



Comissão para a Cidadania e Igualdade de Género  
Presidência do Conselho de Ministros

# PLANOS NACIONAIS 2014-2017

# 14/17

## NATIONAL PLANS 2014-2017

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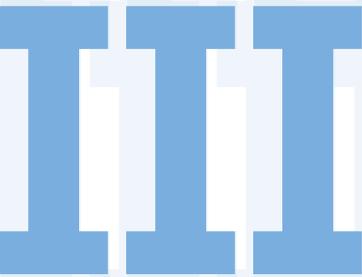
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Comissão para a Cidadania e Igualdade de Género  
Presidência do Conselho de Ministros



NATIONAL PLAN  
TO PREVENT  
AND COMBAT

Trafficking  
in Human  
Beings

2014-2017

### **III National Plan to Prevent and Combat Trafficking in Human Beings 2014-2017**

#### **Resolution of the Council of Ministers no. 101/2013**

In its Programme, the XIX Constitutional Government has committed to combating the scourge of trafficking in human beings in an integrated way, improving the knowledge about the phenomenon, the educational and preventive work with various stakeholders, the protection and assistance to victims and the punishment of traffickers.

Also in the Major Options of the Plan, the Government has been reaffirming the imperative need for coordinated efforts of all stakeholders involved, the need for enhancing measures to support victims and the investment on training of professionals involved.

The III National Plan to Prevent and Combat Trafficking in Human Beings 2014-2017 (III PNPCTSH) fits within the commitments accepted by Portugal before different international authorities, in particular within the framework of the United Nations, the Council of Europe, the European Union and the Community of Portuguese Speaking Countries.

In this regard, it is important to underline that the III PNPCTSH intends to incorporate the recommendations addressed to the Portuguese State within the report on the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings, approved in 2013 by the Committee of the Parties.

The III PNPCTSH particularly aims to strengthen the victims referral and protection mechanisms, to improve the cooperation and coordination between public entities and civil society organisations involved, and to adapt the national answer to the new challenges, in particular to the new forms of trafficking and recruitment.

The II National Plan against Trafficking in Human Beings, which is now ending, was subject to an independent external evaluation, whose recommendations were duly considered in the elaboration of this new Plan.

The III PNPCTSH was submitted for public consultation.

Therefore:

Pursuant to paragraph g) of article 199 of the Constitution, the Council of Ministers hereby decides to:

- 1 - Approve the III National Plan to Prevent and Combat Trafficking in Human Beings 2014-2017 (III PNPCTSH), which is contained in the annex to this resolution forming an integral part thereof, to take effect from 2014 to 2017.

- 2 - Determine the coordination of the execution of the measures contained in the III PNPCTSH with other sectoral policies that may be relevant.
- 3 - Appoint the Commission for Citizenship and Gender Equality (CIG) as the coordinator entity of the III PNPCTSH.
- 4 - Determine that the CIG, as coordinator entity, is particularly responsible for:
  - a) Annually preparing the work plan for the execution of the III PNPCTSH according to the annual planning presented by each ministry;
  - b) Supervising and monitoring the entities responsible for the implementation of the measures contained in the III PNPCTSH, requesting, if necessary, information on the respective execution process;
  - c) Ensuring the smooth functioning of the working group, which supports the coordinator entity, aiming to guarantee a continuous and effective execution of the III PNPCTSH;
  - d) Annually preparing an interim report on the level of execution of the III PNPCTSH measures, also including an assessment of the fulfilment of the annual work plan, and reporting accordingly to the overseeing Government member until March 15 every year;
  - e) Preparing a final report on the execution of the III PNPCTSH until the end of the first quarter following the end of the respective term, informing the overseeing Government member about it.
- 5 - Establish that the stakeholders identified in the III PNPCTSH as responsible entities should take, on their own initiative, the necessary steps to implement the measures for which they are responsible, in accordance with the plan annually defined and in close collaboration with the CIG.
- 6 - Determine that any commitments to the execution of the measures set out in the III PNPCTSH depend on the availability of funds to be received from the competent public entities.

Presidency of the Council of Ministers, 12 December 2013.

— The Prime Minister, *Pedro Passos Coelho*.

### **III NATIONAL PLAN TO PREVENT AND COMBAT TRAFFICKING IN HUMAN BEINGS 2014-2017**

#### **I – Introduction**

Trafficking in human beings is one of the most serious violations of human rights. It is a complex reality, transnational in most cases, often committed within the framework of criminal organisations which prey on vulnerabilities and weaknesses of trafficked persons.

These circumstances should motivate countries to adopt increasingly proactive policies in this field, in which the dimensions of prevention, cooperation, protection and repression are deemed to be essential at the international, regional or national levels.

The root causes that enable the spreading of this phenomenon are identified, among which are poverty, marginalisation, social and economic exclusion, social inequality and unequal opportunities.

The asymmetries between countries and regions are a fertile ground for criminal organisations' activities. Factors associated with gender-based violence, discrimination, economic deficiency, low levels of literacy, corruption and armed conflicts also lead to vulnerability situations that trigger exploitation.

Those processes may assume different contours, such as sexual exploitation, labour exploitation, trafficking of organs or the exploitation in begging, among others.

According to the United Nations (UN) data, trafficking in human beings is worth about 24 billion euros a year and affects more than 2.4 million people trafficked every year.

According to the Global Report on Trafficking in Persons – 2012, launched by the United Nations Office on Drugs and Crime (UNODC), around 58% of the cases of trafficking in persons are for sexual exploitation and 36% for labour exploitation. An indelible and permanent characteristic of this crime is associated with the markedly feminised character of this reality regarding the profile of its victims.

In fact, also in accordance with the 2012 data of the UNODC, between 55% and 60% of the victims are women, with that number rising to 75% of the victims when girls are included.

According to the same source, but at the level of the European Union (EU) Member States, three quarters of the victims identified are trafficked for sexual exploitation (76% in 2010).

Regarding the remaining situations of exploitation, 14% of the victims are related to forced labour, 3% to begging and 1% to domestic servitude.

Always referring to that source, and from a gender-specific point of view, the available data show that women and girls are the main victims of trafficking in human beings: between 2008 and 2010, women (12% of which were girls) accounted for 79% of the victims, and men (3% of which were boys) accounted for 21%.

In that sense, the vulnerability of the victims, which in the overwhelming majority of cases is associated with poverty and unequal opportunities, has a higher severity level in women and girls, since other forms of discrimination also affect these groups, such as the cases, among others, of gender-based violence, low levels of literacy or social exclusion.

Notwithstanding this reality at the international level, there are countries in which the trafficking with the purpose of labour exploitation is increasing, as is the case of Portugal, since over the last two years, according to the data provided by the Observatory on Trafficking in Human Beings, the number of reported trafficking cases for labour exploitation is greater than the number of trafficking cases for sexual exploitation.

Any intervention deemed effective must be based on international cooperation between the different States and, in these cases, the role of international organisations is to be an aggregating element of common efforts, which must be coordinated in the fields of prevention, awareness raising, support, research and repression.

Therefore, it is important to mention, in the first place, that the United Nations adopted the Global Plan of Action to Combat Trafficking in Persons (GA no. 64/293, of 12 August) in 2010, which represents an additional effort in the worldwide coordination of prevention, cooperation and repression mechanisms.

Ten years after the entry into force of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the Convention against Transnational Organised Crime, a high-level meeting of the United Nations General Assembly was held on 14 May 2013 to review the progress achieved to date and plan future strategies, in coordination with the Global Plan of Action to Combat Trafficking in Persons.

It was underlined that currently around 83% of the countries have adequate legislation against trafficking in persons and, in one of the areas with the biggest weaknesses, which is related to justice, 25% of the countries recorded an increase in the number of convictions.

### III National Plan to Prevent and Combat Trafficking in Human Beings 2014-2017

Nevertheless, there are still huge challenges to be faced globally. There is still an extremely low number of convictions, and there are also serious gaps in statistical data, while 39 countries have not yet ratified the Convention against Transnational Organised Crime.

At the level of the Council of Europe, it is inevitable to highlight the Council of Europe Convention on Action against Trafficking in Human Beings, of 16 May 2005, an international instrument that forces the signatory states to periodically submit information on its implementation. The Convention was ratified by Portugal on 27 February 2008.

Throughout these last years, and resulting from the Convention on Action against Trafficking in Human Beings, an evaluation process was implemented, in which Portugal participated, whose final evaluation report on the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings, together with the respective recommendations, was approved at the 10th meeting of the Committee of the Parties held on 15 February 2013.

Concerning the EU, it is worth highlighting Directive no. 2011/36/EU of the European Parliament and of the Council of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA of 19 July 2002. The intention of this Directive is to promote a sufficiently comprehensive intervention focused on human rights, victims and gender issues. Besides the law enforcement aspect, it also aims to prevent criminality and promote an effective reintegration of victims.

As a structural aspect, it presents a wider concept of trafficking in human beings, introducing new forms of exploitation. Therefore, forced begging is considered as a form of forced labour or service. Another form of exploitation, which is now included in the notion of trafficking in human beings, refers to the exploitation of criminal activities, especially petty theft and robbery, drug trafficking or other similar activities associated with illegality and profit.

The referred Directive was transposed into national law by Law no. 60/2013 of 23 August, which amended the Penal Code so that it expressly included new forms of exploitation, such as forced begging and exploitation of criminal activities, and it expressly declared the irrelevance of the consent of the victim of trafficking. It should however be noted that many of the regulations set out in that Directive had already been duly incorporated into our domestic judicial system, and that the amendment to article 160 of the Penal Code itself meets some of the recommendations made by the Group of Experts on Action against Trafficking in Human Beings (GRETA).

It should also be noted that, on 19 June 2012, the European Commission adopted the “European Union Strategy towards the Eradication of Trafficking in Human Beings (2012-2016)”.

With this strategy, the Commission focuses its attention on concrete actions that will support and complement the implementation of EU legislation on trafficking in human beings, especially Directive 2011/36/EU of the European Parliament and of the Council of 5 April 2011.

The nomination of an EU Anti-Trafficking Coordinator in March 2011, within the EU, is also an important milestone due to her mission to improve the coordination between the EU institutions and agencies and between the Member States and the international stakeholders, whilst also promoting the development of EU existing policies. The Coordinator is also responsible for monitoring the implementation of the new and integrated “EU Strategy towards the Eradication of Trafficking in Human Beings (2012-2016)”.

Other international organisations, such as the Organization for Security and Co-operation in Europe (OSCE), have developed initiatives related to trafficking in human beings, being noteworthy the Vilnius Ministerial Declaration on Combating All Forms of Human Trafficking (7 December 2011). In this Declaration, the States reaffirmed their determination to implement OSCE commitments, including the Action Plan to Combat Trafficking in Human Beings (Decision No. 557/Rev.1, adopted in 2003), and to use the relevant OSCE structures in a more intensive way, also appealing to the strengthening of OSCE partnership with other international and regional organisations, as well as with the civil society.

At the level of the 13th Conference of the Ministers of Justice of the Portuguese Speaking Countries (CPLP), held in Lisbon on 29-30 May 2013, it can be pointed out the Lisbon Action Plan for Establishing Common Measures to Prevent and Combat Trafficking in Human Beings, aiming to promote an effective coordination and standardisation at the level of intervention in this field. This Plan will be the subject of a detailed report to be submitted at the next meeting of the Ministers of Justice of the CPLP, in 2015.

Over these last years, Portugal has been treading a path of consolidation and improvement of its national reference mechanisms. As privileged instruments of intervention in this field, the National Plans have been playing a decisive role in the adoption of a concerted strategy, appealing to all the stakeholders, either in government or in civil society, to conjugate efforts in order to promote an effective combat to this reality.

In fact, the I National Plan against Trafficking in Human Beings (2007-2010) has based its strategy on approaching the problem from the human dimension perspective.

### III National Plan to Prevent and Combat Trafficking in Human Beings 2014-2017

In that sense, an appeal was made for a coordinated intervention, always emphasising the human rights perspective. The indelible mark of the Plan was the existence of harmonisation between the repressive side of the fight against trafficking in human beings, balanced with strategies for the prevention, support and inclusion of victims.

Such reach was related to the amendment to the Penal Code by Law no. 59/2007 of 4 September, so that it expressly included, besides trafficking for sexual exploitation, labour exploitation and removal of organs. Internal trafficking was also typified, fitting the crime of trafficking in human beings into the category of crime against personal freedom.

With the II National Plan against Trafficking in Human Beings (2011-2013), the goal was to strengthen and consolidate all the intervention components in this field, therefore, several initiatives always guided by the primacy of human rights and institutional cooperation became structural milestones of its execution.

Portugal was one of the first European countries to adopt the “Blue Heart Campaign against Trafficking in Human Beings” of the United Nations Office on Drugs and Crime (UNODC). This campaign was initially disclosed in April 2012 but it was later relaunched on 18 October 2013 (EU Anti-Trafficking Day), contemplating a set of information materials in the media.

Between 2012 and 2013, all the inspectors of the Working Conditions Authority (ACT) received training for the identification of potential trafficking cases within the framework of the labour market, thus becoming a decisive factor in the approach to this issue, both in the prevention side and in the protection and repression sides.

The establishment of more multidisciplinary teams also became a noteworthy aspect, since they allow providing, in a decentralised way, specialised assistance to victims of trafficking.

The implementation of the Support and Protection Network for Victims of Trafficking (RAPVT) is a decisive factor within this consolidation and coordination at the level of intervention with victims of trafficking. With this recently created network, a mechanism of cooperation and sharing of information becomes available for purposes of prevention, protection and reintegration of victims of trafficking in human beings.

It must be mentioned that the II National Plan against Trafficking in Human Beings (2011-2013), which is now ending, has benefited from internal monitoring and evaluation and from an external evaluation report produced by an independent body, whose results in form and content are expressed in this plan.

The starting point of the III PNPCTSH is all the work done in recent years, manifesting itself straight away as a renewed commitment at the forefront position Portugal has taken in this field.

The execution of the III PNPCTSH should ensure its coordination with the remaining national existing plans, especially the V National Plan for Gender Equality, Citizenship and Non-discrimination 2014-2017 and the V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017.

Among the several guidance documents that supported the elaboration of the III PNPCTSH, it is worth highlighting the recommendations arising from the Report on the implementation of the above mentioned Council of Europe Convention.

The already mentioned amendment to the Penal Code by Law no. 60/2013 of 23 August also brings increasing demands on the implementation of the public policies related to trafficking in human beings, to which the III PNPCTSH intends to respond by strengthening the different intervention sides and deepening that strategy in all its fields.

**The III PNPCTSH focuses on five strategic areas (in a total of 53 measures):**

- 1) Prevention, Awareness-raising, Acknowledgement and Investigation;
- 2) Education, Training and Qualification;
- 3) Protection, Intervention and Capacity building;
- 4) Criminal Investigation;
- 5) Cooperation.

### III National Plan to Prevent and Combat Trafficking in Human Beings 2014-2017

#### II – Method of implementation

The Commission for Citizenship and Gender Equality (CIG) is responsible for the coordination and monitoring of the III PNPCTSH, in which it is supported by a working group composed of representatives from the ministries that are responsible for the largest number of measures, as well as three representatives of non-governmental organisations forming the RAPVT. The Portuguese Attorney General's Office is also represented in this group, as well as the Superior Council of Magistracy.

The working group supporting the coordinator entity is composed of the following members:

- a) The national rapporteur on trafficking in human beings;
- b) The team leader of the Observatory on Trafficking in Human Beings;
- c) One representative of the Presidency of the Council of Ministers;
- d) One representative of the Ministry of Foreign Affairs;
- e) One representative of the Ministry of Internal Affairs;
- f) One representative of the Ministry of Justice;
- g) One representative of the Ministry of Economy;
- h) One representative of the Ministry of Health;
- i) One representative of the Ministry of Education and Science;
- j) One representative of the Ministry of Solidarity, Employment and Social Security;
- k) One representative of the National Association of Portuguese Municipalities;
- l) Three representatives of non-governmental organisations forming the RAPVT, chosen among the respective members;
- m) One representative of the Portuguese Attorney General's Office, acting in accordance with the respective statutes and within the scope of its powers;
- n) One representative of the Superior Council of Magistracy, acting in accordance with the respective statutes and within the scope of its powers.

The national rapporteur on trafficking in human beings is nominated by dispatch of the member of the Government responsible for equality and he/she does not receive a remuneration, including attendance fees, or subsistence allowances.

Other persons and entities may be invited to attend the meetings of the working group if relevant for the specific matter under discussion.

The members of the working group, which supports the coordinator entity, do not receive a remuneration, including attendance fees, or subsistence allowances.

The monitoring of all the measures intrinsic to each of the strategic areas is essential to an effective practical implementation of this instrument. The evaluation, both periodical and final, is also crucial to the analysis of the impact of the III PNPCTSH on the reality and to correct eventual blockings, for the ultimate goal of preventing and combating trafficking in human beings.

Besides the monitoring and interim assessments, the III PNPCTSH should be subject to an independent external evaluation at the end of its term.

**The public bodies also have the responsibility, in the scope of their responsibilities in the execution of the III PNPCTSH, to:**

- a) Submit to the CIG, until January 31, the activity report on the implementation of the III PNPCTSH concerning the previous year, after its validation by the overseeing Government member;
- b) Submit to the CIG, until January 31, the work plan for the current year regarding the implementation of the III PNPCTSH, after its validation by the overseeing Government member;
- c) Cooperate with the CIG in the monitoring and evaluation of the processes and outcomes of the implementation of the III PNPCTSH, particularly in the meetings of the working group;
- d) Submit to the CIG, until February 15 of the year following the end of the III PNPCTSH term, the final report on the execution of the measures under the responsibility of the respective body.

### **III National Plan to Prevent and Combat Trafficking in Human Beings 2014-2017**

#### **Strategic Area 1 - Prevention, Awareness-raising, Acknowledgement and Investigation**

Prevention and awareness raising are fundamental components of an effective approach to trafficking in human beings. Social awareness on this field is designed, in terms of intervention, not only from a population perspective, but also from the perspective of specific groups. The need for a deeper knowledge about this reality proves to be essential, both regarding data collection and academic research.

This strategic area comprises 19 measures, which are based on the strengthening of the prevention and awareness raising components, as well as on the promotion of knowledge and research.

#### **The strategic goals of this area are:**

- Raising awareness on the problem of trafficking in human beings, gearing that intervention both towards the population in general, and the specific and more vulnerable groups;
- Improving the levels of awareness and knowledge about trafficking in human beings;
- Investing in greater specialisation in the academic field, deepening knowledge about the different forms of trafficking.

III PNPCTSH Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
1) To promote awareness raising and prevention campaigns against trafficking in human beings.	PCM/CIG	MAI/GNR/PSP/SEF MAM MEC OTSH RAPVT ONG	Promotion of awareness raising and knowledge about THB.	Number of campaigns promoted.	Annually, during the period of the plan.
2) To promote awareness raising programmes aiming to raise awareness about the characteristics of the different forms of trafficking in human beings.	PCM/CIG	All members of the working group. RAPVT ONG Other organisations.	Promotion of knowledge about the different forms of THB.	Number of actions conducted. Number of direct addressees.	During the period of the plan.
3) To boost awareness raising programmes directed at media professionals, bringing forward the problem of the trafficking in human beings.	PCM/CIG	All members of the working group. RAPVT ONG Other organisations.	Promotion of greater ethical awareness concerning the THB phenomenon.	Number of actions conducted.	During the period of the plan.
4) To strengthen inspection actions (including joint actions) with a preventive character, with a special focus on possible areas of exploitation of victims of trafficking in human beings.	MAI/SEF/GNR/PSP MSESS/ACT		Prevention of the exploitation of victims of THB in activities such as agriculture, industry, hotel units and night entertainment establishments, among others.	Number of inspection actions. Number of identified cases within this scope.	During the period of the plan.
5) To produce and release information material, in collaboration with the communities of immigrants, in different languages, to prevent the various forms of trafficking.	PCM/CIG/ ACIDI, I.P.	MAI/SEF MAM MS/DGS/ARS MSESS/ISS, I.P. RAPVT ONG	Annual production of information material in different languages.	Number of materials produced. Number of copies distributed.	During the period of the plan.
6) To give continuity to the municipalities' involvement in preventing and combating trafficking in human beings, through the respective Municipal Plans for Equality.	PCM/CIG	ANMP Municipalities	Integration of the THB subject in the Municipal Plans for Equality.	Number of municipal plans that integrate the THB subject. Number of people involved in awareness raising/training programmes.	During the period of the plan.
7) To raise awareness among tour operators about the problem of sex tourism.	PCM/CIG ME/SET		Increasing awareness about the relationship between sex tourism and THB.	Number of actions conducted.	During the period of the plan.

III PNPCTSH Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
8) To promote workshops on best practices in corporate social responsibility, particularly on the areas of preventing and combating trafficking in human beings.	ME/DGAE	ME/DGAE – Organisation of the workshop. Business Ethics Association/Grace/ DNGO Platform – signalling best practices.	Raising awareness among recruitment agencies and companies about the need to prevent THB. One workshop per year.	Number of workshops conducted.	During the period of the plan.
9) To consolidate the implementation of the Dynamic Application for the knowledge about trafficking in human beings.	MAI/OTSH	MAI/DGIE Organisations signatory to Memorandum of Understanding with the OTSH.	Accreditation of all data providers (organisations signatory to Memorandum of Understanding with the OTSH). Database use/data insertion by the stakeholders.	Number of organisations signatory to Memorandum of Understanding with the OTSH incorporated in the database.	2014 e 2015.
10) To prepare annual statistical reports on trafficking in human beings.	MAI/OTSH	Organisations signatory to Memorandum of Understanding with the OTSH.	Regular monitoring of data and preparation of statistical reports.	3 quarterly reports and 1 annual report.	During the period of the plan.
11) To implement the Pan-European Monitoring System of Trafficking in Human Beings (Pan-EU MoSy).	MAI/OTSH/DGIE	MJ/DGPJ Organisations signatory to Memorandum of Understanding with the OTSH.	Implementation and incorporation of a common platform to exchange data/information across Europe.	Number of new protocols established for data collection for the signatory organisations. Number of training programmes of the signatory organisations. Production start date of the new workflow.	2015 -2017.
12) To regularly update the information about the Portuguese participation displayed on the European website “Action against Trafficking in Human Beings”.	MAI/OTSH	PCM/CIG	Dissemination of statistical data on the national situation. Type of data disseminated.	4 updates.	During the period of the plan.
13) To add various information about trafficking in human beings to the Portal for Equality ( <i>Portal para a Igualdade</i> ) and to the Safe Internet Portal ( <i>Internet Segura</i> ).	PCM/CIG MAI		Dissemination of information on THB in Portugal.	Number of hits/visits to the Portal.	During the period of the plan.

III PNPCTSH Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
14) To create a system in the healthcare services for information collection, statistical processing and monitoring data on trafficking in human beings.	MS	MS/DGS/ARS	Consolidation of the THB data collection process in the healthcare services.	Preparation of the annual report on the monitoring of the activities carried out by the Violence in Adults Prevention Teams (EPVA-ASGVCV). Continuous assessment of the Health Action on Gender, Violence and Life Cycle (ASGVCV).	During the period of the plan.
15) To organise an international conference on the new challenges that are emerging in terms of trafficking in human beings within the EU framework.	PCM/CIG	All members of the working group. RAPVT NGO Other organisations.	Promotion and reinforcement of knowledge about the different realities of THB existing in Portugal.	The holding of the conference.	2015.
16) To carry out a study about the new forms of trafficking in human beings foreseen in Directive 2011/36/EU of the European Parliament and of the Council, of 5 April 2011, namely for sexual exploitation, forced labour or services, begging, slavery, the removal of organs or the exploitation of other criminal activities.	PCM/CIG	All members of the working group. Other organisations.	Improvement of the knowledge about the new forms of THB.	Publication of the study.	2016.
17) To carry out a study about the recruitment over the Internet and via social networks.	PCM/CIG	All members of the working group. Other organisations.	Deepening of knowledge about the new forms of THB.	Publication of the study.	2015-2017.
18) To ensure the operation and continuous updating of the OTSH website concerning the problem of trafficking in human beings.	MAI/OTSH	MAI/General Secretariat of the MAI/DGIE.	Weekly update of the website (Portuguese and English versions). Articulation with the website of the General Secretariat of the MAI for the dissemination of joint or related matters.	Dissemination of materials (such as reports) and news concerning the initiatives carried out to disclose information on THB.	During the period of the plan.
19) To implement an unit dedicated to the victims referral during the pre-investigation phase.	MAI/SEF	MAI/SEF	Improvement of victims referral during the pre-investigation phase.	Number of victims that have been identified.	During the period of the plan.

## **Strategic Area 2 – Education, Training and Qualification**

The need to develop measures that raise, among young people, the awareness on the severity of the crime of trafficking in persons, justifying the measures specifically designed to fight it. Training and qualification of professionals who intervene in matters of trafficking and their increasing specialisation are essential for effectively preventing and combating trafficking in human beings.

This strategic area comprises 13 measures and it has the following strategic goals:

- Developing educational actions for children, adolescents and young adults;
- Qualification and capacity building of professionals intervening in preventing and combating trafficking in human beings.

III PNPCTSH Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
20) To encourage the elaboration of projects concerning the different forms of trafficking in human beings.	MEC	PCM/CIG Schools of primary and secondary education.	Inclusion of the subject of THB into the school curricula in every school level.	Number of schools that accept to introduce this subject into the projects area. Number of projects developed.	During the period of the plan.
21) To encourage the inclusion of subject areas on trafficking in human beings into the academic curricula of different graduate courses in social sciences and humanities.	MEC/SEES	Higher education institutions.	Inclusion of the subject of THB into the curricula of graduate courses.	Number of graduate courses which have integrated these subject areas.	During the period of the plan.
22) To develop training programmes for magistrates.	PCM/CIG MJ/CEJ PGR CSM		Reinforcement of the magistrates' training programmes on THB.	At least one training programme per year. Number of training programmes. Number of magistrates involved.	During the period of the plan.
23) To develop training modules for magistrates delivered online, using remote training techniques.	MJ/CEJ CSM		Creation of knowledge tools allowing easier access to training resources in the area of THB.	Number of modules created. Number of hits to the online training material.	During the period of the plan.
24) To promote uniform initial and continuous training for all security forces and services on prevention, investigation and methods to assist victims of the crime of trafficking in persons.	MDN MAI/SEF/GNR/PSP MJ/PJ	PCM/CIG	Inclusion of a specific module on the investigation of crimes of trafficking in persons into all the initial training courses of every type.	Number of training programmes conducted. Conducting continuous training courses on the investigation of crimes of trafficking in persons for a minimum of 30 employees every year.	To carry out every six months throughout the period of the plan.
25) To promote specific training for border protection inspectors.	MAI/SEF		Improvement of the referral of cross-border THB cases.	Number of training programmes/number of people trained.	During the period of the plan.
26) To promote initial and/or continuous training on trafficking for the purposes of labour and sexual exploitation for inspectors of working conditions.	PCM/CIG MSESS/ACT		Reinforcement of training on THB for the inspectors.	One initial training programme and a continuous one. 2 training programmes per year.	During the period of the plan.
27) To promote initial and/or continuous training for technicians who have contact with the reality of trafficking in human beings, namely social and health technicians.	PCM/CIG/ACIDI, I.P. MS/DGS MSESS/IEFP, I.P.		Training on the project "Pool of Trainers of ACIDI, I.P." ACIDI, I.P. team Training on the "Choices Programme".  <i>continues on next page</i>	Number of people trained.  Number of people trained. Number of local technicians who work in the "Choices Programme" in Lisbon, Oporto and Faro.	2014.  2015.

III PNPCTSH Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
			<p><i>continuation of measure 27)</i> Training for the mediators and technicians who work in the CNAI in Lisbon, Oporto and Faro.</p> <p>Promotion of the deepening of knowledge about THB, namely through the qualification of professionals within the scope of responsibilities of the Health Action on Gender, Violence and Life Cycle (ASGVCV).</p>	<p>Number of people trained.</p> <p>Number of training programmes/ number of people trained.</p>	<p>2015.</p> <p>During the period of the plan.</p>
28) To promote training for technicians from civil society organisations engaged in interventions for victims of trafficking in human beings.	PCM/CIG	All members of the working group. NGO Other organisations.	Improvement of the knowledge about THB among different stakeholders of the civil society.	Number of training programmes developed. Number of entities/participants.	During the period of the plan.
29) To promote training on trafficking in human beings for local councillors for equality, for the local administration workers and for other local agents.	PCM/CIG	All members of the working group. ANMP Municipalities. Other organisations.	Improvement of the knowledge about THB at municipal level.	Number of training programmes. Number of people trained.	During the period of the plan.
30) To promote training for users of the Dynamic Application for the knowledge about trafficking in human beings.	MAI/OTSH	Organisations signatory to Memorandum of Understanding with the OTSH.	Implementation of the Dynamic Application by the Stakeholders.	7 training programmes.	2014.
31) To conduct training seminars for professionals and organisations, aiming to reflect and discuss about the best practices within the framework of the efforts to combat trafficking in human beings.	PCM/CIG	All members of the working group. RAPVT Other organisations.	Improvement of the knowledge about networking in the scope of combating THB.	Number of seminars conducted. Number of participants.	During the period of the plan.
32) To create, boost and monitor corporate social responsibility networks, in order to promote a culture of best practice between different companies/ organisations.	ME/DGAE IAPMEI, I.P.	DGAE/IAPMEI, I.P. – Organisation of best practice networks. Business Ethics Association/Grace/ DNGO Platform – signalling best practices.	Thematic networks for social responsibility (combating THB; management benchmarks accompanying guidance standards for social responsibility).	Establishment of 2 thematic networks.	2014 and 2015.

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#### **Strategic Area 3 – Protection, Intervention and Capacity building**

Public policies regarding trafficking in human beings should have the victim as its core subject. In that sense, the III PNPCTSH comprises a set of measures that intensify the various components of protection, by strengthening the support given to victims of trafficking in human beings.

This strategic area comprises 10 measures and it has the following strategic goals:

- Strengthening the measures to protect and intervene with victims;
- Promoting greater capacity building of victims;
- Improving the integration mechanisms aiming to prevent eventual situations of revictimisation.

III PNPCTSH Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
33) To encourage projects in the areas of protection and assistance to victims of trafficking in human beings which promote their integration.	PCM/CIG	All members of the working group. RAPVT Other organisations.	Promotion of assistance and protection programmes for victims of THB.	Number of projects developed. Number of victims assisted, broken down by sex.	During the period of the plan.
34) To support local multidisciplinary teams that provide specialised assistance to the victims of different forms of trafficking in human beings.	PCM/CIG RAPVT	All members of the working group. Other organisations.	To strengthen joint working in the intervention in THB cases.	Number of existing teams. Number of interventions conducted. Preparation of annual reports by the teams.	During the period of the plan.
35) To ensure and monitor the operation of the Shelter and Protection Centres (CAP) for victims of trafficking.	PCM/CIG MSESS/ISS, I.P.	MAI MJ ONG	To ensure funding for support structures for victims of THB. Reinforcement of the sheltering capacity of the CAP.	Number of victims supported, broken down by sex. Number of victims sheltered, broken down by sex.	During the period of the plan.
36) To adopt special and exceptional requirements for professional qualification of victims of trafficking in human beings.	MSESS/IEFP, I.P.		Implementation of positive action measures directed at people who are victims of THB, namely: Prioritised service at the employment and vocational training centres of the IEFP, I.P., after the referral and contact by the entities that support the victims. Prioritised referral and integration in training programmes.	Number of victims served, directed to and integrated in vocational training programmes, broken down by sex.	During the period of the plan.
37) To ensure prioritised access to assisted voluntary return processes for victims of trafficking.	MAI/SEF	OIM	Providing assistance to victims who want to return to their country of origin.	Number of victims supported, broken down by sex.	During the period of the plan.
38) To create a Best Practices Handbook for governmental and non-governmental organisations which provide support to victims of trafficking.	CIG	All members of the working group. RAPVT	Adoption of a mechanism defining a common action in the field of support to victims of THB, both for GO's and NGO's.	Number of meetings for the purpose of creating the handbook. Creation and publication of the Best Practices Handbook.	2015.

III PNPCTSH Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
39) To implement a notification in different languages with information on the period of reflection to distribute to the victims that have been identified.	MAI/SEF	PCM/CIG RAPVT NGO	Informing victims on their rights. Development of an informative leaflet for the victims about the period of reflection, raising awareness among the agents involved in preventing THB about the importance of information dissemination. Distribution of the leaflet by the competent authorities involved in the process of supporting and preventing THB.	Number of stakeholders involved. Number of victims that have been identified and notified, broken down by sex.	During the period of the plan.
40) To develop information material directed at victims of trafficking regarding their rights and, particularly, about the procedures for claiming compensation for victims of violent crimes.	PCM/CIG	All members of the working group. RAPVT	Providing victims of THB the information they need to know their rights.	Development of the leaflet. Number of leaflets distributed. Number of stakeholders involved in the dissemination.	2014.
41) To develop action protocols for the prevention, detection and protection for children victims of trafficking.	PCM/CIG	All members of the working group. CNPJCR RAPVT NGO	Involvement of entities directly working with children in the prevention, detection and protection of trafficking cases.	Number of protocols established. Number of children supported, broken down by sex.	During the period of the plan.
42) To implement standardised assistance protocols for victims of violence, including trafficking in human beings – screening, diagnosis, referral and intervention – in the entire hospital and primary care network.	MS	MS/DGS/ARS	Consolidation of intervention practices directed at victims through a more specialised assistance, namely through the EPVA, the NACJR and the NHACJR.	Creation of a Best Practices Handbook for managing violence cases (including THB) in healthcare services, integrated within the framework of the ASGVCV. Specification of the referral of children victims of trafficking in the ASCJR protocols.	2014.

#### **Strategic Area 4 – Criminal Investigation**

Criminal investigation of trafficking in human beings poses constant challenges, both due to the complexity of the phenomenon and to its constant adaptability and mutation.

This strategic area comprises five measures and it has as main goal the strengthening of the coordination between the different criminal police departments, at the national and international level. This investment will enable more effective action to dismantle trafficking networks.

The strategic goal of this area is:

- Developing mechanisms that promote a better coordination between the different criminal police departments.

III PNPCTSH Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
43) To strengthen the coordination between national structures involved in combating trafficking in human beings and in information sharing.	MAI/SEF	Other ministries	Information and knowledge exchange.	Conducting biannual meetings.	During the period of the plan.
44) To create a best practices handbook covering criminal investigation of trafficking in persons.	MAI MJ	PGR	Involvement of the different criminal investigation entities in the definition of best practices for criminal investigation of THB.	Number of meetings for the purpose of creating the handbook. Publication of the handbook.	2014-2015. 2016.
45) To encourage mutual cooperation in maintaining articulation between criminal police bodies in the exercise of their powers in matters of trafficking in human beings.	MAI MJ PGR		Strengthening of the joint working between the different criminal police bodies.	Number of situations identified for joint working by the criminal police bodies. Number of proposals involving sharing of investigation made to the Public Ministry.	During the period of the plan.
46) To develop intervention mechanisms for the improvement of international police cooperation.	MAI MJ		Reinforcement of international police cooperation in the field of THB.	Report of results.	2015 and 2017.
47) To make it mandatory to report to the OTSH court decisions regarding criminal proceedings of cases of trafficking in persons.	MAI/OTSH MJ		Deepening of knowledge about the investigations results and the respective legal cases.	Changing Decree-Law No. 229/2008 of 27 November. Number of court decisions reported. Including the data in the annual reports produced by the OTSH.	2014-2015.

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#### **Strategic Area 5 – Cooperation**

Interinstitutional cooperation arises in the III PNPCTSH as an autonomous domain. The complexity of this phenomenon increasingly calls for the adoption of common methodologies, both at the national and the international level.

Therefore, this strategic area comprising six measures aims to implement a more coordinated intervention model, enhancing a more adequate and effective intervention.

The strategic goal of this area is:

- Strengthening forms of cooperation between the different national and international bodies in combating trafficking in human beings.

III PNPCTSH Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
48) To organise meetings to exchange and share reflections on good practices among national and international stakeholders within the framework of crime investigation and prevention activities in the field of trafficking in human beings.	MAI/SEF	All members of the working group. International organisations.	Improvement of the interaction between national and international stakeholders.	Number of meetings organised.	During the period of the plan.
49) To develop projects in order to promote national and international cooperation in the fields of prevention, protection and support to victims of trafficking in human beings.	PCM/CIG MAI/SEF	All members of the working group. RAPVT International organisations.	Improvement of prevention, protection and support given to victims.	Number of projects developed.	During the period of the plan.
50) To actively participate in the European Union's priority of combating trafficking in human beings.	MAI/SEF MJ/PJ	MNE MAI/GNR/PSP	Accomplishment of the outlined action plans.	Number of international meetings attended.	During the period of the plan.
51) To strengthen national and transnational reference intervention mechanisms in the field of trafficking in human beings within the framework of the CPLP countries.	PCM/CIG Executive Secretariat of the CPLP	All members of the working group.	Improvement and harmonisation of the intervention mechanisms at the level of prevention, protection and support among the CPLP countries.	Number of participations in the elaboration of national plans in the area of THB. Number of training programmes conducted.	During the period of the plan.
52) To establish contact points for trafficking in human beings issues within the Portuguese embassies and/or consulates to facilitate assistance to national victims.	MNE		Implementation of easy and fast access to Consular Emergency Centres in the countries where that service is available.	Number of national victims identified and supported, broken down by sex.	During the period of the plan.
53) To devise a project to improve socially responsible practices, particularly in the fields of preventing and combating trafficking in human beings, in the context of the services provided by the Ministry of Economy and Portuguese companies operating outside the national territory.	ME/DGAE/ AICEP, E.P.E.		Elaboration of a dissemination project for socially responsible management of the services provided by the Ministry of Economy and Portuguese companies operating outside the national territory.	Project presentation. Number of services and companies involved in the project.	2014. 2017.

**ACRONYMS**

ACIDI, I.P.	— High Commissioner for Immigration and Intercultural Dialogue
ACT	— Working Conditions Authority
AICEP, E.P.E.	— Portuguese Foreign Trade and Investment Agency
ANMP	— National Association of Portuguese Municipalities
ARS, I.P.	— Regional Health Administration
ASCJR	— Health Act for Children and Youngsters at Risk
ASGVCV	— Health Action on Gender, Violence and Life Cycle
CEJ	— Centre for Judicial Studies
CIG	— Commission for Citizenship and Gender Equality
CNAI	— National Immigrant Support Centres
CNPCJR	— National Commission for the Protection of Children and Youngsters at Risk
CPLP	— Community of Portuguese Speaking Countries
CSM	— Superior Council of Magistracy
DGAE	— Directorate-General for Economic Activities
DGIE	— Directorate-General for Infrastructures and Equipment
DGPJ	— Directorate-General for Justice Policy
DGS	— Directorate-General for Health
EPVA	— Violence in Adults Prevention Teams
GNR	— National Republican Guard
GRETA	— Group of Experts on Action against Trafficking in Human Beings
IAPMEI, I.P.	— Institute for the Support of Small and Medium-Sized Enterprises and Innovation
IEFP, I.P.	— Institute for Employment and Vocational Training
ISS, I.P.	— Social Security Institute
MAI	— Ministry of Internal Affairs
MAM	— Ministry of Agriculture and Sea
MDN	— Ministry of National Defense
ME	— Ministry of Economy
MEC	— Ministry of Education and Science
MJ	— Ministry of Justice

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MNE	— Ministry of Foreign Affairs
MS	— Ministry of Health
MSESS	— Ministry of Solidarity, Employment and Social Security
NACJR	— Unit for the Support of Children and Youngsters at Risk
NHACJR	— Hospital Unit for the Support of Children and Youngsters at Risk
IOM	— International Organization for Migration
NGO	— Non-Governmental Organisation
DNGO	— Development Non-Governmental Organisation
UN	— United Nations
OSCE	— Organization for Security and Co-operation in Europe
OTSH	— Observatory on Trafficking in Human Beings
PCM	— Presidency of the Council of Ministers
PGR	— Portuguese Attorney General's Office
PJ	— Judicial Police
PSP	— Public Security Police
RAPVT	— Support and Protection Network for Victims of Trafficking
SEES	— Secretary of State of Higher Education
SEF	— Immigration and Borders Service
SET	— Secretary of State of Tourism
THB	— Trafficking in Human Beings
EU	— European Union
UNODC	— United Nations Office for Drugs and Crime

# PLANOS NACIONAIS 2014-2017

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# NATIONAL PLANS 2014-2017



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