

MIEUX

Case Study

Peru (2017 – 2018)

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ICMPD



How to read this case study?

MIEUX Thematic Areas



Migration and
Development



Legal Migration
and Mobility



Irregular Migration
and Trafficking in
Human Beings



International Protection
and Asylum Policy



Horizontal
Interventions

Ten features of good practice in MIEUX Actions

- 1 There should be ownership on the part of the partner country
- 2 Actions should provide an opportunity to be innovative in their context
- 3 Actions should be able to be replicated
- 4 Actions should provide tangible results
- 5 Actions should be endorsed at a high level
- 6 Actions should be integrated into existing priorities
- 7 Actions should be based on the highest levels of experience
- 8 Actions should complement and be in synergy with other initiatives
- 9 Actions should provide EU added value
- 10 Actions should act as a catalyst for the acquisition of knowledge through the exchange of experiences

ADDRESSING SMUGGLING OF MIGRANTS

Peru (2017-2018)

Peru is a country of origin, transit and destination for smuggled migrants. With the objective to strengthen inter-institutional and cross-border coordination, MIEUX supported the development of inter-sectoral guidelines and a targeted training manual to counter migrant smuggling.

Context

Free movement mechanisms in force for most countries of the Southern Common Market (MERCOSUR)¹ have reduced the need for the migrant smuggling of South Americans. In recent years, the large majority of migrants smuggled into and through Peru have been from Africa, Asia and the Caribbean.²

The General Directorate for Democratic Security (DGSD for its Spanish acronym) under the Ministry of Interior is in charge of planning, implementing and monitoring activities in line with the national policies against THB and smuggling of migrants, and coordinates the Permanent Multilateral Commission against THB and Migrant Smuggling (CMNP TP-TM for its Spanish acronym).

Since 2015, Peru has consolidated a systematic and integral public policy in the area of THB, including the adoption of normative instruments, the reinforcement of institutional capacities, and the updating of operational procedures in the fields of THB and protection of victims.

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**MIEUX
FEATURES**



16 PEACE, JUSTICE AND STRONG INSTITUTIONS



1 Free movement mechanisms are in force for Argentina, Brazil, Bolivia, Chile, Colombia, Ecuador, Paraguay, Peru and Uruguay.

2 Training Manuals for Smuggling of Migrants.

The CMNP TP-TM had thus far focused solely on THB. Building on the support provided within the framework of two previous Actions focusing on the protection and assistance of VoTs, and the evaluation of the National Action Plan against THB, the DGSD wanted to broaden the scope of its efforts in strengthening the normative dimension in the field of smuggling of migrants with this new project, as well as to reinforce the capacities of public officials operating at regional and local levels while improving overall coordination.

Action Design

The Action was launched with the organisation of an **International Conference Against Migrant Smuggling** followed by a **first reflection and drafting session** for developing the Intersectoral Guidelines against Migrant Smuggling. At the end of this first event, it was decided, together with the Peruvian DGSD, to revise and adjust the intervention logic.

The initial objective was to develop a draft structure of the Inter-Sectoral Guidelines against Migrant Smuggling. However, the activity proved to be so effective that a consolidated document was formulated and even endorsed at a higher level.

Furthermore, it was decided to focus the Action exclusively on smuggling of migrants and to organise training in Tacna (on the border with Chile) and Tumbes (on the border with Ecuador), the two provinces particularly affected by this phenomenon.

The content of the Training Manual on Smuggling of Migrants, as well as the consequent workshops at the border, were based on a thorough **training needs assessment at central and local levels**. Besides qualitative interviews, an online survey helped to identify the cross-institutional training needs and to design a targeted manual based on the Peruvian context.

MIEUX delivered expertise via mixed teams of experts originating from both within the region and the EU. Experts from Argentina and Spain, representing the public and private sectors, were involved in the implementation of the Action.

Practices

- **Flexible Action design:** The delivery of assistance under MIEUX requires a flexible approach which permits adaptation to unforeseen circumstances, and which allows to quickly revise and adjust the design of an Action according to new needs expressed by partner authorities.
- **Incorporating the cross-border dimension:** Neighbouring countries Chile and Ecuador and other Latin American countries were involved in specific activities, shared experiences

on good practices, and discussed current and future challenges, but also the way effective strategies to better face challenges associated to migrant smuggling could be jointly defined.

- **Beneficiary-led adaptation of training material:** MIEUX put a strong emphasis on **targeting the capacity development to the national and local context**. Based on interviews with public officials, CSOs and international organisations at the borders, scenario-based examples and exercises were included in the training, thus reflecting the different smuggling routes, modus operandi and travel arrangements made by migrants. This helped participants to learn through relatable situations and facilitated problem solving.

Impact

- The strong political will to further advance on tackling migrant smuggling issues in Peru was reflected in the swift **adoption of the Inter-Sectoral Guidelines for the Prevention and Prosecution of Smuggling of Migrants, and for the Assistance and Protection of Smuggled Persons and Victims of Crime in the Context of Migration**.³ Following their approval, the Ministry of Interior developed SOPs for cases of migrant smuggling.
- The online survey for 21 provincial desks, working groups and commissions of the CMNP TP-TM targeted public officials of the National Superintendence of Migrations, National Police, Public Prosecutor's Office and Judiciary. It gathered data to help determine the training handbook content and actual training, but also provided **information on additional training needs for instance in the area of human trafficking**.
- The **Training Manual on Smuggling of Migrants was approved by the DGSD** and shared with the more than 100 participants of the two training activities in Tacna and Tumbes.
- In 2017, MIEUX enhanced regional coordination efforts by providing support to the Ibero-American network of specialised prosecutors on trafficking in persons and smuggling of migrants (REDTRAM for its Spanish acronym). This Peru Action **reinforced the transnational cooperation and exchange of practices, experiences and expertise in the area of migrant smuggling** by involving the countries neighbouring Peru in the capacity development activities, namely Brazil, Chile and Ecuador.
- In most Peruvian provinces, the DGSD has set up multidisciplinary and inter-institutional desks, working groups and commissions, which have been closely involved since the first activity. The guidelines and tailor-made training sessions helped to **clarify the respective roles and procedures, and supported the development of flow charts based on practical examples**.

³ The guidelines were approved by Supreme Decree N° 008-2018-IN.

- In order to ensure **complementarity with relevant international organisations**, the training sessions at the border with Chile and Ecuador were organised in coordination with the UNODC, in particular its offices in Mexico (coordinated the #ADeadlyBusiness campaign to prevent and combat migrant smuggling) and Colombia (coordinated the implementation of the Global Action to Prevent and Address Trafficking in Persons and the Smuggling of Migrants in Latin America). Furthermore, the national and regional Interpol Specialised Operational Network (ISON) against people smuggling specialists participated in the training and shared specific, case-related intelligence on threats, trends, routes and modus operandi.

Lessons Learnt

- Countering smuggling of migrants requires coordinated responses, including **comprehensive cross-border cooperation**.
- **Inter-institutional collaboration is key** for the success of any national or local strategy to prevent and address the smuggling of migrants. Successful cooperation mechanisms are based on a clear definition of the respective roles of the various stakeholders involved.



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Migration EU Expertise



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Since launching operations in 2009, the Migration EU eXpertise (MIEUX) Initiative has provided space to request capacity development activities and EU expertise, allowing the sharing of knowledge and practices between peers working in institutions in and outside of Europe.

The adoption of the Global Compact on Migration and the creation of the UN Network on Migration coincided with MIEUX's ten-year anniversary. To mark the occasion, MIEUX undertook a comprehensive analysis of its achievements, methodologies and practices.

By delving into MIEUX's portfolio of over 100 interventions, this series of case studies intend to offer a glimpse of the broad range of tools, methodologies and approaches that can inspire or be used by governments and migration and development practitioners to advance a cooperative and sustainable international architecture of migration.