c) urban population growth.

Migrants' rights

- (a) Support the Government in implementing the Constitutional recognition of migrants' rights by ensuring that migrants' access to basic services, as well as the social, economic and cultural dynamics between migrants and host communities, are considered in all policies, while helping stakeholders to address the impacts – both real and perceived – on such access.
- (b) Support policies on mainstreaming migration at all levels of government (including local), including through the development of active labour market policies targeting both nationals and migrants and the implementation of specific initiatives, such as one-stop shops for migrants.
- (c) Build capacities to efficiently manage funds related to the Venezuelan crisis response, with an aim to improve services and living conditions for both host communities and migrants.

Development and humanitarian cooperation

- (a) Support the Government in enhancing coordination between development cooperation actors to align their development interventions; in addition, promote understanding of the importance of mainstreaming migration while involving other stakeholders (such as civil society organizations (CSOs)) in the process.
- (b) Support a shift from humanitarian to development responses to the Venezuelan crisis, to promote longer-term planning and more comprehensive management of migration and displacement flows.
- (c) Support the Government in making existing migration-related coordination mechanisms more inclusive and sustainable, ensuring that its mandate goes beyond addressing specific flows (following the example of the European Union Delegation in Tunisia, which coordinates a working group on migration that brings together all development partners).

- (d) Support the Government in elaborating a plan of action to address development issues linked to migration and displacement and which should be able to harness the increasing levels of available development assistance intended for addressing the impacts of the Venezuelan crisis.

Capacity development

Build the capacities of all stakeholders, using tools developed through previous initiatives, such as the United Nations Joint Migration and Development Initiative, and based on a targeted needs assessment.

Communications and awareness-raising

Support the Government in using evidence-based information and communication strategies aimed at challenging negative perceptions of migration.

Migration and employment

- (a) Support the Government in enhancing the inclusion of migrants in existing employment programmes that support entrepreneurship, skills development and social inclusion, through the identification of potentialities through which a diaspora can contribute in these areas.
- (b) Support the Government in developing labour migration policies that support Ecuadorians working abroad, migrant workers in Ecuador and returning migrants.
- (c) Address migration- and displacement-related opportunities and challenges in employment programming, including by supporting migrants through skills development and labour market integration; helping the Ministry of Labour to upscale specific initiatives, such as the one-stop shops for migrants (i.e. under the *Ventanilla Única Ecuatoriana* initiative); facilitating employment of young women; enhancing employers' compliance with labour legislation; and enhancing the role of the diaspora in contributing to employment creation.

Migration and urban development

- (a) Consider the vulnerabilities and needs of different classes of migrants (including refugees, children, labour migrants and migrants in transit) and displaced persons in urban areas and develop targeted interventions accordingly.
- (b) Build the capacities of local authorities to manage the opportunities and challenges of migration and displacement, taking advantage of the current planning cycles of decentralized autonomous governments (GADs), including by supporting them in adopting indicators that measure migration mainstreaming.
- (c) Support the upscaling of innovative local initiatives such as *Casa del Migrante* (House of the Migrant) (see [section 3.4.3](#)) and evaluate their impact on urban host communities.
- (d) Support the integration of migration linkages into other urban development initiatives funded by the European Union and other development actors, such as the Global Alliance for Urban Crises and the Cities of Solidarity (*Ciudades Solidarias*) programme.

INTRODUCTION

Within the framework of the Mainstreaming Migration into International Cooperation and Development (MMICD) Project, IOM is supporting the European Commission in mainstreaming migration¹ into development cooperation by developing guidelines and training materials. Ecuador was selected as one of three partner countries² to pilot these tools with respect to two sectors: employment and urban development.³

1.1 Objective of the assessment

In preparation for the MMICD Guidelines and Toolkits pilot, this assessment of the extent of migration mainstreaming into international cooperation and development in the employment and urban development sectors in Ecuador was conducted to serve as basis for assisting the Ecuadorian Government, the European Commission and other development cooperation partners in mainstreaming migration into the most relevant development sectors.

Objective:

Assess the extent of migration mainstreaming into international cooperation and development in the employment and urban development sectors in Ecuador.

This report first provides an analysis of migration in Ecuador ([Chapter 2](#)), outlining key data sources and reviewing migration governance arrangements. It then analyses the coordination and linkages between migration, sustainable development, employment and urban development interventions ([Chapter 3](#)), before providing recommendations for enhancing migration mainstreaming ([Chapter 4](#)).

1.2 Methodology

The assessment was undertaken by an international consultant working closely with IOM between June and August 2019, in three main phases:

- (a) **Country situation analysis.** A desk review was complemented by in-field interviews with key stakeholders (see [Annex 4](#)). The findings from this phase helped to develop an understanding of Ecuadorian migration, employment and urbanization issues, while mapping data sources and stakeholders.
- (b) **Analysis of the mainstreaming of migration into focal sectors.** Interviews with State and non-State actors (see [Annex 4](#)) and a workshop involving key stakeholders was held in Quito in July 2019 (see [Annex 5](#)). This phase provided an opportunity to present and discuss the preliminary results from the first phase, while stimulating discussion (through group activities) about migration linkages within the focal sectors and possible entry points for migration mainstreaming.
- (c) **Review and validation.** A meeting was organized in Quito to present the preliminary conclusions and recommendations with project partners and national stakeholders. After incorporating feedback from project partners, the assessment results were presented to the MMICD Steering Committee in Brussels.

1 Migration mainstreaming is the process of integrating migration considerations into development cooperation to recognize and address interlinkages between migration and different development sectors.

2 The pilot countries are Ecuador, Madagascar and Nepal.

3 For the purposes of the MMICD Project, the employment sector is considered to encompass labour market intermediation; skills and vocational training; job creation and entrepreneurship; and labour standards, working conditions and social dialogue. The urbanization sector encompasses urban planning, housing and basic services, urban poverty reduction, urban governance, and urban resilience.

MIGRATION SITUATION ANALYSIS

Since 2014, Ecuador's economic situation has worsened, due to lower global prices of commodities such as oil, the appreciation of the dollar, and low levels of funding and external investment. Rising unemployment, especially youth unemployment, and urban–rural disparities are key challenges the Government is facing.

Text box 1. Ecuadorian migration statistics

- In 2017, Ecuador had almost 400,000 international migrants (2.4% of the national population). Women constituted almost half (48.3%) of this number.
- The total number of emigrants in 2017 was 1.1 million.
- Remittances were estimated at 2.9 per cent of GDP in 2018.
- Arrivals of Colombian asylum seekers increased by 11 per cent from 2017 to 2018.
- The number of Venezuelan migrants that arrived through regular pathways to the country was 7,531 in 2015; the number recorded for January to August 2019 was 60,958 (R4V, n.d.a).

2.1 Immigration

Since the 2000s, Ecuador has increasingly become a country of destination itself, with migrants arriving from neighbouring Peru (mainly labour migrants) and Colombia (including refugees).

In addition, the number of migrants from Colombia, Haiti and Cuba has increased in recent years. In 2018, Colombian arrivals increased by 15 per cent year on year (MREMH, 2018b).

Today, immigration is dominated by significant inflows from the Bolivarian Republic of Venezuela – some of which transit through the country en route to Peru, Chile or Argentina. Due to increased restrictions on migration to other countries, Ecuador has become a key destination country for Venezuelan migrants.

At any rate, since migration policies in the region have tightened, Ecuador's migration situation is changing, posing new challenges and opportunities.

2.2 Emigration, diaspora, remittances

Since the early 1980s, Ecuador has been a country of emigration, with the United States, Spain and Italy being the main countries of destination. Outward movement was reinforced by the economic crisis of the late 1990s. The total number of Ecuadorian emigrants in 2019 was 1.7 million.⁴

Remittances have been a key component of Ecuador's economy since the early 2000s. World Bank 2018 data shows that remittances constituted an estimated 2.9 per cent of the country's GDP during that year (Global Migration Data Portal, 2020).

2.2.1 Return migration

With economic downturns in the last decade in key destination countries such as Spain, encouraging unemployed migrants to return to their home countries, the Government of Ecuador developed programmes to support return migration (Migration Policy Institute (MPI), 2014). More recently, migrants from other countries who have left Ecuador began to return to the country.

Text box 2. Migration data considerations

- A lack of reliable migration data constrains Ecuador's migration governance, especially given the rapidly evolving Venezuelan crisis. Thus, there is insufficient data on the flows of the large numbers of migrants who enter and leave the country irregularly.
- The number of Venezuelans in Colombia increased from 5,144 in 2015 to 330,414 from 2016 to July 2019.
- The last census (2010), did not include information on nationality. The next census, in 2020 and supported by IOM, is expected to include questions that assess migration status.
- Data on employment and access to rights are, in principle, available from some local governmental Human Mobility Units (*Unidades de Movilidad Humana*). However, these units are not always active in all provincial governments and data remains underused.
- Response for Venezuelans (R4V), a "Coordination Platform for Refugees and Migrants from Venezuela" (UNHCR, n.d.), collects and consolidates data on migrants and refugees, making it available in real time on its website.
- The Government has published several reports and other documents with updated data on the migration situation, such as the Framework for International Cooperation for the National Response to Venezuelan People on the Move in Ecuador (MREMH, UNHCR and IOM, 2018).
- IOM collects data on Venezuelan migration to Ecuador through the Displacement Tracking Matrix (IOM, 2020a).
- The World Bank is developing an initiative with other stakeholders to collect data on the impact of migrant inflows to provide reliable information for policy and programme development to respond to the migration crisis from a development perspective.⁵

2.3 Forced displacement

2.3.1 The Venezuelan crisis

Ecuador hosts the highest number of refugees in Latin America, of whom around 95 per cent are Colombian, (UNHCR, 2016; MREMH, 2018b). Unusual migration flows from the Bolivarian Republic of Venezuela to other Latin American and Caribbean countries started in 2015 and continues today with increasing intensity. As of August 2019, the number of Venezuelan migrants was estimated at 4.2 million; this number was projected to increase to 5.5 million in 2020 (UNHCR, n.d.).

The number of Venezuelan migrants in Ecuador increased from 5,144 in 2015 to 385,042 in August 2019 (IOM and UNHCR, 2019), with the main points of entry along the northern border (Rumichaca and San Miguel). Migrants and refugees mainly move to the cities of Guayaquil, Manta, Quito, Santo Domingo and Cuenca, either in transit to other countries or as their final destinations.

According to the IOM Displacement Tracking Matrix (DTM) (IOM, 2019), around 54.1 per cent of Venezuelan migrants were men, with 87 per cent aged 45 years or younger, in March 2019. These migrants were also highly educated.⁶ Of those surveyed by IOM, 92 per cent were planning to stay in Ecuador.⁷ More than 132,000 Venezuelans held Ecuadorian residence permits based on data from 2012 to December 2019 (UNHCR, n.d.).

⁵ In particular, this study will answer questions related to migrants' impacts on labour markets and migrants' access to services, among other issues, and will shed light on opportunities and priority areas.

⁶ Around 43 per cent had completed secondary schooling, while almost 13 per cent had a university degree.

⁷ All 2019 data are provided by IOM.

In response to the high levels of migration from the Bolivarian Republic of Venezuela, the Ecuadorian Government issued a Declaration of Migratory Emergency in August 2018, which is still in force and enables the Government to assist Venezuelan nationals in vulnerable situations entering the country. In July 2019, Executive Decree 826 established a registration and regularization process that aimed to provide temporary residence permits for those already residing in Ecuador before 26 July 2019 and who came to the country through regular entry points. Even though some of the clauses in the decree aim to facilitate the granting of visas,⁸ it is expected that many Venezuelans will not be able to obtain them, which may mean that many remain in an irregular situation.

The requirements for obtaining regular migrant status remain stringent and constitute a major obstacle to migrants' access to employment and basic services.⁹ As a result, 73.6 per cent of Venezuelan migrants in Ecuadorian cities did not qualify as regular migrants,¹⁰ according to IOM's Displacement Tracking Matrix of June 2019.

2.3.2 Colombian refugees

Despite the 2016 peace agreements in Colombia, the number of Colombians seeking international protection has increased. In 2018, the security situation along Ecuador's border with Colombia deteriorated, with the presence of criminal organizations driving an increase in arrivals of Colombian asylum seekers (up 11% from 2017 to 2018). In August 2019, former Revolutionary Armed Forces of Colombia commanders announced that they had taken up arms again, which is likely to result in further increases in forced displacement and trafficking in persons (UNHCR, 2019a).

MIGRATION MAINSTREAMING ANALYSIS

3.1 Migration governance

Ecuador has a comprehensive legal migration governance framework. It has signed most international norms and regional agreements on migration, and its Constitution and Organic Law on Human Mobility recognize migrants' rights to access employment and services on an equal basis with nationals, providing strong legal foundation for mainstreaming migration into development planning and sectoral interventions.

3.1.1 International frameworks

Ecuador is a State party to the main international treaties and conventions relating to migration (see [Annex 6](#)). In addition, Ecuador participates in the following regional migration governance initiatives.

- (a) **Andean Community (of Nations)/Comunidad Andina.** This organization was established to facilitate free trade and free movement of people between the Plurinational State of Bolivia, Colombia, Ecuador and Peru (Andean Community, n.d.).
- (b) **Southern Common Market/Mercado Común del Sur (MERCOSUR).** The free trade bloc covers most of South America, with Ecuador as an associate member State. The membership of the Bolivarian Republic of Venezuela was suspended in 2016. MERCOSUR nationals have the right to work in other member States and the right to the portability of social protection.
- (c) **South American Conference on Migration (SACM).** This regional consultative process for South American countries addresses a range of migration and development topics, including diaspora engagement, rights of migrants, migrant integration, trafficking in persons and smuggling of migrants (IOM, 2020b).
- (d) **2010 South American Human Development Plan for Migration.** The plan covers human rights, freedom of movement, social inclusion and labour rights. Ecuador also contributes to South American joint positions on forced displacement.¹¹
- (e) **Bilateral agreements.** Ecuador has agreements in place with Spain and Belgium – as well as other countries in the region, such as Colombia, as part of regional trade agreements – to coordinate labour migration and the portability of social protection. Further agreements on the portability of social security are being negotiated with Italy and the United States. Ecuador has also concluded memorandums of understanding on migration with other countries, including Guatemala.

3.1.2 National frameworks

Ecuador's legal and policy framework on migration is comprehensive and guided by the application of human rights for citizens and non-citizens alike (IOM, 2018). However, the country has experienced challenges in the application of its legal norms, especially in the continuing context of public service funding difficulties arising from the economic downturn and its capacity to respond to incoming migration flows. The key national migration governance frameworks are as follows.

- (a) **2008 Constitution.** Articles 40 and 392 of the Constitution protect and guarantee the right to migrate, with Article 40 also guaranteeing the human rights of migrants.
- (b) **2017 Organic Law on Human Mobility (*Ley Orgánica de Movilidad Humana*).** Currently undergoing reform, the law is a comprehensive legal text that addresses several aspects of migration governance, including

¹¹ Ecuador is party to the Cartagena Declaration on Refugees (1984), the Mexico Declaration and Plan of Action to Strengthen International Protection of Refugees in Latin America (2004), and the Brazil Declaration and Plan of Action (2014).

ensuring that all residents are entitled to the same rights, with provisions for humanitarian visas and the acquisition of Ecuadorian citizenship.¹²

- (c) **2018 National Human Mobility Plan (*Plan Nacional de Movilidad Humana*)**. The plan sets out policies and guidelines for the implementation of the 2017 Organic Law, with provisions for coordination among national institutions and GADs.
- (d) **National Equality Agenda on Human Mobility (*Agenda Nacional para la Igualdad de Movilidad Humana*)**. The newly adopted agenda was developed with the support of IOM to replace the National Equality Agenda for Human Mobility 2013–2017.
- (e) **Agenda of the National Council for Equality in Human Mobility (*Consejo Nacional para la Igualdad de Movilidad Humana*) (CNIMH) 2017–2021**. The agenda addresses non-discrimination principles.
- (f) **Foreign Policy Agenda 2017–2021**. Migration is integrated into the agenda's Objective 5, that is, to "promote the exercise of the rights of people in human mobility in all its dimensions."

Despite the existence of a strong migration governance framework, the following implementation challenges remain.

- (a) **Access to education**. Migrant children do not enjoy full access to schooling, as evidenced by DTM data. The reasons for this include migrants' lack of information on access rights and difficulties with accessing education. Xenophobia and discrimination are other obstacles that need to be addressed.
- (b) **Access to health care**. In practice, access is conditioned by the availability of resources – which are scarce, especially in areas which have experienced high levels of immigration in recent years. Migrants can also be reticent to access health care due to their distrust of public servants, lack of information about their rights, or fear of being reported to the police or of being discriminated against. The cost of providing health care to migrants almost doubled from 2017 to more than USD 47 million in 2018, according to the Ecuador Ministry of Public Health (MSP), which has issued a migration-specific health-care response plan (MSP, 2019a).

3.1.3 Institutional framework

The key government bodies responsible for migration governance, and which are prone to migration mainstreaming, are detailed in Table 1.

Table 1. Key government bodies responsible for migration governance

Department	Responsibilities
Ministry of Foreign Affairs and Human Mobility/<i>Ministerio de Relaciones Exteriores y Movilidad Humana (MREMH)</i>	Serves as the lead ministry on foreign policy and human mobility, including immigration, diaspora engagement, return, trafficking in persons and smuggling of migrants, refugees, and asylum. (IOM, 2018)
Human Mobility Round Table/<i>Mesa Nacional de Movilidad Humana</i>	Established by the Vice-ministry of Human Mobility, recognizing the need for the coordination of migration policy among the Central Government, the decentralized autonomous governments, civil society and international development partners. Eight intersectoral round tables on human mobility ensure participation and coordination of Government, civil society and academia for the implementation of the 2018 National Human Mobility Plan. (CNIMH, 2019)
Ministry of Economic and Social Inclusion/<i>Ministerio de Inclusión Económica y Social (MIES)</i>	Responsible for the inclusion of people in vulnerable situations through access to social services, protection of their human rights and social mobility, among others. The ministry protects specific categories of migrants at risk, such as unaccompanied minors.

¹² Key aspects of the 2017 Organic Law are as follows: (a) integrating regulations covering migration into a single legal body; (b) ensuring all residents are entitled to the same rights – including access to social security, education and formal employment – regardless of nationality; (c) ensuring admission of foreign nationals into the country is based on the application of human rights and not on the needs of the labour market; (d) considering the mobility dimension of crises by offering humanitarian visas to persons who cannot fulfil normal migration requirements; (e) allowing immigrants to obtain Ecuadorian nationality after three years of continuous and legal residence; and (f) allowing all persons in the country access to primary education and emergency health services, irrespective of migration status.

Department	Responsibilities
Technical Planning Secretariat/Secretaría Técnica Planifica; formerly, Secretaría Nacional de Planificación y Desarrollo (SENPLADES)	Responsible for administering national and decentralized planning and integrating human mobility in development planning instruments. The secretariat has set the roadmap for public governance and administration, with technical planning criteria. Hence, it addresses all cross-cutting issues, such as gender-based violence, equity, poverty reduction, health and migration, by implementing national development planning that nurtures from and gives directions to national and local government institutions.
National Council for Equality in Human Mobility/ Consejo Nacional para la Igualdad de Movilidad Humana (CNIMH)	Responsible for promoting, fostering, protecting and guaranteeing respect for migrants' rights to equality and against non-discrimination (and, especially, the fight against xenophobia). This is to be achieved through the formulation, mainstreaming, enforcement, monitoring and evaluation of public policies to ensure their full validity and the exercise of the rights of people on the move in Ecuador.
Ministry of Labour/ Ministerio del Trabajo	Government institution in charge of public policies on work, employment and human resources in government service. It also regulates and controls compliance with labour obligations through the execution of effective, efficient, transparent and democratic processes framed in integral management models. All of these are done with a view to achieving a decent, quality and solidarity labour system that incorporates social justice and equal opportunities for all.
Ministry of Production, Foreign Trade Investments and Fishing/Ministerio de Producción, Comercio Exterior, Inversiones y Pesca	National institution in charge of promoting the strategic insertion of Ecuador in global trade through productive development, improvement of integral competitiveness, and development of value chains and investments.
Ecuador Municipalities Association/Asociación de Municipalidades Ecuatorianas	Associative institution that promotes a decentralized and autonomous local management model based on articulated planning and participatory management of the municipal territory, through the exercise of institutional representation, quality technical assistance and coordination with other government levels and agencies of the State.
Provincial Government Consortium/Consortio de Gobiernos Autónomos Provinciales del Ecuador (CONGOPE)	Associative institution in charge of capacity-building, representation and the defence of the autonomy, decentralization and interests of the provincial governments of Ecuador within the framework of their respective territorial development processes.
Ministry of Tourism/ Ministerio de Turismo	National-level State institution in charge of the regulation, control, planning, management and promotion of tourism, with the goal of positioning Ecuador as a preferred tourist destination for its exceptional cultural, natural and experiential diversity within the framework of conscious tourism as an activity that fosters socioeconomic and sustainable development.
Ministry of Housing and Urban Development/ Ministerio de Desarrollo Urbano y Vivienda (MIDUVI)	State institution that exercises the rectory and implementation of the public policy of cities, guaranteeing citizens access to safe and healthy habitats, decent housing and integrated public spaces.
Ecuadorian Institute of Social Security/Instituto Ecuatoriano de Seguridad Social (IESS)	Government body responsible for keeping pension records and ensuring social protection, access to health care and the portability of social security, including for migrants.

3.1.4 Programmes and projects

Ecuador has an official policy in place to reintegrate returning migrants, with programmes covering specific aspects of return migration (MREMH, n.d.a). One such programme issues so-called “returning migrant certificates” that confer entitlement to certain benefits, such as access to education at all levels, recognition of qualifications and degrees earned abroad, and access to the financial system. Additionally, in order to facilitate local integration, benefits include provision of training (e.g. vocational training) for social and economic reintegration. Other initiatives, including those supported by the Government of Spain, promote the voluntary return of migrants, although diaspora engagement is, at times, perceived as a sensitive issue in Ecuador due to the diaspora’s support of political opposition movements.

3.2 Migration and sustainable development

3.2.1 National Development Plan 2017–2021

The migration governance framework establishes a strong link between migration and development. Migration is mainstreamed into National Development Plan 2017–2021 (“A lifetime”) (*Plan Nacional de Desarrollo 2017–2021* (“*Toda una vida*”)),¹³ which includes different references to migration, in line with Constitutional principles. The plan integrates an innovative approach to guaranteeing human rights throughout the entire human life cycle that entails providing services and developing public policies for all age groups, with a particular consideration for certain priority groups, including people on the move.

3.2.2 Development cooperation

Development cooperation in Ecuador has many linkages with migration due to current efforts to manage increases in immigration, in response to the humanitarian crisis caused by the April 2016 earthquake, as well as the need to reflect commitments to the 2030 Agenda for Sustainable Development.¹⁴ Migration is referenced in United Nations Sustainable Development Cooperation Framework 2019–2022. In addition, in recognition of its comprehensive migration governance framework, in 2019 Ecuador became the first South American country to be elected to the presidency of the Global Forum on Migration and Development (GFMD). This represents an important opportunity to escalate discussions about Ecuador’s challenges, including the Venezuelan crisis, to the international level.

The European Union Delegation to Ecuador considers migration a key theme of development cooperation. The Political Consultation Mechanism between Ecuador and the European Union – a regular, high-level process – had its last meeting in May 2019 where joint priorities on human rights and human mobility, among other issues, were confirmed. This current assessment has found that additional efforts are required to mainstream migration into development cooperation in an integrated and programmatic manner, including in the European Union’s bilateral cooperation programmes.

¹³ The National Development Plan is structured around three key components: (a) rights for all throughout the human life cycle; (b) an economy to serve society; and (c) more society and better government. It provides the roadmap for national development planning and integrates innovative elements to guarantee human rights throughout the human life cycle.

¹⁴ Executive Decree No. 371 (2018) adopted the 2030 Agenda for Sustainable Development, which guided the National Development Plan 2017–2021.

Text box 3. Key initiatives

- (a) **United Nations Joint Migration and Development Initiative (JMDI).** Jointly funded by the European Commission and the Swiss Agency for Development and Cooperation (SDC), and implemented by IOM and the United Nations Development Programme (UNDP),¹⁵ the JMDI reinforced the capacity of GADs in the northern regions and of Pichincha Province to integrate migration in their policies and programmes.¹⁶ The initiative established a unit to provide information and psychosocial and cultural integration assistance to migrants. It has also supported the Government in mainstreaming migration into policy frameworks.¹⁷ JMDI proposed an inter-institutional coordination mechanism, and training modules and workshops in mainstreaming migration (R4V, n.d.b).
- (b) **Other IOM initiatives.** For over 15 years, IOM has supported migrants, refugees and host communities along Ecuador's northern border by improving basic service provision and promoting income-generating activities. IOM has also implemented a joint initiative for migration and youth employment in collaboration with other United Nations agencies and supported the Government in mainstreaming migration into policy planning.¹⁸ Moreover, IOM has supported the Ministry of Labour to promote the rights of migrant workers and access to employment for returnees and immigrants. Finally, IOM provided support to persons displaced by the 2016 earthquake. (IOM, 2017a)
- (c) **European Union initiatives.** The European Union is funding a programme to promote sustainable and inclusive development and empower local communities along the northern border, in the provinces of Esmeraldas, Carchi, Imbabura and Sucumbíos (European External Action Service (EEAS), 2019).
- (d) **Spanish Agency for International Development Cooperation (AECID) initiatives.** AECID has provided technical support for the creation of sustainable housing (see section 3.4.3).
- (e) **German Corporation for International Cooperation (GIZ) initiatives.** Sustainable urban development, including its mobility dimension, is among GIZ's priorities (see section 3.4.3) (GIZ, n.d.).
- (f) **Inter-American Development Bank (IADB) funding.** IADB recently established a funding scheme to support investments in a range of development areas in the region (see section 3.4.3) (IADB, 2019).
- (g) **Cities of Solidarity.** UN-Habitat, in collaboration with IOM, is starting to implement this urban development programme.

3.2.3 Response to the Venezuelan crisis

"Ecuador welcomes all persons on the move, without discrimination and without considering anyone illegal because of their migratory status." – International Cooperation Framework for the National Response to Venezuelan People on the Move in Ecuador (MREMH, UNHCR and IOM, 2018)

Conscious of the growing number of Venezuelan migrants in Ecuador, the Government, development cooperation agencies and humanitarian actors have recognized the need to shift from an emergency response perspective to longer-term development and integration efforts. Such a response aims to support migrant integration into host communities while fighting xenophobia.

International Cooperation Framework for the National Response to Venezuelan People on the Move in Ecuador

The Government's medium-term comprehensive response framework (MREMH, UNHCR and IOM, 2018), launched in December 2018, has four objectives:

- (a) Guarantee safe, orderly and regular human migration;
- (b) Generate opportunities for integration and access to services in host communities;

15 The United Nations Joint Migration and Development Initiative (JMDI) was implemented by UNDP in collaboration with IOM, the International Training Centre of the International Labour Organization (ITC-ILO), UNHCR, the United Nations Population Fund (UNPF), the United Nations Institute for Training and Research (UNITAR) and UN-Women. The JMDI website is available at www.migration4development.org.

16 The JMDI focused on the two autonomous provincial governments of Imbabura and Pichincha (where the national capital, Quito, is located and is also the provincial capital). More information can be found in the publication, *"Prácticas de los agentes y autoridades locales en la gestión de la migración para el desarrollo – Informe País Final – Ecuador"* (in Spanish).

17 For example, National Development Plan 2017–2021, the National Human Mobility Plan and the Sectoral Agenda for Foreign Affairs.

18 Key outputs include the National Human Mobility Plan, a training manual on human mobility and the National Round Table on Human Mobility.

- (c) Promote inclusive economic development and employment generation for host communities and migrants;
- (d) Strengthen the institutional framework with the support of the international community under the principle of shared responsibility.

Response for Venezuelans coordination platform

The Regional Inter-Agency Coordination Platform was established pursuant to the United Nations Secretary-General's April 2018 request for the Office of the United Nations High Commissioner for Refugees (UNHCR) and IOM to lead and coordinate the response to the flows of refugees and migrants from the Bolivarian Republic of Venezuela. The regional platform aims to address the protection, assistance and integration needs of both refugees and migrants from the Bolivarian Republic of Venezuela in affected Latin American and Caribbean States. It complements and strengthens national and regional responses of governments, consistent with the principles outlined in the New York Declaration for Refugees and Migrants, focusing on regional strategies, country-specific support, information management, communications (i.e. messaging and reporting) and resource mobilization.

Response for Venezuelans (R4V): Coordination Platform for Refugees and Migrants from Venezuela, established in 2018 by UNHCR and IOM, aims to address the “protection, assistance and integration needs of both refugees and migrants by complementing and strengthening national and regional responses from governments, international organizations and civil society” (UNHCR, n.d.). The regional platform currently has 137 participants, including 15 United Nations agencies, 51 international NGOs, 37 national NGOs and other organizations, including the International Red Cross Movement, academia, faith-based organizations and international financial institutions.

Working Group on Refugees and Migrants

The Working Group on Refugees and Migrants (GTRM) was established with the support of IOM and UNHCR in 2018 as the national coordination body for the Venezuelan crisis response. Linked to the R4V, its main objective is to coordinate the activities of the Government and its partners, including United Nations agencies, other international and regional organizations, and CSOs.¹⁹ Currently, the GTRM has 36 participants, including 11 United Nations agencies, 17 international NGOs, 5 national NGOs and other organizations, including the Red Cross Movement, academia, and faith-based organizations.

Regional response plan

In September 2018, Ecuador led a regional meeting to coordinate a regional response to the crisis, which started the Quito Process,²⁰ a Government-led initiative that aims to harmonize policies in the region and coordinate the humanitarian response. Some of its priorities include developing regularization procedures and fostering migrant integration. The ensuing Quito Plan of Action engaged participating countries and the United Nations in a shared responsibility mechanism to deal with the crisis.²¹ The process is ongoing and its meetings rotate among its member countries.

3.2.4 Analysis: Coherence between migration and sustainable development policies

Rapid changes in migration flows present development-related challenges and opportunities. Emigration, immigration and transit flows have become critical issues – mainly as a result of the Venezuelan migration crisis. This has increased funding available for migration governance and in support of communities affected by migration. However, data collection efforts have not kept up with the rapid changes in the migration profile, which is one of the limitations that has constrained the public policy response. The upcoming census presents an additional opportunity to mainstream migration into Government-led data collection to inform development planning. The enhanced regional cooperation that has arisen as a further side effect of the Venezuelan crisis provides yet a further entry point for migration mainstreaming, notably through the Quito Process and Ecuador's presidency of the GFMD.

¹⁹ Donors and bilateral agencies are normally not part of the GTRM.

²⁰ More specifically, the “International Technical Meeting on Human Mobility of Venezuelan Citizens in the Region”.

²¹ The most recent Quito Process meeting, held in July 2019, resulted in the adoption of a roadmap that outlines the creation of technical working groups to advance proposals related to the following aspects of migration and forced displacement: documentation, protection, reception and assistance, health, and socioeconomic integration. In addition, a “Friends of the Quito Process” group composed of development cooperation partners was proposed at the meeting. (UNHCR, 2019b)

The protracted emergency situation forces all stakeholders involved to be reactive, instead of proactively planning for the longer term. While strong coordination exists among the humanitarian agencies involved, a lack of coordination among development actors constrains the formation of a sustainable development approach to migration. For example, while European Union development cooperation goes beyond its interventions along Ecuador's northern border, it has not yet included migration as a cross-cutting issue in other initiatives. This issue is compounded by a lack of capacity among public institutions, including subnational authorities, to mainstream migration, as well as a lack of information and good/best practice-sharing by local authorities that have successfully integrated migration into their activities.

Ecuador's strong legal framework implies that all residents should benefit from development interventions, regardless of regulatory status. The equal treatment of nationals and migrants enshrined in the Constitution does not necessarily translate into equal access to services, employment and information. This is, in part, due to the difficulties faced by migrants in accessing information, as well as their fears of prosecution and mistrust in institutions. Specific indicators of the numbers of migrants (and residents) that benefit from government interventions could enhance understanding of this challenge. The Government's "long-term vision" provides an important entry point to mainstreaming migration.

3.3 Migration and employment

The migration flows driven by the Venezuelan crisis have been perceived as having negatively impacted the labour market opportunities of Ecuadorians, although there are opportunities to better harness inflows to fill labour market shortages and generate employment, especially given that an important number of Venezuelan migrants are educated and highly skilled. Migrants are, in principle, considered a priority group in employment policies. However, despite the rollout of some programmes to support labour migrants mentioned in the Ministry of Labour's Strategic Institutional Plan, as well as efforts to regularize the stay of some migrants, many, particularly irregular migrants, still face challenges in accessing decent employment – in part due to a lack of information on available employment opportunities, discrimination in employment and difficulties in accessing identity documents from countries of origin.

3.3.1 Key linkages

Text box 4. Snapshot of Ecuadorian employment (INEC, 2019)

- (a) Ecuador's economically active population in September 2019 was 8,379,355, out of a total working-age population of 12,359,400 (i.e. 4.9% unemployment rate).
- (b) The underemployment rate was 19.7 per cent – alongside a 38.5 per cent full employment rate, with a 25.9 per cent part-time employment rate, and a 10.4 per cent unpaid employment rate.
- (c) The share of youth not in employment, education or training was 17.7 per cent, which increases to 26.1 per cent for young women (ILO, 2019a).
- (d) Young women have the highest unemployment rate (11.8 %).
- (e) Youth unemployment is considered an important public interest issue and a key aspect of the migration debate.

Many Ecuadorians oppose further immigration due to fears of labour market competition (especially in non-formal labour market settings characterized by high levels of underemployment), which is linked to unemployment. Concerns like this constrain the mainstreaming of migration into employment policies and undermine the political will and commitment necessary to transform this phenomenon.

There is a low level of awareness that Venezuelan migrants are often highly educated and could fill skilled labour market gaps, especially in semi-urban and rural areas, where specialized expertise in key sectors like health education and agro-industry is scarce.

3.3.2 Legal and policy frameworks

Migration and employment policies appear to be integrated, as shown by the focus on migrants in labour market policies. Ecuadorian law considers migrants a priority group – an approach originally designed to support returning migrants. However, provisions for migrants are not fully implemented, and irregular migrants, in particular, still face challenges in accessing decent employment – in part due to employment discrimination and migrants' lack of information on labour market opportunities. European Union development cooperation partners in the field of employment has promoted the integration of migrants and their regularization. However, such migrant-centred initiatives are often an ad hoc response to specific situations (e.g. the Venezuelan crisis).

3.3.3 Programmes and projects

The Ministry of Labour's Strategic Institutional Plan 2015–2018 considers the following possible migration initiatives to address migration issues (Ecuador Ministry of Labour, 2015).

- (a) **National Employment Strategy.** The strategy aims to promote productive investments, which could be linked to interventions that would encourage diaspora investment or migration to fill labour demand.
- (b) **One-stop shops for migrants: the *Ventanilla Única Ecuatoriana* initiative.** The pilot intervention, implemented in Quito, seeks to remove barriers to information on available labour market opportunities for migrants, regularization of migration and migrants' labour rights (Ecuador Ministry of Labour, 2019).
- (c) **National public policies.** Migrants are considered a priority category in certain national public policies aligned to the 2030 Agenda and the Constitution. Considering this, the Ecuadorian Government could strengthen policy implementation for people on the move by developing specific interventions that include active labour market promotion activities targeting migrants; labour inspection capacity-building that address migrant labour exploitation (in collaboration with IOM); and programmes for the reintegration of returning migrants into the labour market.

The Ecuadorian Institute for Social Security (IESS) is responsible for the portability of migrants' social security. Ecuadorians who have worked in Venezuela and Venezuelans in Ecuador are unable to enjoy this portability, as migrants cannot access their contribution records due to the deteriorating situation in the Bolivarian Republic of Venezuela.

The Ministry of Foreign Affairs and Human Mobility (MREMH) is working to improve the reintegration of returning migrants through the programme, "Returning Migrant, Ecuador is with You" ("*Migrante Retornado, Ecuador está Contigo*") (MREMH, n.d.b). The ministry has, in the past, also promoted access to employment opportunities for Ecuadorians wishing to migrate to Spain (Ecuador Ministry of Labour, 2019).

Development cooperation actors in Ecuador have supported initiatives to enhance migrants' employability and social inclusion. For example, the Programme for Social Cohesion in Latin America (EUROSociAL)²² of the European Union, through the revision of the Ecuadorian Labour Code, has promoted active employment policies and the integration of vulnerable groups, including women and migrants, as well as the regularization of migration. However, as previously mentioned, such migrant-centred initiatives are often an ad hoc response to specific situations.

3.3.4 Analysis: Coherence between migration and employment policies

One of the key issues brought about by the generalized crisis that undermines the National Government's ability to implement better policies pertains to its capacity to mainstream migration into labour policies. Below are the main findings that support this statement:

- (a) **Disparity between legislation and implementation.** Irregular migrants' enjoyment of full employment rights is constrained by the barriers they face and the lack of targeted policies for migrants as a whole. In particular, irregular migrants cannot access their rights and work under regular employment contracts, which limits the impact of training and other labour market interventions. In addition, ensuring that all migrants have access to information on their labour rights and employment opportunities has been challenging, as dedicated offices like the aforementioned one-stop shops have so far only been piloted in Quito.

22 The EUROSociAL website is available at <https://eurosoci.al.eu/en>.

- (b) **Insufficient attention paid to return migration.** Although MREMH is working with the private sector and civil society to provide employment for Ecuadorian returning migrants, more support is needed.
- (c) **Lack of recognition of the different needs of migrants.** Immigrants, returning migrants and refugees have different needs and vulnerabilities. Generally, many are vulnerable to trafficking, extortion, abuse and exploitation. Aside from the vulnerable situations that arise within migration flows from the Bolivarian Republic of Venezuela, the increase in violence along Ecuador's northern border and increased criminal activity in Ecuador are additional factors that must be considered. Sustained counter-trafficking and counter-smuggling interventions,²³ the improvement of protection systems, and the development of social and cultural integration plans are key to addressing migrants' varied needs.
- (d) **Unfulfilled potential to leverage migration to fill labour gaps in specific sectors.** Limited knowledge of labour migration flows and the current economic recession has prevented the Government from proposing a labour migration policy that helps satisfy the demand for qualified workers (ILO, 2015). Furthermore, the potential of remittances to support investment and the engagement of the diaspora in employment creation remains under-exploited. The ongoing process of labour reform and the development of the New Labour Code are opportunities for better integration of migration into employment legislation. The ongoing World Bank study on the impact of Venezuelan migration in Ecuador will provide critical data required to frame migration in a more positive way.

3.4 Migration and urban development

Ecuador is highly urbanized, with majority of migrants ending up in cities. Urban migrants are more likely to reside in informal settlements, with less access to basic services and decent housing. They also find it more difficult to access formal employment. The Constitution enshrines the universal right to live in cities, the right to a healthy and safe habitat, and the right to access adequate housing. This provides the legal and policy basis for integrating migration into urban planning. In this regard, the Government is in the process of developing a new urban policy, while some local governments have been considering migration in territorial development plans. In addition, development cooperation partners have been providing support to local urban authorities that have received large numbers of Venezuelan migrants. The development of Ecuador's New Urban Agenda provides a unique opportunity to further mainstream migration into urban development priorities.

3.4.1 Key linkages

Below are the most relevant observations of the current scenario for people on the move in urban settings that highlight the importance of mainstreaming migration in urban development:

- (a) Ecuador's urbanization rate in 2018 was 63.8 per cent (World Bank, 2019) and most migrants from the Bolivarian Republic of Venezuela end up in cities (IOM, 2019).
- (b) Urban migrants often are among the poorest and most vulnerable city residents. They are more likely to work informally and are disproportionately represented in informal settlements, which often have access to fewer services and are more exposed to risks of natural disasters, violence and communicable diseases, among others, due to overcrowded housing.
- (c) Due to their lack of access to formal employment, areas where urban migrants reside are often more exposed to organized crime and exploitation.
- (d) Migration can put pressure on basic services and sanitation in informal settlements, which often already have poor infrastructure and service provision.
- (e) Access to education is a challenge: among Venezuelan migrant children, only 42.4 per cent have access to formal education (IOM, 2019), despite the universality of this right being enshrined in the Constitution.
- (f) Increased pressure on services and resources, especially in areas already characterized by high poverty, have led to social tensions between migrants and host communities.

²³ The Government's counter-trafficking-in-persons approach is detailed in the 2017 Organic Law and operationalized through the Strategy to Promote Rights to Prevent Human Trafficking (*Estrategia de Promoción de Derechos para la Prevención de la Trata de Personas y el Tráfico Ilícito de Migrantes*).

3.4.2 Legal and policy frameworks

The 2008 Constitution of Ecuador enshrines the universal rights – regardless of migratory status – to live in cities, to a healthy and safe habitat, and to access adequate housing. This provides the legal and policy basis for integrating migration into urban planning. The following developments frame Ecuador’s legal and policy approach to migration in the urban development context.

- (a) The New Urban Agenda,²⁴ adopted in Quito, recognizes that urbanization can be a powerful tool for sustainable development. It has a strong emphasis on supporting people living in informal settlements, where migrants are overrepresented. Ecuador is in the process of developing a plan for the implementation of the New Urban Agenda at the national level to comply with these commitments.
- (b) The Territorial Organization Decentralization and Autonomy Organic Code (*Código Orgánico Organización Territorial Autonomía Descentralización*) makes local authorities responsible for developing territorial development plans, stating that 10 per cent of resources need to go towards addressing social inclusion and other social issues, which can include migration.
- (c) The Government has put in place disaster risk reduction strategies, including the Detailed Plan of Risk Management 2019–2030 (*Plan Específico de Gestión de Riesgos 2019–2030*), which contains specific provisions for managing disaster-induced displacement (National Risk and Emergency Management Service, 2019). In this framework, migrants enjoy the same rights as citizens.

3.4.3 Programmes and projects

The Government and development cooperation partners have supported local authorities in managing migrant in urban settings through the following initiatives.

- (a) One example of the aforementioned Territorial Development Plans being implemented is the *Casa del Migrante* (Migrant’s House) initiative previously implemented in Quito and currently active in Cuenca, among other cities (Centre for Research and Specialized Studies (CIEES), 2012). These structures, established by the respective municipalities, provide free accommodation, meals, training and other forms of assistance to migrants.
- (b) Goal 6 (on universal access to water) of the 2030 Agenda is a priority of the Government, with the “Safe Water and Sanitation for All” initiative being rolled out, starting in 55 cantons (SENPLADES, 2018).
- (c) The Government has identified areas at risk of natural disasters, as well as persons likely to be affected (including migrants) and has developed response mechanisms accordingly. However, even if the Venezuelan migration crisis is not necessarily considered an emergency by the legal framework and national risk and disaster management institutions, the Government declared it an emergency in August 2018, which has enabled fund mobilization and actions to improve the State’s response capacities.
- (d) The Government, supported by GIZ, is strengthening decentralized authorities in key migrant host communities along the northern border of Ecuador to enable it to better manage migration, including by integrating migration into territorial development plans (GIZ, 2019).
- (e) The Spanish Agency for International Development Cooperation (AECID) provides technical support for the creation of sustainable housing using local materials and adapted to the respective agroecological zones and cultural contexts of the target areas. These housing units have been used to accommodate migrants from the Bolivarian Republic of Venezuela in areas that receive them. (AECID, 2018a and b)
- (f) The Inter-American Development Bank (IADB) has established a funding scheme to co-finance projects to promote access to basic services and migrant registration. Under this scheme, the IADB will provide USD 100 million (IADB, 2019).
- (g) The European Union-funded Migration EU eXpertise (MIEUX) initiative²⁵ has provided short-term technical assistance on migration and climate change to Quito authorities.

²⁴ The New Urban Agenda website is available at <http://habitat3.org>.

²⁵ The MIEUX website is available at www.mieux-initiative.eu/en.

- (h) The European Union-funded Global Alliance for Urban Crises²⁶ aims to enhance the role and understanding of cities in humanitarian crises and response by developing conceptual and reference material to guide research and action. The European Union has recently underlined the importance of urban areas in humanitarian responses.²⁷
- (i) The European Union-funded programme, Communities of Solidarity (*Comunidades Solidarias*), implemented by UN-Habitat, IOM and UNHCR, will work with local governments to address the management of migration flows to urban areas (European Union, 2019). The project also aims to adapt the Migration Governance Index to the local level in Quito.

3.4.4 Analysis: Coherence between migration and urban development policies

Below are the key findings for aspects of migration and urban development that were analysed:

- (a) **Increasing awareness of migration linkages with urban development.** Migration in the context of urban development is increasingly understood to include efforts to enhance social cohesion and public spaces for dialogue and exchange, as well as to counter xenophobia. Mainstreaming migration into urban development recognizes the importance of integration policies for all and of participatory development. However, there remains a relatively low level of awareness of urban development issues, even in the Government. UN-Habitat has developed broad guidelines, which have not been put into practice. Territorial development plans have not integrated urban development nor migration in a holistic way.
- (b) **Crisis response is constraining capacities in long-term urban planning.** This is especially challenging for planning urban public service provision, as the lack of reliable information on urban populations impedes accurate forecasts of demand for basic services and housing. Furthermore, significant migration flows have contributed to heightened community tensions. Urban authorities are not adequately prepared to address these issues.
- (c) **Complexities of urban governance.** Mainstreaming migration into urban development needs to consider the complexity of urban settings, including their diversity and broad range of needs, as well as the capacity levels of local authorities. Local authorities, including the Association of Municipalities and Consortium of Provincial Governments, require awareness-raising and targeted capacity-building to understand how to mainstream migration into territorial development plans. The ongoing planning processes of decentralized authorities represents an important entry point for addressing these issues.
- (d) **The New Urban Agenda as a key migration mainstreaming entry point.** The development of Ecuador's Urban Agenda provides a unique opportunity to mainstream migration into urban development priorities.²⁸

²⁶ The Global Alliance for Urban Crises website is available at <http://urbancrises.org>.

²⁷ For example, the European Union 2016 communication "Lives in dignity: From aid dependence to self-reliance", which marks the adoption of a development-led approach to forced displacement, stresses the importance of cooperation with local authorities "to ensure local ownership and the sustainability of the response", underlining the potential for innovative responses in cooperation between cities, urban planning and service delivery. The European Community Humanitarian Office's (ECHO) 2018 report, "The urban amplifier: Adapting to urban specificities – Report on humanitarian action in urban crises", stressed the importance of the urban dimension in response to displacement.

²⁸ The New Urban Agenda website is available at <http://habitat3.org/the-new-urban-agenda>.

CONCLUSIONS AND RECOMMENDATIONS

The assessment draws the following conclusions and recommendations for enhancing coordination between migration, employment and urban development in Ecuador:

4.1 Conclusion 1: On the need for government capacity-building

The Government needs tools and capacity-building to effectively mainstream migration and displacement into policy implementation

The assessment found that Ecuador has a strong legal framework for migration governance. Nevertheless, there is a clear need for government actors to develop a shared understanding of migration mainstreaming, especially at the policy implementation level, including concrete actions to better integrate migration and displacement in sectoral policies, as well as capacity-building and tools adapted for stakeholders at all levels. Furthermore, the Government needs support with its long-term development vision, which provides an opportunity to further mainstream migration into development planning.

Recommendation 1.1. Enhance coordination between national stakeholders and development cooperation actors to promote alignment between national policies and development cooperation interventions.

Recommendation 1.2. Cultivate a shared understanding of migration mainstreaming and build stakeholder capacities, including those of subnational actors, to address the needs of migrants by developing tools that consider the approach taken by previous initiatives, such as the JMDI. A targeted capacity needs assessment should be the starting point for capacity-building and tool development.

Recommendation 1.3. Raise awareness of migration issues and build capacities in migrants' host communities, highlighting the benefits of migration for local development.

Recommendation 1.4. Support the Government in identifying migration mainstreaming entry points in the drafting of their upcoming "long-term vision" development plan and other related planning tools.

4.2 Conclusion 2: On data for migration mainstreaming

Lack of data is a key constraint on migration mainstreaming

A lack of data and accurate forecasting on the rapidly changing, crisis-driven migration context constrain the development of targeted policies and interventions. Moreover, other surveys, including the last census, did not collect detailed immigration data. In addition, migrant registration systems and migration data differ between Ecuador and neighbouring countries, constraining various aspects of migration management, including the triangulation of information in health and school records.

Recommendation 2.1. Strengthen migration and displacement data collection to facilitate the development of policies to manage migration flows stemming from the Venezuelan crisis, including by integrating migration-related questions in the upcoming census as a supporting activity aimed at identifying migrants and host communities' profiles and needs.

Recommendation 2.2. Promote the national harmonization of data collection systems (e.g. registration systems) and the use of data in the country to inform policy development and inform national and regional public debate on migration.

Recommendation 2.3. Support data collection on urban population growth and on the impact of migration on labour markets, including migrants' contributions to addressing skills gaps, and frameworks or initiatives for the recognition of their qualifications, to enable services to be designed more effectively.

4.3 Conclusion 3: On the migration governance legal framework

Ecuador has an advanced legal framework for migration governance, but implementation remains incomplete

Ecuador has one of the most advanced legal frameworks on migration, with clear Constitutional and legislative commitments to equal treatment of all residents regardless of migratory status. Migration is also integrated into the United Nations Sustainable Development Framework. However, implementation of these commitments remains patchy and uncoordinated, with respect to both government and development cooperation programming. In practice, access to services for migrants has been constrained and costs have increased (MSP, 2019b), particularly for health, education and housing. In addition, while development cooperation partners have supported authorities in mainstreaming migration, notably through the JMDI and the Global Programme on Migration Mainstreaming, the initiatives do not seem to enable authorities to build on the tools and good practices generated. Furthermore, the impact of capacity development for local governments has been weakened by high staff turnover and the lack of specific, local-level indicators against which to measure progress in migration mainstreaming.

Recommendation 3.1. Support the Government in implementing its Constitutional recognition of migrants' rights by ensuring migrants' access is considered in all policies, while helping stakeholders to address the impacts – both real and perceived – on access to basic services and the social, economic and cultural dynamics of migrants and host communities.

Recommendation 3.2. Support policies to mainstream migration and displacement at all levels of government, including at the local level, including through the development of active labour market policies targeting both nationals and migrants, as well as the implementation of specific initiatives, such as one-stop shops for migrants.

Recommendation 3.3. Build capacities to efficiently manage funds related to the Venezuelan crisis response, in order to improve services and living conditions for both host communities and migrants.

4.4 Conclusion 4: On humanitarian and development cooperation

There remains scope to better link humanitarian and development cooperation

The Government recognizes the need to move from short-term humanitarian responses to longer-term development responses to the Venezuelan crisis (MREMH, UNHCR and IOM, 2018). The emergency situation has led many stakeholders to operate reactively, at the expense of planning for the longer term. One of the main obstacles in transitioning towards a more development approach to migration and displacement is the lack of coordination between development and governmental actors.

At the same time, the crisis has a strong regional dimension. The Quito Process represents a platform on which to coordinate regional responses and is already moving towards a development-orientated and joint approach (UNHCR, 2019b). On the other hand, the crisis has increased the availability of resources provided by development cooperation partners in support of migration governance. The crisis-induced migration can therefore be seen as an opportunity to improve services and conditions for all.

Recommendation 4.1. Support the Government in enhancing coordination between development cooperation actors, in order to align their development interventions, promote understanding of the importance of mainstreaming migration, while including other stakeholders, such as CSOs, in the process.

Recommendation 4.2. Support a shift from humanitarian to development responses to the Venezuelan crisis in order to promote longer-term planning and more comprehensive management of migration flows.

Recommendation 4.3. Support the Government in making existing migration- and displacement-related coordination mechanisms more inclusive and sustainable, ensuring that its mandate goes beyond addressing specific flows, following the example of the European Union Delegation in Tunisia, which coordinates a working group on migration that brings together all development partners.

Recommendation 4.4. Support the Government in elaborating a plan of action to address the development issues linked to migration and displacement, which should harness the increasing levels of development assistance available due to the Venezuelan crisis.

4.5 Conclusion 5: On government awareness of migration linkages and migration mainstreaming capacity

The Government has a relatively low level of awareness of migration linkages and a lack of capacity to mainstream migration

Effective implementation of migration mainstreaming into policies and programmes requires sensitization and the building of migration mainstreaming capacities for government staff at all levels, especially authorities. Among the main capacity migration mainstreaming gaps identified are:

- (a) Understanding the definition of migration mainstreaming;
- (b) Improving local and national legislation;
- (c) Migrants' vulnerabilities;
- (d) Formulating strategies for communicating and addressing migration-related issues in a positive and non-discriminatory manner with host communities.

Recommendation 5.1. Build the capacities of all stakeholders, using tools developed by previous initiatives, such as the JMDI, and based on a targeted needs assessment.

4.6 Conclusion 6: On migration in political discourse and the media

There is a negative depiction of migration in political discourse and the media

Migration is perceived by the media in mainly negative terms, which influences public perceptions of migrants and exacerbates social conflicts between communities, ultimately limiting migrants' social and economic integration.

Recommendation 6.1. Support the Government in using evidence-based information and communication strategies aimed at challenging negative perceptions of migration and displacement.

4.7 Conclusion 7: On migration in employment policies

Migration is not adequately considered in employment policies, in part due to perceptions that migration negatively impacts opportunities for nationals

Most working-age migrants move in search of employment. However, mainstreaming migration into employment policies is often constrained by the perception that migration always leads to unfair labour market competition. Hence, migration is not adequately considered in employment policies. Furthermore, there are several development cooperation initiatives that aim to enhance skills development, employability and social inclusion, but migration is generally not considered among them. As a result, few initiatives address the employment needs of migrants, the opportunities to match skills shortages with skilled migrants, or the potential of the diaspora and remittances to support investment and create employment.

Recommendation 7.1. Support the Government in enhancing the inclusion of migrants in existing employment programmes that support entrepreneurship, skills development and social inclusion.

Recommendation 7.2. Support the Government in developing a labour migration policy that supports Ecuadorians working abroad, migrant workers in Ecuador and returning migrants.

Recommendation 7.3. Address migration- and displacement-related opportunities and challenges in employment programming, including by supporting migrants to develop skills, facilitating migrants' labour market integration, helping the Ministry of Labour to upscale specific initiatives such as one-stop shops for migrants (i.e. the *Ventanilla Única* initiative), facilitating the employment of young women, enhancing compliance with labour legislation and enhancing the role of the diaspora in contributing to employment creation.

4.8 Conclusion 8: On addressing the Venezuelan crisis and longer-term planning

Urban authorities need to reconcile the need to plan for the medium and long term while addressing short-term challenges arising from the Venezuelan crisis

The Constitution recognizes the right to live in cities and the right to a healthy and safe habitat. Ecuador is highly urbanized, and the impact of migration is felt mainly in urban areas. The country's urban challenges are, thus, acute. One challenge facing urban authorities is reconciling the need to plan for the medium and long term while addressing challenges arising from various migration flows, such as the Venezuelan crisis. This especially constrains the provision of urban services, as the lack of reliable data and forecasting on urban populations impedes planning for the demand for services.

Recommendation 8.1. Consider the vulnerabilities and needs of different migrants (including refugees, children, labour migrants and migrants in transit) in urban areas and develop targeted interventions.

Recommendation 8.2. Build capacities of local authorities to manage the opportunities and challenges that migration and displacement present, taking advantage of the current planning cycles of decentralized autonomous governments, including by supporting them in adopting indicators that measure migration mainstreaming.

Recommendation 8.3. Support the scaling-up of innovative local initiatives, such as *Casa del Migrante* ("Migrant's House") and evaluate their impact on urban host communities.

Recommendation 8.4. Support the integration of migration linkages into other urban development initiatives funded by the European Union and other development actors, such as the Global Alliance for Urban Crises and the Cities of Solidarity programme.

ANNEXES

Annex 1: Key legislative and policy documents

Sustainable development

National Development Plan: *Plan Nacional para El Buen Vivir* 2013–2017 (summarized version)

Available at www.planificacion.gob.ec/wp-content/uploads/downloads/2013/12/Buen-Vivir-ingles-web-final-completo.pdf.

National Development Plan: *Plan Nacional para El Buen Vivir* 2017–2021 (in Spanish)

Available at www.gobiernoelectronico.gob.ec/wp-content/uploads/downloads/2017/09/Plan-Nacional-para-el-Buen-Vivir-2017-2021.pdf.

2018 National Human Mobility Plan

Available at https://cancilleria.gob.ec/wp-content/uploads/2018/06/plan_nacional_de_movilidad_humana.pdf.

Migration

National Agenda for Human Mobility 2013–2017

Available at https://cancilleria.gob.ec/wp-content/uploads/2014/08/Agenda_Nacional_Movilidad_Humana.pdf.

Human Mobility Law

Available at https://cancilleria.gob.ec/wp-content/uploads/2014/03/ley_de_movilidad_humana_oficial.pdf.

The Regulation of the Organic Law of Human Mobility

Available at https://cancilleria.gob.ec/wp-content/uploads/2018/05/reglamento_ley_de_movilidad_humana_reformado_abril_2018.pdf.

Organic Code of Territorial Organization (*Código Orgánico de Organización Territorial*) (COOTAD)

Available at www.ambiente.gob.ec/wp-content/uploads/downloads/2018/05/COOTAD.pdf.

Information brochure on rights, obligations and services for mobile persons in the northern and southern borders (*Folleto Informativo sobre Derechos, Obligaciones y Servicios para Personas en Situación de Movilidad Humana en Frontera Norte y Sur*)

Available at https://cancilleria.gob.ec/wp-content/uploads/downloads/2018/10/folleto_informativo_mh.pdf.

Response for Venezuelans (R4V): Coordination Platform for Refugees and Migrants from Venezuela

Available at <https://r4v.info/en/situations/platform>.

International Cooperation Framework for the National Response to Venezuelan People on the Move in Ecuador

Available at https://cancilleria.gob.ec/wp-content/uploads/downloads/2018/12/international_cooperation_framework.pdf.

Organic Law of the National Councils for Equality (*Ley Orgánica de los Consejos Nacionales para la Igualdad*)

Available at www.derechosmovilidadhumana.gob.ec/wp-content/biblioteca/LOCNI.pdf.

Migration governance profile: Republic of Ecuador (*Perfil de gobernanza sobre la migración: la República del Ecuador*)

Available at https://migrationdataportal.org/sites/default/files/2018-05/Perfil%20de%20gobernanza%20sobre%20la%20migracio%CC%81n_%20la%20Repu%CC%81blica%20del%20Ecuador.pdf.

The labour situation and economic contribution of migrants in the north of Quito (report) (*Situación laboral y aporte económico de los inmigrantes en la ciudad de Quito*)

Available at <http://library.fes.de/pdf-files/bueros/quito/15204.pdf>.

Annex 2: Stakeholder map

International and bilateral organizations

At the international and bilateral level, the organizations active in Ecuador that are more engaged with human mobility issues are those that integrate migration into their mandates. These are IOM, the United Nations High Commission for Refugees (UNHCR), the United Nations Development Programme (UNDP), the European Union (through the European Commission's Directorate-General for International Partnerships (DG INTPA, formerly the Directorate-General for International Cooperation and Development (DG DEVCO))), the Inter-American Development Bank (IADB), the *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ), and the Spanish Agency for International Development Cooperation (AECID).

Non-governmental organizations

In addition to a number of local non-governmental organizations (NGOs) that are active in the urban centres and border areas, and that collaborate closely with broader programmes and initiatives, the following NGOs are active in Ecuador's migration programmes: Adventist Development and Relief Agency (*Agencia Adventista de Desarrollo y Recursos Asistenciales* (ADRA)), Cooperative for Assistance and Relief Everywhere (CARE), Caritas, ChildFund, Red Cross Ecuador, Diálogo Diverso, Fundación de las Americas (FUDELA), HIAS (Jewish organization that helps migrants and refugees, founded as the Hebrew Immigrant Aid Society), Jesuit Refugee Service (JRS) Ecuador, Misión Scalabriniana, Norwegian Refugee Council (NRC), Plan International, RET International and World Vision, among others.

Government

Government body	Relevance	Focal sector(s)
Ministry of Foreign Affairs and Human Mobility of Ecuador (MREMH)	Lead ministry on foreign policy and human mobility, including immigration, diaspora engagement, return, trafficking in persons and smuggling of migrants, refugee, and asylum (IOM, 2018)	Migration Development
Ministry of Labour of Ecuador	Responsible for employment policies and the implementation of labour regulations, including through labour inspections	Employment
Ministry of Economic and Social Inclusion of Ecuador (MIES)	Responsible for the inclusion of vulnerable people, including by countering xenophobia, enhancing employability and services for children	Employment
Technical Planning Secretariat of Ecuador (formerly, National Secretariat for Planning and Development/ <i>Secretaría Nacional de Planificación y Desarrollo</i>) (SENPLADES)	Responsible for administering national and decentralized planning in a participatory manner, with medium- and long-term perspectives	Development Urban development
Ecuadorian Social Security Institute (IESS)	Responsible for ensuring social protection, keeping of pension records, access to health services, portability of social security and bilateral labour agreements	Employment
National Round Tables for Equality and Human Mobility of Ecuador	Promotes participation and coordination of civil society and academia, together with the Government, in the implementation of the National Plan of Human Mobility (There are provisions for territorial round tables and round tables for eight different thematic areas.)	Migration

Government body	Relevance	Focal sector(s)
National Councils for Equality of Ecuador	Advisory body consisting of civil society and Government representatives discussing migration policies (The council's decisions are non-binding.)	Migration

International organizations and other development partners

Organization	Relevance (areas of work)	Focal sector
International Organization for Migration (IOM)	Migration governance, data collection, climate change adaptation and stabilization of host communities	Migration Employment Urban development
Office of the United Nations High Commissioner for Refugees (UNHCR)	Humanitarian action to protect refugees, including their access to rights and services	Migration
United Nations Development Programme (UNDP)	Sustainable development, early recovery in vulnerable areas, environmental protection and local governance	Development Urban development
International Labour Organization (ILO)	Technical support for employment policies and regulations, with a focus on labour migration and migrant workers	Employment
UN-Habitat	Sustainable planning of urban areas, including environmental, economic and social considerations, social cohesion between migrants and host communities	Urban development
Inter-American Development Bank (IADB)	Policy bank responsible for developing a co-financing mechanism to finance programmes that respond to the Venezuelan crisis	Development
World Bank	Provides technical support to employment policies, data collection and policy advice, with a specific focus on identifying sustainable programmes for economic inclusion and the provision of basic services	Development Urban development
European Union	Largest donor in Ecuador which considers migration a key theme of development cooperation (The European Union supports specific action on early warning and early response (<i>Sistema de Alerta y Respuesta Temprana</i> (SART)) along the northern border to prevent human rights violations.)	Migration Urban development Employment
German Corporation for International Cooperation (<i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i> (GIZ))	Provides advisory services to six cities in a pilot project on topics such as urban mobility and sustainable energy, security, adaptation to climate change, and the improvement of living conditions in residential areas	Development Urban development
Spanish Cooperation	Supports projects to enhance livelihoods, income-generating opportunities, and the provision of basic services, including sustainable housing	Development Urban development Employment

Civil society organizations

Organization	Relevance	Focal sector
HIAS (formerly, Hebrew Sheltering and Immigrant Aid Society)	Jewish faith-based organization supporting migrants and refugees by providing social assistance, psychosocial and legal support	Migration
Norwegian People's Aid (NPA)	Provides capacity-building in relation to economic development and protection	Development
Norwegian Refugee Council (NRC)	Supports projects to enhance education and capacity-building of migrants and government	Migration
Jesuit Refugee Service (JRS)	Provides education and psychosocial support, and legal support in human rights cases	Education and migration

Annex 3: Interview guide

Integration of migration into rural and urban development policies

Migration and sustainable development

- (a) Explore the existence of a migration and development policy or diaspora strategy and the current status of the process.
- (b) Explore past or ongoing migration and development initiatives (programmes and projects):
 - (i) Lead organization and involved organizations/institutions (Ecuadorian Government; international organizations, non-governmental organizations and other actors);
 - (ii) Short overviews of the process (key topics and stakeholders involved; key objectives and actions);
 - (iii) Current status of the process.
- (c) Explore past or ongoing migration mainstreaming/sectoral coordination processes:
 - (i) With the International Labour Organization (ILO), explore the institutional context, process and outcomes of the High-level Consultation Meeting on Migration for Development held in December 2014;
 - (ii) Explore linkages and coordination between the ILO process and the IOM initiative;
 - (iii) Explore other initiatives (policy processes, as well as punctual projects and programmes) of mainstreaming migration into development and/or specific sectors (or vice versa).

Integration of rural and urban development issues into migration policies

Migration and urban development

- (a) Specify if existing migration policies make any reference and/or incorporate issues related to:
 - (i) Internal migration (rural–urban and urban–urban);
 - (ii) Urban development;
 - (iii) Rural employment;
 - (iv) Migrants' and refugees' access to services, infrastructure, transport and education;
 - (v) Specific vulnerabilities of migrants in cities;
 - (vi) Integration of migrants and refugees in host communities;
 - (vii) Specific needs of children, women, the aged, the disabled, migrants and other vulnerable groups.
- (b) Explore recent or past initiatives (projects and programmes) in the area of migration that target the topics above.

Migration and urban development planning

- (a) To what extent is urban development planning migration-sensitive? Are migration trends towards cities integrated in planning to make sure cities have the necessary services? Specific areas include:
 - (i) Transport;
 - (ii) Services (health, education, etc.);
 - (iii) Housing and sanitation;
 - (iv) Energy.
- (b) To what extent do urban development policies enhance and value migrants' contributions to society, economy and the culture of cities?
- (c) Are migrants and refugees recorded in population surveys and censuses? Are informal settlements covered?
- (d) Are there measures to avoid or mitigate displacement of people affected by new urban developments?
- (e) Are migrants and refugees included in urban development planning? Through which mechanisms?
- (f) Are there policies for enhancing cities' resilience to disasters and shocks?

Rural–urban and urban–urban migration

- (a) What are the main trends with respect to rural–urban and urban–urban migration? Are the policies that promote local development and employment opportunities in urban and rural areas mitigating or reinforcing these trends?
- (b) How does migration to urban areas affect urban and rural communities, households and individuals?

Vulnerability of urban migrants

- (a) Are there policies to ensure that migrants are protected from specific vulnerabilities such as eviction, lack of access to services, vulnerability to labour exploitation and human trafficking?
- (b) Are there systems to ensure migrants are informed of their rights and can access the services and social protections they are entitled to?
- (c) Are the migrants' needs and vulnerability to disasters (e.g. floods) taken into account in disaster risk reduction (DRR) measures? Are migrants and refugees informed and/or consulted on DRR measures?
- (d) Are protection concerns of children of urban migrants being met?
- (e) Are government and local officers trained to respond to cases of trafficking and exploitation, among other crimes, that have migrant victims?

Migrants and refugees and host communities

- (a) Are there policies for organizing refugee settlements? Are refugee camps located mainly in urban or rural areas? Do urban development policies and programmes address the needs of refugee settlements? What about of host communities?
- (b) What is being done to support cohesion and smooth tensions between migrants and host communities?

Migration and employment

- (a) Specify if existing (labour) migration policies and employment policies make any reference and/or incorporate issues related to:
 - (i) Integration of returnees;
 - (ii) Equality of treatment for migrants and non-migrants (with specific consideration of gender);
 - (iii) The role of the educational/technical vocational education and training (TVET) system in to address skilled labour shortages in the Ecuador labour market and in countries of destination;
 - (iv) Integration of students;
 - (v) Specific vulnerabilities of migrants (e.g. exploitation or lack of access to justice);
 - (vi) Access to social protection and other services for migrants.
- (b) Explore recent or past initiatives (projects and programmes) in the area of migration that target the topics above.

Labour migration and labour markets

- (a) Are there any labour market shortages/gaps in labour supply and demand? How are these gaps filled (e.g. by importing external labour force, training domestic workers, encouraging outmigration)? Are there specific sectors or industries which rely on migrant workers? Is there any formal strategy to regulate this process?
- (b) What are the labour market participation and the employment rates by gender and age? How is this linked to migration?
- (c) Which active labour market policies are implemented? Do they include a component on facilitating migration or integration of migrants?
- (d) Is there any programme to promote the productive integration of refugees in the labour market?

Employment, migration, skills and vocational training

- (a) Are the higher education and TVET systems producing the skills needed in the national labour market? Which skills are these (and is there a skills match or mismatch?) Are there mechanisms to facilitate integration of international students in labour markets of countries of destination or origin?
- (b) Does the Government consider current and future demand for skills when developing TVET programmes? Do they take into account the occupational profiles of national and migrant populations, potential migrants of all gender groups and the potential impact of migration on labour supply?
- (c) Are employment policies fostering the creation of the types of employment demanded by graduates of higher education and TVET?

Migration and decent work/addressing and mitigating the challenges of migration and mobility

- (a) Are there effective and equitable labour intermediation practices that reduce the cost of migration?
- (b) Are there measures to ensure respect of the fundamental principles and rights at work for migrant workers? Specific questions should be asked with respect to the below:
 - (i) Child labour;
 - (ii) Forced labour;
 - (iii) Non-discrimination (including gender equality);
 - (iv) Freedom of association and collective bargaining.
- (c) Are there measures to ensure the portability of social protection, as well as access to basic services (e.g. health and education) for migrants? What are the current barriers to these?
- (d) Are there policies to reduce the vulnerability of migrants and their families to labour exploitation?

Seasonal, circular and temporary labour migration

- (a) Are there mechanisms to regulate short-term migration (seasonal, circular and temporary) for employment purposes, for example, through seasonal migration schemes or bilateral/multilateral agreements, to fill labour market shortages?

Diaspora and returnees

- (a) What is the role of the diaspora in facilitating access to employment opportunities abroad? What is its role in transferring knowledge and skills that increase employability?
- (b) Are there programmes to facilitate productive reintegration of returnees, including through entrepreneurship and job creation? In which sectors are these available?

Annex 4: Stakeholders consulted

Organization	Name	Position
Inter-American Development Bank (IADB)	Camila MEJIA	Specialist in Modernization of the State
International Organization for Migration (IOM)	José Ivan DAVALOS	Chief of Mission
	Hugo DUTAN	Governance, Migration and Development Coordinator
Delegation of the European Union to Ecuador	Maddalena MASSUCI	Cooperation Attaché, Human Rights, Civil Society and Human Mobility Sector
Human Mobility Equality Council	Silvia RODAS	Technical Secretary of the Human Mobility Equality Council
Spanish Agency for International Development Cooperation (AECID)	Rafael GARCIA FERNÁNDEZ	General Coordinator
Cooperazione Internazionale (COOPI)	Eva MARCANDALLI	National Focal Point
Working Group for Refugees and Migrants (GTRM)	Nicolas VEXLIR Capucine DE MAUS DE ROLLEY	Coordinators
Ecuadorian Social Security Institute (IESS)	Ronald MOREANO	
Ministry of Labour of Ecuador	Carolina RODRIGUEZ	Director of Labour Reconversion
United Nations Resident Coordinator	Paola ONOFA	Human Rights Advisor
United Nations Development Programme (UNDP)	Adriana LUCIO PAREDES Maria Elena ENRIQUEZ	Migration Focal Point Consultant
World Bank	Sergio OLIVIERI	Migration Focal Point
Ministry of Foreign Affairs and Human Mobility of Ecuador (MREMH)	(Various individuals)	Subsecretaries and directors from the Vice-ministry of Human Mobility
Municipality of Quito	Mauro SALAZAR	International Strategic Positioning Officer
National Secretariat for Planning and Development of Ecuador (SENPLADES)	María Teresa GALARZA ALBORNOZ	Director of International Insertion
Ministry of Economic and Inclusion of Ecuador (MIES)	Silvana HARO	Zone 9 Coordinator
United Nations High Commissioner for Refugees (UNHCR)	Benedetta PIGNATTI	Programmes Focal Point

Annex 5: Workshop terms of reference

Discussion workshop on the mainstreaming of migration in international cooperation and development policies (*Taller de discusión sobre la transversalización de la migración en la cooperación internacional u las políticas de desarrollo*)

Introduction (text in Spanish; official English translation unavailable)

La Organización Internacional para las Migraciones (OIM) y la Dirección General de Cooperación Internacional y Desarrollo de la Comisión Europea (DG DEVCO) trabajan conjuntamente en la implementación de la iniciativa ***Directrices para la Incorporación de la Migración en la Cooperación Internacional y la Política de Desarrollo*** dedicada a la transversalización efectiva de la migración en la cooperación internacional y las políticas de desarrollo.

Una de las acciones de la iniciativa consiste en el desarrollo de una evaluación del actual alcance de la integración de la migración en la cooperación para el desarrollo y las políticas nacionales en sectores claves de Madagascar, Nepal y Ecuador, como los tres países piloto del proyecto. La evaluación busca analizar en qué medida se incluye la migración en políticas y programas clave, y presentará recomendaciones para transversalizar la migración en función de las oportunidades y problemas.

En el Ecuador, la evaluación se centra en empleo y desarrollo urbano, establecidos como los dos sectores prioritarios a trabajar. En ese sentido, busca recopilar información para analizar la coordinación bidireccional entre la migración y las políticas sectoriales: la integración de la migración en las políticas de empleo y desarrollo urbano; y la integración del empleo y las cuestiones urbanas / de vivienda en las políticas de migración, en términos de cuestiones emergentes, buenas prácticas, brechas y oportunidades.

En este marco, la OIM junto a la Unión Europea organiza un taller sobre integración de la migración al desarrollo (sectores de empleo y desarrollo urbano) el jueves 25 de julio. Los objetivos del taller son los siguientes:

1. Presentar los resultados preliminares del análisis.
2. Discutir oportunidades para una mayor integración de las respuestas migratorias en los dos sectores de empleo y desarrollo urbano en el Ecuador.
3. Explorar los procesos de incorporación de la migración a las políticas sectoriales y los actores involucrados; la percepción de la migración entre las partes interesadas clave en los sectores seleccionados y los desafíos / oportunidades de integrar la migración en la gobernanza de sus sectores; el impacto (actual y en perspectiva) de la integración de la migración en las políticas sectoriales relevantes (incluidas las oportunidades).

Programme

25 July 2019, Holiday Inn Hotel, Quito

Time	Activity
8:30–9:00 a.m.	Registration
9:00–9:15 a.m.	Introduction
9:15–10:00 a.m.	Presentation of preliminary results of the evaluation of the integration of migration in development in the sectors of employment and urban development in Ecuador Discussion
10:00–11:30 a.m.	Group activities on: (a) employment, (b) urban development, and (c) migration and development Expected output: Recommendations for better integration of migration in development cooperation policies and actions for each sector
11:30–12:00 p.m.	Presentation of group output
12:00–12:30 p.m.	Conclusion

Participants

Organization	Name	Position
Ministry of Foreign Affairs and Human Mobility of Ecuador (MREMH)	Jessica Rosas WILLIAMS	Official of the Directorate of Inclusion to the Foreign Community
	Lorena Isabel Sanchez DE LA VEGA	Inclusion of Ecuadorians Abroad
	Agustín FORNELL	Director of Regional Integration
	Guillermo LARA	Director of Information and Analysis of Human Mobility
	Lilibeth ROMERO	Vice-minister of Human Mobility
Municipality of Quito	Maria Belen ARAUZ	Director of International Relations
Ecuadorian Social Security Institute (IESS)	Ronald MOREANO	Analyst
Technical Planning Secretariat	Lady Diana GRANDA	Director of Sectorial Planning
	Sara Pozo PAEZ	Planning Analyst
World Bank	Ana RIVADENEIRA	
Ministry of Labour of Ecuador	Carolina RODRIGUEZ	
International Organization for Migration (IOM)	Paola TERMINE	Consultant
	Manuel HOFF	Programme Officer
	José Iván DAVALOS	Chief of Mission
	Nicolas VEXLIR	Inter-agency Platform Coordinator
	Hugo DUTAN	Governance, Migration and Development Coordinator
	Florencia CASTRILLÓN	Programme Assistant
	Paula VASQUEZ	Communications Focal Point
	Kristopher LARSEN	Governance, Migration and Development Programme Assistant
	Lizeth LEMA	Border Management and Information Coordinator
European Union	Maddalena MASSUCCI	Cooperation Aggregate, Human Rights Sector, Civil Society and Human Mobility
United Nations Resident Coordinator Office	Paola ONOFA	Human Rights Advisor to the United Nations Resident Coordinator
United Nations High Commissioner for Refugees (UNHCR)	Leslie MENDEZ	Senior Livelihoods Assistant
Ministry of Housing and Urban Development of Ecuador	Ana Gabriela Salvador IRIGOYEN	Undersecretary of Habitat and Public Space
Ministry of Tourism of Ecuador	Andrés MEDINA	Secretary of Entrepreneurship and Tourism
National Council for Equality in Human Mobility Ecuador	Isabel CHANATAXI	Technical Director
Ecuadorian Institute of Social Security (IESS)	Mireille VÁSCONEZ	National Director of International Relations and Cooperation

Annex 6: Migration-related international instruments ratified by Ecuador

Ecuador has ratified 18 out of 18 international human rights instruments (UNHCR, 2019c), including the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (in 2003), the Convention on the Rights of the Child (in 1990) and the Convention on the Elimination of All Forms of Discrimination against Women (1981) (IOM, 2018). In addition, Ecuador has ratified a number of migration-related international instruments, enumerated in Table A.

Table A. Migration-related international instruments ratified by Ecuador

Year ratified	Title of instrument
1954	Forced Labour Convention, 1930 (No. 29)
1955	Convention on the Status of Refugees (1951)
1957	Equal Remuneration Convention, 1951 (No. 100)
1959	Right to Organize and Collective Bargaining Convention, 1949 (No. 98)
1962	Abolition of Forced Labour Convention, 1957 (No. 105)
1962	Discrimination (Employment and Occupation) Convention, 1958 (No. 111)
1967	Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87)
1970	Convention Relating to the Status of Stateless Persons (1954)
1978	Migration for Employment Convention (Revised), 1949 (No. 97)
2000	Minimum Age Convention, 1973 (No. 138)
2000	Worst Forms of Child Labour Convention, 1999 (No. 182)
2000	Protocol Against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention Against Transnational Organized Crime
2000	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (European Commission, 2019)
2003	International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (1990)
2012	Convention on the Reduction of Statelessness (1961)

Annex 7: Migration data sources for Ecuador

Key migration data sources for the Ecuadorian context include the following:

- (a) IOM Displacement Tracking Matrix;²⁹
- (b) International Cooperation Framework for the National Response to the Venezuelan Population in Conditions of Human Mobility in Ecuador;³⁰
- (c) National statistics on migration flows from the Ministry of Government 2010–2020;³¹
- (d) Migration Profile of Ecuador 2011 (*Perfil Migratorio del Ecuador 2011*);³²
- (e) Human mobility statistics of Ecuador, Ministry of Foreign Affairs and Human Mobility.³³

29 The Displacement Tracking Matrix is available at <http://dtm.iom.int/Ecuador>.

30 Available at https://cancilleria.gob.ec/wp-content/uploads/downloads/2018/12/marco_cooperacion_internacional.pdf.

31 Available at www.ministeriodelgobierno.gob.ec/nacionalidad-y-puerto-mes-a-mes-para-pagina-web-del-mdi-2010-20203.

32 Available at <https://publications.iom.int/books/perfil-migratorio-del-ecuador-2011>.

33 Available at <https://cancilleria.gob.ec/2020/07/06/estadisticas-sobre-movilidad-humana>.

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