



# **SECUCITIES: CITIES AGAINST TERRORISM**

## **Training Local Representatives in Facing Terrorism**

*International Seminar “Cities and Terrorism: Risk Reduction  
and Crisis Management”*

**Report from the 2<sup>nd</sup> local seminar in Lisbon  
26-27 October 2006**

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## TABLE OF CONTENTS

LIST OF SPEAKERS AND MODERATORS .....	3
ACKNOWLEDGMENTS .....	5
EXECUTIVE SUMMARY .....	6
1. LONG TERM ACTION IN DEALING WITH TERRORISM .....	8
1.1. Terrorism in Contemporary Societies .....	8
1.2. Strategies to Combat Terrorism .....	9
1.3. Prevention of Terrorism .....	10
1.4. The Role of Women in Conflict Resolution .....	12
1.5. The Security of Major Events .....	14
1.6. Balance between Security and Basic Human Rights .....	16
2. CRISIS MANAGEMENT AND EMERGENCY RESPONSE .....	17
2.1. Response to a Terrorist attack (Action after the March 11 Madrid Bombings) ...	17
2.2. Civil Protection in Portugal .....	18
3. SUPPORTING VICTIMS OF TERRORISM .....	20
3.1. The Psychosocial Response of the Security Forces .....	21
3.2. Victims Rights and Restorative Justice .....	23
4. THE ROLE OF LOCAL AUTHORITIES IN THE FACE OF TERRORIST THREATS .....	26
4.1. The Role of Local Authorities in Preventing and Managing a Major Incident .....	26
CONCLUSION .....	30
BIBLIOGRAPHY .....	33
ANNEXES .....	34
Annex 1) Documents referred and web links	
Annex 2) Seminar Program	
Annex 3) Conclusions of the European Seminar on the Actions in the Aftermath of the Terrorist Attack of 2004 in Madrid	

## **LIST OF SPEAKERS AND MODERATORS:**

### **Opening session speakers:**

Fernando Rocha Andrade – Internal Affairs Under Secretary of State

Guilherme Manuel Lopes Pinto – President of the Portuguese Forum for Prevention and Urban Safety

Marina Ferreira – Alderwoman of the Lisbon Municipality

Nelson Lourenço – Universidade Nova de Lisboa/Universidade Atlântica

### **Panels' speakers:**

Anabela Rodrigues – Professor at the Faculty of Law of Universidade de Coimbra and Director of Centre for Judicial Studies of the Ministry of Justice

António Baldo - Municipality of Loures

António Salgado Rosa – Municipality of Matosinhos

Arnaud Blin – Project's Director of the Fondation Charles- Léopold Mayer (Paris), Researcher at IFAS – Institut Français d'Analyse Stratégique (French Institute of Strategic Analysis) and former Director of the Beaumarchais Centre for International Research (Washington)

Bruno Brito - Psychologist of GNR - National Republican Guard

Carla Castro - Municipality of Oeiras

Carlos Dueñas - Directorate General of the Spanish Civil Protection

Elza Pais – President of the Commission for Equality and Women's Rights

Fredéric Esposito – Geneva University and European Forum for Urban Safety

Frederico Galvão da Silva - Captain of GNR – National Republican Guard

Henry Shaftoe - Professor at the West of England University (Bristol)

Ivna Machado – Municipality of Oeiras

Jean Claude Salomon – Researcher in Criminology; former Professor of the Institut National d'Hautes Études de Sécurité (Paris); Visiting Professor of the Houston State University

José Alberto Loureiro dos Santos – General and Former Head of the Army

Justyna Kulach – European Forum for Urban Safety

Luís Carvalho da Silva – Municipality of Sintra

Manuel João Ribeiro – Vice-President of the National Service for Fire and Civil Protection

Paulo Gomes - Superintendent of Polícia de Segurança Pública (Public Security Police) and Deputy Secretary-General of the Security Coordination Office

### **Closing session speakers**

Arnaud Blin - Project's Director of the Fondation Charles- Léopold Mayer (Paris), Researcher at IFAS – Institut Français d'Analyse Stratégique (French Institut of Strategic Analysis) and former Director of the Beaumarchais Centre for International Research (Washington)

Helena Rego – Security and Intelligence Service

Nelson Lourenço – Universidade Nova de Lisboa/Universidade Atlântica

Nuno Severiano Teixeira – Minister of Defence

### **Panel's moderators:**

João Lázaro – Portuguese Association for Victim Support

José Luís Pinto Ramalho – General, Director of Instituto de Estudos Superiores Militares

Juan Mozzicafredo – Professor at Instituto Superior de Ciências do Trabalho e da Empresa

Leonardo Matias – Ambassador

Luís Baptista – Professor, Deputy Director of Faculdade de Ciências Sociais e Humanas/Universidade Nova de Lisboa

Manuel Lisboa – Director of SociNova/Professor at Faculdade de Ciências Sociais e Humanas/Universidade Nova de Lisboa

Vasco Rato – Professor at Universidade Atlântica

## ACKNOWLEDGEMENTS

the “Cities Against Terrorism: Risk Reduction and Crisis Management” seminar took place in Lisbon on the 26<sup>th</sup> and 27<sup>th</sup> of October. It was organised by Universidade Nova de Lisboa<sup>1</sup> in cooperation with Universidade Atlântica, within the project “Cities Against Terrorism” promoted by the European Forum for Urban Safety and sponsored by the European Commission through its Project “Victims of Terrorist Acts”.

We are grateful to the many people and institutions who generously shared their time and knowledge, contributing to make this seminar possible. We would like to stress our thanks to the speakers and moderators on the several panels and at opening and closing sessions for their contribution to the debate of a subject which is one of contemporary societies’ major concerns.

We were honoured by the fact that the seminar counted on the sponsorship of the Minister of State and Internal Affairs, Mr. António Costa. The Municipalities of Lisboa and Oeiras also provided essential support to the organisation of the Seminar. Again, to them goes our utmost sincere gratitude.

*Nelson Lourenço (Scientific Coordinator)*

*Graça Frias*

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<sup>1</sup> Through SociNova, Gabinete de Investigação em Sociologia Aplicada (Applied Sociology Research Centre), TIRAR Faculdade de Ciências Sociais e Humanas.

## EXECUTIVE SUMMARY

This report summarises the main contents and conclusions of the “Cities Against Terrorism: Risk Reduction and Crisis Management” seminar, which took place in Lisbon, on the 26<sup>th</sup> and 27<sup>th</sup> of October. It was organised by Universidade Nova de Lisboa<sup>2</sup> in cooperation with Universidade Atlântica, within the project “Cities Against Terrorism” promoted by the European Forum for Urban Safety and sponsored by the European Commission through its Project “Victims of Terrorist Acts”. It was sponsored on a national level by the Minister of State and Internal Affairs, and the municipalities of Lisboa and Oeiras.

The main aim of the seminar was to contribute to the public discussion about terrorism (and also to draw local municipalities into it), namely how to reduce risks of a threat and manage crises effectively in case of attack. Although Portugal has not had direct experience the public was quite receptive to its discussion, as proven by the large number of participants from a wide range of Portuguese institutions.

In fact, 104 people altogether participated in the seminar. All Portuguese police forces were represented (**PSP**: Polícia de Segurança Pública, *Public Security Police*; **GNR**: Guarda Nacional Republicana, *National Republican Guard*; and **PJ**: Polícia Judiciária, *Judiciary Police*), as well as the Immigration and Intelligence Services (**SEF**: Serviço de Estrangeiros e Fronteiras, *Foreign Nationals and Borders Service*; and **SIS**: Serviço de Informações de Segurança, *Security Intelligence Service*, respectively).

Among other institutions represented at the seminar were Universities and municipalities from the Lisbon and Oporto metropolitan areas (Lisbon, Loures, Oeiras, Sintra; and Oporto and Matosinhos, respectively)<sup>3</sup>, governmental institutions as the Security Coordination Office, the General Inspectorate of Internal Affairs and the Firemen and Civil Protection Services (Ministry of the Interior), the Centre for Judiciary Studies (Ministry of Justice ) and the Commission for Equality and Women’s Rights) and participants from the Ministry of Foreign Affairs and the Ministry Council Presidency. The victim support organisations (**APAV**: Portuguese Association of Victim Support; and the Crime Victims Protection Committee) were also present.

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<sup>2</sup> Through SociNova, Gabinete de Investigação em Sociologia Aplicada (Applied Sociology Research Centre), TIRAR Faculdade de Ciências Sociais e Humanas.

<sup>3</sup> The municipalities of Oeiras, Sintra, Loures and Matosinhos integrate the Portuguese Forum for Prevention and Urban Safety.

The seminar was also attended by international specialists (from the French Institute of Strategic Analysis, France; the University of West of England, UK; the Houston State University, USA; and the Directorate General of the Spanish Civil Protection, Spain).

The opening session was attended by the Secretary of State for Internal Affairs and the closing session was presided by the Minister of Defence.

Four main themes were discussed during the seminar: Long Term Action in Dealing with Terrorism; Crisis Management and Emergency Response; Victims of Terrorism Support; and The Role of Local Authorities in the Face of the Terrorist Threat.

Some of the subjects discussed within the Long Term Strategies in Dealing with Terrorism include the definition of terrorism and the perception of whether nowadays the phenomenon is different from what it used to be in previous centuries; strategic vectors to adopt in combating terrorism, paying particular attention to prevention and to the need to guarantee a balance between security, the fight against terrorism and basic human rights.

As for crisis management and emergency response, the Spanish experience in crisis management in the aftermath of the Madrid bombings of March 11 allowed participants to share their experience regarding which procedures to adopt in case of a major incident and which measures to be taken for action improvement. The role of the Portuguese National Authority for Civil Protection was also debated.

Regarding victim support, the debate focused on good practices in supporting victims in the immediate outcome of a major incident (particularly based on the experience of the Critical Incident Management Team of GNR) and the important contribution of restorative justice to the safeguard of victims' rights at several levels during the long process of recovery.

The panel dealing with the role of local authorities in the face of terrorist threats integrated representatives from municipalities which presented their points of views regarding measures undertaken/in need to be undertaken in terms of terrorism prevention.

It is worth mentioning that the perspectives on terrorism presented in this report reflect the speakers' points of view on the subject.

## **1. LONG TERM ACTION IN DEALING WITH TERRORISM**

Thinking about strategies to deal with terrorism implies being aware of what terrorism is and whether it nowadays assumes new forms or is in some way similar to what it used to be. The combining of more traditional means and a preventive approach in combating terrorism, as well as the risks this combat may carry in terms of undermining social democratic structures, were some of the issues debated within this frame of work. This chapter is based upon the papers presented by Arnaud Blin, José Alberto Loureiro dos Santos, Henry Shaftoe, Jean-Claude Salomon, Elza Pais and Paulo Gomes.

### **1.1. Terrorism in Contemporary Societies**

There is no agreed definition of terrorism in international law and politics. Nonetheless, it was agreed that one of the common points of the debate is that terrorism can be defined as an act aiming to kill or seriously injure civilians and/or seeking to intimidate an entire population. Some consider contemporary terrorism a new phenomenon: terrorists seek to generate maximum terror through the death of a maximum number of people. Adding to this, terrorists do not only accept to sacrifice their own lives but are even willing to do it for a cause. Another important point is that the frontiers between internal and external security have vanished since the criteria commonly used to distinguish between them – threats coming from inside vs the outside of the country – cannot be applied in the case of a terrorist attack.

Yet, Arnaud Blin stated that there are several similarities when compared to certain forms of terrorism that emerged in previous centuries. On the one hand, Al-Qaeda bears similarities to terrorist groups from previous centuries<sup>4</sup>; on the other, the cities, especially big ones, have always been a target for attacks and the stage of terrorist activities. Nowadays, much as before, the city, being synonymous with democracy, industrialisation, capitalism and modernisation represents everything which needs to be eliminated and purified, having become the symbol of all evil. One could also consider that for governments cities are the symbol of legitimacy, the very thing that terrorist groups seek.

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<sup>4</sup> “the Zealot sect of the 1<sup>st</sup> century, the Assassins of the 11<sup>th</sup> and 12<sup>th</sup> centuries and even the forms of terrorism that appeared during the second half of the 19<sup>th</sup> century”.(BLIN, Arnaud).



Furthermore, Blin recalls that earlier forms of terrorism resembled those of numerous groups from the 19<sup>th</sup> and 20<sup>th</sup> centuries which were labelled *armies of national liberation*. Hamas, for instance, although perceived as an organised Islamic radical movement is essentially a nationalist movement that chose Islam as its ideological support. Similarly, Chechnya falls mainly within the same category. The techniques adopted by contemporary and earlier terrorist groups are also similar, with the use of simple explosives being a prime choice.

## **1.2. Strategies to Combat Terrorism**

According to José Alberto Loureiro dos Santos, some strategic vectors are fundamental in combating terrorism:

- a continuous and permanent effort to maintain security in our societies (through the use of police and judicial instruments, the intelligence services, communications and, as a last resource, the armed forces inside or outside the national territory – preventing the access of terrorist organisations to the country and dismantling the ones already in it). These kind of measures fit in with what the U.S.A National Strategy to Combat Terrorism, announced this September, calls a short term approach;
- to make an effort to minimise/abolish the political, economical and social conditions that favour terrorism emergence (e.g. supporting the government and economic development, promoting democratic institutions and reinforcing democracy wherever possible, eradicating epidemics, desertification and so on), aiming for medium to long term effects;
- a dynamic ideological combat through showing the advantages of guarantying respect for human rights in what concerns the well-being of the whole society.

Although the armed forces can play a role in combating terrorism, the best answer to a terrorist attack must be based on prevention, preferably of a non-military nature. The participation of the armed forces in the fight against terrorism must always be seen as a last resource. Their participation can even consist of non-specifically military activities (e.g. emergency response; finding, manipulating and cleaning biological, radiological, chemical products and/or explosives) or the use of their abilities in combat (terrestrial, aerial or naval) or in controlling frontiers. Furthermore, the presence of the armed forces in conflict situations does not necessarily imply that they will have the command of the situation.

Therefore, one of the major notions in terms of combating terrorism has to do with the fact that one must not only deal with the issue in terms of an immediate answer but also in a long term perspective, related to prevention of future threats.

### 1.3. Prevention of Terrorism

How can we prevent this sort of threat? One of the perspectives presented at the seminar, by Henry Shafteoe, states that terrorism is another way of crime, an act prohibited by law. He then states that the prevention of crime in general can therefore constitute a lesson in dealing with terrorism, in the sense that more effort must be put into preventing it than in reacting to it.

The main aim is to manage and minimise terrorism, not to eliminate it. In preventing terrorism more psychological and sociological tools should be used, bearing in mind concepts such as those of *sub-cultures* and *affiliation*, among others.

According to Shafteoe, terrorism and ordinary crime share common backgrounds and disaffection, resulting of three main factors: individual, organisation and environment. People who engage in terrorism live in the same cities as those involved in urban violence and share some symbolic values. Simply, terrorists' violence is more focused and organised than that of youths engaged in urban violence. Today's terrorists are part of networks, a factor that distinguishes terrorist activities from urban violence or other criminal activities in general. In fact, from selection to training and attacking the network is a central aspect in terrorism.

We need to address the reasons behind so many becoming indoctrinated, alienated and angry to a point where they are motivated to commit acts of terrorism. We should also turn to history and parallel examples (such as war on drugs and other global threats) and look for other ways to manage conflict.

Trying to dissuade terrorists through the criminal justice system has not yet proven effective. Even the most severe punishments (such as the death penalty) are useless since the terrorists are willing to sacrifice their lives. Deterrence through criminal justice, militaristic and opportunity reduction methods may be necessary as a short term course but such approaches carry some risks, namely making the aspiring terrorist even more devious and inventive.

What, then, should one towards a policy of prevention? From Jean-Claude Salomon's perspective, laicism can be part of the solution, separating the State from religion and trying to form a platform of understanding.

Trying to prevent people from embracing causes that lead to terrorism or approval of its actions is also a matter of importance. It means developing policies at social, political, economical and educational levels which contribute to reduced discrimination and disaffection within communities. One should also mobilise members from specific and concerned communities (e.g. moderate Muslims) and involve them in this process. There is some evidence that routine behaviour modifications of specific group members are indications of involvement in terrorist activity. Therefore, attention must be paid to such changes, such as abandoning a normal Western lifestyle to embrace highly religious practices (especially where women are concerned) or the reverse, reverting from religious practice to Western behaviour without apparent cause (e.g. shaving off one's beard).

Understanding who the terrorists are may also be fundamental. What sort of people are they? Why did they choose to commit terrorist acts? One may tend to see them as some sort of monsters, to think that they are insane or mentally ill. Yet, several studies show that they fit in with what one tends to consider "normal people", though some may suffer from the results of past PTSD or personality disorders. In society we deal with people who can potentially become terrorists daily, either because they're angry or unsatisfied with their situation or with society in general<sup>5</sup>. Some of these people will merely adopt an attitude of indifference, others will go further.

Be that as it may, becoming a suicide bomber or a terrorist in general is a long and complex process. One simply does not decide to join on the spur of the moment. It is not a mere question of being taught a few lessons, making a bomb and detonating it. It requires dedication, commitment, group involvement and dehumanisation, a process during which the terrorist will progressively no longer regard common citizens as humans anymore. The latter is absolutely essential because, at the onset, the potential terrorist is quite human and committing terrorist attacks would otherwise be unbearable for most individual members. The sermons and videos used by so-called radical Islamic groups throughout the world can be seen as a good example of this: Westerners are depicted as cold-blooded killers of children, as robbers of land and resources who use military force against resistance.

The process of becoming a terrorist may also be seen as a form of empowerment. Although this word is generally used in a different context, one can understand its application within this scope if we make the connection between empowerment and being able to control one's life and environment, a matter of self-identity, self-esteem and honour. In urban violence the control has mainly to do with "territory", whereas terrorists have control over "their cause, their identity". With urban youth self-esteem comes from peer recognition. With terrorists it comes from other members of the movement and the religious dimension of reward in an afterlife. Becoming a suicide bomber is also in some way connected to the rites of passage

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<sup>5</sup> As shown, for instance, by the high rates of people abstaining from voting in the elections.

several societies have always had, which here add meaning to the terrorist's life: martyrdom may be useful in conveying a certain statute and helps prove oneself to others.

As Jean-Claude Salomon refers, being involved in terrorist activities does not necessarily mean becoming a suicide bomber. There are other kinds of participation such as logistics, information or planning. Besides, many people, although not directly involved in terrorism, share some of the terrorists' points of view, opinions and causes. Results of an inquest revealed that around 16% of the interviewees classified the London bombings as justifiable. Also, many people agreed with the IRA's perspective that the English army should abandon the North of England and a considerable amount of the Basque population expresses a subtle support to ETA.

History itself can also be on the terrorists' side: some which used to be considered terrorists later became political leaders. Interventions on behalf of the environment or animals' rights defence are sometimes undertaken with resource to violent means.

#### **1.4. The Role of Women in Conflict Resolution**

As Elza Pais refers, women and children are particularly vulnerable groups in conflicts throughout the world. Rape of women, for instance, has frequently been considered a winner's right in times of war, even recently (war in Bosnia, conflicts in Rwanda).

And yet, although one of the most common stereotypes is that of the "eternal victim", impotent, passive and rarely seen as active and dynamic, it is known that this does not fully correspond to reality. Tradition shows us how, from the most remote ages, birth and death have been women's responsibility. Women are also effective in organising support and treatment of other victims and of the wounded. Everywhere they guarantee the maintenance and supply of basic needs and the management of human resources. Female volunteers in several NGO's have shown how their work and support is essential in situations of conflict and violence. Also, well-intentioned women in countries at war have met with leaders in order to find solutions and mediation. This happened with Israeli and Arab women, Bosnian, Serbs and Croats. Women around the world have thus insisted upon a peace culture, often against all odds and subjected to criticism from both sides.

In the 21<sup>st</sup> century the international recognition of the fundamental role of women, not only in emergency situations but also in the tasks of conflict prevention, support management and peace building and maintenance, has finally led to the conclusion that women should have representation among those who help prevent and remedy the conflicts and participate in peace building.

The Resolution 1325 of the United Nations, approved in 2000, recommends that *the Member States guarantee an increasing presence at every level of the decision making, in the national, regional and international institutions and in the mechanisms to prevent, manage and solve the conflicts.*

What can women do in case of a terrorist attack, indiscriminate and directed at civilian populations? From Elza Pais point of view, they can play a role in prevention and victim support. The war in Bosnia-Herzegovina was a remarkable example of good practices in this respect: groups of women of different faiths and ethnicities met and dialogued, searching for common causes.

Pais refers that instead of accumulating weapons for national defence the female conception of security consists of promoting truly enlightened security which may guarantee psychological, economic and social well-being. To women security means not only being protected from war threats but also from the risk of harassment and violence at home, at work or on the street.

Studies by the Council of Europe concluded that there is a need for the active involvement of women in transforming culture and in the negotiation of multicultural and religious dialogue mechanisms so as to understand, acknowledge and respect gender and value differences.

Several recommendations, both from the United Nations and the Council of Europe, point to the need to take into account not only women's or pacifist organisations (the latter often also led by women), but also the need for reinforced attention and care towards the participation of women in the peace construction and reconciliation processes, as well as in their training to an egalitarian participation in the official negotiations to peace.

So, the Global Agenda of the Beijing Platform of Action has defined the following strategic objectives:

- 1) To increase the participation of women in conflict resolution at decision-making process levels and to protect women that live in armed or other kind of conflict situations or under foreign rule;
- 2) To reduce the excessive military expenses and limit arms availability;
- 3) To promote non-violent ways of conflict resolution and to reduce the incidence of human rights violations in conflict situations;
- 4) To promote the contribution of women to the creation of a peace culture;
- 5) To provide protection, assistance and training to refugees and internally displaced women;
- 6) To provide assistance to women living in colonies and territories without autonomy.

In order to be able to build peace one needs to take into account armed conflicts and terrorism issues also in terms of gender: only when working together can men and women reduce the costs of war and violence effectively.

### **1.5. The security of Major Events<sup>6</sup>**

Europe is going through a generalised process of change, growth, diversification and reinforcement. Globalisation generates multiple connections and reinforces European integration in the global society. Despite bringing new opportunities (freedom of movement, prosperity, internet, human rights and democracy or technological innovation and new opportunities for well-being), it also carries new threats, risks and vulnerabilities. These include international terrorism, trans-national organised crime and weapons of mass destruction, regional conflicts and humanitarian crises, among others. The new threats are more diversified, less visible and predictable, and can come from the inside or the outside of the European Union, being interrelated (e.g. trafficking, terrorism).

The 11<sup>th</sup> September symbolically marks the beginning of a new international order. The States have to re-evaluate their abilities and vulnerabilities in terms of security, generating a reflection about the possible need for a new paradigm based upon a new security governance, effective coordination and exchange of information and intelligence, the integration of aspects of security, protection and defence and the reinforcement of the mechanisms for international cooperation.

One of the consequences of this change in the paradigm of security and public order will be the reform of the traditional models of events security management, especially those which, for several reasons, assume an international dimension or impact. This whole new context of security requires new answers, namely the internationalisation of security politics through intensifying cooperation and coordination and combining means (police, intelligence, justice, economy, finance, science and diplomacy). It also calls for a new take on security, in which several aspects must be present: an internal and external dimension, civil and military means, the integration of security and safety concepts, public and private supply, the national and local dimensions and public and private partnerships.

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<sup>6</sup> The comments on this point were based upon the paper presented by Paulo Gomes.

The big international events are related to questions of security. Their importance has been increasing, particularly for those dedicated to sports or high level summits, and their dimension or visibility may attract terrorism and activities related to organised crime. They offer the organising countries an opportunity to reinforce their competence in this new security of government, and also contribute to the exchange of information, experiences and good practices.

Regarding big events' security, there are some critical factors. The priorities must be prevention, dissuasion and cooperation, and it is also necessary to evaluate threats and risks (in terms of public order, public health and safety, crime, terrorism and other contingencies), implement security and protection measures and be prepared to deal with all sorts of management crises.

Some of the measures that must be taken in terms of public and security order include:

- effective exchange and treatment of police information at an international level but also considering the national network;
- articulation of information, security, judiciary and bordering politics;
- creating a national strategy and central structures for coordination and cooperation (organisers, security forces, services and organisms, Security Coordination Office);
- integrated prevention of crime associated with international events;
- police planning according to the risk of the city and of the event;
- awareness campaigns within the local population.

These measures have to be planned and implemented in close articulation with the local municipalities bearing in mind the following aspects:

- cooperation with the public and private security structures;
- external emergency plans;
- improvement of the environmental conditions of public spaces;
- prevention of undesirable behaviour;
- improvement of accesses and public network transports;
- hospitality policy;
- awareness of the local population;
- alternative areas for housing and catering.

Some steps have been taken regarding cooperation on an European level in terms of security of major events. There is a Strategy and Action Plan of Counter-Terrorism for the EU and soon

there will be a European Strategy of Security of Major Events. Within the program EU-SEC (UNICRI/UN) Portugal was also attributed the task of describing the *status quo* of National Programs of Research on Security of Major Events in Europe.

Still, in 2006, the ECOSOC (The Economic and Social Council of the United Nations) approved a resolution recognising the existence of an International Permanent Observatory on Major Events Security, which was already working in an informal capacity. This Observatory has recently produced a toolkit containing theoretical and methodological instruments which can serve as a guideline for the organisation of a major event.

### **1.6. Balance Between Security and Basic Human Rights**

From Arnaud Blin's perspective, the fact that those societies which are the target of attacks are mainly democratic in its essence can constitute an additional difficulty in reacting to terrorism. A democracy allows freedom, thus allowing terrorists all the freedom they need to move about: by protecting the rights of its citizens, it also protects those of the potential terrorists. Also, free media represents a major instrument for terrorists who seek to change public opinion.

Once we feel the threats are increasing, we become more willing to renounce what we used to consider the fundamental principles of democratic societies in the name of security, and a society can more easily give way to totalitarianism. The fact that fear is present in our societies is already a victory for the terrorists. It plays an important role in undermining public confidence, in destabilising government intervention and paralysing the State. The use of force in return, the restraint or reduction of civil liberties is a mirror, mimicking the terrorists' action and effectively rewarding it. It then becomes essential that the fight against terrorism does not become an excuse for societies to undermine their democratic structures. Societies are facing a new challenge, that of having to find a balance between security and liberties and civil rights. How to face it and share the experience is one of the questions arising, having also been one of the most debated issues among the participants at the seminar.



## 2. CRISIS MANAGEMENT AND EMERGENCY RESPONSE

The main topics discussed were: which main procedures to adopt in case of a terrorist attack; the conclusions of a European seminar which took place in Spain, in 2004, to evaluate the effectiveness of the actions taken in terms of Civil Protection after the Madrid bombings; and the functions of the Portuguese Civil Protection Services and whether they are prepared to deal with crisis situations related to terrorist threats, and what role they can play in this matter.

### 2.1. Response to a terrorist attack (Action after the 11<sup>th</sup> March Madrid bombings)

In case of a terrorist attack, what are the main procedures to consider when responding and minimising its impact and consequences? The following comments are based upon the Spanish experience in the aftermath of the 11<sup>th</sup> March Madrid bombings, namely in the presentation of Carlos Dueñas.

There are several procedures in the place of the incident: isolating the area, evacuating the injured, controlling traffic and facilitating access to emergency services, extinguishing possible fires, risk evaluation, retrieving corpses (together with forensic experts and judicial authorities). The intervention *in situ* is concluded when one guarantees that the area is clean and safe and basic public services have been re-established.

Other fundamental issue not directly related to the place of the incident to consider in the initial response to a terrorist attack is medical and hospital assistance, providing information to the public and sheltering and offering support to non-hospitalised victims and victim families.

In both cases, action is needed at several levels, such as: security, sanitary, attention to victims and relatives, fire extinguishing and rescuing, psychological support and identification of corpses<sup>7</sup>.

In 2004, in a seminar to evaluate actions after the 11<sup>th</sup> March bombings, which took place in the National School for Civil Protection, in Madrid, some conclusions were drawn aiming to improve the quality of the response:

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<sup>7</sup> In the aftermath of the 11th of March, in Madrid, particular attention was paid to assisting families in identifying corpses: relatives were placed in different rooms according to the surname of the missing, and were then assisted by psychologists and priests, had food and blankets at their disposal and only two people were allowed identify the body. Access to the pavilions was strictly controlled and forbidden to the press in order to respect the families' mourning.

- it is necessary to concentrate response protocols and to coordinate all emergency services involved;
- it is fundamental to have reliable and compatible emergency communication among services that may act jointly during a crisis;
- it is vital to guarantee the global management of the crisis with multiple focuses and different intervention areas.

There is an effective need for trans-national cooperation since an isolated country cannot properly combat terrorism. It is considered that the Community Mechanism for Civil Protection, adopted by the Council of the European Union on the 23<sup>rd</sup> of October 2001 and meant to facilitate reinforced cooperation in civil protection assistance interventions, is a suitable instrument in accomplishing cooperation in this instance between European Member States. Promoting joint training for the different intervention services on several levels is also an essential requirement to improve procedures. Finally, keeping citizens informed is also vital and must be properly done<sup>8</sup>.

## 2.2. Civil Protection in Portugal<sup>9</sup>

In Portugal Civil Protection has mainly been connected to emergency management, responding essentially to serious accidents and catastrophes, as recently defined by the Civil Protection Act<sup>10</sup>. Civil Protection addresses and minimises natural and technological dangers and risks that may pose a threat to populations' lives and property. It is thus not only synonymous with floods, earthquakes, fires and volcanic eruptions but also with accidents (e.g. industrial accidents, transport of dangerous and toxic materials, toxic pollution). It focuses on emergencies and accidents perceived as identifiable and limited. Generally, one knows what to expect within the scope of emergencies: the threats, vulnerabilities and risks are globally identified and well-known; plans and intervening means are at least partially put in place. The partners intervening in the emergency operations are also known to each other, each being aware of their specific mission and responsibilities.

However, according to Manuel João Ribeiro's perspective, the 11<sup>th</sup> of September events in New York, as well as the bombings of the 11<sup>th</sup> of March in Madrid and of the 7<sup>th</sup> of July in London to name but a few, have caused profound changes to this approach. The concept of *crisis* is being socially reconstructed, in opposition to the concepts of *accident* or *emergency*.

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<sup>8</sup> For more detailed information on the Seminar and its conclusions see Annex n° 3(in Spanish).

<sup>9</sup> The comments on this theme were based upon the paper presented by Manuel João Ribeiro.

<sup>10</sup> Law n. 27/2006, 3<sup>rd</sup> July 2006.

One of the consequences has to do with abandoning the idea that there are “sacred places” – an attack may occur anywhere. Also, the actors taking part in the conflicts used to be the States, perfectly identifiable as such; nowadays there are new entities and groups, organisations working in trans-national networks (mafias, cartels, fundamentalist groups). In terms of what is said, and although there are many references to globalisation, the problems and consequences are predominantly expressed in local terms (the region, even the city). The main targets are no longer structures and institutions of the State (the army, the police forces) but civilian populations. This changes the perception of values up to that moment regarded as safe and untouchable, such as life itself.

These new scenarios have forced a review of ethic and socio-cultural references. A crisis does not affect the populations alone; it affects the political, economic and cultural institutions too, as well as all emergency and first-aid structures. In which concerns terrorist acts specifically as manifestations of crisis, their consequences are no longer measured in terms of physical and human (quantifiable) damage but are related to a more global universe of cultural and symbolic values which lie at the core of societies, especially Western ones.

It is, therefore, important to know whether the national system of civil protection is prepared to face new threats and new demands resulting from crisis situations, namely terrorist attacks.

In Portugal, the National Authority for Civil Protection<sup>11</sup> (NACP) is the organism in charge of orienting and supervising the activities of the Fire Departments and coordinating all civil protection and first-aid activities nationally.

The main mission of this national structure, such as ruled by the Civil Protection Act, is:

- to prevent and minimise risks associated with disasters and reduce their potential effects;
- to coordinate and supervise every operational activity of Portuguese firemen;
- to evaluate studies, projects and plans within the fire prevention area, and to verify and supervise its applicability *in loco*;
- to manage and coordinate emergency response operations on a national and local level.

Beyond the central services (which integrate a National Command for Emergency Response), the NACP is still constituted by 18 District Commands of Emergency Operations (one for each of the 18 districts of the Portuguese mainland). At the municipal level the responsibilities in terms of civil protection are attributed to the Mayor. Each municipality must have a municipal service in charge of civil protection with competence to organise, prepare, activate and support all civil protection interventions.

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<sup>11</sup> Resulting from the merging of three organisations: the National Fire Department Service, the National Service for Civil Protection and the National Commission Specialised in Forest Fires.

The NACP, as is the norm in civil protection services on an international level, develops its activities within four areas of intervention:

- prevention (risk analysis, research and supervision of security issues, education, awareness and public awareness);
- preparation (planning tools for organising emergency response to several threats and risks)
- first-aid and emergency (forest and urban fires, accidents, pre-hospital activities, international missions for humanitarian and technical aid)
- rehabilitation (contributing to territorial organisation through supervision of the Territorial Development Plans and of the Municipal Master Plans).

Regarding the concrete threat and risk of terrorist attacks it is necessary to acknowledge that this particular area has not historically been a priority of the NACP. Yet, there have been some developments related in particular to simulations and exercises in which the NACP participates; and also, in operational terms, several interventions mainly in the aftermath of the 11<sup>th</sup> of September, due to the threat of Anthrax (i.e. *White Powder*).

Be that as it may, this is an area which has been the responsibility of the police research and security structures and in which the armed forces also play a significant role. So, how can the NACP intervene in this area? Does an intervention of the NACP even make sense?

First of all, this is an area of government responsibility. As a result, it makes perfect sense to take advantage of all available resources and means. Secondly, the NACP has reference matrixes which, although not specifically directed to terrorism threats and related issues, may be easily adapted in order to encompass these areas. Thirdly, the need to adapt any policy of intervention centred on the multi-threat concept instead of a specific risk is becoming more and more accepted. Finally, cooperation among all participants needs to be promoted.

As a consequence, in crisis management associated with terrorist threats the NACP must assume the role of player and partner, with specific responsibilities, and not interfere with other organisations. The NACP can cooperate in the prevention phase, training target populations and promoting public awareness, a domain in which it is widely experienced. It can also contribute to increase the articulation, complementarity and coordination of the emergency plans.<sup>12</sup> Simulations and exercises on a national and international level must continue, with a particular emphasis on recognising mistakes and fragilities in order to correct and improve upon them.

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<sup>12</sup> The fulfilment of these requirements was the key to the success of the emergency response operations in the aftermath of the London bombings.

### **3. SUPPORTING VICTIMS OF TERRORISM**

Two main topics were discussed within this mainframe: the good practices and necessary skills in terms of immediate victim assistance (based upon GNR's experience, through its Critical Incident Management Team, and namely on the paper by Frederico Galvão da Silva and Bruno Brito); and the long-term assistance to victims so as to improve their situation on every level (social, relational and psychological) and the possible contribution of restorative justice in this matter. The comments to the second topic in discussion were based upon the paper presented by Anabela Rodrigues.

#### **3.1. The Psychosocial Response of the Security Forces**

One of the missions of GNR, as a force with a military statute, is "to pay assistance and to protect the citizens, defend and preserve assets endangered by human action or nature". The GNR is then constantly confronted with critical incidents that need to be addressed.

Homicides, suicides, serious accidents, aggressions and catastrophes have an impact on the population and the military. Previously, as stated by Galvão da Silva and Bruno Brito, the structuring of a new way of managing critical incidents was based upon common sense and unspecialised training. Later on the Department of Management of Critical Incidents was created. As the GNR counts upon professionals in several areas (e.g. psychology, social services, religious assistance, public relations, press, management and coordination of critical incidents) the new paradigm of critical incidents has allowed for the existing resources to be properly employed to address real needs following a critical incident. The Department acts through the Technical Intervention Teams or the Critical Incident Management Team.

Critical incidents can be dealt with internally or externally. Internally, in case of a serious accident on duty, the services will have to be able to provide a fast response. There is psychological assistance available immediately after the incident and support services are contacted so that the military are rapidly assisted. The CIMT also provides training to people in different levels of institutional command on incident management, and seeks to create strategic organs at the Territorial Brigades level in order to decentralise the first intervention. The strategic planning and the operations' follow-up is still responsibility of the CIMT.

As for external intervention, its main focus is civil protection. The cooperation between GNR and other institutions specialists is common when forming multi-disciplinary teams to deal with catastrophes. Usually these teams work closely with the National Authority for Civil Protection.

The model of psychosocial intervention of GNR was widely discussed during the international seminar promoted by GNR in July 2006 on the theme “Victims of Terrorism: The Psychosocial Response of the Security Forces”. This model is influenced by several factors, such as:

- the characteristics of the GNR as a security force with a military statute;
- the relationship of GNR with other institutions which also respond to serious accidents or catastrophes of national or international dimension;
- the different timings of catastrophe intervention, with emphasis on the first intervention;
- the North-American-influenced protocol intervention models (Critical Incident Stress Management - CISM)
- the context intervention model proposed by the “Policy Paper” of the European Community: “Psychosocial support in mass emergencies”.

The CIMT has a response capacity of up to six hours nationally and up to 24 hours abroad. The objectives of the CIMT intervention are: advising the commanders, assisting the survivors, and identifying and contacting other technicians or services so they can continue the work started by CIMT.

Since the 11<sup>th</sup> September the consequences of a terrorist attack have been viewed in the same way as those of a catastrophe caused by nature or human action. The response to both terrorist attacks and catastrophes implies, therefore, the mobilisation of human and technical means which are very similar. Security and first-aid institutions have adopted cooperation protocols: the new management models foresee the joint intervention of several institutions, resorting to one commanding post only that varies according to the dimension and typology of the incident exclusively. This paradigm, adopted by security and emergency services several years ago<sup>13</sup>, has been recently adapted to the Portuguese reality through a legislative diploma, Sistema Integrado das Operações de Protecção e Socorro<sup>14</sup> (*Integrated System of Protection and Assistance Operations*).

The protection of terrorism victims places new demands on the security forces which, in most situations, are the first to establish contact. The action of GNR within this scope is to remove the victims from the place of the incident and take them to a safe place; to protect them from stimuli associated with the incident, exposure or threats; and to provide the means for the victims to establish contact their social networks. The GNR also assists all mortuary-related matters and manages information related to the dead, missing or homeless. The psychosocial support is essential in these situations and the team’s intervention can be direct, within the population, or indirect, through coordination of other teams of psychologists.

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<sup>13</sup> Incident Command System – Federal Emergency Management Agency, USA

<sup>14</sup> For more information, see <http://www.mai.gov.pt/data/pdf/siops.pdf> (in Portuguese)

The GNR psychosocial action model in catastrophes demonstrates a new proactive attitude, integrated with the operational scenario and the manpower. This represents an enormous gain in terms of security forces intervention, protection and assistance to the population. It reinforces the growing concern regarding modernisation and adaptation of the GNR to contemporary needs, the national population and the global community.

### **3.2. Victims Rights and Restorative Justice**

Victimology is undoubtedly a core component of any terrorism discussion and must always be taken into account since it has highlighted the importance of victim participation in the reconciliation process.

If, previously, the main priority was to guarantee the rights of the victim in the penal process, it is nowadays widely accepted that it is also necessary to improve the social, relational and psychological situation of the victims.

The restorative justice has progressively been given greater importance. While it is known that mediation between the victim and the offender must not be relied upon as the single answer to all needs and expectations of crime victims, it can nevertheless contribute to their recovery.

In 2004, the European Forum for Victim Services, a platform that integrates 20 national victim support organisations, has adopted the *Declaration Concerning the Victim Statute during the Mediation Process*, which asserts the need to respect certain guarantees during the mediation process as essential to the safeguard of the victims' rights.

A model of alternative resolution of conflicts which integrates mediation will certainly mean the privatisation of certain illicit acts, whose regulation was the responsibility of the juridical penal system. What is being presented here is, far more than a philosophy of reparation, a philosophy of reconciliation, a transaction between the author and the victim. This implies a less prominent State role since the essence of the restorative justice model excludes the State's intervention in a process which is supposed to be purely informal and communitarian.

What about the victim then? One must consider that the victims are not always interested in cooperating with the traditional judiciary system and its mainly punitive nature. A severe sentence may appease the victims' immediate anger but does not favour their psychological equilibrium, essential in a long term perspective. It is also known that, when facing judicial prosecutors often devoid of empathy, many victims experience their victimisation anew. Besides, previous experience has shown that the majority of the

victims express greater satisfaction after having participated in a constructive interaction with the delinquent than after having confronted them in court.

The penal process is, in fact, more oriented towards punishing the offender, relegating to a less important level the material and psychological side-effects and damage to the victims. Studies undertaken in several countries have shown that the victims tend to consider the *compensation* as the most adequate answer to minimise damage, and a high percentage stresses the importance of an apology.

These results are even more interesting if one bears in mind that generic surveys usually show a distinct preference for harsh punishment such as the death penalty or life imprisonment. Yet, when discussing concrete cases, these preferences tend to be replaced by means of reparation or direct compensation. It would then seem that the victims are mainly preoccupied with adequate material and psychological support rather than the punishment of the offender.

What is important within the scope of the restorative justice is that it foresees a more constructive and less repressive conception of justice and the overcoming of the conflict between the offender and the victim. By promoting the victims' empowerment and acknowledging their loss, restorative justice increasingly favours the participation of every actor, especially the victim, in the conflict's resolution. To be face to face with the aggressor may also help the victim to better cope and fight fear.

Restorative justice demands a higher degree of rationalisation and simplification of the penal system, meaning less bureaucracy and formality and more empathy from the system. This also ties in with the victim's needs and re-evaluation of their role in conflict management, and their willingness to accept compensation as at least a means to achieving preventive effects.

International treaties have positively influenced national legislations to include the following in their justice code: repairing, compensation, restitution. In Resolution 44/2002 of the Human Rights Commission of the United Nations it is stated that "according to the internationally recognised human rights principles, the victims of serious human rights violations have the right (...) to restitution, compensation and re-adaptation". Nowadays victims occupy a central role in international penal law, which always paid special attention to the restorative justice model. In the Rome Statute of the International Penal Court there are several references to the role of the victims and their right to participate in the process and be properly protected, the creation of a Unit of Victims and Witnesses, and the recognition of the victims' rights to reparation.

The victims of terrorism cannot be viewed quite in the same way as other victims: they are particularly defenceless due to the fact that they are strangers, not a part of the terrorists' cause. As a consequence of



the massive terrorist attacks the need to develop new systems of victim compensation has been recognised (France has already created a special statute for terrorism victims<sup>15</sup>, as well as a special guaranty fund).

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<sup>15</sup> According to a law from 23<sup>rd</sup> of January 1990, the terrorism victims in France benefit from the statute of *civil victim of war* – for more information see e.g. <http://www.sos-attentats.org/aide-victimes-victime-civile.asp>

#### **4. THE ROLE OF LOCAL AUTHORITIES IN DEALING WITH TERRORIST THREATS**

Cities have been preferential targets for terrorist attacks. After an initial state of shock and incredulity there are several possible reactions to this new threat, not only at the international and national level, but also at a local one.

Should the fight against terrorism be considered a local affair? As Arnaud Blin reminds, the city of New York, for instance, reinforced their police force significantly and managed to take steps to prepare for future attacks. Also, in the USA a significant amount was allocated to areas with practically no risk, with, for instance, the population of Wyoming being given more anti-terrorism money *per capita* than New York.

According to Blin and other participants at the seminar, a greater involvement of the cities would contribute to reduce the government's burden. Initiatives at a local level may vary from country to country. There is a great need for building bridges and sharing experiences and techniques between cities. One needs to bear in mind the lessons learnt because that which worked well in one city may not be the best solution for another.

Still, it is important to understand whether the municipalities see themselves as having a key role to play in the fight against terrorism. If so, which measures are they taking/do they think should be taken? The comments and answers to these questions are based upon the papers presented by the representatives of the municipalities of Loures (António Baldo), Matosinhos (António Salgado Rosa), Oeiras (Ivna Machado and Carla Castro) and Sintra (Luís Carvalho da Silva).

##### **4.1. The Role of Local Authorities in Preventing and Managing a Major Incident**

In Portugal the law n. 169/99 18<sup>th</sup> of September defines the competences of the Portuguese municipalities; it also establishes the juridical regimen of its organs and civil parishes. Some of the municipalities' responsibilities may be likened to those of an administrative police; one of their competences is to decide whether to create a police municipal service and the Municipal Council of Security. Furthermore, each Mayor is in charge of, in close articulation with the National Authority for Civil Protection, the municipal service for civil protection, bearing in mind the required compliance to previously established plans and programmes, and the necessary

intervention coordination within civil protection (i.e. assistance operations, with special emphasis on catastrophes or public calamity).

According to António Salgado Rosa, although the country has not had direct experience dealing with terrorist threats, no State can feel exempt from the threat of radical terrorism, and each must therefore be aware of phenomena that may be connected to delinquency and recruitment of possible members by terrorist groups. Several factors must be considered in order to analyse the possibility of a terrorist threat in Portugal. On the one hand, the country itself does not constitute a rewarding target. Due to its peripheral position, it does not hold much influence in global strategies and decisions. Adding to this, the Portuguese Muslim community (including its second generation) is highly integrated in the Portuguese society. However, Portugal has been a partner in important decisions regarding global strategy, such as the Azores Summit and shipping off troops to Iraq and Afghanistan. Individuals connected to radical movements have been spotted in Portugal, as have connections between some individuals in the country and other individuals detained for that very reason in other countries. In general terms, there is a programme of ideological nature that seeks the instauration of an Islamic Caliphate, of which the Iberian Peninsula is a part. This being the case, Portuguese authorities must remain vigilant and ready to intervene if required.

Combating terrorism must be done resorting to police means, i.e. intelligence gathering and its specialised treatment, and the study of small indicators, people, groups, and suspicious financial means as well as “phantom companies”. However, the role of local communities assumes a growing importance in the prevention and management of a major incident. As it turns out, the cities absorb the great majority of the immigrant population. It is also in the cities that the phenomenon of delinquency is most felt (poverty is even more tangible for it walks side by side with the allure of richness and consumption), it being a fertile territory for the recruitment of young people, some willing to adhere to new ideological cultures of contestation as a result of personal and collective frustration.

Since the recruiting is facilitated by the concentration of unemployed young people which live in shanty towns, alienated from their environment, the cities where they live in must make an effort to promote programmes in order to monitor and integrate immigrants and their offspring. The management of public spaces resorting to CCTV is a form of prevention as well. Furthermore, the creation of Municipal Councils of Security and the inclusion therein of members of different

communities and ethnic minorities can be an effective means of understanding their problems and encouraging members to participate more actively. It is also important to carefully prepare contingency and emergency plans regarding schools, enterprises, water supply and alternative transports, and to demand participation in the Central Administration public institutions planning<sup>16</sup>.

Still, it is desirable that local authorities can effectively manage the means available to them to guarantee security. There must be close cooperation between municipal polices and civil protection municipal services. As António Baldo refers, the more the municipal polices are involved in this issue the more the security forces at a national level<sup>17</sup> will be available to criminal investigations and combating terrorism.

The local authorities of Matosinhos, due to the city's strategic and economic importance, perceive it as a possible target for international terrorism. It has the most important harbour in the North of the country (it is also the nation's second most important one). The harbour may be an eventual entry point for individuals related to extremist groups which is hard to control since it allows for a flow of people and merchandise in a relatively simple manner. Matosinhos has several industries related to petrol of vital and strategic importance, shares the second most important Portuguese airport, integrates an urban pole of great dimension (the Oporto metropolitan area), is situated in the confluence of the accesses to Oporto and the South of the country, being therefore a possible target for a terrorist attack.

Bearing these facts in mind, the municipality has taken several measures:

- minimisation of the impact of such an act through risk characterisation, creation of emergency plans that foresee high risk situations and, above all, planning adequate responses to an emergency. The role of each intervenient has been duly established and every phase of the emergency has been predicted, from the immediate response to the post-accident assistance of the victims;
- promotion of regular meetings with public and private entities which participate in the elaboration of the emergency plans and its implement;

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<sup>16</sup> The representatives of the municipalities agreed on the adoption of these measures.

<sup>17</sup> Only 33 of the 308 Portuguese municipalities have a municipal police. As for the security forces at a national level, in Portugal there are three police forces: **PSP**: Public Security Police (*Policia de Segurança Pública*), that intervenes in urban areas with more than 20 thousand inhabitants; the **GNR**: National Republican Guard (*Guarda Nacional Republicana*), intervening in rural areas and as gendarmerie, with some specific domains<sup>17</sup>; and the **PJ**: Judiciary Police (*Policia Judiciária*), which promotes preventive and investigation interventions along with judicial authorities.

- in a near future, keeping citizens apprised of which measures should be taken in case of an attack;
- creation of a Municipal Council for Security, which integrates those responsible for local institutions, schools, assorted associations (comprising employers and workers) and NGO's operating in the social area.
- other measures aiming to minimise the effect of social exclusion, such as: youth-oriented programmes (for occupation of free time), relocating the disposed and avoiding a great concentration of relocation neighbourhoods;
- still, the municipality is reviewing all the emergency plans of its public facilities and participating in the elaboration of plans for enterprises and private institutions; it also intends to promote crisis simulations as a way to ensure adequate resources are in place for facing real situation.

As for the municipality of Oeiras, it has taken measures to relocate impoverished populations, understanding this process as a process of change, an opportunity to increase the value of individuals and families so that they are stimulated to participate in the reconstruction of identities and the rebuilding of citizenship. The urban security must be seen by the cities as a participative process, during which the community institutions endow themselves with resources to improve the quality of life of the population, seeking to consolidate norms of conduct and values, optimise the socialisation of young people, mobilise means of combating poverty, the social and economic deficit and reinforcing social cohesion. The minimisation of the social stigma that some residential areas can create is also an important aspect.

Security has been a constant concern of the Municipality of Sintra. The functions attributed to the municipal police services include several aspects of community life: conflict mediation, assistance in social and sanitary emergencies, urban traffic crisis resolution, the fulfilment of administrative municipal and national norms, cooperation with the security forces in the protection of local communities, the protection of municipal buildings and so on. In Sintra it is necessary to elaborate a strategic document that may serve as a guideline for municipal services and others operating in security and prevention, where suggestions can be made in order to implement a *Municipal Plan of Internal Security* for the municipality.

## CONCLUSION

There was no consensus on whether terrorism as we know it is a new phenomenon. Those who agree state that the terrorists' aim is to generate maximum terror through a maximum amount of deaths. The terrorists are also willing to sacrifice their lives, and the frontiers between internal and external security have vanished since the criterion usually applied to define it cannot be used for terrorist attacks. Others argue that terrorism nowadays (choosing cities as targets, the terrorist groups themselves and the techniques used) bears similarities to forms of terrorism employed in previous centuries.

The fight against terrorism must integrate some strategic vectors. Firstly, a continuous and permanent effort to maintain security in societies, using police and judicial instruments, intelligence services, communications and, as a last resource, the armed forces.

Secondly, it is necessary to minimise/abolish the political, economical and social conditions that favour the emergence of terrorism (government and development support, among others).

One of the concerns often expressed during the seminar is the need for equilibrium between security and basic human rights since, if threats are increasing, there may be a tendency to renounce fundamental principles in the name of security, which can severely impair civil liberties or even give rise to totalitarianism. The fight against terrorism must not, then, become an excuse for societies to undermine their democratic structures. An ideological combat is, therefore, equally necessary in order to show the advantages of respect for human rights as an essential tool for the well-being of the whole society.

Prevention was generally considered a fundamental aspect in the fight against terrorism. It was stated that crime prevention in general can constitute a lesson on how to deal with terrorism since terrorism and ordinary crime share common backgrounds and disaffection. More than resorting to the judicial system and the security forces, efforts should be made to use psychological and sociological tools in the prevention of terrorism. Other subjects addressed were laicism, the development of policies at social, political economical and educational levels which contribute to minimise situations of discrimination and disaffection within communities, as well as the mobilisation of members from within specific and concerned communities (e.g. Muslims) and the need to rely increasingly on women's participation in the whole prevention process.

Furthermore, it was stressed that it is fundamental to understand that the process of becoming a terrorist is a long and complex one requiring dedication, commitment, involvement and dehumanisation of the target, and which should also be seen as a form of empowerment. Finally, suicide bombers are not the only terrorists. There are other ways of participation (e.g. logistics, information, planning) and one must be aware that many, although not directly involved in terrorist acts/attacks, share some of the terrorists' opinions, causes and points of view.

The need for trans-national cooperation in the response to a crisis situation caused by a terrorist attack was one of the main conclusions within Crisis Management and Emergency Response. The Community Mechanism for Civil Protection, adopted by the Council of the European Union on the 23<sup>rd</sup> October 2001, was considered to be a suitable instrument for accomplishing cooperation between European member States in this field. The promotion of joint training actions between intervening services was also seen as essential in this sense.

Regarding which procedures to adopt in case of a terrorist attack such as the Madrid one, some aspects were considered fundamental to improve the effectiveness of the response: the usefulness of being able to rely on intervention procedures and coordination among the services involved in the operation; safe and compatible emergency communications between services; and the existence of one only centre of command that guarantees a global management of the emergency crisis with its multiple focus and different intervention areas.

In crisis management associated with terrorist threats the Portuguese National Authority for Civil Protection can cooperate in the prevention phase through proper public information and training and adequate awareness of possible targets. This Authority can also contribute to increase the articulation, complementarities and coordination of the emergency plan.

The existence of victims is one of the most important consequences of terrorist attacks. Nowadays it is acknowledged that respecting the victims' rights during the judicial processes is absolutely necessary to improve their social, relational and psychological situation. Restorative justice can have an important role since it is based in concepts such as mediation and informality and may contribute to the victims' recovery. This model of justice has increasingly been present in international penal law, where victims occupy a central role.

As a consequence of massive terrorist attacks, and bearing in mind that the victims of terrorism are particularly defenceless, some countries are creating new systems of compensation (e.g. a special statute and a guaranty fund in France).

In Portugal, the GNR is one of the security forces which assist victims through its Critical Incident Management Team (CIMT). Its actions focus on psychosocial support (psychological assistance, providing means of establishing contact with their social networks, helping with mortuary matters as well as the management of information related to the dead, the missing and so on).

Usually the CIMT cooperates with specialists from other institutions and with the National Authority for Civil Protection, forming a multi-disciplinary team to deal with catastrophes. It can intervene directly, within the scope of the population; or indirectly, managing other teams.

The CIMT has the capacity to respond to an incident in up to six hours within the national territory and up to 24 hours abroad. Since the 11<sup>th</sup> of September the consequences of a terrorist attack have been regarded in much the same way as the consequences of any other catastrophe. New management models adopted years ago by several countries foreseeing a joint intervention with only one centre of command have been adapted to the Portuguese reality through a legislative diploma.

Portugal has had no direct experience in dealing with terrorist attacks. Even though combating terrorism involves resorting to police means to gather and treat intelligence, the role of local authorities assumes a growing importance in the prevention and management of a major incident, should one happen. Some of the measures that local authorities should adopt include promoting programmes of integration of immigrants/youth leisure time occupation; management of public spaces through CCTV; creation of Municipality Councils of Security and inclusion therein of members of communities and ethnic minorities; preparation of contingency plans regarding water supply problems and alternative transports, among others; and, finally, promoting simulations of catastrophe situations.



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# **ANNEXES**

## ANNEX 1:

### DOCUMENTS REFERED AND WEB LINKS:

- Lei de Bases da Protecção Civil - Lei nº 27/2006, 03 de Julho (Civil Protection Act - Law 27/2006, July 3rd)
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- Community Mechanism for Civil Protection (adopted by the Council of the European Union on 23<sup>rd</sup> October 2001) - <http://ec.europa.eu/environment/civil/prote/mechanism.htm>
- Declaration Relating to the Victim Statute During the Mediation Process (adopted by the European Forum for Victim Services, in 2004) – Webpage of the European Forum - [www.euvictimservices.org/index.asp](http://www.euvictimservices.org/index.asp)
- Rome Statute of the International Penal Court – [www.icc-cpi.int/library/about/officialjournal/Rome\\_Statute\\_120704-EN.pdf](http://www.icc-cpi.int/library/about/officialjournal/Rome_Statute_120704-EN.pdf)
- European Policy Paper on “Psychosocial Support in Mass Emergencies” – <http://ec.europa.eu/environment/civil/pdfdocs/cpact03h-en.pdf>
- Sistema Integrado das Operações de Protecção e Socorro (Integrated System of Protection and First Aid) - <http://www.mai.gov.pt/data/pdf/siops.pdf> (in portuguese)
- Law nº 169/99, dated 18 September – establishes the competences of the municipalities and civil parishes [http://www.cga.pt/Legislacao/Lei\\_19990918169.pdf](http://www.cga.pt/Legislacao/Lei_19990918169.pdf) (in portuguese)
- Strategy and Action Plan of Counter-Terrorism (EU) <http://register.consilium.eu.int/pdf/en/05/st14/st14469-re04.en05.pdf>
- International Permanent Observatory on Security during Major Events <http://www.unicri-ipo.org>

## ***International Seminar “Cities and Terrorism: Risk Reduction and Crisis Management”***

**Centro de Informação Urbana de Lisboa – Picoas Plaza, Lisbon, Portugal  
26-27 October 2006**

**Scientific Coordination:** Nelson Lourenço

*(Rector of Universidade Atlântica/Tenured Professor of Universidade Nova de Lisboa)*

### **26<sup>th</sup> October 2006**

09.00 – 09.30

#### **Opening session**

Guilherme Manuel Lopes Pinto – Portuguese Forum for  
Prevention and Urban Safety

Nelson Lourenço – Universidade Nova de Lisboa/Universidade  
Atlântica

Marina Ferreira – Alderwoman of the Lisbon Municipality

Fernando Rocha Andrade – Internal Affairs’ Under Secretary of  
State

09.30 - 09.45

#### **Presentation of the project “Cities Against Terrorism”**

Fredéric Esposito – Geneva University and European Forum for  
Urban Safety

Justyna Kulach – European Forum for Urban Safety

09.45 - 11.30

#### **Democracy, urbanization and terrorism: what History can tell us**

- Arnaud Blin – Project’s Director of the Fondation Charles-  
Léopold Mayer (Paris), Researcher at IFAS – Institut Français  
d’Analyse Stratégique (French Institut of Strategic Analysis) and  
former Director of the Beaumarchais Centre for International  
Research (Washington)

#### **The armed forces in the fight against terrorism**

- José Alberto Loureiro dos Santos – General and Former Head  
of the Army

***Rapporteur:*** *Leonardo Mathias - Ambassador*

11.30 – 11.45

Coffee break



11.45 – 13.15

**Terrorism: prevention rather than reaction**

- Henry Shaftoe - Professor at the West of England University (Bristol)

**Understanding a terrorist mind**

Jean Claude Salomon – Researcher in Criminology; former Professor of the Institut National d’Hautes Études de Sécurité (Paris); Visiting Professor of the Houston State University

*Rapporteur: Vasco Rato – Professor at Universidade Atlântica*

13.15 – 14.45

Lunch

14.45 – 16.30

**Crisis management and emergency response**

- Carlos Dueñas - Directorate General of the Spanish Civil Protection

**The Civil Protection National Service in Crisis Management**

- Manuel João Ribeiro – Vice-President of the National Service for Fire and Civil Protection

*Rapporteur: José Luís Pinto Ramalho – General, Director do Instituto de Estudos Superiores Militares*

16.30 – 16.45

Coffee break

16.45 – 18.30

**Victim's Rights and Restorative Justice – A Complex Relationship**

- Anabela Rodrigues – Professor at the Faculty of Law of Universidade de Coimbra and Director of Centre for Judicial Studies of the Ministry of Justice

**Women and Terrorism: Women's Role in Conflict Resolution: A Gender Perspective**

- Elza Pais – President of the Commission for Equality and Women's Rights

***Rapporteur:** Manuel Lisboa – Director of SociNova/Professor at Faculdade de Ciências Sociais e Humanas/Universidade Nova de Lisboa*

**27<sup>th</sup> October 2006**

09.30 – 11.00

**The role of the municipalities in the fight against terrorism**

Portuguese Forum for Prevention and Urban Safety  
António Salgado Rosa – Municipality of Matosinhos  
Ivna Machado – Municipality of Oeiras  
Carla Castro - Municipality of Oeiras  
António Baldo - Municipality of Loures  
Luís Carvalho da Silva – Municipality of Sintra

***Rapporteur:** Luís Baptista – Professor, Deputy Director of Faculdade de Ciências Sociais e Humanas/Universidade Nova de Lisboa*

11.00 – 11.30

Coffee break

11.30 – 13.00

**Threats and risks of major international events**

Paulo Gomes - Superintendent of Polícia de Segurança Pública (Public Security Police) and Deputy Secretary-General of the Security Coordination Office

***Rapporteur:** Juan Mozzicafredo – Professor at Instituto Superior de Ciências do Trabalho e da Empresa*



13.00 – 14.30

Lunch

14.30 – 16.00

**Victims of terrorism: the psychosocial response of the security forces**

Frederico Galvão da Silva - Captain of GNR – National Republican Guard

Bruno Brito - Psychologist of GNR - National Republican Guard

***Rapporteur:** João Lázaro – Associação Portuguesa de Apoio à Vítima/Portuguese Association for Victim Support*

16.00 – 16.30

Coffee break

16.30 – 18.00

**Panel: “Cities and Terrorism”**

(Discussion of the results: debate between the speakers and the other participants)

***Rapporteur:** Nelson Lourenço – Professor of Universidade Nova de Lisboa/Rector of Universidade Atlântica*

18.00 – 18.30

**Closing session** presided by the Minister of the Defense – Nuno Severiano Teixeira

18.30 – 19.15

Cocktail