

# Peru

## Multi-year Strategy 2023 – 2026



### Table of Contents Section

#### 1. Strategy

- 1.1 Executive Summary
- 1.2 Situation Analysis
- 1.3 Vision and Strategic Orientation
- 1.4 Age, gender, and diversity

#### 2. Impact Statements

#### 3. Peru 2025 Indicators and Targets

## 1.1 Executive Summary

Peru remains the second-largest destination for Venezuelans, hosting over 1.54 million by the end of 2023, including 493,476 asylum-seekers and 4,906 recognized refugees. Lima is home to the largest concentration of Venezuelans outside Venezuela, with a community of over one million residents. UNHCR estimates that 32% of Venezuelans in Peru live in monetary poverty, with 10% living in extreme poverty. Upon arrival, many Venezuelans face severe vulnerability, with limited income opportunities and heightened risks of child labour, sexual exploitation, and food insecurity. UNHCR expects that displacement will remain relatively stable and will not increase significantly in the coming years.

In 2022, an average of 130 Venezuelans arrived in Peru each day. However, in 2023, this number decreased to 21 people per day. By early 2024, the number of people leaving Peru exceeded those entering, largely due to continued irregular border crossings as many Venezuelans struggled to meet regular entry requirements. UNHCR continues to monitor regional developments in Ecuador, Colombia, and Venezuela that could impact migration trends and planning.

In December 2023, the Government of Peru participated in the II Global Refugee Forum, where it committed to enhancing the asylum system through a data validation process. The pledges also included integrating forcibly displaced and stateless people in national statistics, implementing a mechanism for determining statelessness, and promoting the socio-economic inclusion of forcibly displaced people. In 2023, the Government launched a validation exercise to reduce the backlog of asylum claims as part of its commitment to the GRF. The initial step included a data validation to determine the number of asylum-seekers. Following this, the Special Commission for Refugees (CEPR) launched a self-validation campaign to confirm the number of active claims. The campaign ended in October 2024, after which the CEPR will consolidate its database and define next steps. This effort will provide the Peruvian Government with an updated figure of asylum-seekers, enabling the CEPR to improve Refugee Status Determination processing and enhance access to the asylum system.

To facilitate access to legal migration status, UNHCR will continue to support national authorities in facilitating better access to documentation through alternative stay arrangements. The humanitarian-development nexus remains a priority for UNHCR, which continues to work with ministries, municipalities, and other stakeholders to enhance refugees' access to rights and services. In 2024, UNHCR supports normative

and policy changes while strengthening the government's capacity to deliver services. This collaboration seeks to ensure that government entities include forcibly displaced individuals into their planning, enabling most documented Venezuelans to access rights and public services by 2026. In urban settings, UNHCR employs an area-based approach, prioritizing districts with high concentration of Venezuelans, and characterized by high levels of protection incidents and high poverty rates.

Jointly with IOM, UNHCR will continue co-leading the Inter-Agency Coordination Platform for Refugees and Migrants from Venezuela (R4V) to respond to the needs of Venezuelans and host communities, ensuring the implementation of activities in accordance with the Regional Refugee and Migrant Response Plan (RMRP) and complementing the government's response.

## 1.2 Situation Analysis

Projections from the Inter-Agency Coordination Platform for Refugees and Migrants from Venezuela (R4V) and its National Platform in Peru (GTRM) estimate that by December 2025, there will be over 1.7 million Venezuelan asylum-seekers, refugees, and migrants in the country. Approximately 75 per cent are expected to continue living mainly in Lima and Callao, (with the remainder primarily concentrated in coastal areas such as Arequipa, Ica, and La Libertad. The demographic structure is also projected to remain consistent, with adult men comprising 32.8 per cent, adult women 35 per cent, and girls and boys 15.6 per cent and 16.6 per cent, respectively, of the overall population.

As part of a commitment made at the II Global Refugee Forum (GRF) by the Government to reduce the asylum backlog, the CEPR launched an exercise to validate all asylum applications submitted before 2024. With this exercise, the government sought to confirm asylum seekers' interest in pursuing their asylum claims. This exercise, which ended in October 2024, will allow the Government to strengthen the asylum system and expedite the processing of a reduced number of asylum claims.

The forcibly displaced population face numerous risks related to gender-based violence and child protection, including sexual violence, trafficking for sexual and labour exploitation, survival sex, domestic violence, sexual harassment, physical violence and femicide. Indeed, existing services are not fully equipped to respond to the needs of vulnerable people in transit and survivors of gender-based violence. According to data from the Ministry of Women and Vulnerable Populations, there is evidence of a steady increase in reported cases of gender-based violence against foreign women in Peru. While over 750 cases were identified in 2018, approximately 3,000 were identified in

2023. As of March 2024, 616 cases of gender-based violence have already been reported, with 81 per cent of the survivors being Venezuelan.

From 2023-2026, UNHCR's response will prioritize advocacy and technical assistance to government institutions to ensure access to the territory, access to fast and efficient asylum procedures, and the adoption of legal stay arrangements. These efforts aim to strengthen the protection of forcibly displaced people from refoulement and establish the foundation for local integration as a durable solution.

Enhancing the recognition of professional and technical credentials among Venezuelan asylum-seekers, refugees, and migrants and promoting their cultural and economic inclusion, are top priorities for UNHCR. This focus is driven by the unique combination of an economy with significant growth potential (70 per cent non-formal) and a highly educated Venezuelans population. These factors create a valuable opportunity for large-scale and long-term impact, facilitating livelihood activities for the displaced population.

To implement an age, gender and diversity approach throughout programming, special emphasis will be placed on people with specific protection needs, including children and gender-based violence survivors, LGBTQ+ people, and people with disabilities. The focus will be on enhancing the accessibility and quality of available public services in addition to the provision of complementary direct assistance. Moreover, UNHCR will advocate with education authorities to ensure that asylum-seekers, refugees, and migrant children are not left behind.

### 1.3 Vision and Strategic Orientation

In response to the challenging landscape for the period 2023-2026, UNHCR will support the fair and efficient functioning of the asylum system, and to expand implementation of migratory legal stay arrangements. Additionally, the social, financial, and cultural integration of the forcibly displaced population will serve as the cornerstone of its programming.

UNHCR will implement its interventions through an area-based approach (ABA) to respond to the needs of forcibly displaced people by strengthening decentralized protection services, providing multi-sectoral support, working with multi-stakeholders, and considering the entire population living in a specific geographical area. Prioritized territories are characterized by high levels of violence and poverty levels. To achieve it, UNHCR will promote access to asylum procedures and legal stay arrangements, including through the implementation of the regional refugee definition adopted in the 1984 Cartagena Declaration, as incorporated into domestic legislation on asylum.

Overall, UNHCR is committed to fostering a humanitarian-development nexus and works closely with national institutions at various levels, such as municipalities and ministries, to promote and facilitate the inclusion of refugees and asylum-seekers in national and local services. Adopting a sustainable programming approach will involve strengthening government programs, particularly for populations in poverty and extreme poverty. Increased support for normative and policy changes and the government's capacity strengthening to provide basic services to the vulnerable population will allow better inclusion of the forcibly displaced population into the national planning exercises and allow a significant number of documented Venezuelans to have access to rights and public services. Furthermore, the Peruvian population will benefit from the enhancement of the national services offered by the Government.

In addition, UNHCR will focus on promoting livelihood, economic inclusion, local integration, and empowerment of community-based organizations. UNHCR will also increase its footprint on resettlement, access to third-country solutions, and diversified complementary pathways.

The strategic axes mentioned above prioritize the strengthening survivor-centred response programmes and national protection systems for the prevention of gender-based violence and response to abuse, violence, neglect and exploitation of women and children.

#### 1.4 Fair Access and Representation

UNHCR will continue to ensure an age, gender, and diversity approach in all its operations. Public programmes to prevent, mitigate and respond to gender inequality, gender violence, and child protection-related risks will be supported through the coordination and capacity development of public authorities, municipalities, and host communities. UNHCR will also continue to develop specific age, gender and diversity interventions at a community level and ensure adequate female presence in leadership and community representation structures. The Office will also seek to strengthen inter-institutional and inter-agency coordination to address issues concerning education, LGBTIQ+ people, indigenous populations, youth, climate change mitigation, and women's empowerment.

UNHCR will continue to implement its national strategy to work with people with disabilities, including activities for integration, support groups, and access to information and services in coordination with public authorities, such as the National Council for the Integration of the Person with Disabilities, Municipal Offices of People with Disabilities, Ministry of Education, and the Public Programme for Special Education, and refugee-led organizations. UNHCR will also continue to support feminist organizations providing specialized services to women and girls.

To ensure that UNHCR's programming includes the views, opinions and proposals of asylum-seekers, refugees, migrants, and community leaders, in line with the age, gender and diversity approach, UNHCR will organize annual participatory assessments and protection monitoring exercises.

Advocacy with public institutions and other relevant stakeholders will allow asylum-seekers, refugees, and migrants to share their perceptions and proposals. Also, complaint and feedback mechanisms will continue to be accessible via email, letterboxes, the inter-agency chatbot/hotline, and face-to-face interactions. For this purpose, it will be crucial to build the capacities of age, gender, diversity sensitivity, accountability for affected populations, and fraud prevention. In addition, a case management system coordinated with partners and state counterparts will allow the appropriate referrals to assist people at heightened risk.

UNHCR's work on communication with communities will be vital to supporting actions directed to promote peaceful coexistence through an age, gender, and diversity approach, as well as sports, artistic, and cultural activities, particularly engaging historically marginalized groups.

## 2. Impact Statements

### *Impact statement*

***Forcibly displaced people have access to the territory and to fair, and efficient protection systems that effectively address their specific needs.***

*Impact area: Attaining favourable protection environments*

#### *Outcome statements*

*Government institutions enhanced the management of asylum procedures, implemented alternative stay mechanisms, and issued documentation certifying the migratory status of forcibly displaced people.*

*Outcome area: Access to territory, registration and documentation*

*Government and NGOs strengthened their capacity to prevent, mitigate, and respond to gender-based violence.*

*Outcome area: Gender-based violence*

*Government and NGOs have strengthened their capacity to adhere to child protection standards.*

*Outcome area: Child protection*

### ***Impact statement***

**Forcibly displaced people meet their basic needs and access specialized services with dignity.**

*Impact area: Realizing rights in safe environments*

*Outcome statements*

*Forcibly displaced people have access to assistance and services that meet their basic needs, while addressing gaps in State protection services*

*Outcome area: Well-being and basic needs*

**Impact statement**

***An increasing number of forcibly displaced people are self-reliant, able to support their families, and actively engaged in social participation within their communities, particularly in advancing gender equality.***

*Impact area: Empowering communities and achieving gender equality*

*Outcome statements*

*An increasing number of forcibly displaced people are self-reliant, able to support their families, and actively engaged in social participation within their communities, particularly in advancing gender equality.*

*Outcome area: Community engagement and women's empowerment*

*Forcibly displaced people have access to decent employment opportunities and financial services.*

*Outcome area: Self-reliance, economic inclusion and livelihoods*

*Public, media, and donors recognize the severity of the situation and the potential for the integration of asylum-seekers, refugees, and migrants in Peru. They actively support UNHCR's leadership role in advocating for and protecting their rights.*

*Outcome area: External engagement and resource mobilization*

**Impact statement**

***Forcibly displaced people have access to third-country solutions, including resettlement and diversified complementary pathways, in accordance with their specific needs.***

*Impact area: Securing solutions*

*Outcome statements*

*UNHCR and its partners have strengthened their capacity enabling more efficient procedures for resettlement and complementary pathways.*

*Outcome area: Resettlement and complementary pathways*

### 3. Peru 2025 Indicators and Targets

Country	Results Level	Result Area	Indicator	Population Type	Baseline	Target 2025
Peru	Impact	IA1: Protect	1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	28%	Not applicable
Peru	Impact	IA1: Protect	1.2 Proportion of people who are able to move freely within the country of habitual residence	Refugees and Asylum-seekers	71%	Not applicable
Peru	Impact	IA2: Respond	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	Refugees and Asylum-seekers	77%	Not applicable
Peru	Impact	IA2: Respond	2.3 Proportion of people with access to health services	Refugees and Asylum-seekers	58%	Not applicable
Peru	Impact	IA3: Empower	3.1 Proportion of people who have the right to decent work	Refugees and Asylum-seekers	32%	Not applicable
Peru	Impact	IA3: Empower	3.2a Proportion of children and young people enrolled in primary education	Refugees and Asylum-seekers	67%	Not applicable
Peru	Impact	IA3: Empower	3.2b Proportion of children and young people enrolled in secondary education	Refugees and Asylum-seekers	39%	Not applicable
Peru	Impact	IA3: Empower	3.3 Proportion of people feeling safe walking alone in their neighbourhood after dark	Refugees and Asylum-seekers	38%	Not applicable
Peru	Impact	IA4: Solve	4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	562	Not applicable
Peru	Impact	IA4: Solve	4.2b Number of people who departed through	Refugees and	2	Not applicable

			complementary pathways	Asylum-seekers		
Peru	Impact	IA4: Solve	4.3b Number of refugees for whom residency status is granted or confirmed	Refugees and Asylum-seekers	1,437	Not applicable
Peru	Outcome	OA1: Access/Doc	1.1 Proportion of refugees and asylum seekers registered on an individual basis	Refugees and Asylum-seekers	16%	100%
Peru	Outcome	OA1: Access/Doc	1.2 Proportion of children under 5 years of age whose births have been registered with a civil authority	Refugees and Asylum-seekers	100%	100%
Peru	Outcome	OA1: Access/Doc	1.3 Proportion of people with legally recognized identity documents or credentials	Refugees and Asylum-seekers	65%	95%
Peru	Outcome	OA3: Policy/Law	3.1 Extent national legal framework is in line with the 1951 Convention and/or its 1967 Protocol	None	Progressing towards alignment: 70-89 points	To be confirmed
Peru	Outcome	OA3: Policy/Law	3.2 Extent national legal framework is in line with the 1961 Convention on the Reduction of Statelessness	None	Broadly aligned: ≥90 points	To be confirmed
Peru	Outcome	OA4: GBV	4.1 Proportion of people who know where to access available GBV services	Refugees and Asylum-seekers	33%	85%
Peru	Outcome	OA4: GBV	4.2 Proportion of people who do not accept violence against women	Refugees and Asylum-seekers	To be confirmed	100%
Peru	Outcome	OA4: GBV	4.3 Proportion of survivors who are satisfied with GBV case management services	Refugees and Asylum-seekers	91%	100%
Peru	Outcome	OA5: Children	5.1 Proportion of children at heightened risk who are supported by a Best Interests Procedure	Refugees and Asylum-seekers	54%	85%

Peru	Outcome	OA5: Children	5.2 Proportion of children who participate in community-based child protection programmes	Refugees and Asylum-seekers	21%	25%
Peru	Outcome	OA5: Children	5.3 Proportion of unaccompanied and separated children who are in an alternative care arrangement	Refugees and Asylum-seekers	10%	100%
Peru	Outcome	OA7: Community	7.1 Extent participation of displaced and stateless people across programme phases is supported.	Refugees and Asylum-seekers	Extensive: $\geq 70$ points	Extensive: $\geq 70$ points
Peru	Outcome	OA7: Community	7.2 Proportion of people who have access to safe feedback and response mechanisms	Refugees and Asylum-seekers	To be confirmed	100%
Peru	Outcome	OA7: Community	7.3 Proportion of women participating in leadership/management structures	Refugees and Asylum-seekers	80%	70%
Peru	Outcome	OA8: Well-being	8.1 Proportion of people that receive cash transfers and/or non-food items	Refugees and Asylum-seekers	4%	4%
Peru	Outcome	OA8: Well-being	8.2 Proportion of people with primary reliance on clean (cooking) fuels and technology	Refugees and Asylum-seekers	96%	100%
Peru	Outcome	OA13: Livelihood	13.1. Proportion of people with an account at a bank or other financial institution or with a mobile-money-service provider	Refugees and Asylum-seekers	54%	60%
Peru	Outcome	OA13: Livelihood	13.2. Proportion of people who self-report positive changes in their income compared to previous year	Refugees and Asylum-seekers	6%	20%
Peru	Outcome	OA13: Livelihood	13.3 Proportion of people (working age) who are unemployed	Refugees and Asylum-seekers	2%	2%

Peru	Outcome	OA15: Resettle	15.1 Number of refugees submitted by UNHCR for resettlement	Refugees and Asylum-seekers	1,532	To be confirmed
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