

FOLLOW UP TO THE PREVIOUS REVIEW

1. During its third UPR in November 2017, Peru received 182 recommendations, supporting 177 and noting five. 1,2

Sexual and Reproductive Rights

- 2. Peru accepted all the recommendations regarding access to comprehensive sexual education, as well as health services and sexual and reproductive rights;³ however, access to these rights remains in danger as there are legislative initiatives that seek to stop their implementation.
- 3. Peru committed to decriminalize abortion in cases of rape, but this continues to be a crime and the victims, often girls, are revictimized by being denied access legal and safe abortions.⁴
- 4. Peru committed to effectively investigate cases of forced sterilizations and to establish a reparations program.⁵ In 2021, after more than 25 years, criminal proceedings began against those accused of these crimes, including former President Alberto Fujimori.
- 5. Additionally, victims of sexual violence were included as beneficiaries of the Comprehensive Reparations Plan (Law 28592). However, victims of forced sterilization have not yet been specifically recognized as beneficiaries, nor have administrative reparations of any kind been granted to the 6,957 people registered in the Registry of Victims of Forced Sterilizations.⁶

Rights of lesbian, gay, bisexual, transgender and intersex people (LGBTI)

6. Peru supported all the recommendations on LGBTI people's rights, and they were included as a vulnerable population in the National Human Rights Plan 2018-2021 (2018), but they still face discrimination on grounds of SOGIESC (sexual orientation, gender identity/expression and sex characteristics). Same-sex marriage is not recognized, and comprehensive data on violence and discrimination against LGBTI people are lacking because of the authorities' failure to collect them.

Human rights defenders

7. In line with supported recommendations, ¹⁰ Peru began the implementation of a protective framework for human rights defenders, but not all the institutions involved have issued specific regulations to comply with their obligations so that human rights defenders are protected against threats, harassment and attacks.

THE NATIONAL HUMAN RIGHTS FRAMEWORK

Ratification of International Human Rights Instruments

8. The Peruvian government has still not ratified the Optional Protocol to the International Covenant on Economic, Social and Cultural Rights, despite committing to do so during the last review.¹¹

Sexual and Reproductive Rights

9. In March 2019, the Supreme Court ruled to maintain the gender perspective in the national education curriculum following the challenge brought by a group of parents in 2017, who questioned its constitutionality. In June 2021 the Ministry of Education approved the Comprehensive Sexual Education Guidelines for Basic Education. However, in May 2022, Congress approved Law 31498, which allows some groups of parents to be involved in defining school curricula and veto contents of the materials, jeopardizing the incorporation of the gender perspective and comprehensive sexual education.

Human rights defenders

10. In September 2018, Peru signed the Regional Agreement on Access to Information, Public Participation and Justice in Environmental Matters in Latin America and the Caribbean (Escazú Agreement), but Congress rejected its ratification (2020). The government refrained from resubmitting the agreement to the attention of Congress for its ratification, thus missing the opportunity for enhancing protection for human rights defenders.



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11. The Ministry of Justice and Human Rights led the implementation of the protective framework for human rights defenders by publishing: "Protocol to guarantee the protection of human rights defenders" (2019),¹² the "Register of Human Rights Defenders at risk" (2020),¹³ and the "Intersectoral Mechanism to protect human rights defenders" (2021),¹⁴ which seeks to articulate actions between the agencies involved; however to date, only the Ministry of Environment has issued its specialized protocol (of 8 institutions responsible). Additionally, the Public Prosecutor's Office published its own protocol, even though they were not obliged to.¹⁵

Right to health and a healthy environment

- 12. The Ministry of Health initiated actions for the healthcare of people affected by heavy metals and other toxic substances by publishing the Guidelines for Comprehensive Care (2018) ¹⁶ and creating the Functional Care Unit ¹⁷(2019). Congress approved Law 31189, for the prevention, mitigation and health care of people affected by heavy metals and others ¹⁸(2021), and the Executive approved the Special Multisectoral Plan for Comprehensive Intervention in favor of the Population Exposed to Heavy Metals, Metalloids and other toxic chemicals (PEM). ¹⁹ However, to date, no regulations have been issued to implement the PEM.
- 13. After several months of deliberation between civil society, trade unions, business associations and Indigenous organizations, the National Action Plan on Business and Human Rights 2021-2025 was published in June 2021,²⁰ based on the United Nations Guiding Principles, to establish the responsibilities of companies in the face of noncompliance with human rights in the exercise of their activity, including accountability, investigation and punishment for the impacts of their activities.

Excessive use of force

14. In March 2020, Congress enacted Law 31012, the Police Protection Law,²¹ which raises concerns regarding impunity for unlawful use of force by police and the army. The law establishes derogations regarding the principle of proportionality when resorting to the use of force and reiterates the exemption of criminal liability for law enforcement officials who cause injuries or death while using force in the context of their duties.

THE HUMAN RIGHTS SITUATION ON THE GROUND

Gender-based violence

- 15. Gender-based violence continues to be endemic. Despite this, Women's Emergency Centers (CEM in Spanish) were not considered essential services at the start of the pandemic and remained closed between March and June of 2020.
- 16. Women represent 63% of the total number of people reported as missing over the last four years. In 2021, 12,984 women were reported missing, and 62% of them were girls between 12 and 17 years old.²² Their disappearances are often link to crimes such as sexual violence, human trafficking or femicide, committed by individuals,²³ and Amnesty International shares the concern of the Ombudsman's Office that the state must investigate these disappearances with all due diligence and gender perspective, as they are a type of gender-based violence.²⁴

Sexual and reproductive rights

- 17. In 2020, the CEM registered 9,582 cases of sexual violence against children and adolescents, and 1,177 girls under 15 years carried pregnancies to term (22 of them under 11 years old). In 2021 the number of births by girls increased to 1,435.²⁵ Despite these alarming figures, national legislation still criminalizes abortion in cases of sexual violence.
- 18. There has been progress in ensuring accountability for forced sterilizations. However, resources must be provided to the Judiciary and the Public Prosecutor's Office so that the following procedural stages are undertaken with due diligence, taking into special consideration the long time that the victims have been waiting for truth, justice and reparation.





Rights of Lesbian, Gay, Bisexual, Transgender and Intersex Persons

- 19. Transgender people were among the most affected groups at the start of the pandemic. They suffered arbitrary arrests and violence by police officers, as they did not have identity documents that reflected their gender identity and preferred name. ²⁶ In Peru, transgender people cannot obtain official documents that reflect their gender identity, instead must follow long and lengthy judicial processes, leaving them in greater precariousness and vulnerability.
- 20. Same-sex couples still do not have the same rights as heterosexual couples, as they cannot marry in Peru, nor can they access civil partnerships. If same-sex couples marry abroad, the marriage is not recognized by the Peruvian State either. The first instance ruling of 2016 that ordered the registration of a marriage abroad was overturned by the Constitutional Court in 2020 due to procedural issues, without ruling on the rights of same-sex couples. The non-recognition of rights acquired in other states also affects the children of same-sex parents, who are also unable to register their children in Peru.

Violence against human rights defenders

- 21. Despite improved policies, violence against human rights defenders is rising. Since 2020, the Register recorded 104 attacks or threats against environmental and Indigenous human rights defenders (including destruction of private property, defamation, threats to personal safety, or physical, psychological, or sexual assaults).²⁷
- 22. Since 2020, Amnesty International has recorded the deaths of at least 14 environmental and Indigenous human rights defenders but there are discrepancies between civil society records and the records kept by the Protection Mechanism and the Ombudsman's Office (nine defenders killed between 2020 and 2021). This is due to the limited official definition of who could be a human rights defender, despite the international definition.
- 23. Despite the improvement registered in the protection of human rights defenders, more efforts must be made for the integrated application of the Protection Mechanism in an effective manner, which requires the joint action of all the institutions involved and the strengthening of preventive and protection actions, in order to avoid gross human rights abuses experienced by human rights defenders.

Right to health and a healthy environment

24. In January 2021, two very important sentences were issued in favor of Indigenous peoples affected by metals and other toxic substances. For the community of Cuninico (Loreto), reparations were established by the Constitutional Court, and for the communities of Espinar (Cusco), the Upper Multiple Tribunal of Canchis ordered access to healthcare through a specialized plan. According to Amnesty International's analysis, the corresponding plan presented by the Ministry of Health was not based on a specific analysis of the risks to human health and the environment linked to exposure to toxic substances in Espinar.²⁸ The claimant communities have requested its modification so that it can then be duly submitted for consultation among them.²⁹ However, more than a year after the Tribunal's decision, there is no specialized plan that complies with the judgement.

Right to freedom of peaceful assembly

- 25. Investigations were launched into police officers and high-ranking officials for the excessive use of force during protests of November 2020,³⁰ but no one has yet been held accountable. Regarding police officers, the investigations are still ongoing. As for the proceedings against high-ranking officials, in July 2022 the Congress decided not to continue the investigations against them.³¹ Amnesty International believes this decision to be a setback in the protection of the right to freedom of peaceful assembly, and to be contrary of the State's obligation to investigate human rights violations.
- 26. The Government authorized financial support for the families of young protesters who died, as well as scholarships and health care for the people injured, but without a court ruling they have not received comprehensive reparation measures.



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27. During the protests of March and April 2022, excessive use of force by police was reported against protesters in various parts of the country.³² Furthermore, Amnesty International is concerned that the derogations measures adopted under the state of emergency, initially declared on 2 February 2022 and then extended several times, which restricted several human rights.

Impunity for human rights violations committed in the past

- 28. In 2021, the trial of members of the Peruvian Armed Forces accused of having systematically raped dozens of women between 1984 and 1995 in Manta (Huancavelica), was resumed. This represents hope for the victims, who have been awaiting truth, justice and reparation for decades.
- 29. Alberto Fujimori was released in December 2017, when former President Pedro Pablo Kuczynski pardoned him,³³ but he returned to prison in October 2018 after a court annulled the pardon.³⁴ In March 2022, the Constitutional Court restored the pardon, ordering his release.³⁵ However, the Inter-American Court of Human Rights found this ruling to be contrary to the conditions that the Court established in its 2018 resolution.³⁶

Rights of migrants and refugees

- 30. Peru has received almost 1.3 million Venezuelans between February 2018 and May 2022 and remains the country with the largest number of refugee applications pending response (500,000 when the system closed in 2020).³⁷
- 31. As a provisional solution to regularize migrants, the Temporary Residence Permit Card (CPP)³⁸ was created in 2020. However, while applications for the CPP technically remain open, as of May 2022 only 165,307 Venezuelans had secured one.³⁹ This could be due to economic barriers, since to access a CPP the person must pay the fine for overstaying (something that was not requested for the Temporary Permanence Permit in 2018). Another problematic situation is that the CPP does not grant access to healthcare.
- 32. Of particular concern is the situation of migrant and refugee women who are subjected to gender-based violence. Amnesty International has documented that many migrant and refugee women abandon their attempts to seek justice due to their irregular migration status.⁴⁰ When women seek help to report assaults, they are often subject to prejudices based on gender and nationality stereotypes, hindering their access to justice.⁴¹
- 33. In Peru, the criminalization of migration increased. In July 2022, the Congress passed a law to reinforce border controls in the name of "citizen security", and it also established the obligation for nationals who provide accommodation to foreigners to request a regular migratory status. ⁴² Furthermore, there is an increase in political speeches that propose the expulsion of foreigners as a "citizen security" measure. In April 2022, Piura's Regional Government expelled 32 people, including several sex workers, without observing due process⁴³ and the condition of asylum seeker of at least one person in the group. ⁴⁴

RECOMMENDATIONS FOR ACTION BY THE STATE UNDER REVIEW

Amnesty International calls on the government of Peru to:

Institutional framework for the promotion and protection of human rights

- 34. Ratify the Optional Protocol to the International Covenant on Economic, Social and Cultural Rights, as it committed to do in the previous review.
- 35. Ratify the Regional Agreement on Access to Information, Public Participation and Access to Justice in Environmental Matters in Latin America and the Caribbean.
- 36. Repeal Law 1323, Police Protection Law, as it raises human rights concerns regarding impunity for unlawful use of force by law enforcement officials.





Gender-based violence against girls, adolescents and women

- 37. Adopt a comprehensive, gender-sensitive plan to ensure that disappearances of women and girls are effectively, promptly and duly investigated;
- 38. Collect thorough data regarding disappearances, disaggregated by the gender of the victim and the circumstances of their disappearances;

Sexual and reproductive rights

- 39. Decriminalize abortion in all circumstances and ensure that no pregnant person, or medical professional, is subject to criminal sanctions and guarantee timely and effective access to sexual and reproductive health information and services, including the possibility of legal and safe abortion, especially for survivors of sexual violence (as accepted in the previous review).
- 40. Guarantee access to comprehensive sexual education, so that adolescents and young people, in particular girls and women can make informed decisions about their sexuality and reproduction, as accepted in the previous exam.

Rights of lesbian, gay, bisexual, transgender and intersex people

- 41. Enact legislation recognizing LGBTI people's right to private and family life, without discrimination, including by ensuring that they can marry and found a family, as accepted in the previous review.
- 42. Enact legislation that guarantees transgender people's right to legal recognition of their gender identity, including establishing a quick, accessible and transparent administrative process to change their name and sex on official documents, as accepted in the previous review.
- 43. Systematically collect and analyze data on LGBTI people's rights, including the prevalence of violence perpetrated against them and access to work and healthcare.

Human rights defenders

- 44. Guarantee the proper implementation of the Protective Mechanism, including by issuing the internal regulations required for each institution to implement the mechanism and by ensuring adequate resources to that purpose.
- 45. Provide more accessible data on the threats and attacks suffered by human rights defenders, safeguarding their privacy and integrity.
- 46. Implement preventive measures, including at the local level, that are gender sensitive and culturally appropriate to tackle the threats that human rights defenders face with a view to enhancing their safety.

Right to health and a healthy environment

- 47. Ensure culturally appropriate health care for all people affected by contamination by heavy metals or other substances, which must include the active participation and free, prior and informed consent of the affected Indigenous communities.
- 48. Provide sufficient resources, both budgetary and staffing, for the proper implementation of the PEM.

Justice and impunity for human rights violations

49. Guarantee that complaints of human rights violations that occurred during protests are investigated and that all those suspected of criminal responsibility are brought to justice in fair trials before ordinary civilian courts.



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- 50. Fully comply, in good faith, with the decision of the Inter-American Court of Human Rights on the pardon of Alberto Fujimori, guaranteeing the victims' right of access to justice, truth and reparation.
- 51. Implement the previously supported recommendations to guarantee access to truth, justice and comprehensive reparation for the thousands of people subjected to forced sterilization between 1996 and 2001, as well as for all the victims of human rights violations committed during the internal armed conflict.
- 52. Promptly withdraw the reservation made upon accession to the Convention on the non-applicability of statutory limitations to war crimes and crimes against humanity, related to the temporal scope of the treaty.

Rights of migrants and refugees

- 53. Establish policies, codified in domestic law, that ensure refugee and migrant rights are protected, including from discrimination and unequal treatment under the law.
- 54. Reopen the system for receiving refugee applications, and promptly resolve the 500,000 pending refugee applications.
- 55. Guarantee regularization processes without access barriers, such as fines, that include access to healthcare.
- 56. Guarantee access to justice for refugee women and LGBTI people that are victims of gender-based violence, considering their special vulnerable situation.





- $^1\mathrm{Human}$ Rights Council, Report of the Working Group on the Universal Periodic Review Peru, A/HRC/37/8/Add.1, paragraph 1
- ²A/HRC/37/8/Add.1, paragraph 5
- ³A/HRC/37/8 and A/HRC/37/8/Add.1, Recommendations 111.94 (Slovenia), 111.98 (Canada), 111.100 (France), 111.101 (Honduras), 101.107 (Uruguay), 111.118 (Republic of Korea), 111.120 (Spain), 111.141 (Portugal).
- ⁴A/HRC/37/8 and A/HRC/37/8/Add.1, Recommendations 111.95 (Slovenia), 111.96 (Switzerland), 111.98 (Canada), 111.99 (Finland), 111.100 (France)
- ⁵A/HRC/37/8, Recommendation 111.97, (Argentina)
- ⁶Ministry of Justice and Human Rights. User Report No. 1174-2022-JUS-DGDPAJ/DALDV, 20 April 2022
- ⁷ A/HRC/37/8 and A/HRC/37/8/Add.1, Recommendations 111.15 (Chile), 111.24-38 (Madagascar, Nicaragua, Slovenia, Canada, Colombia, Iceland, Mexico, Spain, Timor Leste, Argentina, Belgium, Brazil, Costa Rica, Czechia, France) and 111.40 (Israel).
- ⁸ A/HRC/37/8 and A/HRC/37/8/Add.1, Recommendation 111.29 (Iceland)
- ⁹ A/HRC/37/8 and A/HRC/37/8/Add.1, Recommendations 111.34 (Belgium) and 111.35 (Brazil). Recently, the Public Ministry issued the report "Criminological characteristics of the intentional deaths of LGBT people in Peru 2012 2021" (March 2022), where 88 homicides of people from the LGBT community are reported between 2012 and 2021. In 2019, the Ministry of Justice carried out the Second National Survey on Human Rights, which concluded that approximately 8% of Peruvian men and women identify as non-heterosexual, and that one of the most discriminated against populations in Peru is LGBT people.
- ¹⁰ A/HRC/37/8, Recommendations 111.66 (Ukraine), 111.67 (Ivory Coast); 111.68 (Czech Republic), 111.69 (Norway), 111.70 (Ireland), 111.71 (Panama), 111.72 (Poland), 111.73 (Australia), 111.74 (Italy)
- ¹¹ A/HRC/37/8, Recommendations 111.5 (Portugal), 111.6 (Paraguay), 111.7 (Uruguay), 111.8 (Nicaragua)
- $^{\rm 12}$ Approved by Ministerial Resolution No. 0159-2019-JUS, 25 April 2019,
- https://www.gob.pe/institucion/minjus/normas-legales/274529-0159-2019-jus
- ¹³ Approved by Ministerial Resolution No. 0255-2020-JUS, 1 October 2020, https://busquedas.elperuano.pe/normaslegales/crean-el-registro-sobre-situaciones-de-riesgo-de-personas-d-resolucion-ministerial-no-0255-2020-jus-1889748-1/
- ¹⁴ Created by Supreme Decree No. 004-2021-JUS, of April 21, 2021 https://busquedas.elperuano.pe/normaslegales/decreto-supremo-que-crea-el-mecanismo-intersectorial-para-la-decreto-supremo-n-004-2021-jus-1946184-4/, and modified by Supreme Decree No. 002-2022-JUS, 14 April 2022, https://busquedas.elperuano.pe/normaslegales/decreto-supremo-que-modifica-el-decreto-supremo-n-004-2021-decreto-supremo-n-002-2022-jus-2058369-1/
- The Ministry of the Environment published its "Sectoral Protocol for the Protection of Environmental Defenders" by Ministerial Resolution 134-2021-MINAM, on July 25, 2021. For its part, the Public Ministry approved its protocol "Fiscal Action for the Prevention and Investigation of Crimes against Human Rights Defenders" by Resolution of the National Prosecutor's Office No. 439-2022-MP-FN, 22 March 2022, https://www.gob.pe/institucion/mpfn/normas-legales/2867771-439-2022-mp-fn
- $^{\rm 16}$ Approved by Ministerial Resolution No. 979-2018/MINSA, 25 October 2018,
- https://cdn.www.gob.pe/uploads/document/file/217486/Resoluci%C3%B3n_Ministerial_N_979-2018-MINSA.PDF
- ¹⁷ Formed by Secretarial Resolution No. 135-2019/MINSA, 6 June 2019,
 - https://www.gob.pe/institucion/minsa/normas-legales/279166-135-2019-minsa
- ¹⁸ Law to strengthen the prevention, mitigation and health care affected by contamination with heavy metals and other chemical substances, published on 3 May 2021, https://busquedas.elperuano.pe/normaslegales/ley-para-fortalecer-la-prevencion-mitigacion-y-atencion-de-ley-n-31189-1949664-1/
- ¹⁹ Decreto Supremo (N° 037-2021-MINAM) que aprueba el Plan Especial Multisectorial para la intervención integral a favor de la población expuesta a metales pesados, metaloides y otras sustancias químicas tóxicas, 23 December 2021, https://cdn.www.gob.pe/uploads/document/file/2644084/DS.%20037-2021-MINAM.pdf.pdf
- ²⁰ Approved by Supreme Decree No. 009-2021-JUS, 10 June 2021,
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- ²⁶ The cases were reported in the OMBUDSMAN'S OFFICE, "Situation of persons with special protection regarding the declaration of a health emergency. Theme I: Recommendations to guarantee the rights of LGBTI persons, the Afro-Peruvian population and human rights defenders", Special Reports Series No. 12-2020-DP, https://www.defensoria.gob.pe/wp-content/uploads/2020/04/Serie-Informes-Especiales-N%C2%BA-012-2020-DP.pdf and in Inter-American Commission on Human Rights, "The IACHR calls on States to guarantee the rights of LGBTI persons in the response to the COVID-19 pandemic", press release 20 April 2020, https://www.oas.org/es/cidh/prensa/communicados/2020/081.asp
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- ³²Amnesty International. Peru: President Castillo must ensure the proportional use of force in the face of social protests and avoid human rights violations, 7 April 2022, https://www.amnesty.org/en/latest/news/2022/04/peru-president-castillo-must-ensure-proportionate-use-of-force-in-response-to-social-protests-and-prevent-human-rights-violations/
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- ³⁹ National Superintendency of Migrations, Letter 0184-2022-TP-MIGRACIONES, 16 May 2022
- ⁴⁰ Amnesty International. Unprotected: Gender-Based Violence Against Venezuelan Refugee Women in Colombia and Peru, July 2022, AMR 01/5675/2022 https://www.amnesty.org/es/documents/amr01/5675/2022/es/
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