



**Portuguese national strategy on crime
prevention - A review**

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Ministry of Interior
Directorate-General of Internal Affairs

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“IN MANY WAYS PREVENTION LIES AT THE HEART OF THE BUSINESS OF THE MODERN STATE (...)”¹

INTRODUCTION

The Portuguese national strategy on crime prevention is comprised by a set of programs aimed to reduce or contribute to reduce crime, incivilities, intolerance and the feeling of insecurity.

These programs are a part of a policy that intends to stimulate, promote and develop horizontal methods and tools (optimizing new technologies, such as geographic information systems) necessary for strategic prevention.

These methods and tools are framed by a new view (paradigm) of action and of criminal settings.

Based on a wider participatory approach on crime and incivilities prevention, these methods and tools are now relying (to their efficiency and efficacy) on new agencies and groups outside the traditional criminal justice system and on new work methodologies. Also, crime settings are now understood in a contextual model where the features of the territory are a paramount axis of analysis.

Consequently, black and white approaches and binary distinctions and categorizations on the roots of crime, prevention strategies, their level of intervention, and actors to face it are being redesigned. At the same time, issues of organizational identity and of social/institutional trust are also challenged.

All and all, this paradigm calls for a problem-oriented policing based on new forms of cooperation between the community or identified professional sectors and law enforcement agencies and by a socio-ecological model of intervention.

Supporting this cooperation are underlying concepts such as of:

- **Reflexivity:** from all intervenient actors – same space, shared problems need common projects;
- **Trust:** confidence, expectation, on mutual dependence – the emotions as an indicator of socio-structural and relational processes;
- **Social roles:** understandment of the existence of multi dimensions that featured police action – improvement of police action, new sense of empowerment, efficiency and efficacy;

¹ GILLING, Daniel (1997), *Crime Prevention – Theory, policy and politics*, Londres, Routledge, pg.16

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- **Civics:** consolidation of a proactive form of being in society, not only by civil society but also by law enforcement;

This guide seeks to list the main programs² that act as solutions to specific problems. As examples, the reader will see for instance:

- how the *Local Safety Audits* (and the Guide as its most direct output) reflects a strategically cooperation between different actors, namely Municipalities (decentralized territorial scale of intervention) directed to specific problems, namely the ones related to anti-social behaviours;
- how the space and time are important dimensions – see projects like *Safe Churches* – that act to the safety of a specific social space with economical impacts at a local level - *Operation Safe Summer* and *Tourist Support Patrol* with preventive measures linked to seasonal anti-social and criminal behaviour in specific places;
- and how the third sector is involved in programs such as *Safe Fuel*, *Safe Taxi*, *Tobacco Safe Transportation* and *Safe Pharmacy*.

As far as the methodology followed, the primary source of information was the Annual Report on Internal Security 2008/2009 – to guarantee updated information. As a secondary source, we have conducted some Internet research on each of the cited programmes.

This Guide is organized thematically (e.g. National Plans) with subdivisions (e.g. National Plan against Domestic Violence). For the most programmes reviewed it is given additional information on the subject ('To know more'). Although privileging information in English, not always this is possible.

Thus, respecting the spirit of the last three words of EUCPN (Crime Prevention Network), should the reader desire to know more, please contact us to gabdgai@dgai.mai.gov.pt.

² Some projects are not mention here. But to briefly name them: *SOS Ambient and Territory* (law enforcement helpline), *Forest defence against fire*, *Operation Drive Safely*, Operations regarding specific events and related to traffic safety, such as in Carnival, Passover and Christmas. Furthermore, it was also not considered here specific operations regarding crime prevention, such as the ones related to investigations on drug traffic and arms, amongst others.

NATIONAL ROAD SAFETY STRATEGY

To face the high level of road accidents in Portugal the National Plan for the Prevention of Road Accidents³ (NPPRA) was first approved in 2003.

The Plan established the general aim of cutting the rate of deadly victims and serious injuries by 50% until 2010 and laid down further aims targeting more vulnerable members of the population. The years 2008–2015 have been established as temporal framework for implementing the National Road Safety Strategy.

The NRSS is implemented at national at local level. Policies, major strategic guidelines, general implementation and external control will be established at national level. At local level, Provincial Governments will help magnify the results of such policies in the communities that use the public thoroughfare.

To know more

http://www.ansr.pt/Portals/0/ENSR_vii_ult.pdf

(in English)

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NATIONAL ACTION PLANS

Second National Action Plan against Trafficking in Human Beings 2011 -2013

With a cross-border component, this 2nd Action Plan involves different public-private entities, non-governmental organizations and ministries. Its aim is to be a fundamental tool to the fulfillment of Human Rights and Liberties and thus contributing to the combat of trafficking in Portugal through the consolidation of multidisciplinary policies.

³ See footnote 2

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This Plan is based on a comprehensive analysis and a human rights perspective, and it is aimed at the developing of a response to, and effectively fighting, the phenomenon of trafficking in human beings through multidisciplinary cooperation between the various actors involved. The plan is organized around 4 strategic axes of intervention concerning: 1) *Knowing, awareness-raising and prevention*; 2) *Education and training*; 3) *Protection and support*; 4) *To criminally investigate and cooperate*.

OTSH - Observatory on Trafficking in Human Beings

The Observatory on Trafficking in Human Beings was created by a Decree-Law in 2008. It is the implementation of a measure of the 1st National Action Plan against Trafficking in Human Beings. In the dependence of the Ministry of Interior and working with the Directorate-General of Internal Affairs and the National Coordinator and Rapporteur to Trafficking, its mission is to produce, collect, analyze and disseminate information and knowledge about trafficking and other forms of gender violence. It is responsible by the national monitoring system on trafficking.

To know more

<http://otsh.mai.gov.pt/?lg=uk>

(in English)

<http://www.cig.gov.pt/>

(in Portuguese with English documents)

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Fourth National Action Plan against Domestic Violence 2011-2013

The IV National Plan against Domestic Violence (2007-2010) is structured in accordance with a model that defines five Areas of Strategic Intervention, from which sprout the respective measures for their operability. The areas are: 1) *Informing, awareness-raising and education*; 2) *Protecting victims and promoting social integration*; 3) *Preventing re incidence: intervention upon aggressors*; 4) *Training professionals*.

Its aim it to provide an integrated answers to the combat of domestic violence nationally and in the alignment of European and international recommendations.

To know more

<http://www.dgai.mai.gov.pt/?area=101&mid=106&sid=107>

<http://www.igualdade.gov.pt/index.php/pt/mainstreaming-de-genero/adc/mai?start=1>

<http://www.igualdade.gov.pt/index.php/pt/accoes/praticas-bem-sucedidas/campanhas-e-premios/537-20100408-mostra-cartao-vermelho>

(in Portuguese)

Fourth National Plan for Equality Citizenship, Gender and Non-discrimination 2007-2010

The IV National Action Plan for Equality is the tool of public policy aiming at the promotion of equality. It is framed by national obligations towards international and European organizations, namely United Nations, Council of Europe and European Union. It is also the output of national efforts recognized internationally in the “*Global Gender Gap Report - 2010*”, of the World Economic Forum, where Portugal raised from the 46 to the 32 place (within 134 countries) and nationally with the implementation of the State Secretariat for Equality and with the development of several legal tools.

The Plan defines 14 Strategic Intervention Areas: 1) *The Gender Perspective in all Policy Domains as a requirement for Good Governance*; 2) *Economic independence, job market and life organization (professional, family and personal)*; 3) *Education and Higher Education throughout life*; 4) *Health*; 5) *Environment and Territory organization*; 6) *Research and Knowledge society*; 7) *Sports and Culture*; 8) *Media, Advertisement and Marketing*; 9) *Gender Violence*; 10) *Social Inclusion*; 11) *Sexual Orientation and Gender Identity*; 12) *Youth*; 13) *Civil Society organization*; 14) *International Relations and Cooperation*.

To know more

<http://www.dgai.mai.gov.pt/?area=101&mid=106&sid=109>

<http://www.igualdade.gov.pt/index.php/pt/ligacoes/continenteeuropeu>

(in Portuguese)

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Fourth National Action Plan for Inclusion 2008-2010

Following European objectives, the 4th Action Plan for Inclusion aims to consolidate and reinforce previous political priorities. Its strategy is based on an analysis of social-economic context and its reflections on poverty and social exclusion.

The Plan defines 3 main priorities: 1) *Combating child and elders poverty trough the reinforcement of basic citizenship rights*; 2) *Correcting educational and training disadvantages*; 3) *Overcoming discriminations trough the integration of specific groups, namely: disable persons, migrants and ethnic minorities.*

To know more

<http://www.pnai.pt/>

http://www.mtss.gov.pt/preview_documentos.asp?r=711&m=PDF

(in Portuguese)

Second Plan for Migrants Integration 2010-2013

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The 2nd Plan for Migrants Integration aims to obtain the highest levels of integration within work, housing, health and educational levels (transversal perspective) and regarding racism and discrimination, gender equality and citizenship.

The Plan defines a series of commitments, namely: 1) *measures to combat school abandonment and failure of immigrant's descendents*; 2) *reinforcement of professional training*; 3) *intensification of Portuguese teaching*; 4) *tools to facilitate the access to individual and social rights in the areas of health, housing and justice.*

To know more

<http://www.gep.mtss.gov.pt/planeamento/pimigrantes.php>

(in Portuguese)

EUROPEAN NETWORKS

EUCPN - European Crime Prevention Network

The EUCPN (EU Crime Prevention Network) was set up in May 2001 by an EU Council Decision to promote crime prevention activity in Member States across the EU, and to provide a means through which valuable good practice in preventing crime, mainly "traditional" crime, could be shared.

The national representative organization on EUCPN is the Directorate-General of Internal Affairs by the Minister of Interior nomination.

Portugal as also several projects considered as Good Practices, namely '*IUNO*', '*Women and Minor Nucleus Project - NMUME*', '*Novo Olhar (New Perspective)*', '*Integrated Work in Domestic Violence - five pilot experiences*' (in the field on domestic violence) and '*Safer Playtime*' (in the field on anti-social behavior). Furthermore, Portugal has participated also through transnational projects, such as *Trafficking in Human Beings: Data Collection and harmonized information management system*.

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To know more

<http://www.dgai.mai.gov.pt>

(in Portuguese)

http://www.eucpn.org/goodpractice/search.asp?category=7&country=19&keyword=http://www.icmpd.org/906.html?&no_cache=1&tx_icmpd_pi1%5Barticle%5D=1322&tx_icmpd_pi1%5Bpage%5D=1326

(in English)

INHES - Institut National des Hautes Etudes de Securite

Protocol signed between the INHES and the Directorate-General of Internal Affairs, in 2008, regarding cooperation in the development of research on the situation and evolution of internal, European and international criminality (namely delinquency, urban violence, domestic violence, illegal immigration, trafficking in persons), crisis

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management, and economical information. It foresees the creation of working groups to the exchange of statistical data and training.

LAW ENFORCEMENT PROGRAMS

PIPP - Integrated Program of Proximity Policing

This program is comprised by a number of special programs. It is framed by a new policy strategy that aims at the:

- Improvement of policy service quality;
- Involvement of other organizations and civil society in crime prevention and incivilities;
- Assurance of pro-active police work;
- Increasing of efficient and efficacy of police work;
- Upgrading monitoring and evaluations competences on social and criminal realities;
- Better articulation between distinctive policy bodies;
- Earlier action on small and medium criminal occurrences;
- Articulation between specific prevention and global strategic prevention.

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This program is comprised by the following sub-programs:

Safe School

The Safe School Programme is a joint initiative of the Ministries of Home Affairs (National Guard and Public Security Police) and the Ministry of Education, since 1992. Their action covers public and private schools (in 2008/2009, 11028 schools at total), violence within and outside the physical grounds of the school, from primary school to university, in the main land and the islands.

This program has being promoting (in a pro-active manner) measures and actions aiming at the school community and parents in order to provide awareness on education to safety and to the respect and trust on law enforcement agencies.

To know more

http://www.portalseguranca.gov.pt/index.php?option=com_content&view=article&id=63:escolassegura&catid=38&Itemid=37

(in Portuguese)

Support 65 – Safe Elders

This program is an initiative of the Ministry of Interior. Its objective are: 1) guaranteeing security conditions and tranquillity of elderly people; 2) intensifying proximity between elderly and law enforcement agencies, in particular the most isolated; 3) facilitating communications and help procedures; 4) disseminate information in the areas where there are elders; 5) improve the personal and communicational support.

To know more

<http://psp.pt/Pages/programasespeciais/apoio65.aspx?menu=6>

(in Portuguese)

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Support to crime victims

The general objectives of this broader program are to prevent, repress and minimize the consequences of domestic violence, to support victims, to develop proactive police responses and to act upon the unknown statistics.

There is a list of sub-programs. They are:

NIAVE – Investigation and Support to Specific Victims Nucleus

Legacy of the former ‘Nucleus for Women and Minors’ (created in 2002) NIAVE action is on prevention, investigation and follow-up of violence upon women, children and other specific groups. It is from the responsibility of the National Guard.

Nowadays there are 25 NIAVE in Portugal.

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EPAV – Proximity and Victims Support Teams

Created in 2006, from the responsibility of the Public Security Police, these teams act upon the protection, support, security, and information to victims of crime, namely victims of domestic violence, youth and elderly.

To know more

NIAVE:

<http://www.gnr.pt/default.asp?do=0z7zr/avn8r>

EPAV:

http://www.portalseguranca.gov.pt/index.php?option=com_content&view=article&id=91:epavpsp&catid=54:familia-violencia-domestica&Itemid=27

(in Portuguese)

Safe Commerce

This program objective is to create safety conditions in public commerce establishments. It created the effective safety and protective conditions to business men with a prompt response in the case of crime. It is sustain in a communication information system that allows the prevention of crime.

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To know more

http://www.portalseguranca.gov.pt/index.php?option=com_content&view=article&id=42:comercio-seguro&catid=35:destaques-home&Itemid=79

(in Portuguese)

LOCAL SAFETY AUDITS

Trough the cooperation between the Ministry of Interior, Civil Governments⁴, Law Enforcement agencies, Municipalities and other partners, these contracts are a tool in the corroboration of safety and trust of populations. With the reinforcement of human and material resources of proximity policy these programs also strengthen the inclusion of local mediators and promoted diverse activities aiming at social integration. The objective is to diminish social tensions and juvenile delinquency at a local level.

Guidance on Local Safety Audits – A Compendium of International Practice

In this alignment, the Directorate-General of Internal Affairs, translated and adapted into Portuguese the '*Guidance on Local Safety Audits – A Compendium of International Practice*'. The underlying paradigm is that 'prevention is better than cure' and thus tacking action to prevent offending and victimization is the most cost effective way of creating safer communities. This Guidance identifies a group of important issues that pose major challenges, and who needs to be involved, the skills needed the scope of audit activity, the principles of good practice, legislation, amongst others.

To know more

Guidance on Local Safety Audits – A Compendium of International Practice

http://www.ffsu.org/fileadmin/efus/secutopics/EFUS_Safety_Audit_e_WEB.pdf

(in English)

<http://www.dgai.mai.gov.pt/?area=000&mid=000&ssid=000&cid=CNT4c5008ec75a54>

(in Portuguese)

⁴ Civil Governments – Structures of administrative and logistic support. At a national level, they represent at a local level the central government. Its objective is to guarantee civil protection, coordination of law enforcement agencies, and the articulation with the bodies of the central government.

YOU'RE NOT FOR SALE

This campaign was developed by the Council of Europe (CoE) and implemented in Portugal by the Border and Immigration Policy (SEF). It is aimed at the victim of trafficking protection and civil awareness to this problem.

The SEF completed 340 awareness actions nationwide (13000 people involved), mostly students, health professionals, and other professionals (like cultural mediators and NGO's).

To know more

http://www.coe.int/t/dghl/monitoring/trafficking/comicstrip/default_en.asp

(in English)

SAFE FUEL SUPPLY

Developed by the Ministry of Interior in cooperation with associations from this sector, this program objective is to reduce criminality in this public space by: 1) improving information system and geo reference; 2) alert system in case of crime; 3) improving efficiency in law enforcement cooperation; 4) training professionals and other actors involved; 5) uniformed registration of the situations in order to improve statistical data and monitorization of this criminality.

This program also created a Commission made of different actors (several bodies of law enforcement, Oil associations, amongst others). In 2008/2009 there were 170 fuel stations connected to the Central Alarm Cabinet. Operationally, it is framed by geographic information systems (GIS).

Also, a DVD was launched on the prevention and self protection in case of crime events in fuel stations.

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To know more

http://www.coe.int/t/dghl/monitoring/trafficking/comicstrip/default_en.asp

(in Portuguese)

SAFE TAXI SYSTEM

It is an innovative crime prevention model from all law enforcement (but from the responsibility of the Public Security Police) aimed at the combat of crime and violence acted upon taxi drivers.

It is framed by new technologies, namely GPS system, that allows police to act promptly as soon as an alert is issued. Operationally, it is framed by geographic information systems (GIS).

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To know more

<http://www.psp.pt/Pages/programasespeciais/taxiseuro.aspx?menu=5>

(in Portuguese)

SAFE PHARMACY

The Safe Pharmacy Program was developed in 2006 between the Ministry of Interior and the National Pharmacy Association.

Its aim is to endorse security on this sector, its professionals and clients. It is based on a close collaboration between Public Security Police and National Guard, through training and

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information. As in the case of the fuel stations, the pharmacies are connected to the Central Alarm Cabinet. Operationally, it is framed by geographic information systems (GIS).

To know more

<http://www.mai.gov.pt/index.php?s=&pid=42>

(in Portuguese)

SAFE CHURCH

Continuing the protocol established with the Judiciary Police School, law enforcement agencies develop an assemblage of actions aiming at the protection of secular property (namely art objects) and at the dissemination of information to priests as far as active and passive prevention.

The consequences of such project promotes, at a safety level, the opening of some isolated churches until know closed and thus acting upon a better sociability of a religious, cultural and social space.

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To know more

<http://www.igrejasegura.com.pt/DOWNLOAD/programa.PDF>

(in Portuguese)

SOS TILE (Azulejo)

Portuguese historic and artistic tiles stand out in the world cultural heritage for their invaluable richness in quality, quantity, style, materials and techniques. Because this kind of cultural heritage is increasingly valued by art experts, historians and antique dealers, it is getting more and more tempting for art and antiques burglary and trafficking.

Against theft, traffic and vandalism of Portuguese historic and artistic tiles and launch a project for the protection and conservation of this cultural heritage.

In order to implement this project, the Judiciary Police sought the Partnership of several prestigious Portuguese organizations which embraced all thematic vectors of this problem, namely other police forces working on the field, institutions from the Ministries of Culture and Education and a Municipalities Association.

To know more

<http://www.sosazulejo.com/englishsummary.php>

(in English)

<http://www.sosazulejo.com/conselhos.php?id=2>

(in Portuguese)

TOBACCO SAFE TRANSPORTATION

Created in 2007 and involving several entities within the Ministry of Interior, Internal Security Cabinet and the National Association of Tobacco Traders, this project aims at the implementation of training by law enforcement agencies to professionals in this area of activity.

To know more

http://www.gnr.pt/default.asp?do=241t4nzn5_r52rpvnv5/6nonp1_5rt741

(in Portuguese)

OPERATION SAFE SUMMER

Annual operational prevention programme from the responsibility of the National Guard. It is framed by patrol and vigilance activities (houses⁵).

There are several outputs to this operation. One of them was the campaign '*Portugal, a safer place*' (2010) disseminating nationwide a leaflet in English, French and Spanish.

TOURIST SUPPORT PATROL

Tourist Support Patrol – TSP – is a programme from the responsibility of the National Guard. It guarantees the safety of people and goods in places of greater demographic concentration, namely through a proximity patrol (law enforcement social visibility)

⁵ Citizens fulfil a form asking for additional vigilance to their houses while on vacations.

WEB BASE PREVENTION

Electronic Complaint System

From the responsibility of the Ministry of Interior, the Electronic Complaint System - SQE – is a virtual site to fill a complaint electronically. The objective is to facilitate the relationship between the public and law enforcement agencies. Also the system grants a secure access if the user wishes to hide their access (of special importance if it is the case of a crime victim).

This system can be seen as an integrated platform as it also publishes information on specific crimes (e.g. domestic violence, trafficking in persons, robbery, and so on) and information on how to improve one safety.

To know more

<https://queixaselectronicas.mai.gov.pt/sqe.aspx?l=PT>

(in Portuguese)

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Security Portal

Innovative project of the Ministry of Interior, it aims to disseminate all sorts of information and advices related to prevention and safety.

It is divided thematically and by products, such as: Family, House, School, Internet, Civil protection, Domestic Violence, and so on. As far as products it has online services, leaflets, videos, online library amongst others. It has a special area for children.

The final objective is a more conscience, informative, exercise of citizenship.

To know more

<http://www.portalseguranca.gov.pt/>

(in Portuguese)