

Counterterrorism in the great events: terrorism perception and tactical legacy under the perspective of Brazilian Army Officers

Contraterrorismo en los grandes eventos: percepción del terrorismo y del legado táctico desde la perspectiva de los Oficiales del Ejército Brasileño

Abstract: This article proposes the analysis of the doctrinal evolution of the Brazilian Army during the preparation for the “Mega Events”. Admittedly one of the major concerns for events security, terrorism has stood out as a motivating force for the improvement of Ground Force tactics, techniques and procedures. Some operational capacities have played a leading role in counterterrorism, among which are Anti-aircraft Defense, Chemical, Biological, Radiological and Nuclear Defense, and the Employment of Special Operations Hunters. The investigation included questionnaires and interviews with experts, establishing a research sequence in the conceptual-theoretical and practical domains, materialized by the analysis of experiences. The sample group included intermediate officers, to obtain a tactical-level perspective of the operators. The methodological options allowed to conclude about the importance of this decade of events for the evolution of the terrestrial military doctrine, particularly in the capacity to combat terrorism.

Keywords: Terrorism. Counterterrorism. Mega Events. Tactics. Doctrine.

Resumen: Este artículo propone el análisis de la evolución doctrinal del Ejército Brasileño a lo largo de la preparación de los “Grandes Eventos”. El terrorismo es reconocido como una de las mayores preocupaciones para la seguridad de los eventos, destacándose como una fuerza motivadora para el incremento de tácticas, técnicas y procedimientos en el campo de la Fuerza Terrestre. Algunas de las capacidades operativas han tenido un papel destacado en el contraterrorismo, entre las que se encuentran la Defensa Antiaérea, la Defensa Química, Biológica, Radiológica y Nuclear y el Uso de Cazadores de Operaciones Especiales. La investigación incluyó cuestionarios y entrevistas con especialistas, estableciendo una secuencia de investigación en los ámbitos teórico-conceptual y práctico, materializada en el análisis de experiencias. El grupo de muestra incluía a los oficiales intermedios, con el fin de obtener una perspectiva de los operadores a nivel táctico. Las opciones metodológicas nos permitieron concluir sobre la importancia de esta década de eventos para la evolución de la doctrina militar terrestre, particularmente en la capacidad de combatir el terrorismo.

Palabras Clave: Terrorismo. Contraterrorismo. Grandes Eventos. Tácticas. Doctrina.

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1 Introduction

The 2016 Olympic and Paralympic Summer Games in the city of Rio de Janeiro marked the end of a cycle of “Mega Events” in Brazil, which included, among others, the Pan American Games 2007, the Military World Games 2011, the World Youth 2013, FIFA Confederations Cup 2013 and FIFA World Cup 2014 (BRASIL, 2012).

The period in which these events occurred coincided with the “War on Terror” and the increase in spending to combat global terrorism (INSTITUTE FOR ECONOMICS AND PEACE, 2017). The United States has been able to impose its agenda as a universal principle (BUZAN, 2006, p. 1103) and, although South America’s recent history presents a significant decrease in terrorist episodes (SUAREZ, 2012, pp. 384-387), the Mega Events imposed a necessary change of the Brazilian position about the subject.

Legal instruments, notably the National Defense Policy and the National Defense Strategy, have established specific directives for the Armed Forces and other offices and agencies, governmental or non-governmental, directing high-level sector planning and establishing the objectives and guidelines for preparation and employment aimed at defending the homeland and guaranteeing constitutional powers (BRASIL, 2012c).

The National Defense Strategy, when it addresses the strategic topic “National Security” states that:

All instances of the State should contribute to the increase of the National Security level, with a particular emphasis on:

[...] the prevention of terrorist acts and massive attacks on Human Rights, as well as the conduct of counterterrorism operations by the Ministry of Defense and Justice and the Institutional Security Office of the Presidency of the Republic (BRASIL, 2012b, p. 134, our translation).

Based on this demand, and in line with the diffuse and multifaceted characteristic of terrorism, it is imperative to interact with the academic world in the attempt to better understand this phenomenon. In the national literature, studies on the subject of terrorism are still incipient. As for research in international nuclei, the investigation lenses are diffuse, but can be grouped under four main perspectives: efficacy of terrorism, comparative study between actors or cases, process of extinguishing a terrorist group, and counterterrorism (CRENSHAW, 2014, p. 557).

The first step in dealing with this phenomenon lies invariably in its definition. The incessant quest to create labels or concepts may be related to the fear of dealing with subjectivity, and for some, value judgment can affect their interests. This situation is aggravated in a country whose high political status has several former members of social movements of resistance that have used violence as a political tactic (LASMAR, 2015, p. 55).

However, this discussion is not a Brazilian exclusivity. In several countries, for different reasons, there is a difficulty in depoliticizing a possible conceptualization. In 2005, Braizat analyzed

the political idiosyncrasies that existed in some states of the Middle East and demonstrated - through the perception, among several situations, of what would be a terrorist act - that the political context is determinant in the definition.

Regarding the term terrorism, what cannot be denied is that it is an expression currently used in the securitized system of Copenhagen School (AMARAL, 2007, p. 46) and that it brings a moral aversion on the part of society. Thus, it has been explored for the imposition of rhetoric of particular interests and selective interventions, mainly by the United States, which use the phenomenon as a solution to a post-Cold War threat deficit (BUZAN, 2006, p. 1103).

Despite the understanding that excessive efforts for the conceptualization have shifted the focus of the fight against terrorism, the lack of consistency of official definitions has provided a range of polarized and politicized solutions. Although aware of the subjective bias, natural of a personalistic analysis, this author had to analyze first the main views about the subject, and then to propose a definition that allowed the framing of situations and that directed the study.

In this sense, and for understanding the present study, this author adopted the following perception: terrorism is the systematic use of terrorist attacks; and these are understood as an irregular war tactic characterized by the use or threat of premeditated surreptitious violence perpetrated against the State and/or society, represented by symbols, principles, people and goods, excluding military targets in direct confrontation, for the purpose of coercion, intimidation or self-promotion of ideological interests.

To conclude the conceptual analysis, we emphasize that the above-mentioned definition disregarded the ideological legitimacy of the perpetrator, as well as the distinction between State terrorism and the one practiced by actors without international recognition, due to the belief that violence is unjustifiable.

Delving deeper into the main aspect of this essay, counterterrorism, we find that just a few researchers in the literature dissociate it from antiterrorism. In this research, the segmentation proposed by Forest (2015) and Pinheiro (2011, p. 5) was adopted for the analysis of actions to prevent and combat terrorism: antiterrorism, intelligence support, counterterrorism and consequences management.

Chart 1 – Stages of terrorism prevention and combat

Term	Definition
Antiterrorism	Passive defensive measures taken to reduce the vulnerabilities to acts of terror
Intelligence Support	Production and dissemination of terrorism-related data to counteract terrorism in all fields
Counterterrorism	A set of offensive measures taken to prevent, deter and respond to terrorism
Consequence management	Preparedness to respond to the consequences of a possible terrorist event

Source: Forest (2015) and Pinheiro (2011, p. 5).

This understanding is in line with what is explained in the EB (Brazilian Army) manual on Special Operations:

While Antiterrorism is based on the protection action through ostensive presence, of a merely preventive character, Counterterrorism requires the execution of direct, eminently repressive/retaliatory contact actions against terrorist organizations in presence (BRASIL, 2017, p. 5-24, our translation).

In view of these definitions, we notice an undeniable interaction between the phases of a plan designed for prevention and combating of terrorism. This interrelation requires, from the coordinators of the process, a multidisciplinary and integrated plan. In Brazil, notably during the 2016 Olympic Games, interagency action was very relevant, in which several agents, with different responsibilities in the area of security and defense, worked together, sharing tasks or areas of responsibility, depending on their specificity.

Among the military vectors, the Brazilian Army had an undeniable prominence in counterterrorism, given its effectiveness, capillarization throughout the national territory and operational capacity in various tasks. In the attempt to solve this “military problem,” many developments occurred in the scope of Ground Force along the period of preparation for the Mega Events.

Aiming to put the focus of this study on a perception more inherent to counterterrorism, we opted for an approach of the operational capabilities at the tactical level, which is defined in the manual of the EB on the Military Doctrine of Defense:

At the tactical level, fractions of military forces, organized according to their own characteristics and capabilities, are used to achieve operational objectives or to accomplish missions. At this level, there are confrontations between opposing forces, and the use of standardized procedures and techniques associated with military leadership training and leadership (BRASIL, 2007, p. 26, our translation).

From a tactical perspective, the Brazilian Army decomposes the solution of each military problem into a series of tasks to be accomplished.

During the planning phase of operations, commanders and their General Staffs identify all tasks to be accomplished, select the most appropriate capacities so that each task is effectively fulfilled and start to describe how to accomplish the mission received (BRASIL, 2016c, our translation).

The specificity of the terrorist threat left to the Brazilian Ground Force the analysis of peculiar tasks, quite distinct from what one expects in a so-called “conventional” combat. New capabilities had to be developed, requiring flexibility and generating an adaptation in the existing structure, which can present a relevant evolution for the ground military doctrine.

Thus, to guide the research and go deeper in this theme, the following research questions were formulated: what is the perception of the military regarding the conceptualization of terrorism and what are the main doctrinal legacies at the tactical level, coming from the preparation for the Mega Events?

To add the knowledge from this experience during the Mega Events, this study aims to recognize the most relevant tactical changes in priority tasks in combating terrorism and to evaluate its applicability by the Ground Force operations in the short term.

Also, the perspective used as a reference stands out as a differential of this research. The option of collecting information directly with the intermediate officers (captains) had the objective of obtaining reports from the commanders of the subunit level, a fraction with relevant performance at the tactical level. Thus, the expectation was to gather perceptions of military personnel who had to be trained with modern tactics and equipment and acted directly in operations.

To enable the attainment of the target of the study, the following specific objectives were formulated, which allowed the logical chain of descriptive reasoning presented in this study:

- a. To identify tactical level military perceptions of the definition of terrorism, as well as possible tactical scenarios in the short term, in which the Ground Force can act in combating terrorism or other threats that require a similar tactical structure ; and
- b. To recognize the most significant tactical evolutions in the tasks considered as priorities, along the preparation period for the Mega Events and to identify some lessons learned that can optimize the employment in short-term scenarios.

From this systematic of objectives, this study is justified for promoting a research on a current and important theme for the preparation of the Brazilian Army in view of the new threats. As there has been an increase in the tactical structure regarding counterterrorism, it is an opportune time to optimize them for future operations.

The task of studying the future is not simple. Most of the futuristic predictions of the late twentieth century were not able to anticipate the rise of non-state actors based on religious and cultural fundamentalisms. In this era of rapid changes, in which the future is not a linear extension of the past, scientific methodologies of futurology encounter great and unpredictable barriers of impact, such as “September 11, 2001”.

Avoiding a greater degree of subjectivity, this study restricted the projection of scenarios to a period of five years, based on observable tendencies and perceptions of a sample group composed of EB captains.

In this sense, this research also intends to supply military decision-makers at the tactical level with reflections that can anticipate the needs inherent in future operations and subsidize decisions to counter the threat of terrorism. In addition, we hope they may contribute as theoretical presuppositions to other studies that propose to approach the same theme.

2 Methodology

To collect subsidies to find a possible solution to the problem, the design of this research included analytical reading and registration of sources, interviews with specialists, questionnaire, argumentation and discussion of results.

As for the general objective, the exploratory modality was used, due to the scarce knowledge available, notably written, about the tactics of counterterrorism, which required an initial familiarization, materialized by the exploratory interviews, followed by a questionnaire for a sample with relevant professional experience on the subject and, finally, specific interviews with some specialists in the intended scope.

Regarding the form of approach to the problem, we mainly used the concepts of qualitative research. In spite of the statistical analysis of the questionnaire, the understanding of the tactical legacies, the focal point of this investigation, was the result of interpretation of interviews with specialists who worked in the priority areas of counterterrorism. In addition, comparing the collected data with theoretical references present in the literature, we drew considerations and conclusions about the subject in question.

2.1 Literature review

The design of the research began with the definition of terms and concepts, in order to make possible the solution of the research problem, being based on a literature review in the period from September 2001 to April 2018. It is noteworthy that theoretical references before the period known as “War on Terror” - identified by US foreign policy after September 11, 2001¹, were restricted to conceptual subsidies and historical analyses.

2.2 Data collection

initially, and as a means to understand the military’s perception about the central theme of the research, semi-structured interviews were conducted with some officers who were engaged in combating terrorism in one of the “Mega Events”.

From this interaction, it was possible to establish tasks that stand out as priorities in the tactical level of counterterrorism. Thus, in support of the predominance of the themes explored in EsAO monographs, the Anti-Air Defense (DAAe), the Chemical, Biological, Radiological and Nuclear Defense (Def QBRN) and the Employment of Special Operations Hunters are outstanding areas in the terrorism combat operation.

The questionnaire served as a complementary tool to analyze the conceptual perception of terrorism with a specific group: captains during the officer improvement training. This sample group is representative for this study because it constitutes the moment in the career of the EB combatant officer in which, after some years of acting in the small fractions, the military consolidates his professional competences on the doctrine at the tactical level.

In view of divergences regarding definitions and, consequently, different assessments regarding the classification of an event as a terrorist attack, we chose to use a model similar to the one carried out by Braizat (2005), in which some situations are presented, and asking the respondent to judge them, indicating whether they are considered as terrorist attacks.

¹ After the attacks on the World Trade Center, resolutions were adopted that expanded the importance of combating terrorism in the global security agenda (SUAREZ, 2012, p. 388-389).

The situations were defined based on real and hypothetical facts, adapting to the Brazilian reality: violent action by social movements, drug trafficking groups, indigenous groups and the massacre at the School in Realengo. Some international events were also included in the options for comparison with Braizat study in the case of the World Trade Center Attack, and to evaluate officials' perceptions of recent issues, such as the American attack on Syrian Air Base, cyber attacks and the use of drones and precision snipers allied with the terror propaganda.

Fares A. Braizat (2005) sought to expose political idiosyncrasies and the importance of the political context for the analysis of terrorism. In a similar way, this investigation proposes to understand these influences with the universe of intermediate officers of the EB. Despite the superficial political-strategic theoretical depth of the sample, it should be noted that most of the respondents have already acted in terrorism prevention and combat, even during the Mega Events. To preserve the randomness between the interpretations of situations and to evaluate the possible interference of the previous options in the subsequent judgment, two (2) types of questionnaires were elaborated, with the presentation of events in inverted order.

The second question of the questionnaire sought, more objectively, to identify the perception of the sample about some divergent concepts concerning the conceptualization of terrorism. Based on the study by Schmid and Jongman (2005, p. 5), in which they evaluated the frequency of certain terms in the academic definition by 109 researchers, the questioning was formulated in an inverse way: respondents should judge, among predefined terms, which should necessarily be part of a definition of the terrorism phenomenon.

The textual elements presented as an option were selected from the analysis of scientific literature, which reflects the diversity of approaches. In this context, the second question asked the informant not to rely solely on legal forecasts or technical-professional manuals, presenting, for judgment, the following terms: political motivation (direct or indirect), use of violence or force, perpetrated only against individuals, premeditated action perpetrated against the State, perpetrated only by non-state groups and perpetrated only against non-military targets.

Finally, the third item of the questionnaire proposed a prospective reflection on the probability of an attack with terrorist characteristics within simulated scenarios. These events were defined, subjectively, from the considerations of some studies used as reference², regardless of the personal perception to be classified as terrorist, and were described as follows:

- a. Attack against the troop in Peace Operations under the aegis of the UN, in the African continent, in a country with active and structured terrorist groups;
- b. Systematic attack of drug trafficking groups against state troops or symbols;
- c. Attacks of social movements in search of destabilization of political power.

² Brasil sends... (2017), Silva (2017), and Visacro (2009).

Regarding the distribution and conduction of the questionnaire, a pre-test was initially carried out with five EsAO instructional officers. No flaws were found that might be detrimental to the investigation and, therefore, the others were followed in an identical way. Subsequently, in June 2017, 387 captains were gathered in the EsAO Auditorium, among which the questionnaires were distributed in a random manner.

Then, the results of the work used as a basis for the questionnaire were presented as follows: Braizat (2005) and Schmid and Jongman (2005). This introduction was necessary to illustrate the diversity of opinions and to generate previous reflections, which tends to avoid the simplistic automatism in the answer.

After presenting the objectives of the work and requesting that the answers follow the expected sequence, the questionnaire was authorized. The maximum time for accomplishment was 16 minutes. From the total of questionnaires distributed, 22 were disregarded due to the occurrence of fill-in-double-response errors, erasures that impaired the interpretation of the data or not filling, thus totaling 365 valid answers.

In spite of the importance of other means of data collection, interviews with specialists were the main tool that subsidized the present study. The selection of the interviewees had as main criterion the combination of the degree of technical knowledge with the theoretical-scientific depth acquired from scientific research on the subject.

In this way, structured interviews were conducted with captains with professional experience in terrorism combat during Mega Events and who have conducted or are conducting research about the area in question. In this sense, there was interaction with eight experts in the areas of Anti-aircraft Defense (RBS-70 and Gepard), Special Operations Hunters and Chemical, Biological, Radiological and Nuclear Defense.

Although the questions were previously formulated and standardized in a similar manner for all the interviewees, regardless of the specialization, the personal contact made it possible to capture particular opinions and reports of experiences, which considerably broadened the scope of the study object.

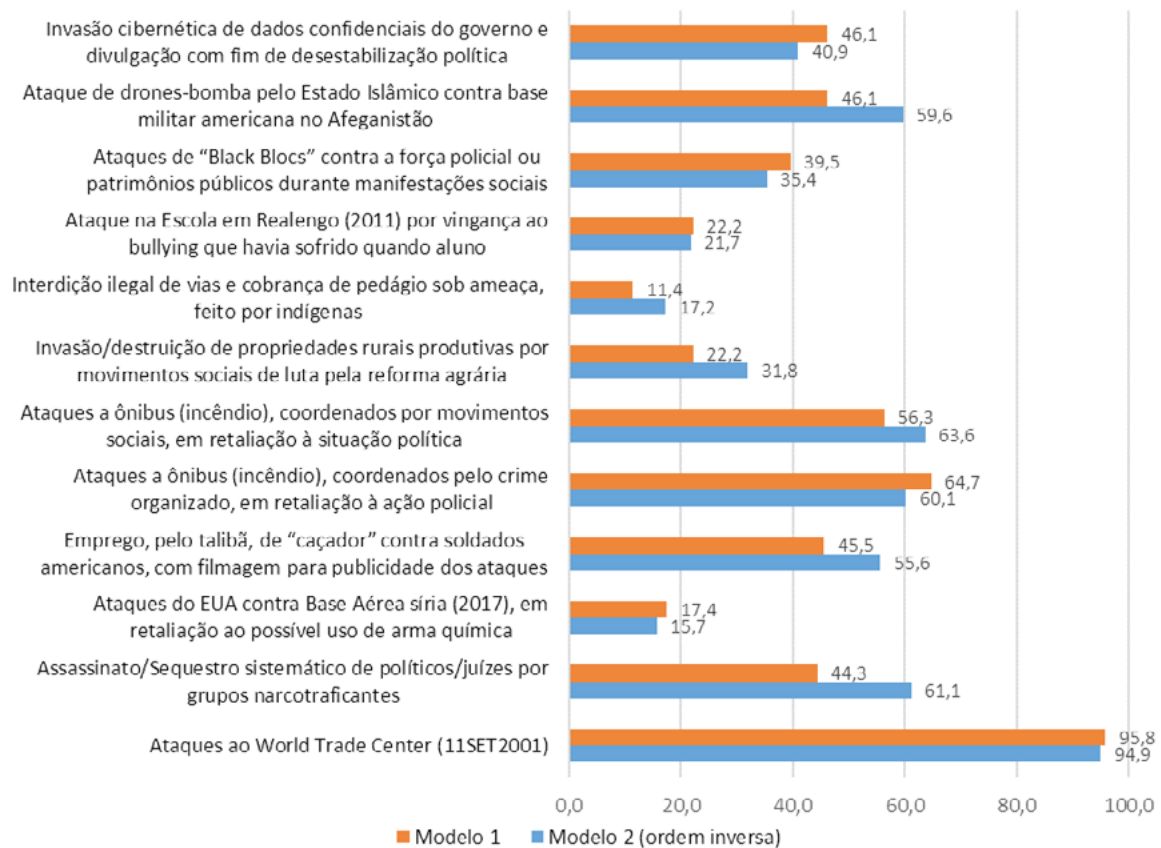
3 Results And discussion

In this section we present the results of the questionnaire, duly tabulated and interpreted through a descriptive and inferential statistical analysis, as well as considerations arising from interviews with specialists.

3.1 Captains perception about terrorism and future scenarios

Initially, when the sample was asked to classify certain events as terrorism, the ordering of the situations was not significant, since the difference between the answers was minimal when comparing the two questionnaire models, being the options arranged in reverse order. We validated 167 questionnaires from model 1 and 198 from model 2, and the distribution of responses, as a percentage, is shown in the following graph:

Graph 1 - Comparison between the answers of the 2 questionnaire models (percentage data)



Source: The author (2018).

Thus, it was possible to compile and tabulate the data in a centralized way, favoring the interpretation of each option, based on the proposed objectives. The results are represented in Table 1 and are illustrated by the absolute frequency and percentile tools.

With information obtained from the sample, there is a tendency, practically consensual, of the intermediate officers of the EB to consider the attacks on the World Trade Center as a terrorist act. This perception, divergent from the one observed in some of the countries of the Middle East, according to a study by Braizat (2005), can come from a Westernized conception and influence of the international security agenda determined after the resolutions of September 21, 2001.

Among the other situations, no other one presented a tendency to be classified as terrorist with a percentage higher than 65%. Two events were described as terrorist by a percentage between 60 and 65% of the sample: bus attacks (fire), coordinated by the organized crime, in retaliation for police action; and bus attacks (fire), coordinated by social movements, in retaliation for the political situation.

Examining these results, although there is no consensual consistency, it can be seen that the sample majority does not corroborate with the veto to item II of paragraph 1 of article 2, of the Brazilian Antiterrorism Law (BRASIL, 2016b), which characterized as terrorism the act of

burning or depriving means of transportation or any public or private property. It should be noted that, for the respondent captains, there is the possibility of characterizing organized crime and social movements as perpetrators of terrorist acts, and there is no apparent distinction between the performing actor, since the results are very similar between the two.

Table 1 - Perception of the sample regarding the classification of pre-defined situations

Situations	Terrorism		Other Types of Crime		Should not be framed as a crime	
	Frequency (fi) / % of n					
Attacks to the World Trade Center (Sept11, 2001)	348	95.3%	10	2.7%	7	1.9%
Assassination / Systematic sequestration of politicians/judges by drug trafficking groups	195	53.4%	161	44.1%	9	2.5%
US Attacks on Syrian Air Base (2017) in retaliation to a possible use of chemical weapon	60	16.4%	145	39.7%	160	43.8%
Taliban use of “hunter” against American soldiers, with shooting for video propaganda of attacks	186	51.0%	119	32.6%	60	16.4%
Bus attacks (fire), coordinated by the organized crime, in retaliation for police action	227	62.2%	136	37.3%	2	0.5%
Attacks on buses (fire), coordinated by social movements, in retaliation for the political situation	220	60.3%	139	38.1%	6	1.6%
Invasion/destruction of productive rural properties by social movements of fight for the agrarian reform	100	27.4%	255	69.9%	10	2.7%
Illegal banning of roads and toll collection under threat, made by indigenous people	53	14.5%	305	83.6%	7	1.9%
School Attack in Realengo (2011) for revenge on bullying suffered as a student	80	21.9%	278	76.2%	7	1.9%
“Black Bloc” attacks against the police force or public patrimony during social demonstrations	136	37.3%	223	61.1%	6	1.6%
Attack by bomb-laden drones of the Islamic State against the American military base in Afghanistan	195	53.4%	110	30.1%	60	16.4%
Cyber invasion and disclosure of confidential government data aimed at political destabilization	158	43.3%	203	55.6%	4	1.1%

Source: The author (2018).

Between 50 and 60% of the sample understands that three of the situations presented should be considered as terrorism: systematic murder/kidnapping of politicians/judges by drug trafficking groups; the bomb-laden drone attack by the Islamic State against a US military base in Afghanistan and the Taliban use of a “hunter” against American soldiers with footage to publicize the attacks.

The first of these indicates that, in the opinion of the sample, there is no automatic relationship between terrorism and politics, a fact that differs from what has been mostly observed among the 109 scholars investigated by Schmid and Jongman (2005, p.5-6). The possibility of

narcoterrorism as an actor of violence has also not been clarified. Undoubtedly, there may have been influence between these two associations, which indicates the need for new studies that can independently evaluate these variables.

The Islamic State bomb-drones attack on the US military base in Afghanistan and the Taliban's use of a "hunter" against American soldiers, with footage for propaganda of the attacks were classified as terrorism by 53.4% and 51.0% of the sample, respectively. In addition to not forming a clear majority opinion, these events highlighted a relatively significant sample result - when compared to other situations - that would not classify them as crimes. This view may come from the understanding that the Taliban and the Islamic state are contenders for a war against the United States.

In these acts, the result was also inconclusive for the debate as to the possibility of terrorism against military targets or the analysis of the use of modern means, such as drones, in attacks.

The cyberattack, even for political purposes, showed a low tendency to be described as terrorism, since only 43.3% of the sample classified it as such. Evaluating one of the items of the subsequent question, which investigated textual elements for the conceptualization of the phenomenon, we find that 69.9% of the respondent captains understand the use of violence/force as mandatory. So, this perception may have an influence on the de-characterization of cyberterrorism.

With 37.3% of the sample reporting "Black Bloc" attacks against the police force or public assets during social demonstrations as terrorist acts, it seems that this type of more systematic, premeditated and violent force resistance must not be understood as terrorism.

This opinion may be related to the target of the attacks, pre-positioned military forces, and with specific employment for this type of action, ie there is no characterization of the "surprise" effect. It is noteworthy that, with the increase of violence by some groups, the disproportionality of the attack can generate this effect, since the troops are willing, in these events, to control low-intensity disturbances.

The invasion / destruction of productive rural properties by social movements fighting for agrarian reform was described as terrorism by 27.4% of the respondents. Despite the low percentage, we still observe a relevant part of the captains that associates some more violent tactics employed by groups with ideology linked to the struggles for agrarian reform.

The massacre at the School in Realengo-RJ was defined as a terrorist act by 21.9% of the sample group. This event, of a wide national repercussion, despite having great similarity with events occurred in the United States classified as terrorism by the media, presented a low tendency to integrate the list of terrorist attacks. The motivation appears to be one of the foundations of this sample perception, since the perpetrator, in spite of having premeditated the action, had no direct link with any group self-proclaimed as terrorist.

Finally, the illegal interdiction of roads and toll collection under threat, made by indigenous people, was defined as terrorist by 14.5% of the sample, consisting of the situation, among the ones presented in the questionnaire, with a lower percentage in this sense. It can be inferred that the absence of premeditated violence, as the next item evaluated as essential for the characterization of the phenomenon, may have contributed to this understanding of the respondents.

In the subsequent question, the objective assessment of the assumptions considered mandatory in a characterization of a terrorist attack obtained the results described in the following table:

Table 2 - Sample opinion about the mandatory assumptions for the characterization of a terrorist attack

Assumptions	Frequency (fi)	% of n
Political motivation (direct or indirect)	177	48.5%
Use of Violence/force	253	69.3%
Perpetrated only against people	38	10.4%
Advertising/media purpose	191	52.3%
Premeditated Action	228	62.5%
Perpetrated against the State	54	14.8%
Perpetrated only by non-state groups	52	14.2%
Perpetrated only against non-military targets	75	20.5%

Source: The author (2018).

From the results obtained, it can be deduced that the sample opinion is less determinant, as to the association of political motivation for the conceptualization of terrorism, when compared with the perception of 109 researchers evaluated in the Schmid and Jongman study (2005, p. 5-6). While in the study referenced the terms violence/strength were found in 83.5% of the definitions of scholars, in the present study 69.3% of the respondents presented this understanding.

Besides the violence/force, which obtained the highest percentage indication, the premeditated action and the media/advertising purpose were the other textual elements described, by the majority of the sample, as obligatory for the characterization of the phenomenon studied.

Political motivation, which in the study of Schmid and Jongman (2005, pp. 5-6) presented a frequency of 65.0% in the conceptions of academics, reached the 48.5% of the opinion of the captains interviewed in this study. This fact, confronted with the sensorial observations perceived during the interviews, indicates an automated association of terrorism with the religious “wave” (RAPOPORT, 2002), a major media focus today.

The other assumptions obtained acceptance of low relevance for the definition in vogue, indicating the possibility of being considered terrorism: attacks against military targets, perpetrated by the State, perpetrated against other targets distinct from the State or people.

In this sense, it can be inferred, in a synthetic and merely illustrative way, that for the intermediate officers, terrorism can be described as violent action, with the use of premeditated force, with media/publicity purposes and with a tendency to have political motivation, without distinction of the target, with respect to persons, patrimony or symbols, as well as without limitation of the perpetrator, not differing if executed by the State or non-state groups.

In the last item of the questionnaire, the probability analysis of terrorist attacks was evaluated based on some predetermined scenarios. It should be noted that the initial recommendation, while conducting the instrument, requested that the sample followed the

sequence of questions. This was done to avoid that this last question could influence in the previous ones. This item obtained the perception described in Table 3.

Table 3 - Perception of the sample as to the probability of a terrorist attack occurring from simulated scenarios

Scenarios	Improbable		Somewhat improbable		Probable		Very Probable	
	Frequency (fi)/% of n							
Attack against the troop in Peace Operations under the aegis of the UN, in the African continent, in a country with active and structured terrorist groups	17	4.7%	134	36.7%	167	45.8%	47	12.9%
Systematic attack of drug trafficking groups against state troops or symbols	24	6.6%	106	29.0%	161	44.1%	74	20.3%
Attacks of social movements in search of destabilization of political power	14	3.8%	57	15.6%	164	44.9%	130	35.6%

Source: The author (2018).

From these data, it is inferred that, in the perception of the sample, the majority considers a terrorist attack as probable or very probable in the three presented situations. It is noteworthy that, among these, the “attacks of social movements aiming at the destabilization of political power” presented the highest probability of occurrence. Explanation for this result may be due to the similar history that occurred in the 1960s and 1970s in South America (SUAREZ, 2012, page 384), as well as the particularity of the political situation experienced by Brazil in the last decade - marked by successive political crises followed by escalating social protests.

3.2 Tactical legacies in priority tasks

Among the tasks developed in preparation for counterterrorism operations in Major Events, Anti-aircraft Defense, Chemical, Biological, Radiological and Nuclear Defense (Def CBRN) and the use of Special Operations Hunters stand out for the specificity of the activities.

In the face of the recent terrorist attacks, these three tasks have shown great tactical evolution and military employment materials. As a result of this relevance, there is a growing volume of research on these issues in the EsAO, besides the acquisition of equipment and the accomplishment of exchanges inherent in the tasks.

The interviews with experts were elaborated in a structured way, based on similar basic questions for all. It should be noted that the analysis of the areas focused on Capacity-Based Planning, a basis currently adopted by the EB to oppose a scenario of uncertainties.

Capacity is understood as the ability of a force to fulfill a particular mission or task and is acquired through determining factors that together form the acronym DOTMEPI (Doctrine, Organization, Training, Material, Education and Infrastructure):

[...] a) Doctrine - this factor is the basis for the others, being materialized in doctrinal products. For example, the capacity generation of a Unit begins by formulating its Doctrinal Base, which considers the range of missions, activities, and tasks that this Unit will accomplish.

b) Organization (and Processes) - it is expressed through the Organizational Structure of F Ter's employment elements. Some capabilities are gained by processes, to avoid redundant competencies when these have already been covered in other structures.

c) Training - comprises the preparation activities, following specific programs and cycles, including the use of simulation in all its modalities: virtual, constructive and living.

d) Material - comprises all the materials and systems for use in the F Ter, following the evolution of military employment technologies and based on technological prospection. It is expressed by the Material Distribution Table of the employment elements and includes the needs arising from the permanence and sustenance of the functionalities of these materials and systems throughout their life cycle (permanence in the inventory of F Ter).

e) Education - comprises all continuing formal and non-formal training activities aimed at the development of the F Ter member as to their required individual competence. This competence should be understood as the ability to mobilize, at the same time and in an interrelated way, knowledge, skills, attitudes, values and experiences, to decide and act in different situations. Among these competences, we highlight the development of Military Leadership, a fundamental factor in the generation of capabilities.

f) Personnel - covers all activities related to the force members, in the following functionalities: career plan, movement, endowment and filling of positions, military service, physical health, evaluation, professional and moral valorization. It is a systemic approach toward capacity building that considers all actions related to the planning, organization, direction, control and coordination of the competencies necessary for the human dimension of the Force.

g) Infrastructure - encompasses all structural elements (physical facilities, equipment and necessary services) that support the use and preparation of the employment elements, according to their specificity and fulfillment of functional exercise requirements (BRASIL, 2014, p.3-3, our translation).

Thus, the respondent was asked to synthesize, based on the determining factors, which tactical evolutions stood out during the period of preparation for the Mega Events. In addition, respondents should identify any adaptation needs for the tasks in prospective counterterrorism

scenarios. To facilitate the understanding and organization of ideas, the subjects were subdivided as follows.

3.2.1 Air Defense

The air defense activity has become indispensable in view of the new threats, since the attacks of September 11, 2001 have an undisputed role in this relevance. Thus, the inherent magnitude of the mega events based in Brazil required an increase in capacities in this area.

The apparatus for the event itself, as well as other sensitive points - hotels, water treatment plants, power substations, TV broadcasting towers, expressways, among others - tend to become attractive to terrorist media exploitation. Added to this, the increase in violent actions with the use of drones and small aircrafts motivated an evolution of the defense against air vectors.

In this sense, the Brazilian Army, through the Strategic Anti-Air Defense Project, acquired new products, notably the MK2 missiles of the Swedish RBS 70 Weapons Systems, and the German-made Gepard 1A2. Regarding the organization, the 1st Antiaircraft Artillery Brigade, responsible for the coordination, employed its subordinate Antiaircraft Artillery Groups, as well as organic Antiaircraft Artillery Batteries of the EB Cavalry and Infantry Brigades (PIRES, 2017).

Besides these two Weapon Systems, the EB troops were already equipped with the IGLA-S missile and, regarding this weaponry, a specialist points out that the preparation period for the Mega Events was of fundamental importance for the training and improvement of the doctrine. These objectives were achieved, according to the interviewee, thanks to the execution of several drills, with deployments and shooting executions, provided by the priority given to this theme.

Regarding the combined use of the RBS 70 and Gepard 1A2 systems at the Olympic Games, Pires (2017) concludes on the great influence of the proximity of urban areas on the positioning of weapon systems, as well as a subsequent reduction of firing sectors. The difficulty in areas available for the deployment led to the positioning of weapons on ground elevations of the Military Village area, unlike what was done at the London Olympics and the 2014 FIFA World Cup, when systems were deployed high above residential buildings.

Also according to a study by Pires (2017), the integrated use of Gepard Systems 1A2 and RBS 70 is recommended, in two lines of defense, marked by concentric circles, being the first best used near the points to be defended, due to its high rate of fire, while the second can have its optimal use being positioned in the “peripheries”, ensuring the threat’s engagement as far as possible.

Among the interviewees’ considerations, it is important to highlight the assessment as currently “non-existent” about an Air Defense structure to counter terrorist attacks against troops in Peacekeeping Operations under the aegis of the UN. About this, one of the specialists emphasizes the need for studies and the effective use of tools that address the asymmetric threats typical of terrorism, such as small drones with explosives.

Corroborating this need for evolution, some experts suggest the adoption of specific Air Defense modules for Peace Operations and Law and Order Guarantee Operations. However,

another expert understands that Air Defense should be sized by the air threat rather than the type of operation, given the range of possibilities, which may vary from drones to rockets, such as those employed by Hezbollah.

The interviewees also reiterate that the action must be systemic, with the integration of the means of communications, control and alert and the system of weapons and logistics. The failure or absence of either one implies the collapse of the entire defense system.

3.2.2 Chemical, Biological, Radiological and Nuclear Defense (Def CBRN)

The relevance of Def CBRN was highlighted by the study of Aghlani and Unal (2016, p. 3), which quantified the attacks that occurred from 1970 to 2014, reaching a total of 143 episodes, being 35 biological, 95 chemical and 13 radiological.

Since assuming an autonomous structure in 1987 - in the context of the employment of 70 military personnel in the cesium 137 accident in Goiania, EB's Def CBNR has evolved sharply. Exercises at the Angra I and II nuclear plants, international exchanges, and the monitoring and preventive decontamination of material and troops carrying out peacekeeping missions in Haiti became part of the routine of the Def QBNR subunit (VASCONCELOS, 2018, p. 43-44).

In line with skills development, technological updating, and undoubtedly influenced by the preparation for the Mega Events, the Brazilian Army acquired a range of state-of-the-art military employment materials, such as protective equipment (gas masks and protective clothing), identification of agents (conventional and electronic detectors) and decontamination (decontamination shelters and decontaminating applicators), as well as specialized CBRN vehicles and mobile laboratories for analysis of agents collected in the field (DIRETORIA..., 2015).

As a result of doctrinal evolution and staff training, EB was, in 2015, the only Armed Force in Latin America certified by the International Organization for the Prohibition of Chemical Weapons (DIRETORIA, 2015). For the 2016 Olympic Games, the Brazilian Armed Forces, in conjunction with other public security agencies, deployed approximately 1,200 officers to work in that area (SEMINÁRIO..., 2015).

According to the expert interviewed, doctrinal updating through the use of FAMES characteristics - flexibility, adaptability, modularity, elasticity and sustainability (GUIMARÃES; SILVA, 2015), by both combat and support personnel, allowed the adoption of tactic protocols between different interagency vectors.

The interviewed expert indicated that the exchange of knowledge and the adoption of procedures with other national agencies was essential for the evolution of Def CBRN capacity, especially regarding staff training. This feature is crucial for the tactical fractions to take advantage of the possibilities of new defense products with increasingly effective technology aggregates.

Another highlight during the added transformation process was the improvement of the CBRN Command and Control System, ensuring a better situational awareness of the teams operating in the field, as well as the coordination of actions. Colonel Vasconcelos (2018, p. 45-51) points out the importance of implementing the command and control course, designed to optimize the strategic advice of the supported Great Commands. In the meantime, the use of a

monitoring system managed by the Army Technological Center favored the situational awareness on the part of the Operations Coordination Center.

The previous training of health modules in the specificities of a CBRN attack also deserves attention. By integrating emergency response teams, health agents contributed to the planning, installation and operation of the screening stations. They were therefore able to provide emergency medical care to exposed victims, working in total decontamination units (VASCONCELOS, 2018, p. 49-51).

It is also worth mentioning the lessons learned and legacies of the Mega Events presented by the current commander of the 1st Def CBRN Battalion:

- the existence of a single coordinator for the actions was fundamental to the success of the mission;
- the staff training should start as early as possible and be repeated as many times as possible;
- Detailed reconnaissance of facilities should be done as soon as possible and repeated within two weeks before the event, so as to align procedures with the possible structural changes made by the organizing committee;
- CBRN Defense protocols should be established well in advance to allow their dissemination and training among agencies, taking into account the peculiarities of the actions; and
- Strategic mobility is fundamental for the use of the CBRN Defense fractions (VASCONCELOS, 2018, p. 51, our translation).

When asked about the effectiveness of the current structure of the EB facing possible threats, the expert considered it to be fully efficient for situations like the Mega Events and partially effective to face terrorist attacks by “lone wolves” during daily activities of the population. However, the interviewee believes that there are deficiencies in combating CBRN attacks perpetrated against troops in UN Peacekeeping Operations, in communities ruled by organized crime in the national territory or even in large social manifestations.

Concluding the formulation of questions, when asked about the adaptations and evolutions to face future threats, the interviewee made two suggestions:

- a. Establishment of a specialized team within the Def CBRN System, in the framework of the EB, in conformity with NATO - SIBCRA Team, focused on complex and forensic capacity tasks;
- b. Expansion of training for the organic troops of Unit and Large Unit levels, so that they can survive, operate and carry out CBRN Def activities in their respective areas of responsibility, distinguishing basic, intermediate and advanced levels of action. Likewise, there should be teams, specialized in these levels, composing the Peace Missions to which the country is involved in sending troops.

3.2.3 *Special Operations Hunters*

Due to their diffuse nature, preventing and combating terrorism requires the use of specialized troops to act in sensitive and hostile environments. Thus, military personnel trained in Special Operations are an important tool in this process. Under Land Force, Special Operations are defined as:

Operations conducted by specially organized, trained and equipped military forces in hostile, denied or politically sensitive environments to achieve military, political, informational and / or economic objectives by employing specific military training not found in conventional forces. These operations often require covered, covert or low-visibility capabilities. They may be conducted independently or in conjunction with operations by conventional forces and/or other government agencies, and may include native irregular forces as well as the forces of FOpEsp (Special Operations Forces) from allied nations (BRASIL, 2017, p. 1-2, our translation).

In Brazil, the Special Operations Command is the Large Unit responsible for conducting Special Operations. Its organizational structure includes, among its basic employment fractions, the Hunters' Teams. In the context of the Prevention and Fight against Terrorism, hunter teams are dedicated to executing the compromise shot and updating situational awareness. In addition to precision long-range target engagement, the "hunter doctrine" allows the human-material set to infiltrate, select targets, and adjust to conditions encountered, within the expected response.

On this subject, two specialists who participated in various events were interviewed, after having performed the function of instructor of the "hunter system". One of the respondents highlighted, among the major developments in training personnel in preparation for the Mega Events, the internal leveling of Army and Navy personnel in 2012, and interagency training, including various federal and police officers from different states, occurred in 2013. The military respondent also highlighted the acquisition of new products, such as the MSR (.300, .308 and .3380) multi calibre rifle and optronic weapons, which, in his view, provided an operational gain for techniques, tactics and procedures. in this capacity.

Still on the main evolutions, another expert pointed out the change in the composition of the team that traditionally acted with two elements - the Hunter, responsible for the precision shooting and the Observer, more experienced military, responsible for direct assistance to the shooter - beginning to work with four military fellows, including a Communications Assistant, responsible for transmitting data and operating the team's various organic media and another one in Health sector, responsible for the security of the position and for providing first aid to team members, if necessary. In Mega Events, due to the existence of dispersed teams in the same event, a military man was employed as Controller, whose main tasks were to coordinate the teams and intermediate their contact with the upper echelon.

The use of special operations hunters also provided better situational awareness on the upper echelons. Real-time transmission of images and data through a modern and secure

communication channel optimizes the Crisis Cabinet's positive threat identification process, as well as facilitating more effective decision-making.

Both respondents consider the current structure of EB's "Special Operations Hunter doctrine" partially effective for operations similar to the Mega Events and in support of troops in the case of terrorist threats, while participating in Peace Missions. For effectiveness, experts suggest the use of drones that can transmit high-definition images directly to the hunter team, to enable proper target identification and support during actions.

Finally, one of the specialists emphasizes staff training through the regulation of instructions and the establishment of a specific instruction center, which could prepare and differentiate the various types of hunters, depending on the type of mission they are assigned to.

4 Final considerations

Regarding the study questions and objectives proposed at the beginning of this paper, we conclude that the present investigation broadened the understanding of tactical level combatant officers' opinion about the phenomenon of terrorism, as well as investigating expert perceptions of areas considered relevant in counterterrorism.

Initially, the literature review highlighted the difficulty in standardizing a global definition for terrorism, due to politicized interpretations, dependent on the sociocultural context. Nevertheless, there is international consensus on the rejection of the phenomenon, and this has resulted in a change in the security agenda of several states, including Brazil, which, in the beginning of this century, attracted attention from all over the planet, hosting the largest events in the world.

Despite widespread discussions throughout society and even the enactment of the Anti-Terrorism Act (BRASIL, 2016a), the compilation of data obtained from the questionnaire presented a conceptual divergence, even in a homogeneous group consisting of intermediate Ground Force officers.

The judgment of predefined situations, by this same sample, pointed out that only the World Trade Center Attack has a clear classification as terrorism. Among the others, attacks (fire) on buses, perpetrated by social movements or organized crime, were included in this phenomenon by most respondents. Actions by non-state groups such as "Islamic State" and "Taliban" against North-American forces, regardless of the means employed, were perceived similarly, although a significant portion deemed these events to be "non-crime," probably because they understood it is a conflict between contenders at war.

Interpreting and summarizing the views of the respondent captains, terrorism can be described as a violent action, with the use of premeditated force, with media/advertising purpose and with a tendency to have political motivation, with no distinction of the target, regarding people, patrimony or symbols, and without limitation of the perpetrating agent either, making no difference if executed by the State or non-state groups.

Regarding the projection of scenarios, a significant portion of the sample understands that terrorist attacks against Brazilian troops are likely to occur, when participating in missions

in countries with terrorist groups. In the national territory, the opinion also indicates a probable act coordinated by the organized crime or coming from social movements. The latter presented a percentage higher in understanding than the others, possibly influenced by the troubled political landscape.

Actively participating in various phases of counterterrorism throughout the Mega Events, the Ground Force has made remarkable progress, especially at the tactical level. Some capabilities of EB have a prominent role in counterterrorism - air defense, chemical, biological, radiological and nuclear defense, special operations hunters and cyber protection. The latter, due to its imminently strategic-political character, was not the object of this study.

Assessing, through expert interviews, developments during the preparation period for the Mega Events, as well as the perception of needs to meet future challenges, this study concludes on the relevance of knowledge exchange with other agencies and foreign forces in the qualification of the personnel and even in the adequacy of techniques.

The acquisition of new defense products undoubtedly revolutionized Brazilian tactics, but military specialization and organizational reformulation played a major role in tactical effectiveness. Modularity tends to be an interesting solution in the composition of troops to deal with new threats, whether under Internal Security or under the aegis of the UN. Thus, systems that facilitate interoperability should be a priority.

Drones are considered as a tool to be explored for future tactical evolutions. Whether to increase observation capability or even as a projection of force by a weapon system, remotely piloted air systems tend to be a differential in relative combat power against terrorist threats. In this sense, further studies on this subject are recommended, particularly integrating engineers and combatants of the tactical level, in order to subsidize relevant projects for the terror combat.

Finally, this article highlights to the EB decision-making echelon, a feedback on the investments made in priority tasks during the Mega Events. From the perspective of tactical commanders, system integration, driven by the acquisition of Mk2 missiles, and exercises on separate areas, such as Vila Militar and Maracanã, contributed to a tactical evolution of Air Defense. With regard to Def CBRN, the captains emphasize the incorporation of protocols and the gains in expertise with interagency performance. For special operations hunters, intensified training and exchanges have provided extremely useful experiences for tactical evolution throughout this decade of events.

Therefore, the relevance of the Mega Events in the doctrinal evolution of the Brazilian Army is concluded and, despite the necessary changes to face new terrorist threats, in the national territory or projecting force under the aegis of international organizations, the Ground Force is in an advanced stage of preparation, regarding the determining factors to achieve counterterrorism capacity.

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