

# Portugal



## ECPA/BPC 2006

Please answer the following questions in English.

1. Is this your country's ECPA entry or is it an additional project? (Only one ECPA entry per country plus up to two other projects.)

The current project constitutes the official Portuguese ECPA candidature.

2. What is the title of the project?

Women and Minor Nucleus Project (NMUME)

3. Please give a short general description of the project.

The NMUME, being a project of the *Guarda Nacional Republicana* (GNR), was conceived within the compass of the reorganization of the prevention and criminal investigation mechanisms, which began in 2002, having as a reference the social and criminal problems that were not previously subject to a specific and differentiated treatment. Bearing in mind this reference, we developed a valence which is chiefly dedicated to prevention, accompaniment and investigation of situations of violence exerted upon women and minors, namely in concern to domestic violence and sexual crimes.

The operationalization of the NMUME Project is essentially fulfilled on two levels:

- a) At the coordination and strategic planning level, at the General Headquarters;
- b) At the operational level, with NMUME teams which are distributed throughout the national territory at the district head offices.

The global nature of the project intends to sensitize and motivate the entire organization of the *Guarda Nacional Republicana*, and society in general, to the problems of violence exerted upon women and minors by creating specialized teams to deal with this issue – the NMUME. It is our intention to seek an encompassing and multidisciplinary approach, integrating the actions of the NMUME into the dynamics of the local (social and judicial) responses, and focusing on its actions, not only on the

victims, but also at the level of the aggressors and of the causes of violence, amongst which alcohol and drugs<sup>3</sup> assume a particular relevance.

#### **4. Please describe the objective(s) of the project?**

The general objective of the project is to improve the quality of the police response to the phenomenon of the violence exerted upon women and minors (in a subsequent phase – Phase III, that which is committed against other citizens that find themselves in situations of particular vulnerability – elderly and handicapped), integrating it with responses of a psychosocial and judicial character.

The specific objectives of the NMUME Project, which result from the general objective, are as follows:

- On a police level, the study of the phenomenon and its causes, the signalization and identification of situations, and the specialized and personalized counselling given to the victims (and the aggressors, when applicable);
- On a penal judicial level, through the elaboration of inquiry processes, proposing adequate measures for the protection of the victims and for the recovery of the aggressors;
- On a psychosocial level, forwarding of the victims (and, in certain cases, of the aggressors), within the compass of the local networks of social support, an integrated guardianship of situations of violence and an active participation in preventive processes of violence, centred on the fight against its causes and on sensitization/training (destined to the population in general and to specific groups).

#### **5. How was the project implemented?**

The *Guarda Nacional Republicana* is implemented throughout the whole country and has 96% of the national territory under its area of responsibility. To fulfil its mission it currently has a force strength of 26 thousand men and women, disseminated throughout the structure. GNR is organized in a General Headquarters, Operational Units and Support. These Units, all Brigade level, are known as Territorial Brigades, Special Brigades, Instruction Brigades and Reserve Brigades.

(4) Territorial Brigades comprise (23) Groups, (85) Detachments and (485) Posts.

It was within the Territorial Groups, which are the equivalent to the district head offices, that the NMUME was implanted.

The project was conceived in 2002, within the compass of the reorganization of the prevention and criminal investigation mechanisms of the *Guarda Nacional Republicana*, having its implementation become real in 2004, initiating phase I of the

<sup>3</sup> According to data from the Portuguese Association for Victim Support (APAV), a GNR partner in the NMUME Project, alcohol and drugs are particularly associated to situations of violence – in 2004, 70,49% of the dependant aggressors were addicted to alcohol and 19,01% to narcotics (in 2003: 69,12% and 20,71%, respectively; in 2002: 71,46% and 20,67%)

project, by training the NMUME elements which were destined to the Territorial Group Teams.

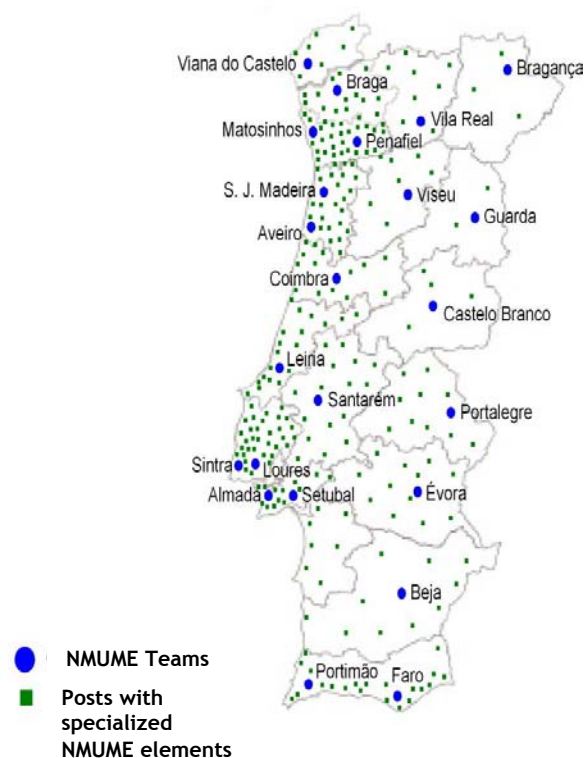
Phase II began in 2005 and will continue until 2008, by providing specialized training to elements of 254 Territorial Posts, the closest proximity level in the assistance rendered to the population, namely to crime victims.

With phase III of the project, to begin at a short date, we are aiming to broaden the functional scope of the NMUME project to other types of victims, particularly to the elderly and handicapped.

NMUME structure comprises:

- a) 2 elements with NMUME training, at a central level, who exercise coordination and strategic planning functions;
- b) 62 elements, with operative functions, integrating the NMUME Teams of the Territorial Groups;
- c) 25 elements (254 in 2008) with NMUME training, at the Territorial Posts.

Map with the territorial distribution of the NMUME structure



**6. Were partners involved in planning and/or development and/or implementation of the project? If so, who were they, and what were their roles?**

The NMUME Project, although having originated from an autonomous and previous initiative of the *Guarda Nacional Republicana*, came to fit itself within the compass of plan II against domestic violence – 2003/2006 (a measure of the Portuguese Government, which intended to respond to the domestic violence problem, by creating sensitization measures alongside those partners who deal with this problem). Phase III of the project will be framed into the 3<sup>rd</sup> National Plan against Domestic Violence (2006-2009), which is in the conception phase.

In the **Development** of the project and in the training of the NMUME elements, the following partners, which have come to accompany and collaborate in its evolution, participated:

- a) Mission Structure against Domestic Violence;
- b) Committee on Women's Rights and Gender Equality;
- c) Alternative and Answer Women's Union;
- d) Child Support Institute;
- e) Portuguese Association for Victim Support;
- f) Aboim Ascensão Refuge;
- g) University of Minho
- h) Centre of Judiciary Studies;
- i) Judiciary Police;
- j) Centre for Social Intervention Studies;
- k) Internal Security Coordinating Office;
- l) Portuguese Deaf Association;
- m) National Institute of Forensic Medicine;
- n) Commission for the Protection of Children and Youngsters at Risk.

The **Implementation** of the project, constituting a primary responsibility for the GNR, counted on the collaboration of the cited entities, along with experts from the academic and judicial spheres.

In the concrete performance of the NMUME Teams, the local Institutions specialized in psychosocial support, in victim counselling and support and in recovering the addicted.

**7. How did you build in plans to measure the performance of the project?**

The NMUME project contemplates the qualitative and quantitative analysis of its activity, which is expressed through monthly reports, carried out by each NMUME and sent to the central coordination and control body.

Besides these records, the GNR, as a security force, has its operational activities accounted for, studied and analysed in a systematized manner by internal controls, by the Information and Operations Departments, and by external controls, namely the statistical analysis of the crime behaviour in Portugal and of the performance of the

security forces.

From the **analysis of the statistical data<sup>4</sup> of crime in Portugal**, a decrease of 5% pertaining to crimes registered against people (ill-treatment and crimes against integrity) is verified in 2004, since the implementation of the NMUME, in regard to the same period of 2003.

On the other hand, in 2005, an 18% crime increase was verified in regard to the same period of 2004. An increase in the confidence of the victims in the institutional responses to the phenomenon of violence exerted upon women and minors, in the sequence of the public divulgation of the implementation of the NMUME and of its activities and of carrying out numerous sensitization acts and elucidation campaigns, promoted by the GNR and by other entities, within the compass of the 2<sup>nd</sup> National Plan Against Domestic Violence, contributed to this increase.

The **inquiries<sup>5</sup> distributed to the NMUME teams** in 2004 and 2005 were also analysed. Within the operational activity, the performance of the NMUME can be analysed at the level of the inquiries distributed by the NMUME teams in 2004 and 2005. In these two years a significant increase in the number of inquiries distributed was confirmed, being that 1808 inquiries were attributed in 2005, of which 1270 were concluded and 31 were forwarded to other entities.

## 8. Has the project been evaluated? How, and by whom?

During this first phase, the assessment of the NMUME has come to be carried out taking into account:

- a) The statistical data of crime in Portugal, as mentioned in question 7;
- b) The perception of the partners who are associated with NMUME, namely the courts and social entities, through questionnaire answering.

Seeking to evaluate the first two years of the Project, an official letter with some questions related to the project assessment was sent to the entities that are associated with NMUME.

The questions sought to assess the **pertinence** of the project and the **quality of the counselling and support** rendered (chiefly to the victims), asking for **suggestions to improve the NMUME project**.

## 9. What were the results? How far were the objectives of the project achieved?

1) Taking into account the objectives described in question 4, the project assessment was carried out by means of an inquiry made to the courts and entities of a social character, having the following results been obtained:

- a) On behalf of the courts  
The assessment was positive, considering pertinent the creation of the

<sup>4</sup> - Statistical data from the Ministry of Justice, from 2000 to 2004.

<sup>5</sup> - Data collected by the GNR in 2004 and 2005, within the compass of the number of inquiries attributed, concluded and forwarded by the NMUME.

NMUME, for its specific competence within the compass of the criminal investigation of these matters.

On the other hand, we can verify an improvement in the elaboration of the inquiries regarding to the violence committed against women and minors (namely in domestic violence crimes), namely: at the level of the fact verification, in the celerity of the investigation and of the assessment of the risk in which the victim is in.

b) Entities of a social character

The assessment was also positive, mainly in what regards to the attendance and counselling qualification carried out by the NMUME.

On the other hand, these entities also refer to the existence of a good articulation and cooperation with the NMUME, in view of a need to give an urgent support and protection response to the victim.

2) Statistics Analysis

As indicated in points 7 and 8.

3) Considering the analysis carried out in 9. b), a positive correlation between the indicators which influence the aggressive behaviour and the use of drugs and alcohol is verified.

The data available allows us to clearly state that the NMUME Project, having qualified the police response of the *Guarda Nacional Republicana*, contributed greatly towards the fight, on a national level, against the phenomenon of violence exerted upon women and minors, namely within the compass of the domestic violence.

At this stage, we are planning preventive and efficient strategies, directed to the potential aggressors, electing, in a first phase, as a **public target those related to the use of drugs and alcohol**, with the intent of them becoming conscious of his behaviours/attitudes and of the personal and social consequences of domestic violence.

It can be concluded that, until the moment, all of the objectives pursued were achieved, both by the partner analysis and by the number of processes instructed by the NMUME throughout these last two years. Nevertheless, the project still foresees furtherance since we are still in phase II – which ends in 2008.

Phase III will be implemented, being that the broadening of the project to other specific groups of victims, namely to the elderly and handicapped, which are also identified as potential victims of mistreatments, is also foreseen in the planning.

Negotiations are currently taking place with a Portuguese university, seeking to promote a regular and scientific assessment mechanism of the NMUME Project.

**10. Are there reports or documents available on the project? In print or on the Web? Please, give references to the most relevant ones.**

All of the documents referenced in the presentation of the NMUME project are available on the computer database, either through the internal availability of the *Guarda Nacional Republicana* or through the external availability of the competent

authorities or mass media.

The project description is available online, in a structured article that describes the NMUME in detail and refers to the importance of initiating specialized training to the elements that constituted the first nuclei. The article can be found in:

[http://www.gnr.pt/portal/internet/gabinete\\_imprensa/revista\\_gnr/edicoes/2005/revista\\_titulosA2005n1.asp](http://www.gnr.pt/portal/internet/gabinete_imprensa/revista_gnr/edicoes/2005/revista_titulosA2005n1.asp) referenced Criminal Investigation – The Implementation of a Women and Minor Nucleus – NMUME.

The statistics described by the Ministry of Justice can be found in:

<http://www.glp.mj.pt/estjustica/pdfs/2004/05POLICIAS/crimes%2094%20a%2004.pdf>.

The internal statistics of the *Guarda Nacional Republicana*, referenced in this project, are available upon request (which is subject to analysis) to the GNR Command.

**Please, write here a one page description of the project**

**WOMEN AND MINOR NUCLEUS PROJECT – NMUME**

**THE NMUME**

One of the most delicate phenomena with which the GNR have to deal with is that in which violence is exerted upon women, minors, elderly and other specific groups of people. It is an area which hides behind the structure of “family”, shame, ignorance of the existing law and supports, dark ciphers and evidence difficulty. Through the teachings collected and the experience accumulated, that concern came into visible effect in Order no. 07/03-OG, of January 21, 2003, which assigned a staff of 2 or 3 elements to the NMUME, according to the quantity and complexity of the situations to be dealt with, giving them competences “To effectuate the investigation of the (...) crimes committed against women and minors, namely sexual and domestic violence crimes, and support the other (...) organs”. The GNR Standard Operational Procedures (SOP) – 9.03CIC, of February 25, 2003, clarified even more the priorities and duties of the NMUME elements, by establishing as competences “1. Effectuate the investigation of crimes related to the problems of women and minors as victims and promote the support that, for each individual case, may be considered necessary and susceptible of being fulfilled; 2. Others that, directly or indirectly related to the operative criminal investigation, may come to be attributed to them.”

It is on that philosophy that the organizational and functional concept of the Women and Minor Nuclei arises, and it is based on that same philosophy that they are being implemented.

**THE NMUME PHILOSOPHY**

In a strict sense, the NMUME project comprises only the intrinsic aspects of those organs with the same name. However, in a vast sense, the NMUME project represents the intention and effort of the *Guarda Nacional Republicana* to improve the address of the problems related with women and minors as victims, through 23 “functional pyramids” and a change in mentalities, in which the NMUME organ is constituted as the specialization vertex, but which contains all of the Territorial Group structures, namely the Detachments and the elements of the Posts that are usually engaged in preventive actions and in serving the people.

Thus, the NMUME project (in a vast sense), having as its main goal to contribute towards the quality of the life of the people in general, and of the women and minors in particular, bases itself on the philosophy to which it is subjacent and with the motivation of this initiative of the *Guarda Nacional Republicana* – THE NMUME PHILOSOPHY.