

I NATIONAL ACTION PLAN AGAINST TRAFFICKING IN HUMAN BEINGS

2007-2010

EXECUTIVE SUMMARY

The I National Action Plan against Trafficking in Human beings (2007-2010) has been structured according to a model that defines 4 Strategic Intervention Areas, from which respective measures are outlined for its functioning. All of these measures are linked to the entities responsible for their execution as well as to process and result indicators.

Throughout the first chapter, the founding arguments underline on the one hand, the actual dimension of trafficking in human beings as a social problem and human drama, and on the other, the political measures and legal diplomas in force that are related to trafficking in persons at a national and international level.

The second chapter develops 4 Strategic Areas of Intervention, namely: 1) To Know and Spread Information; 2) To Prevent, Spread Awareness and Train; 3) To Protect, Support and Integrate; 4) To Criminally Investigate and Suppress Trafficking.

The first Strategic Intervention Area comprises nine measures.

The second, Prevention, is subdivided into two sections: Prevention in Countries of Origin, outlining 2 measures; and Prevention in Portugal, listing 4. Next, Awareness comprises 10, while the Training component is broken down into Initial Training with 7 measures and Continuous Training with 2.

The third Strategic Area of Intervention is subdivided into 3 sections: To Protect, listing 3 measures; To Support, outlining 15; and To Integrate with 3.

Finally, the fourth Strategic Intervention Area is broken down into two sections: To Criminally Investigate (considers six measures) and To Suppress Trafficking (comprises 2).

I – Introduction

Trafficking in human beings is nowadays a reality with an economic impact comparable to that of trafficking weapons and drugs. According to the *U.S. Federal Bureau of Investigation*, this criminal act annually generates approximately 9.5 billion dollars. It encompasses diverse problems and realities such as migration, organised crime, sexual and labour exploitation, the endemic inequalities between the most developed and underdeveloped countries, gender related issues, human rights, and the lack of family and community support, among others.

Although it is an all encompassing global phenomenon, there are groups more vulnerable than others to becoming trafficking victims. It is the case of women who on account of the growing feminisation of poverty, have become more exposed to situations of sexual and labour exploitation. Children are equally a highly vulnerable group, as this reality is an assault on any child's inalienable right to grow up in a protected and welcoming environment free of abuse and/or exploitation.

Until very recently and concerning human trafficking issues, the Member States adopted measures essentially repressive in nature and developed immigration policies. Both the adoption of merely punitive policies in relation to the trafficking problem and a complementary vision exclusively centred on the relevance of judicial processes, which included trafficking victims as witnesses, have been progressively altered to encompass a more holistic approach, focusing on the human dimension of the problem and not simply limiting it to a problem of migration, public order or organised crime.

In order to effectively combat this complex and multifaceted reality, an integrated approach, which always underlines the human rights perspective, is critically needed. In this sense, it is important to draw a compromise between the suppressive angle of combating trafficking in human beings, which is guided by the punishment of traffickers, and the development of strategies centred on the prevention, support, empowerment and inclusion of trafficking victims. Concerning the different areas of intervention, the existence of consensus at an international level has become well known, based on the inclusion of the human rights perspective as a

central element which surpasses all documents, independently of the highest international, judicial instance.

As a consequence, trafficking in human beings has progressively adopted a clear and unequivocal conceptual approach to this premise which should be implemented in the development of policies and strategies between Member States. The implementation of a human rights perspective in trafficking in human beings becomes fundamental in view of comprehensively analysing the problem, developing an appropriate response and effectively combating against its existence. The judicial order of each country should consequently adapt political, legislative and administrative measures which promote an effective multifaceted approach to the diverse trafficking dimensions with multidisciplinary cooperation between the various agents involved, while always maintaining the promotion and respect for human rights.

In November, 2000, the United Nations Convention against Transnational Organised Crime and the additional Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially women and children (adopted by General Assembly Resolution n.32/2004 of the Portuguese Republic and ratified by Decree of the President of the Republic n.19/2004, of the 2nd of April) appears as the first international document which set forth a clear definition of trafficking for exploitation purposes. Since then, diverse international organisations have followed new horizons in the search for a more integrated and effective approach to combating trafficking in persons.

At the European Union level and following the United Nations Convention, the Council Framework Decision of the 19th of July 2002 on combating trafficking in human beings was equally adopted.

The Brussels Declaration on Preventing and Combating Trafficking in Human Beings as well as the European Commission's Experts Group on Trafficking in Human beings, responsible for the provision of recommendations to be adopted by the Member States of the European Union, are other important landmarks which attest to the relevance and priority of these issues at an international level. It is also important to refer to Council Directive 2004/81/CE, of the 29th of

April, 2004 on the residence permit issued to third-country nationals who are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal immigration, who cooperate with the competent authorities.

The Organisation for Security and Co-operation in Europe (OSCE) and the Action Plan against Trafficking in Human Beings of 2003 have been primary instruments in the international context. The set of measures set forth called for the adoption of new strategies against human trafficking both at a national and international level. Several recommendations were determined, particularly in the areas of protection, assistance, repatriation and in the establishment of special units to combat trafficking, whether in the countries of origin or destination. Also, both social and economic areas were outlined as means of support for these trafficking victims.

The recent Council of Europe Convention against Trafficking in Human Beings, signed in Warsaw on the 16th of May, 2005, constituted an important step in this domain, as it integrated a more ambitious and thorough approach to human trafficking. It is the first international document containing a clear definition of a trafficking victim with an accentuated relevance to human rights.

In this context, Portugal should conclude the necessary internal procedures to adopt and subsequently ratify the aforementioned Convention.

Most recently, the European Union Action Plan on Best Practices, Standards and Procedures for Combating and Preventing Trafficking in Human Beings, adopted in December of 2005, (OJ C 311 of the 9.12.2005), presented a table of areas/actions to be regularly revised and updated.

At the International Labour Organisation level (OIT), the Abolition of Forced Labour Convention of 1930 (n.29), which prohibited any form of forced or compulsory labour, is equally worth mentioning. This convention also specified that the illegal exaction of forced or compulsory labour shall be punishable as a penal offence.

At a national level, it is important to refer to the Major Planning Options for 2005-2009 – *The Principal lines of Action and Areas in 2005-2006*. With respect to the trafficking of women for sexual exploitation purposes, a deeper understanding of this trafficking phenomenon is contemplated as well as the implementation of protection and support measures for trafficking victims and the punishment of offenders.

The adoption of the I National Action Plan against Trafficking in Human Beings may be regarded as an essential tool for the sharing of responsibilities between governmental entities and civil society, in a holistic approach which allows for the adoption and gathering of different strategies and dimensions in a coordinated and effective manner. The adoption of this Action Plan, which will last for a three year period, is structured into four main strategic areas of intervention which are linked to respective operational areas, notably:

To Know and Spread Information

To Prevent, Spread Awareness and Train

To Protect, Support and Integrate

To Criminally Investigate and Suppress Trafficking

Nationally, trafficking in human beings remains a hidden phenomenon, whose dynamics and identifying elements have yet to be the object of a thorough analysis. In order to act and fight against this social phenomenon, which degrades human dignity and presents an accentuated transnational angle in constant mutation, knowledge of its broad scope is required, hence the option “*To Know and Spread Information*” as a strategic intervention area. Increasing knowledge will most certainly result in a better and more adequate adoption and adaptation of the measures

which need to be implemented and grounded in our reality, so that in this manner, it is possible to evaluate and mitigate the impact of this burden on our society.

In this sense, the adoption of national instruments, such as the standardised registration guide, the creation of an observatory in relation to trafficking issues and the development of an annual forum extended to all agents involved in this domain will reveal themselves, among others, as being important analytical and information mechanisms to determine trafficking specifications in Portugal as a country of transit, origin or destination.

The second intervention area is subdivided into three main sections “*To Prevent, Spread Awareness and Train*”. Prevention and awareness are regarded as essential instruments to combat human trafficking in its initial phase. Spreading awareness to society in general by means of informative campaigns reveals itself as being an element of responsibility and citizenship practice. Additionally, in Article 160 of the Penal Code, besides the express criminalisation of the offender and punishment of eventual human trafficking situations, a clear message is sent to society regarding collective responsibility and the prohibition of any type of permissive/omitted behaviour in the identification/knowledge of trafficking situations.

Training equally reveals itself as a key element when trying to obtain consistent and effective results. It should encompass, as extensively as possible, all agents directly related to this reality, consequently allowing for a greater level of specialisation and harmonisation of criteria and methodologies.

The “*Protection, Support and Integration*” of trafficking victims presents itself as another area of extreme importance. In order to effectively combat human trafficking, it is critical to adopt a set of areas, which share as their common denominator, the concerns and interests of victims. The following among others, are indispensable elements in the promotion of an effective human rights policy: the granting of residential permits, access to official programmes dedicated to the insertion of trafficking victims in social life, psychological and judicial support and the voluntary and safe return of trafficked victims to their country of origin. Ensuring the most adequate

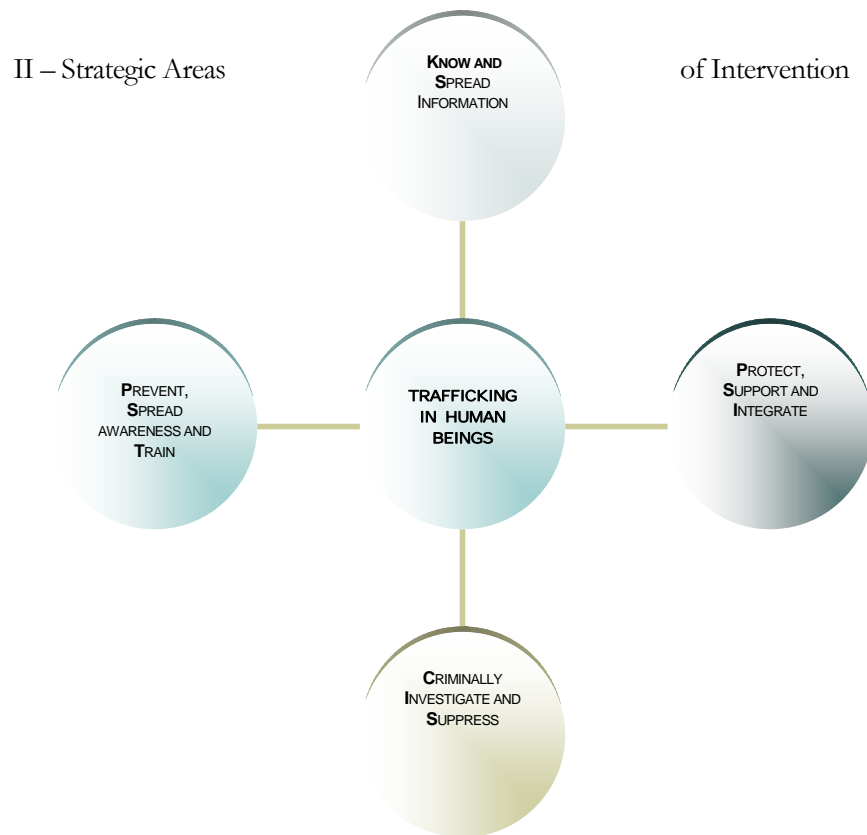
witness protection mechanisms in criminal investigations/judicial processes is another aspect to consider when promoting a just and effective fight against trafficking in human beings.

Finally, this theme cannot ignore criminal investigations and the suppression of trafficking. This problem's strong transnational component imposes the need not only to further develop cooperation with international institutes, such as Europol and Interpol in the fight against organised crime, but also to channel human and financial resources in order to confront it. A proposed revision of the sanctions regime in relation to collective persons is yet another aspect contemplated in this Action Plan in view of extracting from the Portuguese socio-economic fabric, entities which operate under the logic of a parallel and illegal economy.

The present Action Plan encompasses a whole series of exploitation situations, not only limiting itself to issues related to sexual exploitation. This option is based on diverse instruments and international forums, which in their approach to trafficking in human beings, have progressively included not only situations of sexual exploitation but labour ones as well. In effect, very recently, greater emphasis has been given to other forms of forced exploitation involving human trafficking; notably and as a consequence of this, there has been a clear inflection, at an international level, of the areas which were once exclusively directed at combating trafficking for sexual exploitation purposes. In this sense, since the labour component has both experienced greater visibility and an increase in the migratory fluxes habitually associated with the trafficking phenomenon, the fight against organised crime in human trafficking may only be effective if it contemplates all of the dimensions in which it manifests itself. This integrated perspective equally complements what is set forth in the proposed, new Article 160 of the Penal Code, in which several trafficking situations are presently included as human trafficking crimes.

Child trafficking for sexual and labour exploitation purposes should be the object of special assistance and protection areas. According to estimates set forth by the Organisation for Security and Co-Operation in Europe (OSCE), children account for more than 30 percent of all the victims of human trafficking in the world, as there are estimates that 1, 2 million children are bought and sold annually for exploitation in domestic farm work, in mines and in the

commercial sex industry. In this sense, this Action Plan contemplates specific areas for children and minors, since they find themselves in particularly vulnerable situations.



1 – TO KNOW AND SPREAD INFORMATION

Measures

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|---|--|---|--|
| 1. To develop a monitoring system concerning the problem of human trafficking in human beings. | MAI / PCM (CIG and ACIDI) / MJ / ONG's | Implement and launch the Observatory during the first Semester of 2008. | |
| 2. To direct funds and promote the elaboration of studies regarding the trafficking in human beings. | MCTES (FCI) / PCM (CIG) | Launch of contests, namely in the domains of Social and Human Sciences in view of encouraging scientific research on the trafficking in human beings. | Launch of a contest in 2008; number of attributed scholarships /funds. |
| 3. To annually create a work forum, involving government entities, NGO's with work developed in the domain of trafficking in human beings and security forces/services in view of allowing the sharing of updated knowledge and defining <i>on going</i> strategies that follow-up on the mutations of the human trafficking problem. | PCM (CIG) | Carry out the annual seminar, involving the participating, different organisations working on the theme. | Gather and publish the results of the seminar (2 000 copies). |

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|---|---|---|---|
| 4. To prepare an annual report, containing the description and systematisation of the Portuguese situation relative to trafficking in human beings, and to contextualise the problem, indicating the numbers, characterising the entities and persons involved, describing the principal trajectories and suggesting the measures that should be implemented. This report should be translated into English and made available on the Internet. | PCM (CIG) | Prepare the annual report, containing a detailed analysis of the Portuguese situation relative to the trafficking in human beings. | The report is translated into English and made available <i>on line</i> . |
| 5. To organise an International Seminar while the Plan remains in force. | PCM (CIG) | | Number of participating entities and persons. |
| 6. To carry out a national survey, analysing the population's perceptions of trafficking in human beings in view of strategically demystifying and informing the population. | PCM (INE) | Development of survey that may be answered by phone in 2009. | Publicly reveal the results of the questionnaire. |
| 7. To prepare an easy to read, informative leaflet on trafficking in human beings, namely specifying the places where trafficking victims may have recourse to assistance. The leaflet should be translated into the various languages spoken in countries where Portugal is considered a transit and/ or destination country as well as being distributed to governmental and non-governmental organisations that provide both public services and assistance. | PCM (CIG e ACIDI) / MS / MTSS / ME / MNE / MAI / MJ / MEI (SET) | Preparation of leaflets and brochures (15 000 in 2008). Distribution of the leaflets by collaborating with diverse institutions. | Number of distributed leaflets by institution. Critically evaluate the different reactions to and the overall impact of the distributed, informative leaflets and brochures. |

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|---|--|--|--|
| 8. To develop a registration form which contains clearly, defined indicators that always ensure the confidentiality of the gathered information and the non-identification of the trafficking victims. Furthermore, the form should be used and applied by all institutions working with trafficking victims. | PCM (CIG e ACIDI) / MAI / MJ / ONG'S | Initiate its application in January, 2008. | Critically analyse the information on the registration form. |
| 9. To analyse the impact of the Visa system, particularly the emission of temporary, residential and working Visas, maintaining as guiding principles, labour norms and the promotion of human rights. | PCM / MAI / MJ / MNE | Calculate the number of emitted visas. | Prepare an analytical report. |

2 – TO PREVENT, SPREAD AWARENESS AND TRAIN

Measures

To prevent



Prevention in countries of origin

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|--|---|--|---|
| 1. By means of regional and international bilateral mechanisms, to promote both cooperation in the development of strategies and common means of action in view of preventing and combating trafficking in human beings. | MAI / PCM (ACIDI) /MNE | Development of partnerships among the various organisations. | Number of developed partnerships. |
| 2. To prepare informative materials, in different formats, on legislation relative to immigration. These materials should be distributed to Portuguese embassies and consulates. | MAI / PCM (ACIDI) / MJ/ MNE | Calculate the number of created leaflets and the number of translated languages (10 000 copies before 2009). | Number of distributed leaflets. Number of embassies, consulates and NGO's, where the leaflets were made available. |

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|--|---|---|---|
| <p>1. To insert <i>links</i>, which guide the user to facts and preventive information on trafficking in human beings, <i>in the WebPages</i> of government entities, NGO's, security forces and services as well as immigrant associations having developed work in this area.</p> | <p>MAI / MJ / PCM (CIG and ACIDI) / MNE / NGO's</p> | <p>Creation of a website providing different types of information related with the theme, such as legislation, studies, where to go to for assistance and other types of pertinent information at a transnational level.</p> <p>Creation of links that guide the user to the diverse <i>WebPages</i> of organisations dealing with trafficking in human beings.</p> | <p>Calculate the number of visitors to the newly, created website.</p> |
| <p>2. To establish protocols with website design companies (namely <i>messenger</i> and <i>chat servers</i>) so that they may add "information boxes" to their recently, created sites, thereby informing and alerting users to the dangers of trafficking in human beings.</p> | <p>ME / MCTES (UMIC)</p> | <p>To provide information on trafficking in human beings on general websites.</p> | <p>Establish at least 5 protocols.</p> |
| <p>3. To establish teams of cultural mediators in view of spreading information on trafficking and its related problems to immigrants residing in Portugal, as well as developing support work and providing consultant services to institutions that work directly or indirectly with trafficking victims.</p> | <p>PCM (ACIDI) / ME / MC/ NGO'S</p> | <p>Training of mediators so that they are capable of transmitting information on trafficking in human beings.</p> | <p>To provide mediators with a total of 4 training courses (60 mediators).</p> |
| <p>4. To include the trafficking of persons domain in police neighbourhood watch programmes and techniques in order to gather useful information which may be helpful in the detection and anticipation of trafficking situations as well as spreading awareness to the most vulnerable social groups and potential targets.</p> | <p>MAI</p> | <p>From 2008 onwards, inclusion of a module on trafficking in human beings in police programmes and techniques.</p> | <p>Calculate the number of awareness initiatives and the number of trained police officers.</p> |

Prevention in Portugal

To spread awareness

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|--|---|---|--|
| 1. To develop an advertising campaign which would be posted in the public transportation system in order to alert passengers to the need for protecting trafficking victims as well as spreading information to society in general on trafficking in human beings, inserting and characterising it within society, while equally informing people on how to act when faced with a potential human trafficking situation. | MAI / MJ / PCM (CIG and ACIDI) / MOPTC | Definition of areas and public transport vehicles used for the effects of the advertising campaign. | Evaluation of the campaign's impact. |
| 2. With reference to trafficking in human beings and its related problems, to create and promote the message "Zero Tolerance" by means of developing advertising campaigns and spreading awareness to the community in general. | MAI / MJ / PCM (CIG and ACIDI) / MDN / MEI (SET) / GMCS | | To annually develop a campaign. To annually spread at least 10 awareness initiatives. |
| 3. Relying on the advice of experts in the human trafficking domain, to support the making and production of fiction-based films and documentaries that focus on trafficking in human beings. | MC-ICA / PCM (CIG and ACIDI) | | Calculate the number of people who saw the movie. Gather their opinions. |

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|--|---|---|--|
| 4. To post highly visible, informative notices along Portuguese streets, principally in areas known to be endemic in street prostitution, so that awareness is spread to the potential clients of prostitutes on the inhumane reality of trafficking victims for sexual, exploitation purposes. | MOPTC | | Posting of 50 notices while the Plan remains in force. |
| 5. To prepare informative written materials in view of targeting prostitutes on trafficking in human beings for sexual exploitation purposes, clearly indicating the characteristics of trafficking victims to facilitate understanding as well as outlining the means of support that may be provided. | PCM (CIG) / NGO's | Production of informative leaflets and brochures. | Production of 30,000 leaflets while the Plan remains in force. |
| 6. To prepare informative written materials in view of targeting immigrant associations, NGO's and CLAI's on the trafficking of human beings for labour exploitation purposes, clearly indicating the characteristics of trafficking victims to facilitate understanding as well as outlining the means of support that may be provided. | PCM (ACIDI) / NGO's | Number of prepared, informative materials. Number of translated languages. | Production of 50,000 leaflets while the Plan remains in force. |
| 7. To make the media aware of the need to deal with this theme in such a way as to avoid the reinforcement of stereotypes, while maintaining and promoting a human rights perspective. | PCM (CIG and ACIDI) / GMCS / | Awareness initiatives and training courses. | To carry out 5 in 2008 and 3 in 2009. |

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|--|--|--|--|
| 8. Within the ambit of school-based sex education, to support the development of programmes promoting zero tolerance towards gender-based violence and discrimination. | ME / CONFAP / ANP / PCM | Creation of zero tolerance programmes. | To be carried out in 5 pilot schools per Regional School Board during the 2008/2009 academic year. |
| 9. By means of the School Boards, to encourage the creative spirit of students by having them carry out projects on human and children's rights as well as on trafficking in human beings. | ME / ANP | Define the criteria to be met by projects. | Organise a contest in each one of the Regional School Boards during the 2008/2009 academic year. |
| 10. To support the carrying out of <i>workshops</i> and other activities in cultural, recreational, sport and religious, youth associations (among others). | Cultural, recreational, sport and religious, youth associations (among others) | | To annually develop 10 <i>Workshops</i> . |

To train

Initial Training

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|--|---|---------------------------|--|
| 1. To create disciplinary modules on trafficking in human beings in the academic curriculum of courses, classified as human, social and criminal sciences. | MCTES, MAI | | Number of courses which integrate these modules. |
| 2. To develop training programmes for cultural mediators which analyse the advantages of prevention, support and consultant services provided to institutions working directly or indirectly with trafficking victims. | PCM (ACIDI) / MTSS | Development of modules. | Number of training programmes carried out. Number of completed training courses/sessions. |
| 3. To provide training to judges and security forces/services on the assistance methodologies and emotional support given to trafficking victims. | MAI/MTSS / MJ / PGR | | Number of trainees. |

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|---|---|---|---|
| <p>4. To encourage specialised training for social and human science professionals who come in contact with trafficking victims and work in social and health services so that they may better comprehend the idiosyncrasies of a trafficking victim's characteristics, his/her complexities and needs. These training courses should also allow them to learn and understand legal measures of support and integration, the services and structures to be applied when in contact with potential trafficking situations and strategies that ensure appropriate and immediate services.</p> | <p>PCM (CIG and ACIDI) / MS/ MTSS</p> | <p>Definition of training programme.</p> | <p>Annually train in 2008, 2009 and 2010, 50 professionals in the previously mentioned areas.</p> |
| <p>5. To create training courses directed at specific organisations such as the Labour Conditions Authority, Company Associations, Labour Unions and Immigrant Associations.</p> | <p>MTSS / PCM (CIG and ACIDI)</p> | <p>Define the specific course content to be used by these target organisations.</p> | <p>Annually carry out two training courses in 2008, 2009 and 2010).</p> |
| <p>6. With reference to the selection and recruitment of trainees at the IEFP level, adoption of special requisites and exceptions for victims of trafficking in human beings, by precisely taking into consideration their status as trafficking victims.</p> | <p>MTSS</p> | <p>Definition of entry criteria to training provided by the IEFP.</p> | |
| <p>7. Keeping in mind a task-oriented vision, to ensure the development of a police training manual that includes the different dimensions of the phenomena of trafficking in human beings.</p> | <p>MAI</p> | <p>Creation of a police training manual in 2008</p> | <p>Number of produced and distributed training manuals.</p> |

Continuous Training

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|---|--|--|--|
| 1. To encourage continuous training for all professionals and civil society organisations working directly or indirectly with trafficking victims on the most recent characteristics and dynamics of this problem as well as renewed methodologies and forms of action. | PCM (CIG and ACIDI) / MAI / MS / MTSS / ME | Develop the programmatic content of continuous training courses. Announce training courses. | Annually provide three training courses in 2008, 2009 and 2010. |
| 2. To provide senior police officers access to additional training courses offered by the European Police College (CEPOL) as well as OSCE and UNO structures. | MAI | To begin in 2008 | Number of provided training courses. Number of trained police officers. |

3 – TO PROTECT, SUPPORT AND INTEGRATE

Measures

To protect

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|--|--|--|--|
| 1. To provide a 30-60 day period of reflection to potential trafficking victims, during which they may decide to cooperate or not with the authorities. Throughout this period, they cannot be expelled from the country. | MJ; MAI | Creation of reflection groups comprising trafficking victims and individuals with specific training backgrounds to guide them. | Number of trafficking victims who cooperated with the authorities. |
| 2. Legal provision for the creation of an Evaluation Commission, which would promote during the emergency assistance period, the identification and evaluation of persons who are effectively trafficking victims | MAI / MJ / PCM (CIG and ACIDI) | Development of an evaluative plan focusing on a set of analytical variables pertaining to the theme. | Development of the evaluation report. |
| 3. To guarantee effective protective measures for potential witnesses and their family members by applying Law n.93/99 of the 14th of July – application of measures to protect witnesses throughout the criminal process by implementing special security programs. | MJ; MAI | An analysis of the criminal processes related with trafficking victims. | Number of witnesses benefiting from the law and the special security programs. |

To Support

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|--|--|---|---|
| <p>1. Legal provision for the issuance of authorised, one-year, temporary residential permits to trafficking victims, keeping in mind the vulnerability of their situations which often makes it unreasonable for them to return to their country of origin. The authorised permit may be issued irregardless of the victim's collaborative level or interest in the investigation/criminal process.</p> | <p>MAI / MJ / PCM (CIG and ACIDI) / MTSS</p> | | <p>Number of issued authorised, residential permits.</p> |
| <p>2. To create an Information and Support Call Centre for victims of trafficking in human beings.</p> | <p>PCM (ACIDI)</p> | <p>Effective creation of the call centre.</p> | <p>Number of established contacts. Sociodemographic characterisation of incoming calls. List the types of doubts and most solicited types of information.</p> |

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|---|--|---|---|
| 3. To establish partnerships with public and private institutions, which have developed cooperation agreements with the government, to provide and render services to trafficking situations. | MTSS | | Number of established partnerships and agreements. |
| 4. To ensure the immediate access to the Embassy or Consulate representing the trafficking victim's country of origin. If this is not possible due to the inexistence of these services in Portugal, then access to diplomatic representation must be provided. | MNE | Creation of an embassy office directed at human trafficking situations. | Number of rendered services by embassy offices. |
| 5. To promote a more effective articulation with Ministry of Justice and Ministry of Internal Affairs representatives in the exchange of information pertaining to countries of origin. | MAI, MJ | Number of contacts carried out with representatives. | To carry out an evaluative study on the importance and effectiveness of collaborating with representatives on human trafficking in human beings |
| 6. To inform trafficking victims of their rights which are ensured in legal terms, as well as specifying the different procedures available to them in indemnity claims. | MAI / MJ / PCM (CIG and ACIDI) | Preparation of an informative manual, translated into diverse languages, informing victims of their rights. Distribute the manual to different organisations involved in human trafficking themes. | Print 5 000 manuals. |

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|--|--|--|--|
| 7. To provide trafficking victims with legal representation and a competent and qualified translator the moment they have received victim status. | MJ / MTSS/OA | | Number of legal representation requests. Number of lawyers provided. |
| 8. To provide free, adequate and confidential medical, psychological, social and judicial services. | MS / MTSS / PCM (CIG and ACIDI); ONG'S | To reveal the existence of these services. | Number of people using these services. Most requested type of service. Victim profile that most frequently used the services provided. |
| 9. In articulation with other national strategies, to develop special measures in order to promote and protect the rights of trafficked children and adolescents, by particularly focusing on their safety, health and integral development. | MJ / MTSS / CNPCJR / | | |
| 10. The creation of a best practices guide to be used by governmental and non-governmental organisations that render support and services to trafficking victims. | PCM (CIG) / ONG's | To develop the content of the best practices guide. To reveal the guide's plan. | Edit 1 000 copies per year. |

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|--|--|---|---|
| <p>11. To create multidisciplinary teams that would analyse the advantages of judicial psychology and cultural mediation, serve as intermediaries and promote the psycho-emotional stability of trafficking victims in view of rendering immediate support and avoiding the revictimisation of trafficked persons.</p> | <p>PCM (CIG and ACIDI) / MTSS/ NGO's</p> | | <p>Number of persons assisted by these multidisciplinary teams.</p> |
| <p>12. To ensure that the protection and assistance provided to a victim is extended to his/her spouse, partner, ascendants, descendants and dependent persons with whom the trafficking victim habitually socialises.</p> | <p>PCM (CIG and ACIDI) /MAI/MJ</p> | <p>Development of new legislation encompassing not only the victim but his/her spouse, partner, ascendants and descendants.</p> | <p>Calculate the number of victims and respective spouses, partners, ascendants and descendants who have been approached due to this norm.</p> |
| <p>13. To encourage the development of good practices between security forces, services and non-governmental organisations in the protection and support provided to trafficking situations, notably by creating a data base containing all of the institutions that may render support and protective services to trafficked victims.</p> | <p>PCM/MAI / MJ / ONG's</p> | <p>Defining the data base and included variables.</p> | <p>List of institutions relying on the data base. Defining the victim profile that most frequently used the services provided. Annually reveal the data gathered by the database.</p> |

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|--|--|-----------------------------------|---|
| <p>14. To establish protocols with various non-governmental organisations operating in the native countries of trafficking victims detected in Portugal in view of ensuring their protection and the continuance of rendered services, should these be necessary and should trafficking victims want to return to their country of origin.</p> | <p>MAI / MJ / MNE</p> | | <p>Number of established protocols.</p> |
| <p>15. Development and application of a support model should trafficking victims want to voluntarily return to their country of origin.</p> | <p>PCM (CIG and ACIDI) / MAI / MJ</p> | <p>Training of professionals.</p> | <p>Train 20% of the technicians working in this area.</p> |

To Integrate

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|---|--|---|--|
| <p>1. To favour the integration of trafficking victims in society and in the labour market by providing them access to official, existing programmes, professional aptitude courses, possible company incentives and increased financial support in the celebration of judicial settlements that view their integration in the workplace.</p> | <p>MTSS / MJ</p> | <p>Defining the types of courses. Determining available positions in the labour market. Establishing protocols with companies in diverse areas.</p> | <p>Number of reintegrated persons. Number of courses provided and the number of available positions in the labour market. Number of established protocols.</p> |
| <p>2. To provide trafficking victims with different types of support to help them in their integration when and if they return to their countries of origin.</p> | <p>MTSS</p> | <p>To establish support for trafficking victims, defining criteria for the attributed types of support.</p> | <p>Types of support provided.</p> |
| <p>3. To direct part of the goods and assets apprehended in human trafficking investigations/convictions into the indemnity /compensation claims of trafficking victims so that they may restructure their lives and undertake new opportunities without conditions and constraints.</p> | <p>MJ</p> | | <p>To channel 20% of the apprehended value into support programmes for trafficking victims.</p> |

4 – TO CRIMINALLY INVESTIGATE AND SUPPRESS

Measures

To Criminally Investigate

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|---|---|--|---|
| 1. The implementation of a standardised registration guide to be applied by security forces and services in human trafficking situations. | MJ / MAI / PCM (ACIDI) | To develop the registration system and reveal it to the security forces and services, keeping in mind the specifications of numerous institutions and trafficking victims comprising the system. | Application of the standardised registration guide to all security forces and services throughout 2008. Publication of the data gathered by registration guides. |

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|---|---|--|------------------------------------|
| 2. To increase the number of inspections conducted in labour establishments which are more susceptible to housing organised crime related with human trafficking. | MJ / MAI / MEI (ASAE) /MTSS (ACT) | Develop a flexible plan of regular inspections, notably in bars, night clubs, adult clubs, construction sites, seasonal establishments and house-keeping/janitorial companies. Creation of a work group encompassing the Food and | Number of inspections carried out. |

| | | | |
|--|----------------|--|--|
| | | Economic Security Authority, the Labour Conditions Authority as well as security forces and services in order to establish an intervention and prevention plan in human trafficking cases. | |
| 3. To collaborate and develop synergies with relevant international institutions, including regional organisations, intergovernmental agencies and international non-governmental organisations. | MAI / MJ / MNE | Establishment of partnerships between the diverse organisations contemplated by this measure. | Verification of the number of developed partnerships in this domain. |

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|--|---|--|--------------------------|
| 4. To channel technical and human resources into security forces and services in order to allow for a faster and more effective detection of trafficking situations. | MAI / MJ | Development of a programme outlining a strict set of objectives as well as the necessary resources to ensure greater effectiveness in the detection of trafficking situations. | |
| 5. To reinforce adequate cooperation and articulation between security forces and services in order to combat human trafficking situations. | MAI / MJ | | |

| | | | |
|--|----------|---|--|
| 6. To reinforce cooperation with international institutions, such as Europol and Interpol, as well as encouraging the development of bilateral agreements. | MAI / MJ | Define a set of measures which permit the strengthening of cooperative ties between international institutions. | Evaluation of the practical results arising from these measures. |
|--|----------|---|--|

To Suppress

| Measures | Entities responsible for their execution | PROCESS INDICATORS | RESULT INDICATORS |
|---|---|--|---|
| 1. To adopt a comprehensive and relational approach to suppressing trafficking in human beings. | MJ / MAI | To develop a quantitative and qualitative, analytical study of the diverse perspectives integrating human trafficking throughout 2009. | Public presentation of the study. |
| 2. To thoroughly review the convictions of human trafficking offenders as well as extending the responsibility to collective persons within this ambit. | MJ | Revision of the legislative system and respective sanctions related with trafficking in human beings. | Verify the effective application of the law. Calculate the number of criminal processes in human trafficking. Verify the sentencing scales. |

ACRONYMS

ACIDI – High Commissioner for Immigration and Intercultural Dialogue
ACT – Labour Conditions Authority
ANP – National Teachers Association
ASAE – Food and Economic Security Authority
CIG – Commission for Citizenship and Gender Equality
CNPCJR – National Commission for the Protection of At- Risk Children and Adolescents
CONFAP – National Confederation of Parent Associations
FCT – Science and Technology Foundation
GMCS – Government Communication Office
ICS – Media Institute
INE – National Institute of Statistics
MAI – Ministry of Internal Affairs
MC – Ministry of Culture
MCTES – Ministry of Science, Technology and Higher Education
MDN – Ministry of National Defence
ME – Ministry of Education
MEI – Ministry of the Economy and Innovation
MJ – Ministry of Justice
MNE – Ministry of Foreign Affairs
MOPTC – Ministry of Public Works, Transport and Communications
MS – Ministry of Health
MTSS – Ministry of Labour and Social Solidarity
OA – Law Society
ONG – Non-Governmental Organisation
PCM – Presidency of the Council of Ministers
PGR – Office of the Attorney General of the Republic.
SET – Secretary of State for Tourism
UMIC – Knowledge Society Agency