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Presidência do Conselho de Ministros

PLANOS NACIONAIS 2014-2017

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CONTENTS

Resolution of the Council of Ministers no. 103/2013	
V National Plan for Gender Equality, Citizenship and Non-discrimination 2014-2017 (V PNI)	41
I – Introduction	44
II – Method of implementation	49
Strategic Area 1 – Integration of the Perspective of Gender Equality into the Central and Local Public Administration	51
Strategic Area 2 – Promoting Equality between Women and Men in Public Policies	54
Strategic Area 3 – Economic Independence, Labour Market and Organisation of Professional, Family and Personal Life	60
Strategic Area 4 – Sexual Orientation and Gender Identity	63
Strategic Area 5 – Non-governmental Organisations	65
Strategic Area 6 – Media	67
Strategic Area 7 – Cooperation	69
ACRONYMS	72
Resolution of the Council of Ministers no. 102/2013	
V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017 (V PNPCVDG)	120
I – Introduction	124
II – Method of implementation	127
Strategic Area 1 – Prevention, Awareness-raising and Education	129
Strategic Area 2 – Protection of Victims and Promotion of their Social Integration	133
Strategic Area 3 – Intervention with the Perpetrators	137
Strategic Area 4 – Training and Qualification for Professionals	139
Strategic Area 5 – Investigation and Monitoring	142
ANNEX	
III Programme of Action for the Prevention and Elimination of Female Genital Mutilation 2014-2017	145
I – Introduction	145
II – Method of implementation	150
Strategic Area 1 – Prevention	151
Strategic Area 2 – Integration	154
Strategic Area 3 – Training	156
Strategic Area 4 – Acknowledgement	159
Strategic Area 5 – Cooperation	161
ACRONYMS	163

Resolution of the Council of Ministers no. 101/2013	
III National Plan to Prevent and Combat Trafficking in Human Beings 2014-2017 (III PNPCTSH)	192
I – Introduction	195
II – Method of implementation	201
Strategic Area 1 – Prevention, Awareness-raising, Acknowledgement and Investigation	203
Strategic Area 2 – Education, Training and Qualification	207
Strategic Area 3 – Protection, Intervention and Capacity building	210
Strategic Area 4 – Criminal Investigation	213
Strategic Area 5 – Cooperation	215
ACRONYMS	217



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

V

**NATIONAL PLAN
TO PREVENT
AND COMBAT**

Domestic and
Gender-based
Violence

2014-2017

V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017

Resolution of the Council of Ministers no. 102/2013

The Programme of the XIX Constitutional Government underlines the need for strengthening the combat against violence, appealing to the coordination between all stakeholders and to the improvement of the measures for the prevention and protection of victims.

Also in the Major Options of the Plan, the Government has been underlining the need for coordinated efforts from all stakeholders involved, for a more effective protection of victims and a more intense training of the professionals working in the field, either in the investigation and punishment of the crimes, or in direct contact with the victims in support and sheltering structures.

The V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017 (V PNPCVDG) fits within the commitments accepted by Portugal before the 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. It must be pointed out, due to its relevance and topicality, the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence (Istanbul Convention), emphasising that Portugal was the first European Union country to ratify this international instrument on 5 February 2013.

The V PNPCVDG is specifically based on the assumptions of the Istanbul Convention, expanding its implementation scope, until then limited to domestic violence, to other forms of gender-based violence.

This paradigm change means that the V PNPCVDG encompasses other forms of gender-based violence, such as female genital mutilation and sexual assault.

Following this understanding, the III Programme of Action for the Prevention and Elimination of Female Genital Mutilation 2014-2017, which aims to combat one of the most serious violations of human rights committed against girls and women, becomes an integral part of the V PNPCVDG. In what concerns domestic violence, the V PNPCVDG seeks to consolidate the work carried out in the field, assimilating the latest European and international guidelines on the matter. Therefore, the V PNPCVDG aims to delineate strategies for the protection of victims, the intervention with perpetrators, the improvement of the knowledge about the related phenomena and respective prevention, the qualification of the professionals involved and the strengthening of the support structures network for the assistance of victims existing in the country.

To meet these objectives it is also imperative to have the participation of local administration bodies, of civil society organisations and of the companies themselves, so that a joint effort is made to work towards the eradication of domestic violence and all forms of gender-based violence in the country. The IV National Plan Against Domestic Violence, which is now ending, was subject to an independent external evaluation, whose recommendations were duly considered in the elaboration of this new Plan.

The V PNPCVDG 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 V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017 (V PNPCVDG), which is contained in the annex to this resolution forming an integral part thereof, to take effect from 2014 to 2017 (which contains annexed thereto the III Programme of Action for the Prevention and Elimination of Female Genital Mutilation 2014-2017).
- 2 - Determine the coordination of the execution of the measures contained in the V PNPCVDG with other sectoral policies that may be relevant.
- 3 - Appoint the Commission for Citizenship and Gender Equality (CIG) as the coordinator entity of the V PNPCVDG.
- 4 - Determine that the CIG, as coordinator entity, is particularly responsible for:
 - a) Annually preparing the work plan for the execution of the V PNPCVDG 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 V PNPCVDG, 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 V PNPCVDG;
 - d) Annually preparing an interim report on the level of execution of the V PNPCVDG 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 V PNPCVDG until the end of the first quarter following the end of the respective term, informing the overseeing Government member about it.

**V National Plan to Prevent and Combat
Domestic and Gender-based Violence 2014-2017**

- 5 - Establish that the stakeholders identified in the V PNPCVDG 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 V PNPCVDG 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*.

V NATIONAL PLAN TO PREVENT AND COMBAT DOMESTIC AND GENDER-BASED VIOLENCE 2014-2017

I – Introduction

Gender-based violence, which includes, among others, domestic violence, is a serious violation of human rights, particularly of women, as defined in 1995 in the Beijing Declaration and Platform for Action of the United Nations (UN). It is also a serious public health problem, as the World Health Organisation stated in 2003. There have been several recommendations from European and international bodies over the last decade urging the States to intensify efforts to eliminate all forms of violence against women.

Moreover, Portugal was the first European Union country to ratify, on 5 February 2013, the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence (Istanbul Convention).

This Convention is based on the acknowledgment that *“violence against women is a manifestation of historically unequal power relations between men and women, which have led to domination over and discrimination against women by men and to the prevention of the full advancement of women”*. It also states that *“the structural nature of violence against women is gender-based and that violence against women is one of the crucial social mechanisms by which women are forced into a subordinate position compared with men”*.

The Convention recognises with concern that *“women and girls”* are *“often exposed to serious forms of violence, such as domestic violence, sexual harassment, rape, forced marriage, crimes committed in the name of so-called “honour” and genital mutilation, which constitute a serious violation of the human rights of women and girls and a major obstacle to the achievement of equality between women and men”*. It also denounces *“the ongoing human rights violations during armed conflicts that affect the civilian population, especially women in the form of widespread or systematic rape and sexual violence and the potential for increased gender-based violence both during and after conflicts”*.

With this Convention, the Council of Europe and its 47 Member States aim to *“create a Europe free from violence against women and domestic violence”*.

The V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017 (V PNPCVDG) is based on the assumptions of the Istanbul Convention and establishes itself as a paradigm change in the national public policies to combat all these forms of violation of the fundamental human rights, such as the different forms of gender-based violence, including domestic violence.

V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017

Precisely in the field of public policies, the Global Plan for Equal Opportunities, launched in 1997 (Resolution of the Council of Ministers no. 49/97 of 24 March) and a legacy of Beijing, would become the first integrated strategy of public policies for gender equality in Portugal and has shown the concerns of the Portuguese State in this field, having as one of its objectives to prevent violence and ensure adequate protection for all victims of violent crimes. Two years later, domestic violence became a particular concern for the Portuguese State once it was perceived that violence against women occurred mainly privately, at home, and especially within marital relationships, thus arising the imperative need to give greater visibility to those acts of violence, in most cases hidden within the private sphere of the home or within intimate relationships, subsequently resulting in the I National Plan Against Domestic Violence (Resolution of the Council of Ministers no. 55/99 of 15 June), including all other expressions of gender-based violence in the successive National Plans for Equality.

Since then and through the successive National Plans against Domestic Violence, the national approach to the domestic violence phenomenon has been following the evolution of European and international guidelines in this matter, being focused on a concerted and structured policy with the goals of protecting the victims, condemning and rehabilitating perpetrators, knowing and preventing the phenomenon, qualifying professionals and providing the country with support and service structures, inviting local authorities and civil society organisations to join efforts and strategies for the eradication of domestic violence and gender-based violence in the country.

This path almost two decades old has been also possible due to the knowledge acquired about the phenomenon. The importance of the work of the academy has been paramount, from the first survey conducted on the prevalence of violence against women, in 1995, to the second national survey on gender-based violence conducted in 2007, which has allowed a comparative reading with the data of the previous survey, and to the countless scientific works, such as dissertations or doctoral essays, already currently available in several university repositories. Scientific research has also contributed to the visibility of the impacts of domestic violence, particularly its social, economic and personal costs. Consequently, there was an acknowledgment of the position of great vulnerability in which victims of violence, mostly women, find themselves in particular taking into account that these women have a probability three to eight times higher of having sick children, of being unemployed and, being employed, of not having professional development, of needing healthcare and mental health counselling due to emotional disorders, being also more likely to commit suicide. The role of scientific research has also been significant for the evolution in Portugal of the

concept itself of domestic violence, currently established in article 152 of the Penal Code, as amended by Law no. 19/2013 of 21 February.

Along with the academy, it is also worth mentioning the role of civil society organisations, particularly the women's associations, which became, since the eighties of the twentieth century, frontline organisations providing direct support to women victims of violence and developing coordinated solutions in partnership with public structures, based on a proximity concept to prevent and combat domestic violence.

The IV National Plan Against Domestic Violence, which is now ending, has benefited both from internal and external monitoring and evaluation, whose results in form and content are expressed in the V PNPCVDG. In operational terms, the V PNPCVDG focuses even more on the domestic violence field, seeking to consolidate all the work done in the past, drawing inspiration from this learning experience, widening the vision and the intervention space of other forms of gender-based violence. It is important to note that the III Programme of Action for the Prevention and Elimination of Female Genital Mutilation 2014-2017 is an integral part of the V PNPCVDG.

Female genital mutilation is one of the most serious harmful traditional practices performed on women, being a violation of fundamental rights, such as girls' and women's rights to equality, dignity and physical integrity.

Acknowledging that all forms of gender-based violence are rooted in an inequality situation which it is necessary to eliminate, the execution of the V PNPCVDG is closely connected with the V National Plan for Gender Equality, Citizenship and Non-discrimination 2014-2017.

In line with the established by the Council of Europe through the Istanbul Convention, the V PNPCVDG seeks to disseminate a culture of equality and non-violence, committing to the goal of making Portugal a country free of gender-based violence, including domestic violence, a country where women and men, regardless of ethnicity, age, socioeconomic status, disability, religion, sexual orientation or gender identity may aspire, in equity, to live in a society free of violence and discrimination. A society with a strong pattern of respect for fundamental human rights.

The V PNPCVDG focuses on five strategic areas (in a total of 55 measures):

- 1) Prevention, Awareness-raising and Education;
- 2) Protection of Victims and Promotion of their Social Integration;
- 3) Intervention with the Perpetrators;
- 4) Training and Qualification for Professionals;
- 5) Investigation and Monitoring.

V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017

II – Method of implementation

The Commission for Citizenship and Gender Equality (CIG) is responsible for the coordination and monitoring of the V PNPCVDG, 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 representatives from non-governmental organisations which integrate CIG's advisory council. The Portuguese Attorney General's Office is also represented in this group, as well as the Superior Council of Magistracy (CSM).

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

- a) One representative of the Presidency of the Council of Ministers;
- b) One representative of the Ministry of Internal Affairs;
- c) One representative of the Ministry of Justice;
- d) One representative of the Ministry of Economy;
- e) One representative of the Ministry of Health;
- f) One representative of the Ministry of Education and Science;
- g) One representative of the Ministry of Solidarity, Employment and Social Security;
- h) One representative of the National Association of Portuguese Municipalities;
- i) Three representatives of the non-governmental organisations section of CIG's advisory council, chosen among the respective members;
- j) One representative of the Portuguese Attorney General's Office, acting in accordance with the respective statutes and within the scope of its powers;
- k) One representative of the Superior Council of Magistracy, acting in accordance with the respective statutes and within the scope of its powers.

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

V PNPCVDG on the reality and to correct eventual blockings, for the ultimate goal of building a society free of violence and discrimination.

Besides the monitoring and interim assessments, the V PNPCVDG 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 V PNPCVDG, to:

- a) Submit to the CIG, until January 31, the activity report on the implementation of the V PNPCVDG 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 V PNPCVDG, 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 V PNPCVDG, particularly in the meetings of the working group;
- d) Submit to the CIG, until February 15 of the year following the end of the V PNPCVDG term, the final report on the execution of the measures under the responsibility of the respective body.

V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017

Strategic Area 1 - Prevention, Awareness-raising and Education

Information, awareness raising and education are fundamental to prevent gender-based violence and domestic violence. Acting in prevention means combating violence at its root and within the whole dimension of the causes, seeking to develop strategies leading to a society based on equality and free of discrimination and violence.

This strategic intervention area comprises 18 measures aimed at specific and strategic groups, being based on joint effort and networking and involving the central Public Administration, the local Public Administration, non-governmental organisations and companies.

The strategic goals of this area are:

- Preventing domestic and gender-based violence;
- Improving the levels of awareness and knowledge about domestic and gender-based violence;
- Boosting networking, promoting territorial decentralisation of the activities;
- Promoting the elimination of harmful traditional practices, particularly female genital mutilation.

V PNPCVDG Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
1) To carry out national campaigns against all forms of violence covered by the scope of the Istanbul Convention.	PCM/CIG	All members of the working group. Municipalities NGO	Improvement of the levels of awareness and knowledge about domestic and gender-based violence.	Number of campaigns carried out. Type and number of means involved. Type and number of materials produced. Number of reports on impact studies.	During the period of the plan.
2) To conduct seminars/conferences on domestic and gender-based violence, including sexual and moral harassment, forced marriage and the new forms of violence, namely stalking and violence through the new information and communication technologies.	PCM/CIG	All members of the working group. Universities NGO	One annual seminar/conference organised by Public Administration bodies.	Number of seminars/conferences conducted.	During the period of the plan.
3) To intensify the role of municipalities in preventing and combating domestic and gender-based violence, focusing on the role of local and regional networks.	PCM/CIG; ANMP/ Municipalities.	All members of the working group. NGO	Increase of the number of municipal plans that integrate the domestic and gender-based violence dimension. Expansion of municipal intervention.	Number of new municipal plans that integrate the domestic and gender-based violence dimension.	Annually, during the period of the plan.
4) To conduct information and awareness raising programmes on domestic and gender-based violence, particularly directed at the education community, especially addressing the issues of bullying, violence through the new information and communication technologies and teen dating violence.	PCM/CIG; MEC	MDN MAI MS NGO	Improvement of the levels of awareness and knowledge about domestic and gender-based violence within the education community.	Number of actions conducted. Number of students involved.	During the period of the plan.
5) To elaborate and disseminate guides and other information and pedagogical material aimed at the education community.	PCM/CIG; MEC	MAI MS NGO	Information and guidance for the education community addressing the domestic and gender-based violence theme.	Number and type of pedagogical materials produced. Number of schools involved. Number of actions conducted. Number of people involved.	During the period of the plan.
6) To promote actions for the prevention of different manifestations of violence and for eliminating exclusions of children in school.	MEC	PCM/CIG MAI Schools of primary and secondary education. NGO	Ensuring the full integration of girls and boys in daily school life through training programmes for teaching and non-teaching staff.	Number of actions conducted. Number of establishments involved. Number of people involved.	Annually, during the period of the plan.
7) To boost pools of young animators, composed of volunteers, aimed at preventing teen dating violence.	PCM/IPDJ, I.P.; MS/SICAD	PCM/CIG MEC Municipalities NGO	To conduct awareness raising programmes, preferentially in schools. Follow-up on the development of projects preferentially promoted by the students. Dissemination of the project "Me and the others", emphasising its dimension in preventing teen dating violence.	Number of actions conducted. Number of young volunteers involved. Number of students involved.	During the period of the plan.

V PNPCVDG Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
8) To conduct awareness raising programmes on violence against the elderly.	PCM/CIG; MSESS	MAI MS MEC NGO	Improvement of the levels of awareness and knowledge about domestic violence against the elderly.	Number of actions conducted. Public involved.	During the period of the plan.
9) To conduct awareness raising programmes on domestic and gender-based violence for immigrants and the gypsy community.	PCM/ ACIDI, I.P.	PCM/CIG Municipalities NGO	Improvement of awareness and knowledge about the problem of domestic and gender-based violence within immigrant communities and the gypsy community.	Number of actions conducted. Number of people involved.	During the period of the plan.
10) To conduct awareness raising programmes on violence between LGBT people, within intimate relationships.	PCM/CIG	MAI NGO	Reinforcement of awareness and knowledge about violence between LGBT people.	Number of actions conducted. Number of people involved.	During the period of the plan.
11) To promote and monitor awareness raising and advice programmes conducted by the security forces for the elderly as potential victims of crime, namely on preventing fraud and other types of crimes, bringing special attention to groups of women that are particularly vulnerable, namely those living in rural areas.	MAI/General Secretariat of the MAI/GNR/ PSP	PCM/CIG	Reinforcement of the protection to particularly vulnerable people, namely to elderly women.	Number of awareness raising programmes conducted. Number of people involved. Monitoring report.	During the period of the plan. 1 st semester from 2015 until 2017.
12) To elaborate and disseminate a best practices guide on the areas of preventing and combating domestic and gender-based violence, for companies.	PCM/CIG	ME/DGAE MSESS/CITE	Providing a guidance tool for companies on how to act in cases of domestic and gender-based violence.	Publication of the guide. Actions of dissemination. Number of companies covered by the dissemination of the guide.	2015. 2015-2017.
13) To distinguish and disclose best practice examples of corporate engagement in combating domestic and gender-based violence, in the scope of the award "Equality is Quality".	PCM/CIG; MSESS/CITE	ME/DGAE	Creation of a special mention for the distinction of best practices in the area of domestic and gender-based violence. Biennial distinction of companies and other employers in the scope of the award "Equality is Quality".	Number of companies biennially distinguished for the dissemination of best practices.	During the period of the plan.
14) To grant the national award "VIDArte" — Art against Domestic Violence to the best artworks about domestic and gender-based violence created in areas such as literature, theatre and cinema.	PCM/CIG	PCM/GEPAC	Biennial distinction of the best artworks in each of the competition categories.	Number of artworks submitted for the competition. Number of artworks awarded a prize in each of the categories.	2015-2017.

V PNPCVDG Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
15) To promote the Information Service for Victims of Domestic Violence (SIVVD), simultaneously with the dissemination of news about domestic and gender-based violence, using social media.	PCM/CIG	GMCS Social media.	Improvement of the knowledge about the services provided by the SIVVD. Raising awareness of social media entities. Ensuring the insertion and dissemination of information about the SIVVD.	Number of inserts placed on the radio, television and press. Number of assistances performed by the SIVVD.	During the period of the plan.
16) To encourage the inclusion of subject areas on domestic and gender-based violence into the academic curricula of different graduate courses in social sciences and humanities.	MEC	Higher education institutions.	Inclusion of the subject of domestic and gender-based violence into the curricula of graduate courses.	Number of graduate courses that integrate these subject areas.	During the period of the plan.
17) To develop curricula of pre- and postgraduate training courses for university students in the areas of domestic violence and maltreatment.	MJ/ INMLCF, I.P. MS/DGS	PCM/CIG Universities	Improvement of specialised knowledge about domestic and gender-based violence.	Number of pre- and postgraduate training courses.	During the period of the plan.
18) To implement the III Programme of Action to Prevent and Eliminate FGM and promote all the measures foreseen in it.	PCM/CIG	All members of the working group.	Promotion of specific measures to combat female genital mutilation.	Annual execution reports.	During the period of the plan.

Strategic Area 2 - Protection of Victims and Promotion of their Social Integration

This area meets the protection and support measures set out in the Istanbul Convention, aiming to lead to the capacity building and empowerment of victims and seeking to improve their access to the services they need to recover and rebuild their lives, thus contributing to preventing revictimisation and secondary victimisation.

This area, due to its complexity and to the different needs of the victims (among which legal counselling, mental health support, social and financial assistance, housing, training and job search assistance), requires networking among stakeholders, public and private, working with the different aspects of domestic violence.

It also aims to consolidate and expand the specific emergency shelter services for domestic violence cases.

In the healthcare field, the development of services to be provided to victims of sexual assault stands out.

The consolidation, in the entire national territory, of the system of protection by teleassistance, as well as the implementation of the methodologies for risk assessment is, likewise, fundamental to promote and guarantee the victims safety.

The development of specialised answers, at the district level, capable of intervening with particularly vulnerable victims, is another important aspect of this strategic area.

The strategic area 2 comprises 17 measures aiming to the consolidation and the expansion of the protection and support measures available for victims of domestic violence.

The strategic goals of this area are:

- Preventing revictimisation;
- Expanding the measures to protect victims;
- Consolidation and qualification of the sheltering network structures for victims;
- Promoting specific interventions with particularly vulnerable victims;
- Promoting capacity building and empowerment of victims.

V PNPCVDG Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
19) To develop actions to ensure/improve the articulation of the Public Ministry intervention in criminal, family and civil jurisdictions handling domestic violence cases.	PGR		Prevention of secondary victimisation. Improvement of the articulation of the solutions provided by the different jurisdictions.	Generic guidance directed at the Public Ministry to assist criminal, family and civil jurisdictions.	During the period of the plan.
20) To implement methodologies for risk assessment and management to be used by the national support network for victims of domestic violence.	PCM/CIG MSESS/ ISS, I.P.	MAI MS/DGS Universities NGO	Capacity building of the network professionals in the methodology for risk assessment and management. Harmonisation of methodologies in the supporting structures that assist victims (assistance centres and nuclei of care).	Number of network structures that implement standardised methodologies for risk assessment and management.	During the period of the plan.
21) To establish action protocols for the situations involving children and young people victims of vicarious abuse between the solutions provided by the national support network for victims of domestic violence and the stakeholders and solutions integrated within the national system of protection of children and young people.	PCM/CIG MSESS/ ISS, I.P./ CNPCJR	MAI MJ MS MEC CPCJ IPSS NGO	Establishment of the protocol between the involved stakeholders. Conducting awareness raising/training programmes for the process stakeholders.	The established protocol. Number of awareness raising/training programmes conducted.	2014. During the period of the plan.
22) To consolidate the implementation of the system of protection by teleassistance in the entire national territory.	PCM/CIG	MAI/General Secretariat of the MAI/FS Courts CVP NGO	Increasing the equipment availability for the implementation of the measure according to the needs identified each year. Training of the stakeholders involved in the implementation of the measure.	Number of equipments available in each year of the Plan. Number of information/training programmes conducted.	During the period of the plan.
23) To define minimum operating requirements for the structures integrated within the national support network for victims of domestic violence, and for their supervision and technical follow-up.	PCM/CIG MSESS/ ISS, I.P.	MAI/General Secretariat of the MAI/FS NGO	Development and dissemination of a guide to the minimum requirements the structures must meet. Ensuring that the structures of the national support network for victims meet the requirements set out.	Development of the guide. Number of stakeholders that meet the minimum requirements. Evaluation report.	2014-2015. 2017.
24) To consolidate and expand the specific emergency shelter for domestic violence cases.	PCM/CIG MSESS/ ISS, I.P.	NGO	Ensuring a coverage at the district level of specific emergency shelter.	Number of beds available at the district level. Number of victims sheltered.	During the period of the plan.

V PNPCVDG Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
25) To expand the Network of Solidary Municipalities for the support of victims of domestic violence.	PCM/SEAPI PCM/SEAL ANMP/ Municipalities		Expansion of the number of municipalities involved in the Network of Solidary Municipalities. Raising awareness of municipalities awareness for the need to review the regulations on social housing allocation.	Number of municipalities that adopt the protocol. Number of social housing provided to victims of domestic violence. Number of victims of domestic violence covered by specific housing support measures. Number of regulations revised.	During the period of the plan.
26) To promote housing support measures for victims of domestic violence.	MAOTE	PCM/CIG	To improve access to housing for victims of domestic violence.	Number of victims covered by the measures.	During the period of the plan.
27) To restructure the SIVVD, in accordance with the provisions of the "Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence".	PCM/CIG	LNES	Ensuring an answer to all forms of violence foreseen in the Convention.	Number of victims covered, broken down by type of abuse.	During the period of the plan.
28) To ensure the existence of solutions at the district level to intervene with particularly vulnerable victims, namely older and disabled people.	PCM/CIG/ ACIDI, I.P. MSESS/ ISS, I.P.	MS/ARS, I.P. Municipalities NGO	Development of, at least, one specialised answer per district provided for intervening with particularly vulnerable victims, namely older and disabled people.	Number of stakeholders with solutions for particularly vulnerable victims.	During the period of the plan.
29) To consolidate and expand the access to professional training and integration of victims of gender-based violence/domestic violence.	MSESS/ IEFP, I.P.	PCM/CIG NGO Business associations Vocational training centres.	Promoting financial independence for victims. Increase of the number of victims covered by professional training and integration offers in the labour market.	Number of victims integrated in professional training offers and/or in the labour market.	During the period of the plan.
30) To follow-up the adequacy of the Portuguese judicial system in the process of conformation of the "Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence".	PCM/CIG	MAI MJ MS MSESS	Participation in the process of conformation. Elaboration of advices and recommendations.	Number of recommendations produced.	During the period of the plan.
31) To provide information to victims of domestic and gender-based violence regarding access to legal support at the Social Security local offices.	MSESS/ ISS, I.P.	PCM/CIG Other ministries.	Development and dissemination of an informative leaflet on the access to legal support.	Number of leaflets produced and distributed.	During the period of the plan.

V PNPCVDG Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
32) To strengthen the information on domestic and gender-based violence for the immigrant communities, namely regarding the access to existing resources.	PCM/ ACIDI, I.P.	PCM/CIG Municipalities NGO	Propagation in the communication spaces of the ACIDI, I.P. of informative materials on domestic and gender-based violence for immigrant communities.	Number of materials disseminated and produced.	During the period of the plan.
33) To develop solutions for victims of sexual assault, within the framework of the Health Action on Gender, Violence and Life Cycle.	MS/ARS, I.P.	PCM/CIG MAI MJ/INMLCF, I.P. NGO	Establishment of action protocols for victims of sexual assault — rape crisis centre.	Number of victims assisted.	2014-2017.
34) To consolidate and assess the methodology for evaluating the risk of revictimisation used by the security forces in domestic violence cases.	MAI	General Secretariat of the MAI/GNR/ PSP PGR Universities	To carry out a risk assessment for each domestic violence occurrence. Evaluation, within an academic partnership established with a university, of the risk assessment experience within the security forces and final validation or eventual refining of the methodology used.	Official ratification of the methodology and coverage of the territory at the national level. Evaluation report and validation/ refining of the methodology.	2014. 2017.
35) To deepen of the proactive approaches in police response to domestic violence cases.	MAI	General Secretariat of the MAI/GNR/ PSP.	Internal regulations with a set of strategic/ operating recommendations (Handbook for Police responding to domestic violence). Development of police performance indicators in the scope of domestic violence.	Production of recommendations. Evaluation report.	2014. 2015.

V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017

Strategic Area 3 - Intervention with the Perpetrators

Since the problem of domestic violence is extremely complex and often characterised by the closeness of the relationship between perpetrator and direct/indirect victim, the intervention with perpetrators becomes a priority given the need to protect victims and prevent recidivism. Moreover, intervening with perpetrators is a strong contribution to the discontinuation of the intergenerational cycle of violent behaviour.

This area also points to the need for early intervention with young perpetrators revealed by the scientific work developed over the last years, which focused on the severity and dimension of the problem of violence in teenage intimate relationships.

Sexual violence, being a form of abuse, is also integrated into the measures of this area, thus meeting the goals defined by the Istanbul Convention regarding the development of treatment programmes to prevent recidivism of perpetrators, and particularly of sexual perpetrators.

This strategic intervention area, which comprises six measures, aims to underline the need to intervene with the offender in order to eliminate or reduce the risk of revictimisation/recidivism in domestic and gender-based violence cases.

The strategic goals of this area are:

- Preventing recidivism in crimes of domestic violence.
- Preventing recidivism in crimes of sexual violence;
- Promoting intervention programmes for young perpetrators.

V PNPCVDG Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
36) To consolidate the Programme for Perpetrators of Domestic Violence (PAVD) developed in the communitarian environment.	MJ/DGRSP	PCM/CIG MS/DGS	Prevention of recidivism in crimes of domestic violence.	Number of perpetrators placed in the programme.	During the period of the plan.
37) To adapt and implement the PAVD for use in the prison environment.	MJ/DGRSP	PCM/CIG MS/DGS	Prevention of recidivism in crimes of domestic violence. Adaptation of an intervention model based on the PAVD for use in the prison environment.	Approval of the PAVD adapted for use in the prison environment. Number of prisoners placed in the programme. Number of prison establishments that implement the programme.	Adaptation of the PAVD — 2014 and 2015. Pilot project and experimental implementation — 2016 and 2017.
38) To consolidate the implementation of the electronic surveillance system for perpetrators of domestic violence in the entire national territory.	MJ/DGRSP	PCM/CIG	Prevention of recidivism in crimes of domestic violence.	Number of perpetrators involved.	During the period of the plan.
39) To develop and implement programmes for the prevention of sexual violence.	MJ/DGRSP	PCM/CIG; MS/DGS University partners. NGO	Prevention of recidivism in crimes of sexual violence. Consolidation of the programme for sexual perpetrators in prison environment. Development of an intervention Programme model for sexual perpetrators in the communitarian environment.	Number of convicts integrated within the programme. Approval of the programme for sexual perpetrators for use in the communitarian environment.	During the period of the plan.
40) To consolidate the assessment process for specific problems involving young people subjected to measures of tutelary education: sexual perpetrators, violent behaviour and/or domestic violence.	MJ/DGRSP	PCM/CIG MS/DGS Universities	Deepening of knowledge about specific violence problems. Evaluation protocols for each of the specific problems.	Number of evaluation protocols. Number of young people subjected to measures of tutelary education covered by the evaluation protocols.	During the period of the plan.
41) To develop intervention programmes for young perpetrators.	MS/DGS MEC	PCM/CIG NGO	Promotion of awareness raising programmes and promotion of mental health counselling for young offenders.	Programmes implemented. Number of schools involved. Number of actions conducted. Number of young people involved.	During the period of the plan.

Strategic Area 4 — Training and Qualification for Professionals

The continuous qualification of professionals working in preventing and combating gender-based violence and domestic violence has been essential, promoting practices of intervention more adequate to the demands and leading to the growing trust of victims in the existing support system, which is fundamental to reveal the violence that remains invisible. A better capacity building of professionals in this field also contributes to the reduction of the secondary victimisation and revictimisation.

Regarding the security forces, the goal is to enhance the already admirable efforts made over the last years, through the development and approval of a training programme for PSP and GNR staff covering all police stations and police posts.

This strategic area comprises seven measures focused on the technical and personal qualification of professionals from different areas of intervention, who work, directly or indirectly, with victims of domestic and gender-based violence and the respective perpetrators.

The strategic goals of this area are:

- Intensifying training for professionals;
- Development and implementation of training benchmarks geared towards the intervention with particularly vulnerable groups.

V PNPCVDG Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
42) To extend training programmes for professionals who intervene directly or indirectly on the area of domestic and gender-based violence: a) Healthcare professionals; b) Professionals from Social Security technical teams; c) Education professionals; d) Professionals of the national support network for victims; e) Professionals of the employment centres; f) Professionals working in the field of housing and integration of immigrants; g) Media professionals; h) Professionals working in support facilities for the elderly.	PCM/CIG MS MEC MSESS	MJ/INMLCF, I.P. NGO	Providing specific training on gender-based violence/domestic violence for different professional areas. Development of training benchmarks and support handbook for the intervention with particularly vulnerable victims, namely older and disabled people. Capacity building of professionals for the intervention with particularly vulnerable victims, namely older and disabled people.	Number of training programmes conducted. Number of professionals participating in training programmes.	During the period of the plan.
43) To strengthen the qualification of magistrates in matters of domestic and gender-based violence.	MJ/CEJ PGR CSM	PCM/CIG	Providing specific training on domestic and gender-based violence for the magistrates. Production of pedagogical materials.	Number of training programmes conducted. Number of magistrates involved in the actions. Number of training materials produced.	During the period of the plan.
44) Qualification of the operational PSP and GNR staff.	MAI	General Secretariat of the MAI/GNR/PSP	Development and approval of a training programme for PSP and GNR staff. "Cascade" training programme for all the police stations and police posts.	Training plans for the quadrennium 2014-2017. Number of training programmes conducted.	2014. During the period of the plan.
45) Qualification of professionals in models of intervention with perpetrators.	PCM/CIG MJ MS	Universities NGO	Development of training benchmarks. Development of a training support handbook. Conducting training programmes.	Number of actions conducted. Number of professionals attending the training programmes.	2014 and 2015. 2016 and 2017.
46) To expand training programmes for the qualification of Victim Support Technicians to the entire national territory.	PCM/CIG	Other ministries. Universities NGO	Capacity building of technicians providing support to victims.	Number of training programmes conducted. Number of qualified professionals.	During the period of the plan.

V PNPCVDG Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
47) To qualify professionals for specialised intervention with children who are victims of vicarious abuse, both within the solutions provided by the national support network for victims of domestic violence and the solutions for children and youngsters at risk.	PCM/CIG MS/DGS/ ASCJR MSESS/ CNPCJR	Municipalities NGO	Establishment of an Intervention Guide for professionals regarding diagnosis, referral and specialised intervention with victims of vicarious abuse. Capacity building of professionals for intervention with children who are victims of vicarious abuse.	Publication of the Guide. Number of training programmes conducted. Number of technicians attending the initiatives.	2015. 2015-2017.
48) To raise awareness/train professionals to intervene in matters of LGBT people.	PCM/CIG	MAI MS NGO	Reinforcement of the knowledge and the qualification of public network professionals concerning LGBT-specific intervention approaches. Conducting training programmes.	Number of actions conducted. Number of professionals attending the training programmes.	During the period of the plan.

V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017

Strategic Area 5 — Investigation and Monitoring

The knowledge about the phenomenon of domestic and gender-based violence is fundamental for an informed decision-making process.

This strategic intervention area comprises seven measures and aims to deepen the knowledge about domestic and gender-based violence. Taking into consideration the progress already made in knowledge and research on preventing and combating domestic violence, and in light of the implications of the Istanbul Convention, the measures included in this strategic area seek to deepen the knowledge about the different forms of gender-based violence covered by the scope of that Convention.

The strategic goals of this area are:

- Collecting and processing statistical data enabling knowledge and information systematisation;
- Promoting studies enabling the integration of knowledge gaps existing in matters of domestic and gender-based violence and updating essential information for determining the intensity of the phenomenon;
- Developing statistical monitoring tools for domestic and gender-based violence, as well as for the management of the support network for victims.

V PNPCVDG Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
49) To promote specific studies in the field of domestic and gender-based violence, in close cooperation with universities and research centres.	PCM/CIG	All members of the working group. INE, I.P. Universities Research centres.	Carrying out 4 studies: Conducting a national victimisation survey. Carrying out an evaluation study on the level of satisfaction of the users of the national support network for victims. Carrying out a national study on the prevalence of violence against women and men. Carrying out a study on court decisions concerning spousal homicide offences.	Number and type of studies carried out.	1 study per year. 2014-2017.
50) To compile and disseminate a selection of materials produced within the framework of the projects supported by the structural funds, in the field of domestic and gender-based violence.	PCM/CIG	NGO	Providing online repository services.	Number and type of materials available in the repository.	During the period of the plan.
51) To improve the databases for the communication of decisions granting victim status and final decisions in domestic violence criminal proceedings.	PCM/CIG MAI/General Secretariat of the MAI	PGR CSM	Development of a single database, common for PCM/CIG and the General Secretariat of the MAI. Production of periodic reports on the communications received. Evaluation study on the communications received.	Number of reports. Evaluation study. Public dissemination of the study.	2014 and 2015. 2015-2017.
52) To evaluate the level of satisfaction of the victims of domestic violence regarding the attendance in police stations and police posts.	MAI	General Secretariat of the MAI/GNR/PSP	Conducting two surveys during the period of the plan.	Number of satisfaction surveys conducted on victims of domestic violence.	2015 and 2017.
53) To adopt a registration tool in the National Immigrant Support Centres and the Local Immigrant Integration Support Centres for information collection about the number of domestic violence cases registered in the immigrant communities.	PCM/ ACIDI, I.P.	Municipalities NGO	Development of a registration tool for domestic violence cases. Information on the incidence of domestic violence in the immigrant communities.	Number of registered cases. 1 annual report.	During the period of the plan.
54) To apply and monitor the use of the single registration form by the structures which attend victims of domestic violence.	PCM/CIG MSESS/ ISS, I.P.	MS Municipalities NGO	Ensuring effective and wider application of the single registration form. Monitoring of statistical data regarding domestic violence collected from the single registration form. Evaluation reports.	Number of stakeholders using the single registration form. Number of evaluation reports.	Throughout the entire period of the plan.

V PNPCVDG Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
55) To create a national computer platform for the management of the support network for victims of domestic violence.	PCM/CIG MSESS/ ISS, I.P.	MS NGO IPSS	Use of a single registration form for attendance and follow-up by the stakeholders integrated within the national support network for victims of domestic violence. Follow-up and monitoring the shelters activities. Online management of bed availability in the shelters. Integration in the platform of all the stakeholders integrated within the national network.	Number of stakeholders that adopt the use of the computer platform.	Throughout the entire period of the plan.

ANNEX

III PROGRAMME OF ACTION FOR THE PREVENTION AND ELIMINATION OF FEMALE GENITAL MUTILATION 2014-2017

I – Introduction

Female Genital Mutilation (FGM) is a serious violation of human rights; nevertheless, it is still practiced behind the disguise of alleged health and hygiene benefits and on the pretext of religious or cultural tradition. As well as other harmful traditional practices, FGM affects women of all ages, cultures and religions, violating their right to physical integrity and health, including sexual and reproductive health, and it is a major obstacle to the full exercise of citizenship and to the achievement of equality between women and men.

The World Health Organisation defines FGM as all procedures involving partial or total removal of the external female genitalia or other injury to the female genital organs whether for cultural, religious or other non-therapeutic reasons, and places Portugal among the countries at risk of FGM, since the immigrant communities that live in Portugal and come from countries in which FGM is performed may carry on the practice of FGM, either in our country or by sending the girls to their countries of origin.

The Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence, adopted in Istanbul on 11 May 2011 and ratified by the Portuguese State on 5 February 2013, explicitly foresees that the State Parties undertake to adopt the legislative or other measures as may be necessary to ensure the criminalisation of this practice. According to this Convention, the following intentional conducts should be criminalised: the excision, infibulation or any other total or partial mutilation of the labia majora, labia minora or clitoris of a woman; the act of forcing a woman to undergo such practices or of providing her the means to that end; and the act of inciting or forcing a girl to undergo such practices or of providing her the means to that end.

In the context of the European Union, the European Parliament approved a set of Resolutions in this matter, among which can be pointed out the latest:

The Resolution (2010/C 117 E/09) on combating female genital mutilation in the European Union that calls on the Member States to draw up an overall strategy and action plans aimed at banishing FGM from the European Union; the Resolution (2010/C 285 E/07) on the elimination of violence against women that urges the Member States to take appropriate measures to stop FGM, namely informing

V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017

immigrant communities that female genital mutilation is a serious assault on women's health and a violation of human rights and implementing or adopting specific legal provisions on this matter; the Resolution (2010/2209 (INI)) on priorities and outline of a new EU policy framework to fight violence against women that proposes new data collection efforts to obtain comparable statistical data on gender-based violence, including female genital mutilation, and urges Member States to reject any reference to cultural, traditional or religious practices as a mitigating factor in cases of violence against women, including so-called “crimes of honour” and female genital mutilation; and the Resolution (2012/2684 (RSP)) on ending female genital mutilation that urges Member States to fulfil their international obligations and to join forces to fight this practice through prevention, protection measures and legislation.

Within the framework of the United Nations, the Beijing Platform for Action urges the Member States' governments to approve and implement legislation against the persons responsible for practices and acts of violence against women, such as FGM, and prohibiting FGM wherever it may occur. It must be pointed out the approval, by the General Assembly, of Resolution no. 67/146 of 20 December 2012, which aims to eliminate the practice of female genital mutilation, requesting the Member States to enforce sanctions and promote educational actions to stop this practice.

Regarding the Community of Portuguese Speaking Countries (CPLP), the II Meeting of Ministers Responsible for Gender Equality of the CPLP, held in 2010, approved the so-called Lisbon Resolution, in which it is acknowledged that all forms of violence against women, including FGM, are a serious violation of human rights and fundamental freedoms of women, and an obstacle to the achievement of gender equality and the empowerment of women. The Strategic Plan for Gender Equality and Women's Empowerment in the CPLP (2010) and the CPLP Action Plan for Gender Equality and Women's Empowerment (2011) consequently announced a set of measures aimed at combating harmful traditional practices, namely FGM. Finally, the Luanda Declaration, approved in the Extraordinary Meeting of Ministers Responsible for Gender Equality of the CPLP, held in 2011, considers that all forms of violence against women, including harmful traditional practices affecting women and girls, namely FGM, are a serious violation of human rights and a public health problem.

In Portugal, the Resolution of the Assembly of the Republic no. 71/2010 of 19 July recommends the Government to reaffirm its commitment to meet the 4th and 5th Millennium Development Goals (MDGs) regarding the reduction of child mortality and the improvement of sexual and reproductive health, including gender, and refers that harmful traditional practices, including FGM, should be specific areas in education and development cooperation.

The practice of FGM fits under article 144 of the Penal Code because it is a serious offence against physical integrity.

Law no. 147/99 of 1 September, which approves the law for the protection of children and youngsters at risk, foresees the intervention of the Commissions for the Protection of Children and Youngsters (CPCJ) in these situations, since they are clear high-risk situations for the children involved; that provision is also set forth in the Law no. 27/2008, of 30 June, which establishes the conditions and procedures to grant asylum or subsidiary protection and defines the statutes for asylum seekers, refugee and subsidiary protection.

The problem of FGM in Portugal has not been limited to a merely penal approach, having been integrated into the gender equality public policies instruments.

The I Programme of Action for the Elimination of Female Genital Mutilation, included in the III National Plan for Equality - Citizenship and Gender (2007-2010), resulted from the work developed by an intersectoral group composed of representatives from a number of Public Administration authorities, intergovernmental organisations and non-governmental organisations. This first programme has contributed to make this practice visible to several strategic agents involved in preventing and combating FGM and helped to put the issue on the public agenda and to stimulate discussion on this subject within the national and European context and among the Portuguese speaking countries.

Subsequently, the II Programme of Action for the Elimination of Female Genital Mutilation (2011-2013) was included in the IV National Plan for Equality - Citizenship and Gender and Non-discrimination (2011-2013).

The execution of the II Programme of Action came to be characterised by the strengthening of the intersectoral working group on FGM, which has also experienced new dynamics. This group is responsible for the implementation of the Programme, as well as for boosting the measures through a more direct involvement of the health, internal affairs and justice sectors.

The development of concerted action strategies was established as a priority, fundamentally aiming at three objectives and target audiences: raising awareness of communities on consequences of FGM; informing and training healthcare professionals mainly in areas with the highest concentration of population potentially at risk; and activating the criminal dimension of FGM within the programme of action through the involvement of magistrates and criminal police departments.

Consequently, the Guideline for Healthcare Professionals on Female Genital Mutilation no. 005/2012, of 6 February 2012, was issued and disseminated, consisting of a set of standards of practice for healthcare professionals on this matter, including guidance on procedures for the referral of the cases, as well as

V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017

for the enforcement of intervention plans and for supporting families, and a Guide to Criminal Police Practice and Procedure was elaborated with the same principles for security professionals.

Within the framework of the Health Data Platform, a specific registration field for FGM cases was created, and its existence and usefulness must now be the subject of intense dissemination among healthcare professionals.

The enhancement of the participation and involvement of immigrant associations representative of communities in which FGM is performed must also be mentioned within the development of actions for the prevention of this harmful traditional practice, leading to the establishment of the Prize “Against FGM — Change the Future Now”, which had its first edition in 2012.

The II Programme of Action, which is now ending, has benefited both from internal and external monitoring and evaluation, whose results in form and content are expressed in this III Programme of Action for the Prevention and Elimination of Female Genital Mutilation (III PAPEMGF) and were also integrated into the dynamic of the intersectoral working group on FGM, which is responsible for its execution.

The III PAPEMGF is no longer included in the National Plan for Equality, being now an integral part of the V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017. This option is based on the internationally accepted understanding that FGM is a form of gender-based violence, namely expressed by its inclusion in the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence.

However, acknowledging that all forms of gender-based violence, and especially FGM, are rooted in a persistent inequality situation, the execution of this Programme involves close coordination with the V National Plan for Gender Equality, Citizenship and Non-discrimination 2014-2017.

This programme foresees the strengthening of intervention in some measures that prove to be structural for the challenge of eradicating FGM, namely through training and capacity building of professionals who, in any way, deal with the problem of FGM, having been formally introduced in this Programme of Action the training of new stakeholders and target groups, such as CPCJ technicians and non-teaching staff of schools of every level. It is also foreseen the establishment of a pool of accredited trainers in the area of gender equality, with the necessary knowledge and tools to deal with this theme in their work, as well as the establishment of a specific multidisciplinary group for replicating training after the programmes developed for healthcare professionals.

This Programme of Action also proposes to act in a more incisive way with communities at risk, through a more intense mobilisation of non-governmental organisations, especially immigrant associations, whenever possible in a logic of intervention in network.

The III PPEMFG foresees the adoption of 42 structured measures around the five following strategic areas:

- 1) Prevention;
- 2) Integration;
- 3) Training;
- 4) Acknowledgement;
- 5) Cooperation.

V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017

II – Method of implementation

CIG is responsible for the coordination of the III PAPEMGF. For its implementation, the CIG is supported by a working group composed of representatives from a number of stakeholders and organisations: Ministry of Internal Affairs (MAI), High Commissioner for Immigration and Intercultural Dialogue. (ACIDI, I.P.), Camões — Institute for Cooperation and Language (Camões, I.P.), National Commission for the Protection of Children and Youngsters at Risk (CNPCJR), Directorate-General for Education (DGE), Directorate-General for Health (DGS), Directorate-General for Justice Policy (DGPJ), Judicial Police School (EPJ), Institute for Employment and Vocational Training. (IEFP, I.P.), Community of Portuguese Speaking Countries (CPLP), International Organization for Migration (IOM), non-governmental organisations, namely the Family Planning Association (APF) and the Union of Women: Alternative and Response (UMAR), and three immigrant associations representative of communities of nationals from States in which FGM is performed, to be jointly nominated by the CIG and the ACIDI, I.P.

The Portuguese Attorney General's Office (PGR) and the Superior Council of Magistracy (CSM) are also represented in this working group, acting in accordance with the respective statutes and within the scope of their powers.

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.

Annual interim reports on the level of execution of the measures are prepared and submitted to the Government member overseeing the CIG until March 15 every year.

The III PAPEMGF is subject to an independent external evaluation.

Strategic Area 1 - Prevention

Awareness raising and prevention are indispensable for the elimination of FGM, since its practice is based on a vast array of beliefs and myths that persist within the communities. In that sense it is necessary to gather all efforts to discourage the practice of FGM, by informing the populations about its physical, psychological and social consequences.

The involvement of immigrant associations or organisations and interlocutors in any way representative of the communities proves to be particularly effective for this purpose, and that is the reason why their involvement should be strengthened in this Programme of Action and their specific interventions in territories at risk should be privileged, involving all the organisations and local professionals deemed to be relevant in the various areas.

It is essential to promote the involvement of local communities in the initiative, in the planning and in the participation in activities, having in mind the different existing needs, their values, beliefs, aspirations, expectations, conflicts and reference groups.

Simultaneously, combating this harmful traditional practice requires the strengthening of the intervention of public services in the fields of health, education, social intervention, gender equality, immigration and development cooperation, in order to improve their roles in the referral, prevention and intervention on the occurrences.

III PAPEMGF Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
1) To promote awareness raising programmes for professionals who work in the communities at risk, including the problem of FGM into the following themes: citizenship and gender equality, sexual and reproductive health, gender-based violence and best practices in the elimination of FGM.	PCM/CIG/ ACIDI, I.P. MS/DGS MEC/DGE	All members of the working group.	Acquisition of knowledge about this theme for a more adequate intervention.	Number of debates. Identification of the target groups. Number of participants. Number of actions.	During the period of the programme.
2) To organise communitarian strategies for combating FGM through the creation of action networks in territories at risk, composed of privileged local interlocutors.	MS/DGS MEC/DGE	All members of the working group. Municipalities Schools Health facilities IPSS NGO Immigrant associations	Reinforcement of the partnerships established between schools, health facilities, municipalities, IPSS, NGO's, immigrant associations. Communitarian support. Eventual referral of situations of FGM already performed or imminent among girls, young women and women.	Number and type of initiatives carried out. Number of partnerships established with different stakeholders.	During the period of the programme.
3) To encourage and support non-governmental organisations, particularly immigrant associations, in the development of activities contributing to the prevention and the elimination of harmful traditional practices, namely FGM.	PCM/ACIDI, I.P.	PCM/CIG NGO	Involvement of the organisations representative of the communities in which FGM is performed. Increase of the number of projects about FGM in the community.	Number of associations supported. Number of projects developed.	During the period of the programme.
4) To elaborate and disseminate information and training materials on FGM.	PCM/CIG	All members of the working group.	Production and dissemination of materials on FGM to be distributed to the stakeholders involved in the goals of this Programme.	Number and type of copies produced. Number of copies distributed. Number of stakeholders providing it online.	During the period of the programme.
5) To promote the inclusion of the FGM theme into the reference criteria outlined for education for health and for education for the development, citizenship and gender equality.	MNE/Camões, I.P. MS/DGS MEC/DGE	All members of the working group.	Providing information on the theme in the various fields foreseen.	Number of reference criteria produced.	During the period of the programme.
6) To promote the development, in the primary and secondary education levels, of projects about FGM.	MEC/DGE	PCM/CIG	Knowledge about FGM in the schools, at the national level.	Number of projects developed.	2015.
7) To promote the inclusion of the theme of harmful traditional practices, particularly MGF, into the curricula of different graduate and postgraduate courses, namely in health sciences, social sciences and humanities and criminal science.	PCM/CIG	Higher education institutions.	Deepening of knowledge about the theme among the academic community. Establishment of protocols with higher education institutions.	Number of higher education institutions plans that integrate this theme into their academic curricula. Number of protocols established.	During the period of the programme.

III PAPEMGF Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
8) To disseminate information through the media concerning the practice of FGM as a violation of the human rights of girls and women.	PCM/CIG/ACIDI, I.P.	Social media. Journalists and media professionals in general.	Increase of the number of news about FGM produced by the media.	Number of works produced. Number of programmes produced. Number of professionals involved, broken down by sex.	During the period of the programme.
9) To monitor and update the implementation of technical guidelines in the field of health.	MS/DGS	DGS	Production of a biennial report.	Number of reports produced and disseminated.	2015 and 2017.
10) To issue a circular, addressed to all the CPCJ, with technical guidelines on how technicians should act to prevent FGM practice in territories in which the problem has been identified.	CNPCJR	CPCJ	Distribution of the circulars to all the CPCJ.	Number of CPCJ covered. Number of awareness raising programmes and other preventive activities developed by the CPCJ technicians.	1 st semester of 2014.
11) To enrich the module «health, immigration and diversity» of the Pool of Trainers of ACIDI, I.P. with information on FGM.	PCM/ACIDI, I.P.	PCM/CIG	Enrichment of the module.	Amendments introduced.	2014.
12) To establish a pool of trainers on the FGM subject and/or capacity building of accredited trainers in the area of gender equality to also address the FGM theme.	PCM/ACIDI, I.P.	PCM/CIG	Establishing and providing a pool of trainers on FGM.	Number of trainers, broken down by sex.	2016.
13) To conduct and participate in seminars on FGM.	All members of the working group.		Dissemination of the theme and presentation and sharing of best practices.	Number of seminars conducted or attended. Number of communications presented.	During the period of the programme.
14) To include the FGM theme in communications presented at national and international events in the scope of the responsibilities and competencies of the various stakeholders.	All members of the working group.		Dissemination and sharing of best practices.	Number of communications about FGM.	During the period of the programme.
15) To establish contacts with religious leaders and privileged interlocutors of the immigrant communities, aiming to prevent and eliminate FGM.	PCM/CIG/ACIDI, I.P.	NGO Representatives of the communities.	Awareness raising and mobilisation of the religious leaders and the privileged interlocutors. Identification and adoption of best practices in the intervention with the communities in which FGM is performed.	Number of contacts established. Best practices identified.	During the period of the programme.

V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017

Strategic Area 2 - Integration

Being a gender-based violence, FGM occurs in a universe of socio-cultural references, which tend to circumscribe women's sphere of activity within the family context and the reproductive function.

A family's decision to practice or abandon FGM is influenced by powerful social rewards and sanctions — the loss of social status makes potential victims and respective families more responsive to community pressures, inside or outside the country.

It is important to actively involve communities in the discussion about violence against women and particularly about female genital mutilation, as well as in the definition of the most appropriate action strategies to eliminate that practice.

The capacity building of immigrant women belonging to communities at risk is, from a strategic point of view, fundamental for the purpose of eradication of the practice, assuming that, the better informed, prepared and autonomous they are, the better they will be able to start individual or collective resistance campaigns.

Simultaneously, it is imperative to strengthen the support and integration measures aimed at girls, young women and women who have already undergone FGM or who are at risk of FGM, as well as aimed at their families and the associations working within these communities.

III PAPEMGF Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
16) To promote immigrant women association and entrepreneurship, particularly among women from countries in which there are harmful traditional practices, namely FGM.	PCM/ACIDI, I.P.	Associations representative of immigrants and/or working with immigrants. Immigrant women.	Increase of the number of women supported.	Number of women supported.	During the period of the programme.
17) To intervene in cases of FGM through the help/emergency lines, in the fields of health, immigration, sexuality and combat against violence.	PCM/CIG/ACIDI, I.P. MS/DGS MSESS	NGO	Answering to all situations, through psychosocial support or referral to other available resources.	Number of women supported.	During the period of the programme.
18) To monitor the Referral System for cases of FGM and the Health Data Platform (PDS).	PCM/ACIDI, I.P. MS/DGS		Production of biennial reports.	Number of reports produced. Number of cases identified.	2015 e 2017.
19) To support the CPLP network of students temporarily living in Portugal.	PCM/CIG	MEC/DGE	Increase of the number of students participating in the actions developed by the network.	Number of students involved. Number of activities developed.	During the period of the programme.
20) To biennially award the Prize "Against FGM — Change the Future Now".	PCM/CIG/ACIDI, I.P. MS/DGS	PCM/ACIDI, I.P.	Distinction of projects for community intervention in FGM.	Number of associations distinguished.	2014. 2016.

Strategic Area 3 - Training

The training of the different stakeholders which, in any way, contact with FGM reality during the performance of their professional activities proves to be fundamental and becomes a basic condition for the good execution of this Programme of Action as a whole.

The range of professionals covered is thus improved, including cooperation agents, media professionals, CPCJ technicians and non-teaching staff of schools of every level.

III PAPEMGF Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
21) To conduct training programmes for healthcare professionals.	MS/DGS	MS/ARS, I.P.	Acquisition of knowledge on FGM by the healthcare professionals.	Number of training programmes conducted. Number of people involved, broken down by sex, professional category and geographical area of intervention.	During the period of the programme.
22) To establish a multidisciplinary group to replicate training after the programmes developed for healthcare professionals.	MS/DGS	MS/ARS, I.P.	Ensuring the multidisciplinary of the working group.	Number of areas represented in the multidisciplinary working group.	2014.
23) To conduct training programmes for sociocultural mediation professionals and for the technicians of the Portuguese Refugee Council (CPR) and the Immigrant Integration Support Centres.	PCM/ACIDI, I.P.	MS/DGS	Acquisition of knowledge on FGM by the involved professionals.	Number of training programmes conducted. Number of people involved, broken down by sex and geographical area of intervention.	During the period of the programme.
24) To conduct training programmes for cooperation agents.	MS/DGS	MNE/Camões, I.P.	Acquisition of knowledge on FGM by the cooperation agents.	Number of training programmes conducted. Number of people involved, broken down by sex, professional category and geographical area of intervention.	During the period of the programme.
25) To conduct training programmes for teachers in every school level and undergraduate technical/professional courses, particularly for teachers and coordinators within the education for health area.	PCM/CIG	MS/DGS MEC/DGE	Acquisition of knowledge on FGM by the referred teachers.	Number of training programmes conducted. Number of people involved, broken down by sex, professional category and geographical area of intervention.	During the period of the programme.
26) To conduct training programmes for non-teaching staff in every school level.	MEC	PCM/CIG MS/DGS NGO	Acquisition of knowledge on FGM by the involved professionals.	Number of training programmes conducted. Number of people involved, broken down by sex, professional category and geographical area of intervention.	During the period of the programme.
27) To conduct training programmes for magistrates.	MJ/CEJ CSM	MS/DGS	Acquisition of knowledge on FGM by the magistrates.	Number of training programmes conducted. Number of people involved, broken down by sex and geographical area of intervention.	During the period of the programme.
28) To conduct training programmes for criminal police bodies.	PCM/CIG	MAI/SEF/PSP/GNR	Acquisition of knowledge on FGM by the criminal police officers.	Number of training programmes for criminal police bodies. Number of people involved, broken down by sex, professional category and geographical area of intervention.	2015.

III PAPEMGF Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
29) To conduct training programmes for media professionals.	PCM/CIG	MS/DGS NGO	Acquisition of knowledge on FGM by the media professionals.	Number of training programmes conducted. Number of people involved, broken down by sex and professional category.	During the period of the programme.
30) To conduct training programmes for the teams working in the help/emergency lines in the fields of health, immigration, sexuality and combat against violence.	PCM/CIG/ ACIDI, I.P. MS/DGS	MSESS/ISS, I.P. NGO	Reinforcement of the knowledge of the members of the teams that operate the helplines. 1 training programme per year.	Number of training programmes conducted. Number of people involved, broken down by sex.	During the period of the programme.
31) To conduct training programmes for CPCJ staff.	PCM/CIG MSESS/CNPCJR	All members of the working group.	Acquisition of competencies by CPCJ staff. To conduct 4 specific training programmes on FGM.	Number of training programmes conducted. Number of people involved, broken down by sex and geographical area of intervention.	2014 and 2015.

Strategic Area 4 - Acknowledgement

Knowledge and research become indispensable instruments in the development of policies for the intervention in this area.

FGM is still a hidden reality, both regarding its dimension and the circumstances in which it is practiced in the national context. The knowledge about the prevalence of the phenomenon, including its georeferencing, is thus an essential condition to the adoption of adequate general and specific interventions.

III PAPEMGF Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
32) To follow-up the conduction of the study on the prevalence of FGM in Portugal and ensure the dissemination of the respective results.	MEC/FCT, I.P.	Research centres and higher education institutions.	Deepening of knowledge about FGM in Portugal through the dissemination of the study.	Presentation of a report on the activity developed.	During the period of the programme.
33) To identify the number of cases of FGM performed on girls that are reported within the CNPCJR action.	MSESS/CNPCJR	Institute of Informatics.	Identification by the CPCJ of cases of FGM performed on girls.	Creation of the FGM subcategory within the physical abuse category in the CNPCJR computer application.	2014.
34) To monitor the number of cases of FGM performed on girls, young women and women.	PCM/ACIDI, I.P. MAI MS/DGS MSESS/CNPCJR	All members of the working group. MAI/SEF, PSP, GNR MS/ACSS, I.P./ARS, I.P.	Production of a biennial report.	Number of cases of FGM identified by the different services, broken down by age.	2015 and 2017.
35) To keep the online information on FGM and the links updated.	All members of the working group.	All members of the working group.	Periodic updating of the available information.	Number of stakeholders providing information online and links.	During the period of the programme.
36) To collect and supply updated information about geographical areas where it may be justifiable to strengthen social prevention campaigns on FGM.	MAI	General Secretariat of the MAI/SEF	Obtaining updated data.	Data on the distribution of the population coming from countries in which there are traditional practices of FGM.	2014.

V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017

Strategic Area 5 - Cooperation

This Programme of Action still favours the cooperation work with the countries in which FGM is performed, with particular focus on the Portuguese speaking countries and especially on Guinea-Bissau.

The work to be carried out in the scope of cooperation includes the debate on the problem of FGM and the sharing of best practices, particularly with the technical and political representatives of those territories.

This strategic area also comprises measures aiming to guarantee the observance of the commitments accepted by Portugal in the international field concerning gender-based violence in general and particularly female genital mutilation, as well as the integration of its policies into the strategic options generated within this domain, namely through the active participation and involvement of Portugal in different international bodies and authorities in which it is represented.

III PAPEMGF Measures	Responsible entity(ies)	Entities involved in the execution	Goals	Outcome indicators	Schedule
37) To contribute for the integration of the FGM issues into the agenda of national, European and international organisations.	All members of the working group.		Promotion of debate on FGM at the international level.	Number of interventions with organisations.	During the period of the programme.
38) To promote the implementation, in bilateral and multilateral cooperation agreements, of mechanisms that promote and prioritise the admission of girls into the education system, in a perspective of continuity, until they complete compulsory school.	MNE/Camões, I.P.	All members of the working group.	Promotion of the admission of girls into the education system.	Number of documents signed.	During the period of the programme.
39) To disseminate information on how women and girls at risk of FGM can claim refugee status or seek asylum.	PCM/CIG MAI/SEF	All members of the working group.	Improvement of the knowledge about claiming refugee status or seeking asylum among women and girls at risk of FGM.	Number of information materials produced and disseminated.	During the period of the programme.
40) To support technical and political decision makers in the preparation of documents concerning the FGM theme.	MNE/Camões, I.P.	All members of the working group.	Reinforcement of the knowledge about FGM of the stakeholders attending national and international meetings.	Number of documents issued.	During the period of the programme.
41) To promote the development of cooperation projects including the themes of human rights, children's rights, maternal and child health, sexual and reproductive health and sexually transmitted diseases, including the HIV/AIDS, aiming to the abandonment of all harmful traditional practices, namely FGM.	MNE/Camões, I.P.	All members of the working group. NGO	Contribution to the abandonment of harmful traditional practices.	Number of cooperation projects that integrate the FGM theme.	During the period of the programme.
42) To implement a cooperation project with Guinea-Bissau aiming to combat FGM.	MNE/Camões, I.P.	DNGO	Contribution to the elimination of FGM practice in Guinea-Bissau.	Indicator(s) set out in the project documents().	During the period of the programme (according to the application submission schedule).

ACRONYMS

ACIDI, I.P.	— High Commissioner for Immigration and Intercultural Dialogue
ACSS, I.P.	— Central Administration of the Health System
ANMP	— National Association of Portuguese Municipalities
APF	— Family Planning Association
ARS, I.P.	— Regional Health Administration
ASCJR	— Health Act for Children and Youngsters at Risk
CEJ	— Centre for Judicial Studies
Camões, I.P.	— Camões — Institute for Cooperation and Language
CIG	— Commission for Citizenship and Gender Equality
CITE	— Commission for Equality in Labour and Employment
CLAII	— Local Immigrant Integration Support Centres
CNAI	— National Immigrant Support Centres
CNPCJR	— National Commission for the Protection of Children and Youngsters at Risk
CPCJ	— Commissions for the Protection of Children and Youngsters
CPLP	— Community of Portuguese Speaking Countries
CSM	— Superior Council of Magistracy
CVP	— Portuguese Red Cross
DGAE	— Directorate-General for Economic Activities
DGE	— Directorate-General for Education
DGPJ	— Directorate-General for Justice Policy
DGRSP	— Directorate-General for Probation and Prison Services
DGS	— Directorate-General for Health
EPJ	— Judicial Police School
FCT, I.P.	— Foundation for Science and Technology
FS	— Security Forces
GEPAC	— Cultural Strategy, Planning and Assessment Bureau
GMCS	— Office for the Media
GNR	— National Republican Guard
IEFP, I.P.	— Institute for Employment and Vocational Training
INE, I.P.	— National Institute of Statistics

V National Plan to Prevent and Combat Domestic and Gender-based Violence 2014-2017

INMLCF, I.P.	— National Institute of Legal Medicine and Forensic Sciences
IPDJ, I.P.	— Portuguese Institute for Sport and Youth
IPSS	— Private Institutions for Social Solidarity
ISS, I.P.	— Social Security Institute
LGBT	— Lesbian, Gay, Bisexual and Transgender
LNES	— Social Emergency National Line
MAI	— Ministry of Internal Affairs
MAOTE	— Ministry of Environment, Spatial Planning and Energy
ME	— Ministry of Economy
MEC	— Ministry of Education and Science
FGM	— Female Genital Mutilation
MJ	— Ministry of Justice
MNE	— Ministry of Foreign Affairs
MS	— Ministry of Health
MSESS	— Ministry of Solidarity, Employment and Social Security
MDGs	— Millennium Development Goals
IOM	— International Organization for Migration
NGO	— Non-Governmental Organisation
DNGO	— Development Non-Governmental Organisation
UN	— United Nations
PAVD	— Programme for Perpetrators of Domestic Violence
PCM	— Presidency of the Council of Ministers
PDS	— Health Data Platform
PGR	— Portuguese Attorney General's Office
PNCVD	— National Plan Against Domestic Violence
PSP	— Public Security Police
SEAL	— Secretary of State of Local Administration Place
SEAPI	— Secretary of State of Parliamentary Affairs and Equality
SEF	— Immigration and Borders Service
SICAD	— Intervention Service for Addictive Behaviours and Dependencies
SIVVD	— Information Service for Victims of Domestic Violence
UMAR	— Union of Women: Alternative and Response