Brazilian Contribution in Fighting International Terrorism.

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Abstract. There have been many cases of terrorist attacks worldwide. And even though Brazil has a pacifist stance and seems to be a distant reality, Brazil is exposed to the terrorist threat. For this reason, concerning international cooperation in the fight against terrorism, this study aims to identify Brazil's contribution to the fight against international terrorism and present its experience and actions against domestic terrorism. The provided data were obtained through bibliographic research. Considering terrorist attacks around the globe and that Brazil is threatened by it like other countries, the goals were to process the provided data in different platforms; search for terrorism definition; work on a review of the literature to find Brazil's experience with terrorism and its cooperation to fight against it; understand how Brazil deals with terrorism within the scope of its legislation and identify Brazil cooperation at regional and international levels. In addition to its operation in sports events like FIFA's World Cup in 2014 and the Olympics and Paralympics in 2016, Brazil has had experience with homegrown terrorism. Over the past few years, it has also been fighting international terrorism on various platforms. Brazil cooperates at the regional and international levels, and it is becoming a relevant and respected partner in the international community.

Keywords. Brazil, international terrorism, counterterrorism.

1. Introduction

After September 11, 2001 attacks in the United States, organized by Al-Qaeda, the international terrorism issue became relevant to the world political agenda [1,2]. Shortly afterward, States' relations were affected, and strategic alliances were remodeled. At that moment, multilateral institutions were pressured to fight against it.

According to the Global Terrorism Database (GTD), there have been more than 200,000 cases of terrorist attacks around the world [3]. There is no exact definition of 'terrorism' or if its actors would be exclusively non-state [1]. As Souza, Moraes [1], and Lasmar [2] point out, even though Brazil has a pacifist stance and seems to be a distant reality, it is exposed to the terrorist threat.

This study aims to identify Brazil's contribution to it the fight against terrorism, as well as to present its experience and actions against domestic terrorism. That is why working on a review of the literature on Brazil's experience with terrorism and its cooperation in to fight against it was so important. At the same time, the search for terrorism definition, understanding how Brazil deals with terrorism within the scope of its legislation, and identifying Brazil's cooperation at regional and international levels were goals to be achieved.

It observed that terrorism represents a threat not only to peace in Brazil but to the world's peace. After the September 11, 2001 attacks in New York and Washington, the Security Council of the United Nations (SCUN) created an Anti-Terrorism Committee. In addition, a set of conventions approved by the UN deal with the subject [4]. As well as resolutions to prevent terrorist financing, criminalize fundraising, freeze assets, and combat the proliferation of weapons of mass destruction – Resolution 1373 and Resolution 1540.

Meanwhile, in addition to Brazil's operation in sports events like FIFA's World Cup in 2014 and the Olympics and Paralympics in 2016, Brazil cooperates at the regional and international levels and has been increasing its contribution to fighting international terrorism.

2. Research Methods

The provided data were obtained through bibliographic searches on different platforms such as Google Scholar, Scielo, Jstor, and the Digital Library of the Brazilian Federal Senate. The review of literature embraced articles, books, and news about the theme of terrorism in Brazil and around the world.

It was considerate for all data selected the following central terms: terrorism, Brazil, international terrorism, and counterterrorism. The subject of the present study can be described as a challenging one, given the remarkable studies without a precise definition of terrorism.

From the perspective of scientific research on social reality, this study is based on an empirical analysis close to political science and international relations approaches, especially regarding collective security. And because it has only intrinsic and exploratory character, it can be considered an atheoretical case study.

3. Brazilian experience with terrorism

In its history, beyond the military dictatorship, Brazil experienced moments of terror since its 'discovery' by Europeans who arrived and met indigenous people who lived in the country before their arrival. Although the military dictatorship is one of the first episodes to be associated with terrorism, during the First Republic, Brazil experienced moments of terror in the backlands of Bahia – Canudos' War (1986/87), in the Contestado region of Santa Catarina - Contestado's War (1912 to 1916) and in São Paulo (1924).

The positioning of terrorist groups, as pointed out by Souza, and Moraes [1], can only be deduced through their actions or statements made to the public. Its dimension, strategies, and objectives are not obvious. Considering the search for the definition of terrorism, throughout Brazilian history, 'terror' was presented in some events, and a current context, the Acts of January 8, 2023, are also worth mentioning, in which a group vandalized the buildings of the National Congress of Brazil and the Federal Supreme Court.

Lasmar [2] highlights the conflicting relationship between terrorism and organized crime, especially concerning drug trafficking. Thus, the actions of criminal organizations such as the 'Primeiro Comando da Capital (PCC)' and the 'Comando Vermelho' are considered terrorists. In the same field, some acts of the 'Movimento Sem Terra (MST)' are also considered, for example. And given the different goals and motivations of terrorist actions, the terrorist content disseminated by groups such as 'Carecas do Subúrbio' and 'Carecas do ABC' are pointed out by Lasmar [2].

However, it is meaningful to mention that Brazil is also having experience with international terrorism, including Islamist terrorism associated mainly with Al-Qaeda. In 2021, activities of a network linked to it were detected, especially after the arrival of Haytham Ahmad Shukri Ahmad Al-Maghrabi in 2015, which is considered one of the initial members of one of these networks in Brazil.

4. Brazil's counterterrorism activities

Law No. 13,260 of March 16, 2016, also known as the Terrorism Law, was responsible for regulating the device on the subject in Brazil. It reformulated the concept of the terrorist organization, considering it as a criminal organization (art. 1, §2°, II, of Law No. 12,850 of August 2, 2013) and provides for temporary imprisonment for those who committed this type of crime (art. 1, III, p, of Law No. 7.960, of December 21, 1989)[5].

Considering the extensive discussion on the subject, art. 2 of the Terrorism Law [5] defined terrorism as the practice by one or more individuals of acts resulting from xenophobia, discrimination, or prejudice based on race, color, ethnicity, and religion, whose purpose is to provoke social terror or widespread, exposing people, property, public peace or public security to danger.

And to promote the fight against terrorism, the Brazilian Intelligence Agency - Abin [6] has conceptualized counterterrorism as an activity aimed at identifying and monitoring people associated with terrorist or extremist organizations, even if indirectly, to anticipate planning. These not only concern the activities of publicly established terrorist organizations but any threat that can generate terror and insecurity in Brazilian due to political, religious, ideological, or ethnic bias.

It has a counterterrorism department and, together with the Brazilian Intelligence Service (SISBIN), an agency created by Law No. 9,883 of December 7, 1999, responsible for planning and conducting intelligence activities in Brazil and with foreign countries, acted in coordinating intelligence activities at sporting events hosted by Brazil [7].

The Extraordinary Secretariat for Security of Major Events (Sesge), integrated into the Ministry of Justice, also played a prominent role, as did the establishment of the International Police Cooperation Center (CCPI) and the Integrated Counterterrorism Center (Ciant). The goal was to ensure security at events such as the 2013 World Youth Day, the 2014 World Cup, the 2016 Olympics, and Paralympics [1].

Furthermore, the Federal Police has the Counterterrorism Department (Danter) and the Tactical Operations Command (COT) to prevent and investigate possible terrorist actions, as well as the Brazilian Army, which has the Special Operations

Brigade (BOE) - mobilized in suspicious cases. The Military Police, in turn, has the Police Special Operations Battalion (BOPE) and the Special Tactics Action Group (GATE). While the Civil Police has the Special Operations Division (DOE) [1,2].

Council for Financial Activities Control (Coaf) is the Brazilian Financial Intelligence Unit (FIU). It is responsible to identify suspicious occurrences of illegal activity and report them to the appropriate authorities [8]. The Brazilian Navy, the Brazilian Air Force, the Federal Highway Police, the National Security Force (FNSP), the Fire Department, and institutions such as the Federal Revenue of Brazil, the Brazilian Health Regulatory Agency (Anvisa), and the Oswaldo Cruz Foundation (Fiocruz) are also meaningful agents for preventing and combating terrorism [1].

And bearing in mind that cybernetic space must also be protected, since terrorism can also be found on the world wide web and serves as a support for operations in the physical world, mainly with the actions of the lone wolves, the Ministry of Defense of Brazil has its Cyber Security Defense Center (CDCiber) [2].

5. Brazilian international cooperation against terrorism

Herz and Hoffman [4] note that threats to international peace and security have been magnified beyond the territorial integrity of States as humanitarian crises and terrorism were incorporated. And following the Constitution of the Federative Republic of Brazil, in its international relations, Brazil repudiates terrorism, and the law considers it a non-bailable crime and insusceptible of grace or amnesty (art. 4, VII, and art. 5, XLIII, of the Brazilian Constitution) [9].

Abin cooperates with international organizations such as the Inter-American Committee against Terrorism, the Organization of American States (CICTE/OAS), and the Specialized Forum on Terrorism (FET) of the Meeting of Ministers of the Interior of Mercosur and Associated States [6]. Coaf, in turn, is a member of the Egmont Group of Financial Intelligence Units. It coordinates Brazilian participation at the international level in preventing and combating the financing of terrorism. And Resolution No. 31 of June 7, 2019, established measures observed regarding operations linked to terrorism and its finance [8].

Brazil is a member of the Financial Action Task Force (FATF) and the Grupo de Acción Financiera de Latinoamérica (GAFILAT), which have as its objective the promotion of the fight against the financing of terrorism. Brazil chaired the FATF between 2008 and 2009 [8].

On August 8, 2019, Brazil enacted the International Convention for the Suppression of Acts of Nuclear Terrorism, signed in New York on September 14, 2005, through Decree No. 9,967. It is also a signatory to the International Convention for the Suppression of the Financing of Terrorism, enacted by Decree No. 5,640 on December 26, 2005. And Law No. 13,810, of March 8, 2019, and Decree No. 9,825, of June 5, 2019, dealt with the sanctions imposed by the United Nations Security Council (UNSC), the unavailability of assets, and the national designation of persons investigated for terrorism or its financing [8].

When verifying its performance with the European Union, it is evident that through the Decree No. 10.364 of May 21, 2020, the Strategic Cooperation Agreement between Brazil and the European Police Service (Europol) signed in Hague, Netherlands, on April 11, 2017, was enacted. It aims to combat organized crime, terrorism and to promote the exchange of tactical information to support Member Countries of the European Union and the Federative Republic of Brazil in preventing and combating organized crime, terrorism, and other forms of international crime in the criminal areas [10].

According to the Bureau of Counterterrorism USA [11], Brazil's international action in the fight against terrorism, in addition to being a member of the Regional Security Mechanism (RSM), its performance is also observed in the BRICS Joint Counterterrorism Working Group - Brazil, Russia, India, China, and South Africa, the Southern Common Market's (Mercosur) working group on terrorism and sub-working group on financial issues.

Brazil, Argentina, and Paraguay coordinate efforts to maintain security in the Tri-Border Area Command (TBA) [11]. At the same time that the action of the 3+1 mechanism, in which intelligence agencies from Argentina, Brazil, Paraguay, and the United States collaborate, and the creation of Integrated Border Management Offices (GGI-F) allowed for a greater exchange of information between the public bodies [1] are necessary for the fight against terrorism.

As for its performance in the United Nations (UN), it is significant to mention that Brazil has approved several treaties proposed by the organization to combat terrorism, such as the protection of aviation security, maritime security, or security of installations on the continental shelf, diplomatic protection and hostages, marking of explosive materials, protection of nuclear material, financing of terrorism [1].

6. Conclusion

Terrorism is a widely debated topic for which there is no precise definition. Terrorist attacks are unpredictable, and collective security has been threatened for years. Therefore, international cooperation in the fight against terrorism is essential.

Globalization makes countries more open to cooperation, especially concerning the collective security system. Brazil's efforts in the fight against terrorism are evident at the regional and international levels, whether through its work in the OAS or the UN. Among other institutions, the Federal Police, the Brazilian Intelligence Agency (Abin), and the Council for Financial Activities Control (Coaf) are essential in the fight against terrorism.

Brazil has had experience with homegrown terrorism. Over the past few years, it has also been fighting international terrorism on various platforms. Its cooperation goes beyond the Major Events of 2013, 2014, and 2016, and it is becoming a relevant and respected partner in the international community.

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