

INTERACT – RESEARCHING THIRD COUNTRY NATIONALS’ INTEGRATION AS A THREE-WAY PROCESS - IMMIGRANTS, COUNTRIES OF EMIGRATION AND COUNTRIES OF IMMIGRATION AS ACTORS OF INTEGRATION

Co-financed by the European Union

Peruvian Migration Policies Policy and institutional frameworks

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INTERACT Research Report 2014/08

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Immigrants, Countries of Emigration and Countries of Immigration as Actors of
Integration

Research Report
Country Report
INTERACT RR2014/08

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Policy and institutional frameworks

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Patricia Ramos, Ruth Lara, Peruvian Migration Policies - Policy and institutional frameworks, INTERACT RR 2014/08, Robert Schuman Centre for Advanced Studies, San Domenico di Fiesole (FI): European University Institute, 2014.

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INTERACT - Researching Third Country Nationals' Integration as a Three-way Process - Immigrants, Countries of Emigration and Countries of Immigration as Actors of Integration

Around 25 million persons born in a third country (TCNs) are currently living in the European Union (EU), representing 5% of its total population. Integrating immigrants, i.e. allowing them to participate in the host society at the same level as natives, is an active, not a passive, process that involves two parties, the host society and the immigrants, working together to build a cohesive society.

Policy-making on integration is commonly regarded as primarily a matter of concern for the receiving state, with general disregard for the role of the sending state. However, migrants belong to two places: first, where they come and second, where they now live. While integration takes place in the latter, migrants maintain a variety of links with the former. New means of communication facilitating contact between migrants and their homes, globalisation bringing greater cultural diversity to host countries, and nation-building in source countries seeing expatriate nationals as a strategic resource have all transformed the way migrants interact with their home country.

INTERACT project looks at the ways governments and non-governmental institutions in origin countries, including the media, make transnational bonds a reality, and have developed tools that operate economically (to boost financial transfers and investments); culturally (to maintain or revive cultural heritage); politically (to expand the constituency); legally (to support their rights).

INTERACT project explores several important questions: To what extent do policies pursued by EU member states to integrate immigrants, and policies pursued by governments and non-state actors in origin countries regarding expatriates, complement or contradict each other? What effective contribution do they make to the successful integration of migrants and what obstacles do they put in their way?

A considerable amount of high-quality research on the integration of migrants has been produced in the EU. Building on existing research to investigate the impact of origin countries on the integration of migrants in the host country remains to be done.

INTERACT is co-financed by the European Union and is implemented by a consortium built by CEDEM, UPF and MPI Europe.

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Abstract

Peruvian migration policies can be analysed considering two key concepts: bilateral agreements between sending and receiving countries, and return policies promoted by countries of origin. On one hand, bilateral agreements show the existing power relationships between large and small countries, aiming to reduce migratory flows and control illegal migration in receiving states. On the other hand, origin countries have perceived migrants as passive beneficiaries, disregarding their capabilities and needs since only a few migrant groups are involved in consultation processes.

The migration policies implemented by governments in states of both origin and destination represent a key aspect within the INTERACT project that can estimate the integration processes of migrants in receiving countries. This article examines the evolution of emigration policies implemented in Peru during the last thirty years and points out the importance of governments in strengthening linkages with its citizens living abroad.

Key words: migration policies, diaspora policies, states of origin, civil society organizations, hometown associations

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1. Introduction

In the field of international politics, there are power relations related to migration issues where different agents intervene: the sending and receiving states, the civil society organizations and the migrants. For instance, the Peruvian government is an active player that has reformed its legislation with the interest of reinforcing its role within the framework of international migration in response to the growth of international mobility within the last thirty years. Therefore, the Peruvian government has not only created new structures, but also has reformed its foreign policy by enacting specific rules related to migration issues.¹

According to the International Migration Organization (IMO), 3.5 million Peruvian citizens emigrated abroad and 75% of them left the country in the last twenty years (IMO Peru 2012: 11). One of the most important reasons for emigration is economic; the main countries of destination are the United States (31.5%), Spain (16%), Argentina (14%), Italy (10%), Chile (8.8%), Japan (4.1%) and Venezuela (3.8%) (IMO 2012: 11). Beginning in 2006, the Peruvian National Institute of Statistics and Informatics has included the migrant population in its figures, since 407,616 households were receiving remittances from at least one family member living abroad (IMO Peru 2012: 20). Nevertheless, the statistics show that in 2010, about 235,541 Peruvian citizens emigrated abroad whereas in 2011 this amount dropped to 202,398. The return flows reflected an increase of 45% in returnees during the last five years compared to 25.4% reached between 2006 and 2008 (IMO Peru 2012: 52).

In the 1990s, the main measures adopted by the Peruvian government were amendments of the Law on the Organization and Functioning of the Ministry of Foreign Affairs, the establishment of the Under-secretariat of Peruvian communities living abroad and the creation of the General Directorate of Consular Services. This legal framework also encompasses some norms such as the “right to vote abroad” (ratified in the Political Constitution of 1993), the Asylum Law, the Refugee Law and the Act N° 28950 against human trafficking adopted in 2002. Between 2001 and 2010, more governmental structures and new reforms were established to provide further assistance to migrants abroad, such as the creation of the Directorate of Humanitarian Assistance and Support in 2001 and the reorganization of the Consular Service in 2010.

Furthermore, the Peruvian government has also implemented binding acts and specific norms that set up advisory councils of Peruvians living abroad, including the Migration Incentives Act (2004) which promotes migrants’ return to participate in professional and business activities. The Act also enables the creation of the Directorate of Labour Migration (N° 004-2010-TR) under the Ministry of Employment, which gives special attention to migrants’ remittances through the program “Mi Vivienda” and promotes the use of banking services while sending and receiving remittances, as well as the use of state-owned financial institutions (Abusada and Pastor 2008: 20-21). Following the same approach, in 2013 the Law of Economic and Social Reintegration for the Returned Migrant was implemented in response to the political context of “international crisis and hardening of migration policies” (El Peruano 2013). In addition, the Peruvian government signed bilateral and multilateral agreements with receiving countries on the issue of migration.²

As noted above, during the last three decades the Peruvian government has modified its legislation, adapting it to the political and economic juncture based on human mobility trends. Thus, the legal framework of the Ministry of Foreign Affairs was reformed at an initial stage. In a second phase, binding regulations were implemented as a way to generate tighter relationships with citizens living abroad, to canalize the use of the remittances through incentives, and to promote return and

¹ Present document emphasizes the South-North migration process.

² See: http://www.mintra.gob.pe/migrante/legislacion_1.php [Accessed 25 July 2013].

investment. A third stage involves new regulations such as the establishment of Multisectoral Commissions along with bilateral agreements focused on migration management and policies of return that are promoted by countries of both origin and destination.

This document explores the evolution of emigration policies implemented in Peru during the last thirty years and points out the importance of governments in strengthening linkages with its citizens living abroad. It also analyses the relationship between Peru and countries of destination, and the role of non-state organizations in the context of international migration.

2. Public dominant discourse and political agenda

Peruvian regulations on South – North migration processes have been promoted through binding policies and return policies (Moncayo 2011). For example, the Advisory Councils and the “Solidaridad con mi Pueblo” attempted to connect Peruvian migrants with their country (Abusada and Pastor 2008: 22). Since 2005, the government has encouraged migrants to return by boosting social reinsertion and the creation of employment opportunities as a strategy to stimulate investment of remittances in Peru and to promote the revitalization of the Peruvian economy.

The law also reflects the state’s interests in its economic and political actors by promoting a sense of belonging to the Nation-State. For instance, the 1993 Political Constitution tackles migrants’ right to “choose their place of residence, to transit in the national territory, to leave the country and to return in it” (Art. 2, No. 11). Under the Constitution the right to vote abroad is also ratified (Araujo 2010). Moreover, the Sixth Policy, defined by social and political actors in the National Agreement of 2002,³ frames the actions of the Ministry of Foreign Affairs in 31 national policies designed to improve the opportunities of Peruvian citizens. The Sixth Policy includes the establishment of “binding and protective policies for nationals abroad in legal and humanitarian matters” and various “bilateral and multilateral agreements for migratory regularization and cooperation on social security, labour migration and protection”, as referenced on the website of the National Agreement.⁴

This agenda focuses on the signing of agreements and international conventions that deal with measures tightening control of current migratory flows in destination countries (i.e. Europe) and consequent Latin-American governmental mobilization enabling multilateral spaces of discussion and articulated agreements on migratory matters (Ramírez and Alfaro 2010). In this respect, the South American Conference of Migration “Lima Process” (CSM) tackles South-North migration,⁵ while the Andean Community of Nations (known in Spanish as CAN), UNASUR and MERCOSUR deal with the South-South migration processes. The establishment of bilateral commitments is influenced by international and economic contexts that generate impacts at different levels in countries of both origin and destination. The migration policy of Peru has approved new programs towards migration management and the promotion of social rights in receiving countries, which emphasize return matters.

Another specialized and integrated binding body is the Multisectoral permanent Commission - Intersectoral Work Group for Migration Management (MTIGM) created by the Supreme Decree 067-2011-PCM, which takes into consideration the objectives of the Action Plan Madrid 2010-2012 presented during the UE-ACL summit in 2010 and focuses attention on the need to reinforce migration management. The commission “coordinates, evaluates, proposes, prioritizes and supervises the policies and procedures for comprehensive migration management” (El Peruano 2011). The

³ Further details: <http://www.acuerdonacional.pe/matrices> [Accessed 29 April 2013].

⁴ Further information: http://www.rree.gob.pe/politicaexterior/Paginas/Objetivos_Estrategicos.aspx [Accessed 29 April 2013].

⁵ Further details: Ramírez and Alfaro 2010; Gurrieri 2007.

Commission attached to the Foreign Affairs Ministry works closely with several governmental institutions on social, economic, judicial and political issues.

Certain non-government actors have also influenced migration policy (for instance the National Agreement, presented in the following pages). For its part, the Peruvian communities abroad are considered political actors even though they are not able to reach a constituency that enables them to be elected as migrant representatives in the National Congress.

3. State-level emigration or diaspora policies – national level

3.1 State policies on Migration

In terms of social insurance, the Social Security Convention between the Republic of Peru and the Kingdom of Spain (released in the Spanish Official Bulletin BOE No. 11098 in April, 2007) envisages the accumulation of years of contribution of Peruvian migrants in both Peru and Spain, and the consequent access to rights in these countries. In Spain, the National Institute of Social Security (INSS) is responsible for granting and calculating cash benefits and the Social Institute of the Navy is responsible for the special scheme for sea workers. In Peru, the Superintendency of Banks, Insurance Companies and Private Pension Fund Management Firms supervises the rights for all members affiliated to the private pension fund system, whereas the Bureau of Pension Standardization handles the benefits of insured persons, under the National Pension System. The Health Social Security deals with persons covered by the Contributory Social Security Scheme.⁶

With regards to political rights, Spanish citizens are also entitled to vote in municipal elections of the Republic of Peru and vice versa. The Agreement on participation in municipal elections by nationals of one country residing in the territory of the other (BOE No. 8028), signed on 6 February 2009, establishes requirements that authorize Spanish residents to vote if residing in Peru for more than two years; they must be registered on the electoral roll and must be in possession of an identity card. Peruvian residents in Spain must be residents for a minimum of 5 years and must be registered on the electoral roll in the same municipality of residence. The Chancelleries of both countries are responsible for the Agreement, while all public institutions involved in the electoral system are in charge of its implementation.

With reference to migration management, the Cooperation Agreement between Spain and Peru on immigration (BOE 237/2004, 1 October 2004) was implemented to achieve mutual cooperation between Spain and Peru by improving the knowledge of individual country requirements through exchanges of staff and information in order to “boost efficacy in prevention and control of illegal immigration and permanent action against human-trafficking”, as referred to on the website of the Ministry of Internal Affairs. The Spanish Ministry of Internal Affairs operates in collaboration with the Ministry of Labour and Social Issues, whereas the General Directorate of Migration and Naturalization is the Peruvian entity in charge of the execution of the agreement.⁷

Moreover, the Peruvian government, using information and communication technologies (ICT), attempts to build long-distance bonds with migrants abroad. One of the most popular programs is INFOMIGRA (General Directive N° 001-2011-MTPE February 2011),⁸ which is the operational entity

⁶ See: http://www.trabajo.gob.pe/migrante/Convenios_Bilaterales_1.php [Accessed 25 July 2013].

⁷ Other agreements have been signed such as the National Driver Licenses Agreement between Peru and Spain which allows the conversion of driving license for residents in both countries. See: http://www.mintra.gob.pe/migrante/legislacion_1.php [Accessed 25 July 2013].

⁸ Full norm at: http://www.mintra.gob.pe/archivos/file/SNIL/normas/2011-03-05_002-2011-MTPE_1340.pdf [Accessed 25 July 2013].

of the policy 004-2010 TR created by the General Directorate of Labour Migration, under the Ministry of Labour and Employment Promotion. The Ministry of Labour coordinates with relevant bodies of the Ministry of Foreign Affairs and provides information related to migratory legislation, rights, insertion into the new country, remittances management, return, social and labour reintegration, and travel arrangements, including arrival. It runs through the “Single Window of Employment Promotion: Information Services for Migrants” both in offices and on virtual sites.

An additional program, “the Shepherds Register”,⁹ encourages Peruvian migrants (called shepherds) to register and fulfil requirements for securing labour contracts overseas for up to three years (i.e. be a holder of the H2A USA visa and secure Ministry sponsorship). In Peru, two recruitment agencies undertake activities related to the Shepherds Register: the “Western Range Association” and “Mountain Plains Agricultural Services”, although the program runs under the responsibility the Ministry of Foreign Affairs. The Sub-Directorate for the Protection of National Communities is the representative agency of the “shepherds”, which keeps their records and assists migrants abroad if they are registered with the Ministry of Foreign Affairs.

3.2 State policies of Diaspora

In 2013, the Law of Economic and Social Reintegration for the Returned Migrant N° 30003¹⁰ was implemented for migrants to be able to prove an unbroken period of residence abroad, for at least four years. This law also applies for those migrants who are in an irregular migratory condition but can demonstrate at least two years of unbroken period of residence abroad. The law allows a migrant to carry, for only one time, household goods and vehicles. Around 20,000 Peruvians per year are expected to benefit from this policy, whereas the State provides support and guidance for economic reintegration, as referenced on the website of the Ministry of Labour. The following entities work closely on implementation of the Law: Ministries of Foreign Affairs; Economy and Finance; Labour and Employment Promotion; Education; Health; Development and Social Inclusion; Production; Housing, Construction and Sanitation.

Another policy implemented during the last decade is the “Mi Vivienda” fund, a public company subject to private law (Law: 28579, D.S. 024-20005-VIVIENDA) that works under the National Fund for the Financing of Public Sector Companies – FONAPE, and is ascribed to the Ministry of Housing, Construction and Sanitation. The fund operates specifically to provide dwelling to migrants through a credit line, namely, “MI VIVIENDA”. On its website, the program announces the “possibility for Peruvians living abroad to acquire a house directly, without brokers”, through an Intermediary Financial Institution (IFI) in Peru, which provides the benefits of the “MI VIVIENDA” fund through certain initiatives such as the “Buen Pagador” prize, among others. The fund operates online with the aim of attracting new users/ migrants interested in this program.¹¹

Finally, the General Directorate for Peruvian Communities abroad, through the Consular Service and the Councils Act of Peruvian Communities Abroad, coordinates activities with Peruvian communities and manages the organization of the advisory Councils (El Peruano 2010). The Councils are defined as the “expression of Peruvian civil society overseas”. On their website, the Councils state that their objective is “to serve as a forum of participation and cooperation with consulates, providing consular, administrative, notary and registration services, and giving assistance to their fellow citizens abroad”. The Councils promote the diffusion of the Peruvian culture in order to connect migrant communities with the nation and, at the same time, enhance social inclusion in the host societies.

⁹ http://www.rree.gob.pe/servicioalciudadano/Paginas/Registro_de_Pastores_Ovejeros.aspx [Accessed 25 July 2013].

¹⁰ http://www.rree.gob.pe/servicioalciudadano/Paginas/Ley_Retorno.aspx [Accessed 26 July 2013].

¹¹ <http://www.mivivienda.com.pe/portal/Canales/Comprador/Remesas%20de%20Peruanos%20en%20el%20Exterior.aspx> [Accessed: 26 July 2013].

3.3 Policies on the local and/or regional level

There are not relevant migration policies among local Peruvian governments concerning South-North Migration. At the regional level, migration policies undertake mainly South-South migration processes. However Peru, through the Ministry of Labour, launched the “Action Plan for strengthening Local and Regional Governments in the context of migration” in 2011. The Action Plan attempted to involve local and regional governments in State Acts and provided training programs to optimize the use of remittances and to protect migrants and their families.¹²

4. Engagement of non-state actors

4.1 Associations of Peruvian communities abroad¹³

There are several associations that provide support to migrants living abroad which have been involved with the Peruvian government. Some associations proposed a draft law to the National Congress in 2001 for the creation of a new constituency for migrant organizations.¹⁴ However, until 2013 no tangible results have been presented in this domain (Velásquez 2013).

There are 433 migrant associations registered by the Ministry of Labour. The associations operate in the United States (280), Italy (97) and Spain (56). Their activities are focused on human rights, solidarity, sport, religion, politics and cultural activities. Most of them work autonomously and others work together with governmental institutions.

Association of Peruvian Institutions in United States and Canada¹⁵

The association brings migrant organizations together and coordinates actions in favour of the Peruvian communities living in these countries. It is one of the associations that reinforces advocacy activities related to its participation in parliamentary elections without the requirement of being member of a political party; however, so far there are no results related to this initiative.

Office of the Ombudsman¹⁶

The Office of the Ombudsman is an autonomous institution of a constitutional nature which is responsible for the “defence of fundamental and constitutional rights for the people and community”. It also supervises governmental activities.

Peruvian network for migration and development¹⁷

The network is a second level organization composed of NGOs and various institutions which aims to generate public opinion and political impact to guarantee the respect of migrant rights.

¹² http://www.mintra.gob.pe/migrante/legislacion_1.php [Accessed 26 July 2013].

¹³ See: http://www.trabajo.gob.pe/migrante/asociacion_extranjero_1.php [Accessed: 26 July 2013].

¹⁴ <http://nuestragente2010.wordpress.com/2013/02/04/%E2%96%BA-congresistas-peruanos-y-de-eeuu-debatiran-ley-de-reforma-migratoria/> [Accessed 26 July 2013].

¹⁵ <http://www.deperu.com/notasdeprensa/979/asociacion-de-instituciones-peruanas-en-los-estados-unidos-y-canada-aipeuc>; http://www.trabajo.gob.pe/migrante/asociacion_extranjero_1.php [Accessed 28 July 2013].

¹⁶ Source: www.perumigrante.org/index.php?option [Accessed: 28 July 2013].

¹⁷ http://www.mintra.gob.pe/migrante/links_1.php [Accessed: 28 July 2013].

*Migration Monitoring Centre “Sumak Kawsay”*¹⁸

The Centre is a social research entity focused on migration studies with the aim of cooperating in public policy-making and promoting human rights for people with the perspective of international mobility. The centre belongs to the “Esperanza Foundation”.

*National Agreement*¹⁹

In 2002, at the national level, a tripartite social dialogue among government, political parties and civil society was established. As a result, the “Acuerdo Nacional” or National Agreement was forged and comprised of 31 state policies. Of these 31 policies, the sixth policy tackles migration issues and encourages the “promotion of job opportunities” under a safe-migration framework.

According to recent research carried out within the framework of the INTERACT project, the Peruvian population living abroad works on a variety of activities from religious groups to political parties and has created associations and groups that do not necessarily appear in official websites. However, their contacts are not referenced in institutional websites that deal with migrants; only a few associations are listed.

4.2 Non-state financial and educational institutions

Two private financial entities undertake financial programs and address migrants’ needs:

- Intermediary Financial Institutions (IFI) are related to the “Mi Vivienda” fund and provide house investment opportunities for migrants in the United States.
- “Caja Huancayo” is a savings and loan cooperative, which provides easy access to free-investment consumer loans to migrants and families. It is a private entity regulated by the National Financial System

Distance education initiatives for Peruvian students abroad

The Naval School “Almirante Guise” provides e-learning study and distance-learning programs for Peruvian students abroad. This initiative was implemented through an agreement with the Ministry of Foreign Affairs in line with its objective to raise awareness of cultural and national identity. The program runs under Peruvian rules and curricula.

Several non-state actors are not involved with state initiatives, however. Sometimes it is easy to identify similarities between the activities of the state in terms of services as their activities towards migrants are underpinned with a sense of national belonging.

5. Brief assessment of the Peruvian policy framework

The Peruvian regulation of migration presents a broad set of acts and regulations created not only by the government, but also by political parties, academic institutions and NGOs. However, the current nexus between the policies and civil society, with respect to citizen surveillance of the law, is not clear. Moreover, there has been no assessment of the impact of these policies and no information has been published regarding the rate of compliance – at least, on the most accessible and important information sources such as official websites.

¹⁸ Further information: <http://observatoriodemigraciones.org> [Accessed 28 July 2013].

¹⁹ Further details: <http://www.acuerdonacional.pe> [Accessed 28 July 2013].

According to collected information, the state programs of the diaspora, such as the consultative bodies, suffered economic and material limitations (Estrada 2013: 89). Despite the fact that labour migration was included in the agenda of the Ministry of Labour, it has been a slow process of socialization regarding migrant labour rights. Moreover, the ratification of international agreements with the Organization of United Nations (UN) and with the International Labour Organization (ILO) have taken a long period of time (Defensoría del Pueblo 2010: 57-61).

The dominant discourse suggests little understanding of the social and economic differences among international migrants, and reveals the State's interests as a protective entity that oversees and looks after its citizens abroad, from a nationalist vision, and as a matter of sovereignty. The relationship between the State and migrants is instrumental to development and growth since remittances have been widely evidenced to increase the Peruvian economy. Also, detected types of clientelism can undermine the exercise of political rights by migrants (Lafleur 2013: 150).

A gendered perspective within the law is not represented (Castro, Hernández and Herrera 2013: 186) and therefore, such a legal context could foster recognition of the impact that migration has on women and look to address reports of domestic violence as well as sexual harassment against female migrant workers.

Peruvian migration law has suffered several changes during the last thirty years, evidencing the government's efforts to provide solutions to the migration phenomenon. Nevertheless, these changes respond not only to the interests of the country and its migrants but also are influenced by external factors, as the policies of destination countries in the last twenty years have been designed with a "defensive" and stigmatizing character, and have become a "problem that needs to be solved" (Gsir 2013: 95), which is reflected in policies more than "agreements". In this global scenario (Appadurai 2001), the initiatives of migrant associations continue to reflect their autonomy (Smith 2003: 726) with regard to the policies of the country of origin.

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