

# European Crime Prevention Award (ECPA)

## Annex I – new version 2014

Please complete the template in English in compliance with the ECPA criteria contained in the RoP (Par.2 §3).

### General information

1. Please specify your country.

Portugal

2. Is this your country's ECPA entry or an additional project?

3. What is the title of the project?

Anti-Human Trafficking Unit – "A victim centred response to human trafficking"

4. Who is responsible for the project? Contact details.

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5. Start date of the project (dd/mm/yyyy)? Is the project still running (Yes/No)?  
If not, please provide the end date of the project.

Start date: 1st April 2013.

The project is still running.

6. Where can we find more information about the project? Please provide links to the project's website or online reports or publications (preferably in English).

Information on the Project "Anti-Human Trafficking Unit – the victim centred

response to human trafficking" can be found online at:

[http://www.sef.pt/portal/V10/EN/asp/organizacao/index.aspx?id\\_linha=6678&menu\\_position=6677#0](http://www.sef.pt/portal/V10/EN/asp/organizacao/index.aspx?id_linha=6678&menu_position=6677#0)

and at the Immigration and Border Services facebook page:

<https://www.facebook.com/servicodeestrangeirosefronteiras/photos/pb.618721914886629.-2207520000.1413478960./736676023091217/?type=1&theater>

Here you can find information about the project's vision in relation to trafficking in human beings and also about the way we position ourselves in relation to: the prevention of this criminal phenomenon; the protection of its victims; criminal investigation; and cooperation with other partners, whether they are public bodies (police, government organizations, public institutes, etc.) or members of civil society (NGO's, educational establishments, health staff, etc.).

There is also a more operational aspect of the site that refers to the work and duties of the Unit itself. Information about how we work and where we are is also mentioned, in order to allow for entities or individuals who may reach us to do so, whatever their objective may be.

We are also mentioned in some national and international documents with emphasis on the III National Plan against Trafficking in Human Beings: ([http://www.cig.gov.pt/wp-content/uploads/2014/06/CIG-IIIPNPCTSH\\_2014-2017\\_ENG.pdf](http://www.cig.gov.pt/wp-content/uploads/2014/06/CIG-IIIPNPCTSH_2014-2017_ENG.pdf)) where the creation of the Unit is referred to (page 206, measure 19), along with some other measures intimately related to the prevention of trafficking in human beings (THB), in which we cooperate with other entities or intervene directly e.g.:

4) To strengthen inspection actions (including joint actions) with a preventive character, with a special focus on possible areas of exploitation of victims of trafficking in human beings (VoT's);

24) To promote uniform initial and continuous training for all security forces and services on prevention, investigation and methods to assist victims of the crime of trafficking in persons;

25) To promote specific training for border protection inspectors.

At international level, and even if briefly, the creation of the Unit is referred to in the COMMISSION STAFF WORKING DOCUMENT - *Accompanying the document Communication from the Commission to the European Parliament and the Council 5th Annual Report on Immigration and Asylum 2013*

([http://ec.europa.eu/dgs/home-affairs/e-library/documents/policies/immigration/general/docs/5th\\_annual\\_report\\_on\\_immigration\\_and\\_asylum\\_swd\\_en.pdf](http://ec.europa.eu/dgs/home-affairs/e-library/documents/policies/immigration/general/docs/5th_annual_report_on_immigration_and_asylum_swd_en.pdf)) - Chapter 5. ACTIONS ADDRESSING TRAFFICKING HUMAN BEINGS (page 65): "In Portugal, during 2013, an Anti-Trafficking Special Unit was established with the purpose of improving the coordination between relevant actors."

Please give a **one page** description of the project (**Max. 600 words**)

#### I. Introduction:

The Immigration and Border Services (**SEF**) is a security service organized hierarchically under the Ministry of Internal Affairs. Its general missions are controlling the movement of persons across borders, monitoring foreigners' presence and activities within national territory and, in addition, studying, promoting, coordinating and implementing measures and actions related to those activities and to migratory movements in general.

Following the aforementioned competences, but also according to the needs revealed by the latest GRETA Report for Portugal (Group of Experts on Action against Trafficking in Human Beings) (<http://www.cig.gov.pt/wp-content/uploads/2013/12/gretainges.pdf>) and by the Portuguese National Plan against Trafficking in Human Beings ([http://www.cig.gov.pt/wp-content/uploads/2014/06/CIG-IIIPNPCTSH\\_2014-2017\\_ENG.pdf](http://www.cig.gov.pt/wp-content/uploads/2014/06/CIG-IIIPNPCTSH_2014-2017_ENG.pdf)) the SEF, and more specifically its Central Directorate for Investigations, recently created an Anti-Human Trafficking Unit.

#### II. The Project – An Anti-Human Trafficking Unit

The Anti-Human Trafficking Unit's recent creation had the objective of facilitating the gathering, compiling, analysis and dissemination of data on Trafficking in Human Beings, with the goal of better understanding the problem and being able to improve our intelligence led prevention capabilities.

Conceptually, the purpose of the Unit is to provide SEF with a high degree of expertise in Trafficking in Human Beings, allowing an easier adaptation to this very dynamic phenomenon and at the same time to make use of the best and most effective approaches to this especially serious crime.

In practical and general terms the Unit's main responsibilities are to identify and provide immediate response in alleged THB situations (in order to assess and confirm THB indicators and to collect first evidence of a crime of trafficking) and on a later stage to articulate and assist the investigation alongside with the Investigators and the Prosecution Office, always with the purpose of preventing and repressing this phenomenon.

These objectives have been reached and conjugated largely on the basis of a strategy supported by the following pillars:

**Prevention:**

Mainly focused on training and awareness-raising, the Unit has been ensuring the dissemination of knowledge in the area of trafficking in human beings at different levels. Since providing training to SEF's Inspectors, to training other Law Enforcement Agencies, to intervening in a school environment, prevention through awareness-raising has been one of the Unit's prime concerns.

Protection to victims:

By ensuring and monitoring appropriate assistance to victims, we guarantee first of all respect for their most fundamental rights, but also the testimonies which in Court allow for traffickers to be convicted, thus sending a strong message to other organized criminal groups that Law Enforcement is aware of this phenomenon and will do every effort to punish these criminals in an exemplary manner.

Criminal Investigation:

By assisting criminal investigators who work in this area, ensuring they use the most up-to-date and effective investigatory techniques, and by facilitating the exchange and flow of information on THB, we guarantee more efficiency in the fight against trafficking in human beings.

and finally, Cooperation:

By creating partnerships and synergies with various national and international institutions like the Observatory of Trafficking in Human Beings, the Commission for Gender Equality, the Portuguese Association for Victim Support, the Network of Support and Protection for Victims of Trafficking, Family Planning Association, as well as with European agencies such as EUROPOL and FRONTEX, the Anti-Human Trafficking Unit has been getting more and more support from these Organizations and also increasing the flow of information, which allows for faster and more effective resolution of on-going cases and for the opening of new investigations on the basis of the intelligence received.

**I. The project shall focus on prevention and/or reduction of everyday crime and fear of crime within the theme.**

8. How does the project contribute to crime prevention and/or to the reduction of crime or the fear of crime? (**Max. 150 words**)

One of the key Anti-Human Trafficking Unit's attributions is precisely to contribute to the prevention of the crime of trafficking in persons.

In our opinion this objective can be achieved in different ways: through training and awareness; through the collection, exchange and processing of information in order to allocate resources effectively and prevent the occurrence of trafficking situations before they happen; and finally, through police actions, by which we can bring the activities of traffickers to an end, and contribute along with the public prosecutor and other partners to the actual conviction of traffickers.

This last measure is perhaps the most prophylactic of them all as it contributes to a change of mentality by the traffickers. By convicting them we change the perspective that human trafficking is an activity of low risk and high reward.

9. How is the project contributing to raising citizens' awareness of crime prevention? (**Max. 150 words**)

We strongly believe and work for raising the awareness of civil society on THB.

To do so we use different approaches, but training and awareness-sessions assume a leading role. The audiences primarily chosen were children, young people and professionals who are more likely to come into contact with THB while it's happening, or preferably before it happened.

Besides training and awareness-raising, another example of how we help to prevent this crime is our collaboration with TV stations. By providing real examples of THB situations and real testimonies from former victims who are now fully integrated in society, we contribute to enrich their work and consequently to raise awareness on trafficking (i.e. THB documentary ordered by the Commission on Gender Equality and performed by SIC TV, for which the Anti-Human Trafficking Unit largely contributed

<http://sicnoticias.sapo.pt/programas/osnovosescravos/2013-12-16-traffic-de-pessoas---os-novos-escravos> and a news report of an action by the Unit regarding Labour Exploitation investigation.

[https://drive.google.com/file/d/0B0n59gv\\_EkyXU1NvUFQwcDFFa0E/view](https://drive.google.com/file/d/0B0n59gv_EkyXU1NvUFQwcDFFa0E/view)).

**II. The project shall have been evaluated and have achieved most or all of its objectives.<sup>1</sup>**

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<sup>1</sup> For more information on evaluation, see Guidelines on the evaluation of crime prevention initiatives (EUCPN Toolbox No.3): <http://www.eucpn.org/library/results.asp?category=32&pubdate>

10. What was the reason for setting up the project? What problem(s) did it aim to tackle?

The Anti-Human Trafficking Unit was created to fill a gap in the system in use, which had a more responsive and repressive nature, rather than being more proactive and pre-emptive.

By creating a Unit that not only deals exclusively with the investigation of the crimes reported, but also gathers information and intelligence in a pre-investigation phase, we achieved the objective of understanding more clearly this phenomenon and to subsequently be more able to fight it in a planned way.

This objective was already achieved in part. Having learned from some of the occurrences that took place at the end of 2013 (with victims identified on farm work) we were more equipped to plan and execute actions specifically targeted at those activities and to target alleged traffickers even before the agricultural campaigns started, thus preventing other situations of victimization and exploitation to happen.

Another problem that we were able to mitigate was the lack of flagged victims outside on-going investigations. These victims, although they were not witnesses in investigations, were nonetheless supported and assisted, in particular in their return to the country of origin.

11. Was the context analysed **before** the project was initiated? How, and by whom? Which data were used? (**Max. 150 words**)

Yes, the existing context was analysed by GRETA (Group of Experts on Action against THB), which after consulting several entities linked to this phenomenon and examining existing legislation, concluded that Portugal required further efforts in order to improve some aspects of combating THB, in particular:

- Definition of THB
- **Comprehensive approach and co-ordination**
- **Training of relevant professionals**
- **Data collection and research**
- **International co-operation**
- **Awareness-raising and education**
- Measures to discourage demand
- Social, economic and other measures for groups vulnerable to THB
- Border measures and measures to enable legal immigration
- Assistance measures
- Recovery and reflection period
- **Residence permit**
- Compensation and legal redress
- Repatriation and return of victims
- Substantive criminal law
- Non-punishment of VoT's

Obviously not all these fields are of the Unit's competence, but we are very active

in the highlighted topics.

12. What were the objective(s) of the project? Please, if applicable, distinguish between main and secondary objectives. (**Max. 150 words**)

The main objective set for this Unit was the implementation of a structure that allowed a better understanding of the THB phenomenon by gathering more and better information on it. The aim was to devise a set of monitoring and control tools that enabled us to accurately measure the real number and type of victims, and that of organized criminal groups (OCG's) operating in Portugal.

More specific objectives:

Prevention, reached through training and awareness-raising, but also through a systematic collection, analysis and dissemination of information, that allows for timely and pro-active investigations;

Protection, with a special focus on the Prevention component, to ensure that all the necessary support to VoT's is not confined to police action, but rather involves a set of NGO's that guarantee essential aspects such as shelter and psychological follow-up to victims;

Investigation and Prosecution of OCG's, supported by national legislation that criminalizes and punishes THB.

13. Did you build in internal goals to measure the performance of the project? If so, please describe at what stage of the project and how you measured whether the project was moving in the planned direction. (**Max. 150 words**)

Performance goals set internally were:

- Increasing the flagging of VoT's (also outside criminal investigations);
- Increasing the number and effectiveness of inspection actions and investigations;
- Providing a positive contribution to increase convictions for THB.

For the first objective we have clearly favorable results as since the creation of the Unit in 2013, and just reporting to that period, we had an increase of 73% in the number of flagged victims.

| Year | Number of victims flagged by SEF per year |
|------|---|
| 2009 | 6   |
| 2010 | 17  |

|                             |    |
|-----------------------------|----|
| 2011                        | 8  |
| 2012                        | 38 |
| 2013 (creation of the Unit) | 66 |

Regarding the second objective: in four criminal investigations coordinated by the Unit, exclusively for the crime of THB, we obtained a total of 11 preventive arrests.

Regarding convictions we have no data yet, but the only OCG which was already charged by the Prosecution Office was accused specifically for the crime of THB (6 defendants).

14. Has there been a process evaluation? Who conducted the evaluation (internally or externally?) and what were the main results? (**max. 300 words**) - for more information on process evaluation, see EUCPN Toolbox No.3, p.9-10 & part 2 - section 2A

The creation of the Unit results from a decision based on the recommendations contained in the documents referred above (III National Plan against Trafficking in Human Beings - NPATHB ([http://www.cig.gov.pt/wp-content/uploads/2014/06/CIG-IIIPNCTSH\\_2014-2017\\_ENG.pdf](http://www.cig.gov.pt/wp-content/uploads/2014/06/CIG-IIIPNCTSH_2014-2017_ENG.pdf)) and the GRETA Report for Portugal (<http://www.cig.gov.pt/wp-content/uploads/2013/12/gretainges.pdf>)).

Thereby, at internal level, the evaluation indicators to which we are subject to shall be as defined by the various measures contained in the III NPCTHB.

In the specific case of the Unit and with relevance to this application, we are evaluated in regular meetings held by the group responsible for monitoring the implementation of the III NPCTHB, in relation to:

| III PNPCTSH Measures   | Goals  | Outcome indicators   |
|--|--|--|
| 19) To implement an unit dedicated to the victims referral during the pre-investigation phase.   | Improvement of victims' referral during the pre-investigation phase.   | Number of victims that have been identified.   |
| 24) To promote uniform initial and continuous training for all security forces and services on prevention, investigation and methods to assist | Inclusion of a specific module on the investigation of crimes of trafficking in persons into all the initial training courses of | Number of training programs conducted.<br>Conducting continuous training courses on the investigation of crimes of |



|   |             |  |
|---|-------------|--|
| victims of the crime of trafficking in persons. | every type. | trafficking in persons for a minimum of 30 employees every year. |
|---|-------------|--|

15. Has there been an outcome or impact evaluation? Who conducted the evaluation (internally or externally?), which data and evaluation method were used and what were the main results? (**Max. 300 words**) - for more information on outcome or impact evaluation, see EUCPN Toolbox No.3, p.7-9 & part 2 - section 2A

The main conclusions withdrawn from the outcome indicators and assessment referred in question 14, which as previously mentioned was conducted by group responsible for monitoring the implementation of the III NPCTHB, are:

**Number of victims that have been identified:** 66 in 2013 (year of the Unit's implementation), which represents an increase of 73% towards 2012.

**Number of training programmes conducted:**

During 2013 the Unit's Coordinator was responsible for training the first group of 80 of SEF's investigators in Human Trafficking.

During 2014 we were responsible for designing the Trafficking in Children's module of the training "Olhar comum sobre a criança", which is currently on its second train the trainers session, and is planned to extend to 2015 with another 13 sessions, where members of the National Police, the National Republican Guard, the Maritime Authority, the Judiciary Police, the National Commission for Children and Young at Risk and the General Directorate for Social Reintegration and Prison Services will be trained.

Another qualitative measure of the Unit's impact on victims flagging during 2013 was its mention on the Annual Internal Security Report (page 95), which referred the Unit as one of the factors for the increase in victims flagging (only available in Portuguese - <http://www.portugal.gov.pt/media/1391220/RASI%202013.pdf>).

**III. The project shall, as far as possible, be innovative, involving new methods or new approaches.**

16. How is the project innovative in its methods and/or approaches? (**Max. 150 words**)

The Anti-Human Trafficking Unit is innovative by nature: it's the first Unit dedicated exclusively to THB not only as a crime under investigation, but also as a criminal reality even before that stage.

This perspective makes the Unit's work truly centred on the victim and in the cooperation between the various government bodies and NGO's involved in the fight against THB in its most varied aspects (in line with the EU Strategy towards

the Eradication of Trafficking in Human Beings).

In fact, cooperation with NGO's and other Law Enforcement Agencies has never been as effective as since the Unit's creation. And that, combined with the Unit's geographical mobility and inter-institutional capabilities already proved valuable (i.e. recently we have not only been able to identify a number of potential VoT's at national airports, but also had the capacity to refer them to partnering NGO's who swiftly provided for shelter and protection.

**IV. The project shall be based on cooperation between partners, where possible.**

18. Which partners or stakeholders were involved in the project and what was their involvement? (**Max. 200 words**)

This Project was designed to be a Unit within the Central Directorate for Investigations of the SEF, and as such we partner with other internal Departments on a daily basis, both at Central and Regional level.

However, one of its main goals, as previously mentioned, was to further the inter-agency and inter-institutional capacities of the SEF when it comes to combating Human Trafficking.

With this in mind we are active in cooperating and liaising with a number of national and international organizations, such as for example:

Public bodies:

National Rapporteur for action against trafficking in human beings

Republican National Guard (GNR)

Public Security Police (PSP)

Criminal Police (PJ)

Prosecutor's Office (DIAP's and DCIAP)

Observatory for Trafficking in Human Beings (OTSH)

National Commission for the Protection of Children and Young People at Risk

Working Conditions Authority (ACT)

IOM Office in Portugal

Non-governmental organisations:

Associação para o Planeamento da Família (APF)

Associação Portuguesa de Apoio à Vítima (APAV)

Saúde em Português

União de Mulheres Alternativa e Resposta (UMAR)

And have a number of signed protocols (e.g. Associação Portuguesa de Apoio à Vítima (APAV)) that envisage improving information, assistance and support to human trafficking victims.

**V. The project shall be capable of replication in other Member States.**

19. How and by whom is the project funded? (**Max. 150 words**)

The Anti-Human Trafficking Unit depends entirely on the SEF, which is organized hierarchically under the Ministry of Internal Affairs. Our funding originates directly from the Portuguese national budget allocated to the Ministry of Internal Affairs.

20. What were the costs of the project in terms of finances, material and human resources? (**Max. 150 words**)

Regarding human resources and considering that the Anti-Human Trafficking Unit's personnel belongs to the SEF's staff, the costs are limited to the monthly wages of the Unit's members plus allowances.

Regarding logistic and operational costs, from April 1<sup>st</sup>, 2013 to the 1<sup>st</sup> trimester of 2014, these were:

Transportation: €10.157,30

Communications: €604,10

21. Has a cost-benefit analysis been carried out? If so, describe the analysis, including how and by whom it was carried out and list the main findings of the analysis. (**Max. 150 words**)

Although there is no consolidated cost-benefit analysis on the Unit's activity, our model benefits from using in-house experienced and trained personnel, reducing costs and eliminating additional hiring (see Q. 20).

The Unit's operating model is thus based on a dome like structure. Composed of experienced elements with high mobility, the Unit is also deployable all over national territory at very low costs.

According to an initial assessment of THB indicators and resources needed to face the situation at hand, the Unit can then support itself on other internal Departments and personnel spread throughout the country.

Considering this our finds are:

- This structure allows for swift adaptation to the THB phenomenon;
- It enables the SEF to be mobile and to pursuit traffickers wherever they may exploit victims’;
- It facilitates intra and inter-institutional relations, as the face of the SEF for what concerns THB is always the same.

22. Are there adjustments to be made to the project to ensure a successful replication in another Member State?

The Anti-Human Trafficking Unit is a project developed by a police force, so we believe its replication will always have to observe the legal framework of each country when it comes to functions and duties related to the combat and investigation of the crime of trafficking in persons.

The remaining logistical details (location, institutional dependence, quantity and characteristics of the human and material resources to be allocated, etc.) must be subject to a case-by-case analysis and assessment, depending on the country in question and the size of its real and expectable problem concerning Human Trafficking.

23. How is the project relevant for other Member States? Please explain the European dimension of your project.

While a project, the Unit has the responsibility of concentrating information in the context of trafficking in human beings. As such, an important component of the work is obtaining information at national level, treating it, and subsequently disseminating it among our international partners (i.e. EUROPOL, FRONTEX, law enforcement counterparts, etc.).

In this context, ever since the creation of the Unit we have been strengthening institutional and informal ties with various entities directly linked to the combat of trafficking in persons (e.g Nigeria’s NAPTIP).

This proximity has accelerated the exchange of information and brought a greater and more visible commitment on part of the partners involved with us in the fight against Human Trafficking.

Considering the transnational and organized character of the criminal groups engaged in trafficking in persons and without prejudice of all other formal mechanisms for cooperation and exchange of information already in place, we believe that a network of units similar to ours at European level (with criminal investigations capabilities and not only institutional cooperation attributions) would somehow expedite on-going investigations and make them more effective and comprehensive.

In fact, one of our still on-going objectives is to become a support for other

services at European level, whenever they require specific operational information on trafficking in human beings from Portugal.

Please provide a short general description of the project (abstract for inclusion in the conference booklet – **max. 150 words**).

#### The Anti-Human Trafficking Unit

The Anti-Human Trafficking Unit's is a recent project which was initially designed to facilitate the gathering, compiling, analysis and dissemination of data on Human Trafficking, with the purpose of better understanding the problem and improving SEF's intelligence led prevention capabilities.

Conceptually the purpose of the Anti-Human Trafficking Unit is to provide intelligence and expertise in Trafficking in Human Beings, to allow an easier adaptation to this dynamic phenomenon and to devise and make use of the best and most effective tools in the fight against this especially serious crime.

In practical terms this translates into being capable of identifying and providing immediate response in alleged Human Trafficking situations (i.e. assess and confirm indicators and collect first evidence of a crime of trafficking) and on a later stage to articulate and assist the investigation alongside with the Prosecution Office.