



HANDBOOK

ON VICTIMS OF TERRORISM

PORTUGAL

The EU Centre of Expertise for Victims of Terrorism (EUCVT) is set up and run by the European Commission. The tasks of the EU Centre are executed by a consortium led by Victim Support Europe and include ARQ National Psychotrauma Centre, Association française des Victimes du Terrorisme and Fondation Lenal.

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CONTENT

INTRODUCTION

CRISIS RESPONSE STRUCTURE IN PORTUGAL

TERRORIST ATTACKS

VICTIMS' NEEDS

1. THE RIGHTS OF VICTIMS OF TERRORISM

- 1.1 Victim of terrorism – Definition under national law and Impact
- 1.2 Victims' rights to respect and recognition
- 1.3 Victims' rights to access information
- 1.4 Victims' rights to access support services
- 1.5 Victims' right to access justice – procedural rights
- 1.6 Victims' rights to protection: physical and privacy
- 1.7 Victims' rights to protection: secondary victimisation
- 1.8 Victims' rights in relation to access to compensation

2. CONSIDERING PARTICULAR GROUPS OF VICTIMS

- 2.1 Cross-border victims
- 2.2 Children

3. ORGANISING SUPPORT

- 3.1 Preparation and organisation of support for victims of terrorist attacks
- 3.2 Organisation of support for victims of terrorism

4. EUCVT

INTRODUCTION

Recently, the threat of terrorism has hung over the European Union and the rest of the world. The occurrence, on an almost regular basis, of terrorist attacks – whether by suicide bomber or other means – has shaken society to the core, especially as EU citizens are often caught up in such events outside their home borders as well as within EU borders. The impact of terrorism on individuals can be terrible whilst the recovery of victims of terrorist attacks can be affected by the way in which governments, organisations, and individuals respond to the immediate attack and by how victims are supported afterwards.

The Victims' Rights Directive, together with provisions in the Counter-Terrorism Directive (Title V) and the Directive on Compensation, provide a general framework of rights for victims of terrorism. The Counter-Terrorism Directive goes beyond the Victims' Rights Directive to establish services supporting the specific needs of victims of terrorism. EU Member States are

bound by these instruments, have the obligation to transpose them into national legislation and to ensure that they are correctly applied in practice. In doing so, each Member State must evaluate how to implement these provisions to ensure measures are appropriate to the specific situation and to national circumstances.

In Portugal there has been no significant history of terrorist victimisation. Given that Portugal has a low expectation of terrorist activities, its nationals are more prone to fall victims to terrorism in other countries: as of 2001, 18 Portuguese citizens have been victims of terrorist attacks abroad. The National Strategy for Combating Terrorism, adopted by Resolution of the Council of Ministers 7-A/2015 of 20 February 2015, calls for several measures to enhance the efficiency of information sharing between security forces and services, or other entities, at national, European and international levels.

Further reading:



- **On rights:**
 - Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA, OJ L 315, 14.11.2012, p. 57–73, hereafter referred to as Victims' Rights Directive
 - Directive (EU) 2017/541 of the European Parliament and of the Council of 15 March 2017 on combating terrorism and replacing Council Framework Decision 2002/475/JHA and amending Council Decision 2005/671/JHA, OJ L 88, 31.3.2017, p. 6–21, hereafter referred to as Directive on combating terrorism
 - Council Directive 2004/80/EC of 29 April 2004 relating to compensation to crime victims, OJ L 261, 6.8.2004, p. 15–18, hereafter referred to as Directive on compensation to crime victims
- **On needs:**
 - Ivanković, A., Altan, L., Verelst, A. (2017) How can the EU and Member States better help victims of terrorism?
- **On psychosocial support:**
 - Vicente Colomina, Aída de (2019) Victims of Terrorism Quality Assistance Guide
- **On legal support:**
 - Victim Support Europe, APAV (2019) VOCIARE Synthesis Report
- **On organisations of victims of terrorism:**
 - RAN (2017) The power of victims of terrorism: how to give support
- **On the recognition of victims and useful figures:**
 - MEP Maité Pagazaurtundúa (2019) le livre blanc et noir du terrorisme en Europe

CRISIS RESPONSE STRUCTURE IN PORTUGAL

The National Strategy to Combat Terrorism was approved by the Resolution of the Council of Ministers 7-A/2015, on 19 February 2015, with the aim of combatting terrorism in all its manifestations. The strategy defined the following objectives: detect, prevent, protect, pursue and respond.

Within the scope of the threat and the fight against terrorism, the Counter-Terrorism Coordination Unit (UCAT) is the coordinating and intelligence-sharing body representing all law enforcement authorities, intelligence services, and the Public Prosecution Service. UCAT directs the implementation of the actions foreseen in the National Strategy to Combat Terrorism, coordinates contact between the military forces, law enforcement authorities, intelligence agencies, etc., and coordinates international cooperation. UCAT, which directly reports to the Prime Minister, is managed by the Secretary-General of the Internal Security System and performs its tasks within the scope of the Internal Security System. The Commission for the Protection of Victims of Crimes is the Ministry of Justice body in charge of coordinating the response to the needs of the victims of terrorist attacks, particularly in cross-border situations.

The Portuguese Association for Victim Support (APAV) is a private social solidarity institution (IPSS) in charge of supporting victims. While the first line of response is always the National Authority for Civil Protection, APAV can initiate a crisis response plan, providing support to victims and families, in case of a mass victimisation event as elaborated further below under subchapter 3.1. The plan includes, inter alia, the possibility to activate, within minutes of a disaster, an emergency website whereby people can access information and support.

According to the National Security Law, in a terrorist attack, the relevant security forces and services as well as the Integrated Protection and Relief Operations System (which includes

e.g. the National Authority for Emergency and Civil Protection and the National Institute for Medical Emergency as well as any other authorities deemed relevant in view of the circumstances) must operate under the orders of the Secretary of State of National Security. The National Institute for Medical Emergency is part of the Integrated Protection and Relief Operations System and ensures the provision of all necessary medical and immediate psychological assistance, with the support of other entities when needed.

Portugal's National Authority for Emergency and Civil Protection (ANEPC) is responsible for planning, coordinating and executing emergency and civil protection policies (the prevention of and response to serious accidents and disasters, protection of and assistance to populations, coordination of agents of civil protection, etc.) in terms legally provided for, and to ensure the planning and coordination of emergency national civil planning needs, with a view to coping with crisis or war situations (Decree-Law no. 45/2019, of April 1). The ANEPC is a State dependent central service with administrative and financial autonomy.

Portuguese Law no. 27/2006 of July 3rd approved the Law of Action of Civil Protection and defined the Integrated System of Operations of Protection and Rescue (SIOPS – *Sistema Integrado de Operações de Proteção e Socorro*). These are structures, rules and procedures to ensure that civil protection officers act, at the operational level, under a single command, without prejudice to their respective hierarchical and functional dependences. The organization of SIOPS was defined by the Decree-Law no 134/2006 of July 25th.

Law no 3551/2015 of January 13th establishes the Operations Management System (SGO – *Sistema de Gestão de Operações*). The SGO establishes an operational organization that can respond to a wide range of emergencies and includes all actors and entities involved

in protection and disaster relief operations. The organization's responses depend on the importance and type of event.

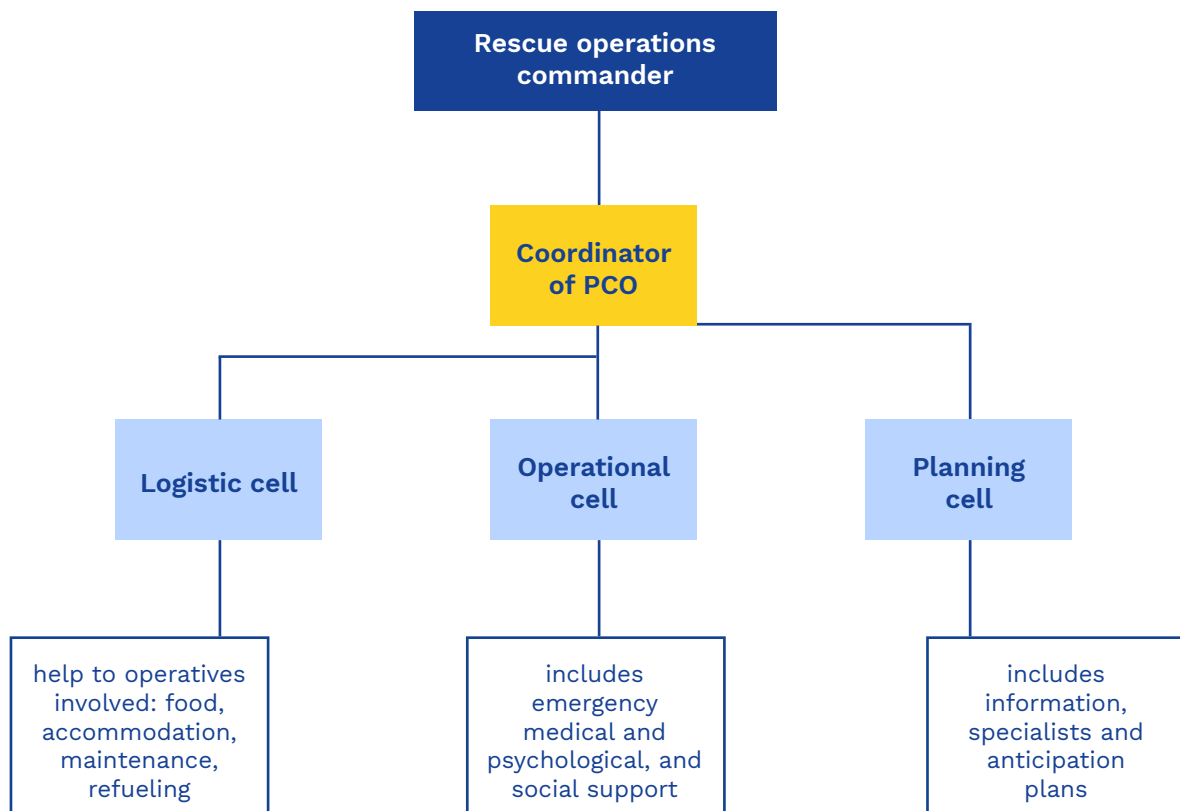
There are six strategic levels for any SGO plan development:

- Phase I is for less complex operations requiring until six teams and a maximum of 36 first responders;
- Phase II is implemented for operations requiring more resources, i.e. more than 36 and up to 108 first responders;
- Phase III is implemented for more complex operations requiring between 108 and 324 first responders;

- Phase IV is to be implemented in highly complex events for operations requiring over 324 and up to 648 first responders;
- Phase V is to be implemented for the most complex operations when more than 648 first responders are required up. Numbers may be increased to 1.944;
- Phase VI is implemented when level III is reached and different regions are affected by the event.

Depending on the complexity, nature and means involved, it is possible to establish other strategic organisational levels, to ensure command capacity and to control operations.

The Crisis Response Structure in Portugal can be summarised as follows:



The operation cell is responsible for providing medical emergency and psychological support. However, this support is only provided, in the short term, during the crisis. If support is needed on a longer term basis, the operational cell must refer victims to other services. In the case

of a terrorist event, and with regard to long-term psychological and social support, APAV services can be activated by referral from the operational cell and/or other entities. Victims can also directly contact the institution.

Further reading:



- German Presidency Report (2020) State of play regarding support to victims of terrorism, particularly in cross-border situations
- Implementing Decree no 2/2016 Law no 53/2008 (National Security Law), amended by Law no 21/2019
- Decree Law no 134/2006, of 25 July amended by Decree Law no 72/2013, 31/05

TERRORIST ATTACKS

Terrorism evolves constantly as perpetrators, methods and targets are changing. The characteristics of an attack will influence the scale of the response and the impact of the attack on its victims and associated local, regional, national or international communities.

Key characteristics

Influential key characteristics include:

- scale (a single victim or large numbers of victims)
- location (open or closed environment; one or more points of attack)
- timing (within hours or on consecutive days, during the day/night/rush hour)
- weapons used
- target groups
- degree to which the terrorists are organised

Regardless of the attack characteristics, thorough preparation is required to ensure the crisis is managed in line with the EU rules on victims' rights.

Scale

The scale of the attack (the number of those killed or wounded) varies from event to event. In the Halle attack in 2019, 2 people were killed and 2 people were seriously injured. These figures only confirm the numbers of dead and injured. Those affected will be much larger. The greater the number of victims, the more resources are required during both the emergency response phase (e.g. hospital beds) and in the longer term (e.g. in criminal proceedings, professional mental health services, information and support providers). The larger an attack, the greater the media attention will be on the victims, their families and society.

Location

In the recent past, attacks have tended to concentrate on a single localised area. However, during the Paris attacks in November 2015, six separate events took place in different locations within a short period of time. The multiple sites, in both enclosed and open venues, and numbers of victims created a chaotic environment: identification of victims and securing individual locations required complex management of the various services involved.

Timing

In the case of multiple, related, terrorist attacks, the timing of any consecutive attack(s) has usually been within a few hours of the first, for instance in 2016 the two attacks in Brussels occurred within an hour of each other. Yet, the attacks in Barcelona, on 17 August 2017, were followed by an attack in Cambrils, about 100 kilometres to the south, the next day. In Asia and the Middle East, follow-up attacks have been timed to hit first responders and helpers.

Weapons

Bombs are not the only weapon used by terrorists: trucks are driven through crowds; airplanes are taken down by missiles; suicide vests, knives, firearms, chemical, biological, radiological or nuclear (CBRN) agents etc. are used. Each weapon impacts its victims differently and will require a different response: for example, the truck attack in Nice initiated a new approach in defining victims eligible for compensation and the French government delineated zones around the attack location to help establish victim lists.

Target groups and organisation

Various ideologies motivate terrorists to carry out attacks: e.g. antisemitism (Halle, Germany in 2019), jihadism (London, UK in 2019), right-wing extremism (Hanau, Germany in 2020), etc. Europol's annual Terrorism Situation and Trend (TE-SAT) Report lists jihadist, ethno-nationalist and separatist, left-wing and anarchist, right-wing and single-issue terrorist groups, in addition to a new grouping of attacks committed by informal organisations or lone wolves.

Cyberterrorism

The internet can also be used for terrorist purposes: by threatening individuals, organisations or governments with violence that may result in bodily harm or loss of life, or by large-scale disruption of computer networks. These forms of terrorism are not explicitly addressed in this handbook. However, preparation for such attacks, and support of their victims, are similar to 'offline' terrorist attacks.

CASE STUDY: PARIS ATTACKS, 13 NOVEMBER 2015

Scale

These attacks constitute the deadliest terrorist event in the history of France:

- 131 people died
- 350 people were reported injured, several dozen with permanent consequences
- The actual number of injured is estimated at around 450, some of the wounded never sought medical assistance

Location

A series of coordinated attacks was carried out around the Stade de France, inside the Bataclan concert hall, on several Parisian café terraces spread across the 10th and 11th arrondissements of the capital.

Timing

The terrorists split into several small groups to launch the attacks in a coordinated manner between 9:20 p.m. and 1:40 a.m.

Weapons

The coordinated attacks were perpetrated with automatic weapons and explosives in busy public places, coupled with hostage-taking.

Organisation

The attacks were claimed by the jihadist group Daesh, and were perpetrated by a team of terrorists connected to the Brussels attacks of 22 March 2016.

Further reading:

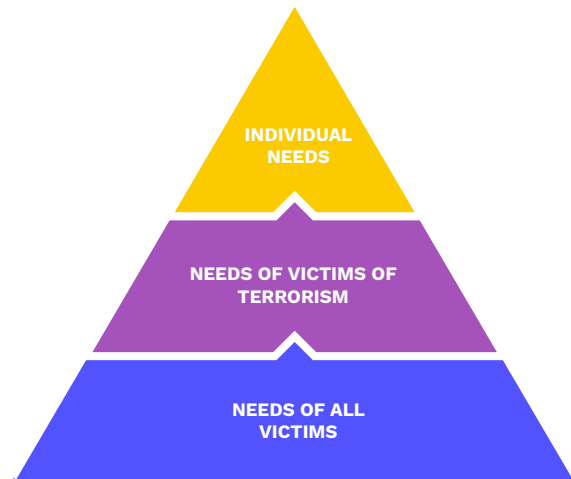


- Europol (2020) TE-SAT Report
- Institute for Economics and Peace (2019) Global terrorism index

VICTIMS' NEEDS

As specified in Recital 27¹ of the Counter-terrorism Directive, Member States should adopt measures of protection, support and assistance in responding to the specific needs of victims of terrorism, in accordance with the Victims' Rights Directive and as specified by the Counter-terrorism Directive. The measures on protection, support, and assistance to victims of terrorism are further developed in Title V of the Counter-terrorism Directive.

Recital 16 of the Victims' Rights Directive specifically addresses the needs of victims of terrorism, who have suffered injuries – whether physical or psychological – from attacks that were intended to harm society. They may need special consideration, support and protection due to the nature of the crime committed against them. Member States should pay attention to the needs of victims of terrorism, and should seek to protect their dignity and security.



Layers of needs

To understand the needs of victims of terrorism, it is important to comprehend that there are different layers of needs. The first layer consists of the needs of all victims of crime. The second layer consists of specific needs due to the nature of the terrorist attack. The third layer of needs depend on personal and environmental factors of the individual victim.

Emergency support to meet victims' needs immediately following a terrorist attack is critically important: survivors need to be safe and secure, receive emergency medical – and psychological – aid, food and drink. Member States shall ensure that support services addressing the specific needs of victims are in place and easily accessible immediately after a terrorist attack, and for as long as necessary.

¹ Under EU law, Recitals provide background information and reasoning for the inclusion of particular Articles in legislative acts.¹

In addition to the emergency support, needs of all victims of crime, including victims of terrorism, are divided into five major categories:



Needs of victims of terrorism

Once emergency care has been given to victims of terrorism, their specific needs, as related to the above five categories, can be evaluated. These needs may differ from, or be more intense compared to, victims of other intentional crimes:

1. Recognition and respect: as a victim of terrorism.
2. Support: medical care, specialised psychological-trauma care, information, practical assistance, legal assistance, communication (media) support, peer support, etc. *APAV's specialist unit - the Support Network for Families and Friends of Victims of Homicide and Terrorism (RAFAVHT) - offers practical, social, psychological and legal support to victims of terrorism, as well as to their relatives and friends, in Portugal or abroad.*
3. Protection: physical protection, protection from secondary victimisation. *In Portugal, the Victims' Statute and the Witness Protection Act provide protection measures applicable to all victims of crime.*
4. Access to justice: safe participation in the criminal justice process. *e.g. measures to protect victims from secondary victimisation.*
5. Compensation and restoration: financial compensation and help with the financial impact of a terrorist attack. Restoration includes overall recovery and restorative justice processes. *The Commission for the Protection of Victims of Crimes is the Ministry of Justice body responsible for receiving, analysing, and deciding on State compensation claims brought by victims of violent crime and victims of domestic violence, both in Portugal and abroad.*

Individual needs

Individual victim's needs will depend on personal characteristics (previous victimisation or stressful life events); (mental) health; social network; socio-economic situation; cross border situation; and daily stressors. These needs will evolve over time, therefore, responding to the needs of victims of terrorism requires an individualised victim-centred approach.

Further reading:



- Dolci, L. (2018) A Victimless Crime? A Narrative on Victims of Terrorism to build a case for support
- INVICTM (2018) Symposium Report: Supporting Victims of Terrorism
- RAN (2018) Enhancing the resilience of victims after terrorist attacks

1. THE RIGHTS OF VICTIMS OF TERRORISM

1.1 VICTIM OF TERRORISM – DEFINITION UNDER NATIONAL LAW AND IMPACT

DEFINITIONS UNDER EU LAW

Victim of terrorism

Under the Counter-terrorism Directive, a victim of terrorism is defined as follows, in line with the definition offered by the Victims' Rights Directive:

- a natural person who has suffered harm, including physical, mental or emotional harm or economic loss, insofar as that was *directly* caused by a terrorist offence, or
- a family member of a person whose death was *directly* caused by a terrorist offence **and** who has *suffered harm as a result* of that person's death.

Note: the use of the word 'victim' is not always appreciated by those who survived or were otherwise affected by terror attacks, they may not identify themselves as victims despite severe trauma, but may see themselves as 'survivors', which indeed they are. However, for practical reasons, this handbook will identify those involved by the word 'victim'.

Terrorist offence

The Counter-terrorism Directive lists the intentional acts that shall be criminalised as terrorist offences by Member States. These acts are discussed in detail in Subchapter 1.1 of the EU Handbook on Victims of Terrorism.

DEFINITION UNDER PORTUGUESE LAW

Victim of terrorism

Portuguese law does not have a specific definition for the victim of terrorism. Law no 130/2015, introducing amendments to the Code of Criminal Procedure (CCP) and approving the Victims' Statute (VS), defines the "victim" (Article 67.^o-A n.^o1 a) and the "especially vulnerable victim" (Article 67.^o-A n.^o 1 b). Victims of violent crimes are considered especially vulnerable victims. Since terrorist acts are considered violent crimes, or especially violent crimes (Article 1.^o j) and l) of CCP), a victim of terrorism may be considered an especially vulnerable victim. The VS details the rights enjoyed by especially vulnerable victims, thus including victims of terrorism. However, protection and support measures, established and regulated in the VS, the CCP and in the Witness Protection Act, apply to all victims.

Terrorist offence

Law no 52/2003 as amended by Law no 16/2019 aims at punishing the activities of groups, terrorist organisations, and terrorist associations, and covers the punishment of individual acts of terrorism.

CASE STUDY: DEFINITION OF VICTIM OF TERRORISM UNDER FRENCH LAW

To keep the notion of victim as broad as possible, French law does not define the term ‘victim’ nor does it describe the types of victims. The concept of victims is used for topics related to compensation and responsibility: as per Article 2 of the French Criminal Procedure Code (CPC) on civil action, a victim is a person, who has been injured as a result of an event, which can be qualified as a criminal offence and entails the referral to criminal justice.

More specifically, with regard to the recognition as victim of terrorism under French law, after a terrorist attack the National Anti-Terrorist Prosecutor’s Office draws up a list of victims, including the deceased and injured, but unconscious persons. Other injured victims must be recognized by the Guarantee Fund for Victims of Terrorism and Other Offences (*Fonds de Garantie des victimes de terrorisme et d’autres infractions* – FGTI), which receives claims for compensation from all those, who consider themselves victims of terrorist

attacks and on this basis completes the initial list. The FGTI is competent to decide whether these claims are admissible and if it refuses to compensate someone on the grounds that the person is not a victim of terrorism, the decision may be contested before the Compensation Judge for Victims of Terrorism (JIVAT), who will decide the matter. Based on both the Prosecutor’s Office and FGTI’s lists, the Ministry of Justice (*Service de l’accès au droit et à la justice* - SADJAV) draws up a “shared list” (*liste partagée*), which is then sent to all the actors involved in the accompaniment of victims of terrorism.

It is also worth noting that the Inter-ministerial Instruction on the assistance to victims of acts of terrorism of 11 March 2019 (*Instruction interministérielle relative à la prise en charge des victimes d’actes de terrorisme*, Prime Minister, N°6070/SG), includes persons having a family tie with the victim, in the notion of beneficiaries, who have the same rights as victims of terrorism.

IMPACT OF TERRORIST ATTACKS ON VICTIMS

All victims of all violent crimes face physical, mental health, and financial consequences; however, the impact on those present at a terrorist attack means the violence of their experience is different from that of their peers.

Physical consequences

Terrorists intend for their attacks to cause many casualties, as indicated by the weapons they use (firearms, explosives, etc.). Hence, the fatality rate in a terrorist attack is relatively high and injuries tend to be severe.

Mental health consequences

Victims experience fear and anxiety after a terrorist attack at levels that may not incur psychological problems, but that may have behavioural, relational and financial consequences. Post-traumatic stress is often diagnosed in victims following a terrorist attack.

Victims may re-experience the event, have repeated and unwanted intrusive thoughts, hyper arousal, emotional numbing and/or avoidance of stimuli reminding them of the traumatic experience.

Financial consequences

Victims of terrorism may incur severe injuries, that are linked with a (higher) probability of developing a psychological disorder. This implies that the costs related to victimisation will be higher (for the victims, their property, their insurers and/or the government).

Future events

While the risk of involvement in another terrorist attack is relatively small, the perception of this risk may be high. Consequently, victims may experience feelings of insecurity, especially if they suffer from a Post-Traumatic Stress Disorder (PTSD). Perceived risk and the presence of PTSD contribute to psychological damage caused by terrorism.

Risk groups

Previous physical or psychological trauma, existing mental disorders, lack of social support and low socio-economic status may lead to a greater psychological impact on victims. Children and minority groups have a higher risk of developing psychological problems. Children are at risk when they are too young to be able to express their symptoms verbally or when the ability of parents to support them is diminished. Minority groups have a higher risk when their health literacy is low or if they have experienced similar trauma in the past.

Loss and grief

The sudden loss and violent death of a loved one in a terrorist attack may lead to complicated psychological reactions in family members, which may be further aggravated by the specifics of a terrorist attack: e.g. having to identify a severely damaged body.

Further reading:



- Letschert, R.M., Staiger, I., Pemberton, A. (2010) Assisting victims of terrorism: towards a European standard of justice
- Damiani, C., Victime et traumatisme, in Tigrane Tovmassian, L., & Bentata, H. (2013) Le traumatisme dans tous ses éclats, p. 61-70
- Ivanković, A., Altan, L., Verelst, A. (2017) How can the EU and Member States better help victims of terrorism?
- German Presidency Report (2020) State of play regarding support to victims of terrorism, particularly in cross-border situations
- 🌐 Law no 130/2015 (Victim Statute)
- 🌐 Code of Criminal Procedure (CCP) adopted by Decree-Law no 78/87
- 🌐 Law no 52/2003 (Law on combating terrorism)
- 🌐 Law no 16/2019 (Law on combating terrorism)
- Law no 93/99 (Witness Protection Act), amended by Law no 42/2010 (in Portuguese)
- VOIARE National Report France
- *Fonds de Garantie des Victimes de Terrorisme et d'autres Infractions* (FGTI)

1.2 VICTIMS' RIGHTS TO RESPECT AND RECOGNITION

THE RIGHTS UNDER EU LAW

Recognition and respect underpin the healing process of victims as individuals and community members. Under EU law, Member States must ensure that victims are treated in a respectful manner by all those they come into contact with. Recital 16 of the Victims' Rights Directive mentions that victims of terrorism often need social recognition and respectful treatment by society.

Recognition and respect are established by ensuring that actors appreciate the victims' situation, their individual and group circumstances, the nature of the attack and how that can influence victims' behaviour.

The first step towards recognition and respect of victims of terrorism is their identification, while subsequent commemorative events and memorials form an integral part of the healing process for victims of terrorism, their families and all those affected.

Identification of victims and information about victims

The Counter-terrorism Directive requires Member States to have mechanisms and protocols in place that will activate support services for victims of terrorism immediately after an attack and that will facilitate the identification of victims and their families. In the aftermath of a terrorist attack, especially those involving a large number of victims, it is key to establish mechanisms of gathering information from the scene that serves multiple purposes. Identification is necessary to complete several key actions, including to:

- Establish the identity of the deceased and injured;
- Cross-refer these identities to the information received from the concerned

public, friends and family members, who fear that their loved ones were at the scene;

- Enable the authorities to make sure that the loved ones are informed about the loss of life or injury of those who were identified at the scene;
- Inform external countries about the fate of their nationals.

Recognition

Society (local, regional or national government; politicians; media; support providers, and justice/law enforcement actors) can recognise victims of terrorism in many ways: formal written acknowledgement of status as (indirect) victim, remembrance ceremonies, memorials, financial compensation, and/or granting of specific rights. In its EU Strategy on victims' rights, the Commission urges Member States to ensure proper recognition for all victims of terrorism, especially since terrorist attacks are directed at the state and society as a whole.

Commemorative events and memorials form an integral part of the healing process for victims, their families and all those affected. While states may face competing community ideas in the preparation and delivery of such events, it is the wishes and input of the victims that are decisive in the development and realisation of any commemoration: this may be one of the few times victims come together.

Commemoration events provide victims as well as the general public with the opportunity to express feelings and opinions; to experience and receive social support; to show societal acknowledgment and to give meaning to the attack. If done properly, the commemoration can contribute to the victims' recovery process, however, as acts of remembrance may 'dilute' over time, changes in frequency and form should be discussed with the victims. The aim should be to invite all victims and all responders,

even those who will not be able to attend due to injuries or geographical distance. Financial reasons should not weigh in on the victims' decision to attend anniversaries.

Respect

Treating victims with respect can significantly influence victim satisfaction with government and criminal justice systems. Fundamental to respectful treatment are:

- the way professionals interact with victims and
- the procedures and infrastructures in place.

The cultural and religious background of the individual victim of terrorism determines to a large extent what the victim considers a respectful treatment.

Respect begins with empathy. Understanding the victims' situation empowers professionals to act in an empathetic manner. However, compassion should be moderated by sufficient professional distance to provide the best possible support.

Respect is not only important for individual victims, but also for the entire group victimised. It is particularly important for vulnerable victims or minority groups, the elderly, children and people with disabilities.

Victim registration – a necessary pre-condition for recognition and respect

To ensure respect and recognition for all victims, especially in attacks affecting large number of people, it is fundamental for the authorities to plan and execute a rigorous victim registration procedure. This procedure should be designed in such a way as to centralise victim information – including the information and contact details of concerned family members, witnesses and bystanders, first responders and other persons, who might have been impacted by the attack in different ways.

AN OVERVIEW OF RIGHTS IN PORTUGUESE LAW

No specific rights, relevant to victims of terrorism under the category of respect and recognition, have been identified in Portugal.

THE NEEDS OF VICTIMS OF TERRORISM RELATED TO THESE RIGHTS



EXAMPLES OF NATIONAL PERSPECTIVES OR INTERNATIONAL GOOD PRACTICES

Identification and registration of victims

The Circular of 1 July 2019 states that the Apart The National Strategy for Combating Terrorism, adopted by the Council of Ministers' Resolution 7-A/2015 of 20 February 2015, calls for promoting and developing measures, safeguards, mechanisms, and good practices for the early identification of and support to victims and witnesses of terrorism, specifically children. Measures for the identification of

victims are foreseen in the National Emergency Plan of the Civil Protection (*Plano Nacional de Emergência de Proteção Civil*), which, however, does not explicitly mention terrorist attacks as it focuses on common emergencies in Portugal such as fires, earthquakes, flooding, etc. Under the strategy "Areas of Concentration and Support to the Population" (*Zonas de Concentração e Apoio à População- ZCAP*), various kinds of support are foreseen, including the identification, tracking, and relocation of victims. According to the National Emergency Plan, victims' registration details should include data such as the victims' name, age, latest address, and any special needs.

CASE STUDY: VICTIMS' REGISTRATION IN FRANCE

The French Ministry of Justice is engaged in improving its victim registration procedure. A digital tool is currently being designed to list victims of major crises, along with their contact details and details of their family

members, within one single file. This tool will ensure that privacy and data protection rights are respected and the information it contains will only be available to organisations, which assist victims in exercising their rights.

Commemoration

On 10 March 2017, following a seminar organised at its headquarters in Lisbon, the Portuguese Association for Victim Support (APAV) carried out a ceremony to honour victims of terrorism during which a wreath of flowers was placed on the Monument of Tribute to the Victims of the 9/11 Attack, USA Avenue, Lisbon.

CASE STUDY: PRACTICES IN SPAIN WITH REGARDS TO:

- **Identification of victims:** Bearing in mind that, in an event with a high number of victims, the recovery and identification of victims is key to being able to hold the judicial investigation, and the return victims' remains to the families in the shortest time possible, the Spanish Ministry of Justice has prepared a *Guide for Intervention and Identification of Victims* to help family members, professionals and experts involved in the management of the event.
- **Awards:** The *Royal Order of Civil Recognition of Victims of Terrorism* was created with the intention of honouring the deceased, injured or kidnapped in terrorist acts in Spain, relatives up to the second degree of consanguinity, and witnesses.
- **Commemoration:** 27 June has been declared the *Day of remembrance and homage to victims of terrorism* in Spain and since 2005, 11 March has been adopted

as the *European Day of Remembrance of the Victims of Terrorism* to commemorate the Madrid bombings of 11 March 2004. On both days, the Spanish Government promotes acts of recognition of the victims of terrorism in coordination with associations, foundations and not-for-profit entities. The Victims of Terrorism Memorial Centre (*Fundación Centro para la Memoria de las Víctimas del Terrorismo*) is a state public sector foundation, affiliated with the Ministry of Interior, set up to commemorate all Spanish victims of terrorism.

- **Monuments** create a physical place where victims can gather to share their

individual loss with society. Victims were involved in the planning and development of the memorial monument at the El Pozo station, where 68 out of the 193 victims of the 2004 Madrid attacks died.

- **Honorary citizenship:** Following the 2004 bombings in Madrid, Spanish naturalisation laws were used to extraordinarily grant Spanish nationality to foreign victims of terrorism, to acknowledge their loss and pain. Some victims of the attacks in Catalonia have also obtained Spanish nationality by “letter of nature”, an exceptional way to gain nationality.

Further reading:



- Ivanković, A., Altan, L., Verelst, A. (2017) How can the EU and Member States better help victims of terrorism?
- European Commission (2020) EU Strategy on victims’ rights (2020-2025)
- VSE (2019) Remembering Victims of Terrorism: A guidance document
- German Presidency Report (2020) State of play regarding support to victims of terrorism, particularly in cross-border situations
- 🌐 EU Centre of Expertise for Victims of Terrorism, EU Handbook on Victims of Terrorism
- 🌐 Plano Nacional de Emergência de Proteção Civil (in Portuguese)
- 🌐 Sistema de Informação de Planeamento de Emergência (SIPE) (in Portuguese)

1.3 VICTIMS' RIGHTS TO ACCESS INFORMATION

THE RIGHTS UNDER EU LAW

The Victims' Rights Directive and the Counter-terrorism Directive set out the following minimum scope of a victims' rights to access information:

- the information should be easy to understand and available in multiple formats. In choosing the distribution medium particular attention should be paid to reaching vulnerable groups.
- the victims' right to receive advice and information on relevant legal, practical or financial matters as an integral part of the support offered to victims after a terrorist attack;
- the victims' right to receive information from the first contact with a competent authority;
- the victims' right to receive information on the investigation and justice procedures with regard to their case;
- the victims' right to understand and be understood;

AN OVERVIEW OF RIGHTS IN PORTUGUESE LAW

In Portugal, Law no. 130/2015 guarantees victims of crime access to general information. The information should always be given to the victim in a language, and/or manner, that the victim understands. Usually, when presenting a complaint, victims are first informed of their

rights orally and then they receive a copy of the Victims' Statute.

Information on victim support services are provided by the Law Enforcement Agency (LEA) and the Portuguese Association for Victim Support (APAV). APAV plays a crucial role in the provision of national level support services for all victims of crime. Information, available through the website, brochures, leaflets and posters, focuses on victims' rights and is disseminated in police stations, prosecutors' offices and in court buildings. Advice and information on relevant legal, practical or financial matters can be provided by APAV, and/or via legal aid, and there is no time restriction for the provision of these services.

When a victim, participating in the judicial procedure, does not speak Portuguese, they are entitled, upon request to the authority responsible for the same procedure, to be assisted – free of charge – by an interpreter, who speaks both Portuguese and the language spoken by the victim. If a victim is participating in the proceedings as a civil party or as an assistant (for the roles assumed by the victim during the proceeding see subchapter 1.5 below), they are also entitled to receive translations, into a language they understand, of all documents, such as the judgment, that are essential to exercising their rights. If a victim has hearing and/or speech impairments, a sign language interpreter will be appointed, and the victim can reply to oral questions in writing. The role of the interpreter, in these situations, ensures the victim's right to understand and actively participate in the criminal proceedings.

THE NEEDS OF VICTIMS OF TERRORISM RELATED TO THESE RIGHTS



EXAMPLES OF NATIONAL PERSPECTIVES OR INTERNATIONAL GOOD PRACTICES

In practice, it is essential that information is made available to victims of terrorism at all times. Information reassures victims, helps them understand and make decisions, and aids their recovery. The provision of adequate, timely information about the terrorist attack and its consequences is important to victims and their family members.

State authorities play a crucial role in providing accurate information after an attack. Government information is more effective when it is co-ordinated with civil society actors, media companies, social media, etc.

Information can be divided into:

1. rights and services, actions and expectations – as required by EU rules;
2. factual and topical information regarding the attack, the current situation, and the condition of loved ones;
3. dealing with the attack (involving reassurance and psycho-education on normal reactions and practical suggestions to encourage healthy behaviour).

Information centres

It is recommended that victims of terrorism are provided with a centralised, single contact point that coordinates the work of all those involved in the support and protection of victims. Additionally, a dedicated website, providing all relevant information, can act as – or be supported by – a one-stop-shop, a centre where a range of services (e.g., psychosocial, legal, medical and financial) is provided in the immediate aftermath of an attack.

In Portugal, APAV can activate an emergency website within minutes of a mass crisis event, providing those affected with information on how to deal with the crisis, the rights to which they are entitled, available support and useful contact details.

PROVIDING INFORMATION IN CRISIS - INTERNATIONAL PRACTICE

In France the Inter-Ministerial Delegation for Victim Support (DIAV) has developed the French government's victim support website: the One-stop Victims' Information and Declaration portal, which clarifies what to do after a terrorist attack and enables victims of terrorism, wherever they live, to find information on their rights, the formalities, and the various bodies involved in providing them with assistance (victim support organisations in particular). This information has been translated into English and Spanish for foreigners involved in terrorist attacks in France and the DIAV intends to launch an online information guide for French citizens, who are victims of a terrorist attack abroad.

In the Netherlands, the ARQ (National Psychotrauma Centre) has the ability to set up a special website, within minutes of a crisis event. In the case of a terrorist attack or large-scale disaster, Victim Support Netherlands (*Slachtofferhulp Nederland*) can set up an online Information and Advice Centre (IAC) within a few hours, providing victims, witnesses, and family members with current, complete and reliable information, such as important phone numbers and the latest news from organisations such as the police, the Public Prosecutor, and the government. An IAC was also established after the MH17 plane crash on 17 July 2014.

Further reading:



- Ivanković, A., Altan, L., Verelst, A. (2017) How can the EU and Member States better help victims of terrorism?
- German Presidency Report (2020) State of play regarding support to victims of terrorism, particularly in cross-border situations
- APAV
- 🌐 'One-stop victims' information and declaration portal'
- 🌐 IAC Air Disaster Ukraine

1.4 VICTIMS' RIGHTS TO ACCESS SUPPORT SERVICES

THE RIGHTS UNDER EU LAW

The Victims' Rights Directive and the Counter-terrorism Directive set out the following minimum scope of a victims' rights to access support services:

- Ensure victims' access to generic and specialist support services that are confidential, free of charge and easily accessible;
- Provide at least the following support to victims of terrorism: emotional and psychological support, assistance regarding compensation claims and provision of adequate medical treatment;
- Facilitate referral of victims to support services by the competent authority;

This subchapter focuses on the rights to access support services, as established mainly by the Victims' Rights Directive. Chapter Three describes the organisation of support in the specific context of terrorist attacks and other crisis situations in light of provisions in the Counter-terrorism Directive.

AN OVERVIEW OF RIGHTS IN PORTUGUESE LAW

The National Strategy for Combating Terrorism, adopted by the Council of Ministers' Resolution 7-A/2015 of 20 February 2015, calls for promoting and developing measures, safeguards, mechanisms and good practices to support victims and witnesses of terrorism.

Article 6 of the VS refers to 'technical support services' which are confidential and in the interest of the victims. VS expressly mentions types of support such as legal advice, legal aid, psychosocial support and compensation. The free nature of these services is only expressly mentioned for legal advice and legal aid, although in practice all these services are provided free of charge. The victim can be redirected also to structures that provide emotional and practical support free of charge. Medical care will be free, depending on the victim's economic situation, and any expenses that the victim incurs as result of the crime can later be reimbursed. The timing for provision of these services is not expressly mentioned; in practice they are at the victim's disposal as long as required.

APAV provides victim support services. Its unit, the Support Network for Families and Friends of Victims of Homicide and Terrorism (RAFAVHT), offers specialised practical, social, psychological and legal support to victims of terrorism, as well as to their relatives and friends, whether in Portugal or abroad (for further information, see subchapter 2.1 on cross-border victims). Emotional and psychological support may be provided by APAV and/or the Social Security services and there is no time restriction for the provision of these services.

The National Institute for Medical Emergency is part of the Integrated Protection and Relief Operations System and would be the competent authority to ensure the provision of medical assistance immediately after a terrorist attack. In the long term, victims would be assisted by the National Health Service.

THE NEEDS OF VICTIMS OF TERRORISM RELATED TO THESE RIGHTS



EXAMPLES OF NATIONAL PERSPECTIVES OR INTERNATIONAL GOOD PRACTICES

As each victim will undergo a different recovery process, victims' needs change over time and the assistance and support provided has to be adapted to meet these changes.

Victims, especially if they have to deal with serious (mental) health problems after a

terrorist attack, will face difficulties in absorbing information. Information on (organisations that provide) assistance and support will be more effective when it is provided on different occasions. Ideally, those offering help will be proactive: reaching out to victims on a regular basis, finding ways and opportunities to connect with them. Victims need information on available services, but should not be coerced into using them.

CASE STUDY: ORGANISING SUPPORT IN SPAIN

In Spain, all professionals from the Directorate General of Support to Victims of Terrorism receive appropriate training in trauma informed assistance. These professionals proactively contact victims as soon as after a terrorist attack as security and medical conditions allow and provide information to victims and families. Moreover, they also support victims in their pursuit of compensation, pensions, labour rights, subsidies, and other benefits.

The Medical Advisory Board categorises the injuries by evaluating the permanent consequences of the damages: disabilities, permanent non-disabling injuries, or psychological damages. From the first

interaction, public Victims of Terrorism (VoT) assistance mechanisms aim at facilitating recovery from such consequences.

Since 2016, Spain has had a National Network of Psychologists for the Assistance of Victims of Terrorism (bringing together 230 members), to whom the Ministry of Interior refers all victims of terrorism needing therapeutic psychological support. On 18 June 2015, the Spanish Ministry of Interior signed an agreement with the Spanish National Council of Psychology to guarantee quality psychological care for victims of terrorism and effective treatment commensurate with the special needs of the victims. This agreement was updated in 2019.

Victim assistance centres

It is beneficial to set up a victim assistance centre after large-scale terrorist attacks: a one-stop-shop, where victims can go for information and support.

In Portugal, after a terrorist attack or any other mass-victimisation event, APAV can create a “crisis room” to coordinate its victims support response with other entities and to facilitate victim referrals to specialised support services.

GOOD PRACTICE: SETTING UP A VICTIM ASSISTANCE CENTRE AFTER A TERRORIST ATTACK IN FRANCE

In France, the *Centre d'Accueil des Familles* (CAF) was set up under the authority of the prefect of the competent Department in Strasbourg, on 12 December, to provide immediate treatment and support for victims of the terrorist attack of 11 December 2018. It mobilised the resources of local associations of the France Victimes network, SOS Aide aux Habitants FV67 and VIADUQ FV67 to assist the victims. Nearly 700 victims were helped

in the aftermath of the attack. Such centres are set up whenever a terrorist attack causes multiple direct victims. In certain cases (as for the 2015 Paris attacks, the 2016 Nice attack and the 2018 Strasbourg attack) the CAF, as such, closes after the crisis phase, and the new information and support centre (*Espace d'information et d'accompagnement - EIA*) continues to provide support services for the rehabilitation of the attack survivors.

Central contact point within government

The Single Contact Point for victims of terrorism in Portugal, established by the Comissão de Proteção às Vítimas de Crimes (CPVC), was notified to the Council of the EU in November 2020.

GOOD PRACTICE: OTHER TYPES OF SUPPORT IN FRANCE

- The ONAC-VG (“*Office National des Anciens Combattants et Victimes de Guerre*”) recognizes the victims of terrorist attacks as war-wounded and provides for their life-long care, financial, educational, and professional help.
- In 2016, a local oversight committee for victims of acts of terrorism (*Comité Local d'Aide Aux Victimes*, CLAV, as of 2017) was created at the level of the Departments of the French Republic. The committee ensures the coordination of all local actors involved in victim assistance to ensure the best possible support to victims of terrorism. For example, the

Strasbourg CLAV meets at least once a year to ensure that the needs of victims of the 2018 Strasbourg attack are taken care of, and to discuss any difficulties that victims may face individually. The DIAV oversees the development and activities of all local-level committees.

- The inheritance of those, who died because of an act of terrorism, is exempt from tax.
- Specific health insurance coverage, entailing free care for the length of the convalescence, applies to victims of terrorism.

Further reading:



- Ivanković, A., Altan, L., Verelst, A. (2017) How can the EU and Member States better help victims of terrorism?
- On the central contact point within the government: German Presidency Report (2020) State of play regarding support to victims of terrorism, particularly in cross-border situations
- Comissão de Proteção de Vitimas de Crime
- APAV
- VSE (2018) Behind the Scenes: Family Reception Centre set up for the Victims of the Strasbourg Christmas Market Shooting
- 🌐 Spanish Ministry of Interior – Directorate General of Support to Victims of Terrorism
- 🌐 Vicente Colomina, Aída de (2019) Victims of Terrorism Quality Assistance Guide

1.5 VICTIMS' RIGHT TO ACCESS JUSTICE – PROCEDURAL RIGHTS

THE RIGHTS UNDER EU LAW

The Victims' Rights Directive and the Counter-terrorism Directive set out the following minimum scope of a victims' rights to access justice:

- the right to be heard;
- the right to access legal aid, where victims have the status of parties to criminal proceedings;
- the right to reimbursement of expenses resulting from their active participation in the proceedings.

AN OVERVIEW OF RIGHT TO ACCESS TO JUSTICE IN PORTUGUESE LAW

In the majority of cases, the victim participates in the criminal proceeding as a witness. A victim wishing to claim compensation for harm suffered as a consequence of a crime, may also take part in the proceedings as a civil party. In addition, if the victim wishes to take a more active role in the proceedings, they can request the status of assistant, which enables them to cooperate with the Public Prosecutor (e.g. the assistant may oppose the provisional suspension of the proceedings, or actively participate in the drafting of the orders necessary for the acceptance of the proceedings' suspension, request measures that they consider necessary, file an appeal against decisions that affect them, etc.).

The Victims' Statute introduced amendments to the CCP, specifically in relation to the right to be heard. When the victim files a formal complaint, they have the opportunity to communicate relevant details, and highlight evidence, to the

authority receiving the complaint. Subsequently, during the investigation phase, the victim will be called by the police or, in some cases, by a public prosecutor, to testify. If the offender is charged, the victim will be called once again to testify in the trial phase. In all three cases the court has some discretion in deciding on whether or not to hear the victim.

With regard to legal aid, in Portugal, any party to a legal proceeding – thus including victims – may receive legal aid provided their financial situation meets the conditions specified in Law 34/2004 and in line with Constitutional requirements. Legal aid includes the payment (total or partial) of court fees, the appointment of a lawyer and the payment of their fees. According to the law, rights granted to victims (including the right to legal aid and victim support services) are not dependent on the victim's residence status, migrant situation, or domiciliary requirements. APAV does not legally represent the victim in court but can provide legal support if the victim cannot afford an attorney, it will help the victim to file the request to the social security office, which can then appoint an attorney.

According to the Victims' Statute, a victim participating in the criminal process must be given the option to be reimbursed for any expenses incurred as a result of that participation, depending on their procedural position during the case. The law establishes the victim's right to be reimbursed when they played the role of witness in the criminal proceedings (including e.g. on travel costs). The Portuguese regime of judicial fees foresees that victims, who establish themselves as assisting parties to the public prosecutor are supported by the losing part. Compensation from the State applies if the offender is unable to compensate the victim.

THE NEEDS OF VICTIMS OF TERRORISM RELATED TO THESE RIGHTS



EXAMPLES OF NATIONAL PERSPECTIVES OR INTERNATIONAL GOOD PRACTICES

Large scale attacks

Criminal proceedings and trials for large scale attacks are complex. Large numbers of victims and witnesses are involved and all share the right to participate in the trial. States may need to establish special measures to facilitate this participation, which may include holding trials in larger secure locations to accommodate all those involved.

Where criminal proceedings about terrorist attacks and other disasters account for large numbers of victims, there may be a need for more support compared to other criminal proceedings.

CASE STUDY: ADDITIONAL SUPPORT TO VICTIMS DURING CRIMINAL PROCEEDINGS FOR LARGE SCALE ATTACKS IN SPAIN

The trial held following the 2004 Madrid attacks is one of the largest ever held in Spain and took place between 14 February and 2 July 2007 (a total of 57 hearings were held). The trial was attended by 300 witnesses, 60 experts, three victims' associations and 15 private attorneys, who joined the public prosecutor in the criminal charges, and 150

mass media representatives, who reported on the trial.

To ensure support for the victims attending the trial, a pavilion was set up in the Casa de Campo. Social workers, psychologists, and association members accompanied the victims, providing them with emotional and practical support.

Public inquiries

Victims of terrorist attacks, as other victims, express a need for truth. They want to know what happened, how it happened, who was involved and why. The instigation of formal criminal procedures takes time and victims are often left without answers. A public inquiry can serve as an alternative means of answering the questions of victims and society as a whole.

INTERNATIONAL EXAMPLES OF PRACTICAL APPLICATION

After the 2016 Brussels terrorist attacks, a parliamentary inquiry was launched to investigate the circumstances leading up to the attack, the response to the attack, and the evolution of radicalisation with the aim of developing recommendations from the lessons learned.

In Germany, the Federal Government Commissioner can act as an intermediary

between the victims and those responsible for the criminal investigation in the aftermath of the attack. Even where the investigation is still ongoing, the Commissioner can, for example, set up a meeting between these two parties. During such meetings, victims can directly question those leading the investigation.

Further reading:



- Ivanković, A., Altan, L., Verelst, A. (2017) How can the EU and Member States better help victims of terrorism?
- German Presidency Report (2020) State of play regarding support to victims of terrorism, particularly in cross-border situations
- VOIARE National Report for Portugal
- BE Inquiry Committee March 2016 Terrorist Attacks (EN/NL/FR)
- Beck, K. (2017) Abschlussbericht des Bundesbeauftragten für die Opfer und Hinterbliebenen des Terroranschlags auf dem Breitscheidplatz (in German)
- Infovictims – Portugal

1.6 VICTIMS' RIGHTS TO PROTECTION: PHYSICAL AND PRIVACY

THE RIGHTS UNDER EU LAW

The Victims' Rights Directive and the Counter-terrorism Directive set out the following minimum victims' rights to protection, in particular physical protection and privacy:

- Availability of measures for the protection of privacy, personal integrity and personal data of victims and their family members, particularly in the context of criminal proceedings. In balancing these measures against the pluralism and freedom of the media, self-regulatory measures should be encouraged;
- Availability of measures to protect victims and their family members from intimidation and retaliation as well as from the risk of emotional and psychological harm;
- Requirement for an individual assessment of victims' protection needs to determine whether and to what extent the victim would benefit from special measures in the course of criminal proceedings;

AN OVERVIEW OF RIGHT TO PROTECTION IN PORTUGUESE LAW

The Victims' Statute, which applies to all victims, establishes victims' and their family members' right to an adequate level of protection when the competent authorities find that there is danger of intimidation, retaliation, repeated victimisation, or a strong indication that the victims' privacy might be violated.

Moreover, it determines that contact between the suspect/accused and the victims and their family members must be avoided if both parties may be present, at the same time, for the completion of procedural acts. The Victims' Statute foresees that, when the inquiry of victims with specific protection needs requires the presence of the defendant, questioning can be done via video or phone conferencing.

The Witness Protection Act foresees a series of additional measures, including change of identity, change of physical appearance or relocation, which may also be applicable to victims.

THE NEEDS OF VICTIMS OF TERRORISM RELATED TO THESE RIGHTS



EXAMPLES OF NATIONAL PERSPECTIVES OR INTERNATIONAL GOOD PRACTICES

Government and the media

While governments may agree that the (social) media, with its various roles, can be a strategic resource at times of crisis, finding the right tone in communicating with the media is a challenge. To be able to practise reliable, respectful messaging, to prevent the spread of rumours and to contribute to the recognition of those affected by terrorist attacks, government officials must work hard to communicate with the media.

To make communication more manageable, state authorities can proactively approach the media in the aftermath of a terrorist attack. However, to make the best of the relationship, communication frameworks should be defined, key messages prepared, and the timing of press releases coordinated.

There must be a balance between respecting the privacy and needs of victims and their relatives, and informing the public through media channels. Information from government sources must respect the dignity and security of victims, particularly children. Secondary victimisation must be avoided. In the medium- to long-term, personalised information should be made available to victims and relatives prior to a formal report being made publicly available through media channels.

Victims and the media

It is difficult to balance the freedom of the media, the general populations' need for information and the protection of victims' privacy. While speaking out in the media can be empowering for victims and helpful to the general public, intrusive media attention may violate their privacy and negatively affect the lives of those portrayed, even in the future. Information may be(come) distorted or manipulated, by journalists or others using news footage.

For example, in the aftermath of an attack or disaster, broadcast and print media show images

of the scene of the attack and, potentially, of victims and witnesses. These images will likely be shown again in light of commemorations and remembrance activities of this attack or disaster, which is retraumatising to victims and victims' families. It is advised that victim support organisations are sensitised about the recurrence of distressing images so that this can be dealt with in a victim-sensitive manner.

It is difficult to restrict harmful information flows on social media channels. However, media networks can be useful tools for victims and law enforcement agents in the aftermath of an attack. For example, Twitter users started posting pictures of cats after a request from the Belgian authorities not to share information on ongoing police activity during the Brussels lockdown following the Paris attacks in November 2015.

In Portugal, the Victims' Statute foresees that whenever media reports are related to the commission of a crime, they cannot identify or transmit details, sounds, or images that identify victims, who are children, young people, or other especially vulnerable persons, thus including victims of terrorism. Some difficulties arise, however, with regard to the media keeping this commitment in the case of deceased victims and their partner/spouse and children. Under Portuguese law, surviving relatives then become the especially vulnerable victims in place of the deceased victim.

A booklet, including guidelines for the media, has been developed by the Portuguese Government; however, it is only applicable in the context of cases of domestic violence and violence against women. The code of ethics for journalists in Portugal provides clear rules, but again only with regard to victims of sexual violence and children as it states that "the journalist shall not identify, directly or indirectly, the victims of sexual violence and the under-aged person, whether they are sources, witnesses, victims or perpetrators of acts that Portuguese law classifies as a crime; the journalist must not humiliate persons or disrespect their pain".

GOOD PRACTICES OF WORKING WITH THE MEDIA IN SPAIN AND FRANCE

Some institutions and media in Spain, for example, the Spanish Public Radio Television (RTVE), have published recommendations on the treatment of victims of terrorist attacks by the media. In particular, care must be taken to guarantee the use of language and the rigorous reporting of truthful information. According to the recommendations, reporting on victims of terrorism must be done with the utmost respect for their situation and

privacy, as well as with recognition of the pain of their relatives.

In France, the French Audiovisual High Council (*Conseil Supérieur de l'Audiovisuel*, CSA) held hearings, namely with victim support associations and other authorities, to draft a Charter of Good Practices for the media in the case of terrorist attacks, which includes a reminder of ethical rules.

Further reading:



- Ivanković, A., Altan, L., Verelst, A. (2017) How can the EU and Member States better help victims of terrorism?
- UNESCO (2017) Terrorism and the Media: A handbook for journalists
- German Presidency Report (2020) State of play regarding support to victims of terrorism, particularly in cross-border situations
- VOciare National Report for Portugal
- 🌐 *Guia de boas práticas dos órgãos de comunicação social na prevenção e combate à violência contra as mulheres e violência doméstica* (in Portuguese)
- 🌐 *Novo Código Deontológico* (in Portuguese)
- *Manual del Estilo de RTVE* (in Spanish)
- CSA, *Précautions relatives à la couverture audiovisuelle d'actes terroristes* (in French)

1.7 VICTIMS' RIGHTS TO PROTECTION: SECONDARY VICTIMISATION

THE RIGHTS UNDER EU LAW

According to the Victims' Rights Directive and the Counter-terrorism Directive, Member States should ensure that measures are available to protect victims and their family members from secondary victimisation.

Terrorist attacks result in deaths, physical and psychological injuries or material damages that affect those involved. This is called primary victimisation: the direct consequences of the violent act. If, in the aftermath of an attack, victims receive poor or inadequate assistance from the staff and institutions in charge of their care (public authorities, first-responders, state security forces, social workers, lawyers), their suffering can be aggravated. This is known as secondary victimisation, re-victimisation or double victimisation.

Causes

The effect of an attack on victims can be magnified in many ways:

- repetition of statements in police interviews;
- lack of information;
- government, police or hospital staff engrossed solely in the immediate events without attending to the shock suffered by the victims;
- experts questioning the credibility or mental health of victims;
- delay in judicial procedures, confrontation with terrorists in the court room, having to recount publicly and in detail their traumatic experience;
- media exposure;
- lack of support from colleagues/peers in the workplace, school, university.

Solutions

It should be kept in mind that many solutions reflect the understanding that victims of terrorism are in an abnormal situation and require greater care. Such solutions can include the training of professionals on how to engage with victims of terrorism, specific procedures, nomination of staff solely for these cases, forward planning and ensuring victims' participation.

AN OVERVIEW OF RIGHT TO PROTECTION FROM SECONDARY VICTIMISATION IN PORTUGUESE LAW

See Rights in Portugal in subchapter 1.6, above.

General rules, in the Victims' Statute, foresee that the victim has the right to be heard in an informal and private environment, under appropriate conditions that prevent secondary victimisation. The victim's interrogation and eventual submission to a medical examination must take place, without undue delay, after the reporting of the crime, but only when they are strictly necessary for the purposes of the investigation and the criminal procedure, and any repetition must be avoided.

As especially vulnerable victims, victims of terrorism and their family and friends, may be heard/questioned remotely, using videoconferencing or teleconferencing systems, with the assistance of a specifically qualified technician, by the examining judge at the inquiry/examination stage. Thus, the victim's statement may, if necessary, be used during the trial, without the victim having to repeat their testimony. The participants in this hearing, besides the examining judge, are the public prosecutor, the defendant and the defence

lawyer, and the lawyers of the assistant (as per subchapter 1.5 above) and of the civil parties. The statement is known as a “statement for future reference” and is recorded for use during the trial, though the trial judge may still request the witnesses to testify and be questioned again.

The Victims’ Statute foresees that police authorities and judicial officials, likely to come into contact with victims, receive general and

specialised training to increase their awareness of victims’ needs and to enable them to interact with victims in a non-discriminatory manner, and with respect and professionalism. The Center for Judicial Studies training, which is mandatory for judges and public prosecutors, includes content on victimisation to increase the awareness of judicial magistrates and the Public Prosecutor’s Office regarding the needs of victims.

THE NEEDS OF VICTIMS OF TERRORISM RELATED TO THESE RIGHTS



EXAMPLES OF NATIONAL PERSPECTIVES OR INTERNATIONAL GOOD PRACTICES

There have been efforts made to improve training for professionals, who have first contact with victims of crimes. For example, the curricula of the Police Training School include a course in communication and victim assistance. Many NGOs provide training sessions to the police forces, but these are not compulsory and they do not specifically relate to victims of terrorism.

CASE STUDY: DEVELOPMENT OF GUIDANCE TO AVOID SECONDARY VICTIMISATION

The “Victims of Terrorism Quality Assistance Guide” resulted from the collaboration, which started in 2015, between the Ministry of the Interior, with its General-Directorate for Support to Victims of Terrorism, and the Spanish Psychological Association (*Consejo General de Colegios Oficiales de Psicólogos* - COP).

The Guide recognises the immense psychological impact caused by a terrorist attack and provides various genres of professionals with information on various

victims’ reactions to the trauma of terrorist victimisation. In addition to psychologists, there are other actors involved in assisting victims. This Guide aims to provide the State Security Forces, the fire brigade, local police officers, social workers, public authorities, consular office staff, members of associations and foundations of victims of terrorism, and any other groups offering assistance to victims, with an efficient tool in the provision of quality victim support and to minimize, or at least not to increase, the psychological damage they suffer.

Further reading:



- Ivanković, A., Altan, L., Verelst, A. (2017) How can the EU and Member States better help victims of terrorism?
- VOciare National Report for Portugal
- APAV (2016), IVOR Report – Implementing Victim-oriented Reform of the Criminal Justice System in the European Union, p. 165
- 🌐 Vicente Colomina, Aída de (2019) Victims of Terrorism Quality Assistance Guide, also available on the [Spanish Ministry of Interior’s website](#)

1.8 VICTIMS' RIGHTS IN RELATION TO ACCESS TO COMPENSATION

THE RIGHTS UNDER EU LAW

The Victims' Rights Directive, the Counter-terrorism Directive and the Compensation Directive set out the following minimum scope of a victims' rights in relation to compensation:

- the Member States' obligation to set up a compensation scheme for victims of violent intentional crimes committed in their respective territories, which guarantees fair and appropriate compensation to victims and applies to cross-border situations;
- Provision of advice, support and assistance to victims, including cross-border victims, regarding compensation claims.

AN OVERVIEW OF RIGHTS IN PORTUGUESE LAW

Law 104/2009 regulates the granting of compensation to victims of violent crimes, including to foreign victims. The same mechanism established therein, for providing immediate financial assistance, applies to victims of terrorism, provided that the specific situation meets the legally compulsory requirements (i.e., the injury has caused permanent disability, temporary and absolute incapacity from work for at least 30 days, or death; the harm has caused a considerable disturbance in the level and quality of life of the victim or - in the case of death of the victim - of the applicant, i.e. the partner/spouse of the

deceased victim, under-age persons as well as adult daughters/sons or other persons, such as fathers or mothers, who depended on the deceased person; effective reparation of the damage has not been obtained in the execution of a sentence, or it is reasonable to foresee that the offender will not make reparation for the harm).

The Commission for the Protection of Victims of Crimes is the Ministry of Justice body responsible for receiving, analysing, and deciding on State compensation claims brought by victims of violent crime and victims of domestic violence, in Portugal and abroad.

The following deadlines for claiming compensation are to be considered:

1. 1 year since the crime, or
2. if the applicant is under-age, 1 year after he/she reaches 18 (until he/she is 19)
3. if there is a criminal proceeding, 1 year until the end of the criminal proceeding and any related appeal procedure, or
4. if all the above deadlines are missed, the president of the Commission may still consider a request for compensation upon receipt of a duly justified explanation.

Assistance to victims of terrorism for the submission of claims for compensation could be provided by APAV and/or via legal aid and there is no time restriction for the provision of such assistance.

THE NEEDS OF VICTIMS OF TERRORISM RELATED TO THESE RIGHTS



EXAMPLES OF NATIONAL PERSPECTIVES OR INTERNATIONAL GOOD PRACTICES

CASE STUDY: FUNCTIONING OF THE COMPENSATION SCHEME IN FRANCE

Victims are in direct contact with the FGTI and can be accompanied throughout the compensation process by France Victimes' support associations as well as other victims' associations, such as AFVT and FENVAC, in addition to the victims' lawyers, where appropriate. In the immediate aftermath of a terrorist attack, the FGTI makes a provisional payment to cover costs arising immediately after the attack (between 24 and 48 hours after). In this context the FGTI also covers the funeral costs for the bereaved families and directly contacts funeral services to assist families with this process. In any case, within one month of receiving a valid claim from the victim, the FGTI will pay an initial amount; additional amounts can be paid, based on

costs incurred and foreseeable final damages. New types of harm have been recognized, such as the harm of anxiety about imminent death. It is also possible for a team to visit the location of the attack, even if it is abroad, to assist victims and family members with the preparation of the compensation claim.

In addition, through the online one-stop-shop developed by the DIAV, victims can complete an online form with their personal information and supporting documentation, which will facilitate their application for compensation and reimbursement of costs. Foreigners involved in terrorist attacks in France can also access this information in English and Spanish.

Further reading:



- Ivanković, A., Altan, L., Verelst, A. (2017) How can the EU and Member States better help victims of terrorism?
- VSE (2019) A Journey from Crime to Compensation
- German Presidency Report (2020) State of play regarding support to victims of terrorism, particularly in cross-border situations
- *Fonds de Garantie des Victimes de Terrorisme et d'autres Infractions* (FGTI)
- Fédération nationale des victimes d'attentats et d'accidents collectifs (FENVAC)
- Association française des victimes du terrorisme (AfVT)

2. CONSIDERING PARTICULAR GROUPS OF VICTIMS

2.1 CROSS-BORDER VICTIMS

THE RIGHTS UNDER EU LAW

The Victims' Rights Directive, the Counter-terrorism Directive and the Compensation Directive set out the following minimum scope:

- Appropriate measures should be taken to minimise the difficulties faced where the victim is a resident of a Member State other than that where the criminal offence was committed;
- Expenses, incurred as a result of their active participation in criminal proceedings and according to their role in the relevant criminal justice system, should be reimbursed;
- Member States should ensure that victims of terrorism, who are residents of a Member State other than that where the terrorist offence was committed, have effective access to information as well as access to support services;
- Appropriate action should be taken to facilitate cooperation between Member States to improve victims' access to the rights.

AN OVERVIEW OF RIGHTS IN PORTUGUESE LAW

In Portugal, the Commission for the Protection of Victims of Crime at the Ministry of Justice is responsible for cross-border victims.

APAV also provides assistance to cross-border victims, including victims of terrorism. APAV's support to Portuguese victims abroad may include: providing emotional/psychological support and information, in Portuguese, through videoconferencing or similar; referring victims to other support services in the country where the crime has occurred; providing information on the

criminal justice system of the country where the crime has occurred; helping victims with claims for compensation; assisting victims, who wish to participate in the criminal proceedings, when possible; helping victims to access support services provided e.g by lawyers, translators, funeral agencies in the country where the crime has occurred; helping those close to deceased victims with estimating costs for the repatriation of the body; providing support to family members who are/live in Portugal and helping them contact the victims abroad.

Portuguese Consulates abroad may provide support at a bureaucratic level.

Compensation schemes

In accordance with Law no 104/2009 on the compensation scheme described above, the right to an advance payment is expressly granted to Portuguese citizens, and citizens residents in Portugal, who are victims of violent crimes committed abroad, provided they do not have right to compensation in the country where the crimes occurred. In addition, the Commission for the Protection of Victims of Crime can, upon request and receipt of the completed compensation claim, help the victim to file the request for compensation in the country where the crime happened.

Participation in criminal proceedings

Both the CPP and the Victims' Statute foresee the obligation to allow the hearing of a victim, during the trial phase, by means of video or teleconference and to allow for the use of these mechanisms if the victim/witness is abroad and must testify. The law establishes the victim's right to be reimbursed only when they assume

the role of witness in the criminal proceedings (including e.g. on travel costs).

Translation of official documents

When the victim participating in the proceeding does not speak Portuguese, they are entitled, upon request to the authority responsible for the procedure in question, to be assisted free

of charge by an interpreter, who speaks both Portuguese and the language spoken by the victim.

If a victim is participating in the proceedings as a civil party or as an assistant (as explained under subchapter 1.5 above), they are also entitled to receive translations of documents that are essential to the exercising of their rights, such as the judgment, in a language they understand.

THE NEEDS OF VICTIMS OF TERRORISM RELATED TO THESE RIGHTS



EXAMPLES OF NATIONAL PERSPECTIVES OR INTERNATIONAL GOOD PRACTICES

CASE-STUDY: SPANISH APPROACH TO CROSS-BORDER ASSISTANCE TO FOREIGN NATIONALS AND NATIONALS VICTIMS ABROAD

Generally, cross-border victims in Spain receive the same treatment and are granted the same rights as Spanish nationals, who are victims of a terrorist act in Spain. In the case of foreign victims, the initial needs assessment will determine if the victim is to remain in Spain or return to their country of origin. If the victim remains in Spain, they are treated the same way as a Spanish victim would be, enjoying all available resources to meet their needs. This includes support from members of the National Network of Psychologists for Support to Victims of Terrorism, some of whom speak English and French. If the victim of an attack in Spain returns to their country of origin, the Ministry of the Interior will pay for their psychological support.

In the 2017 attacks in Catalonia, Spain, many foreign victims were involved. Assistance, repatriation, information, and the subsequent processing of compensation claims were coordinated with the consulates of their countries of origin.

In the immediate aftermath, Spanish victims of attacks abroad, are supported by consular officers and, when is possible, team members of the Directorate General for Support to Victims of Terrorism - the specialist Spanish Governmental body - travel to the country where the attack occurred.

Further reading:



- Ivanković, A., Altan, L., Verelst, A. (2017) How can the EU and Member States better help victims of terrorism?
- German Presidency Report (2020) State of play regarding support to victims of terrorism, particularly in cross-border situations
- VOciare National Report for Portugal

2.2 CHILDREN

THE RIGHTS UNDER EU LAW

The Victims' Rights Directive and the Counter-terrorism Directive set out the following minimum scope:

- Member States should ensure that the child's best interests are their primary consideration and that the specific protection needs of child victims are assessed;
- Special protection measures for child victims should be available in light of judicial proceedings.
- The public dissemination of information that could lead to the identification of a child victim should be prevented.

IMPACT OF TERRORIST ATTACKS ON CHILDREN

Most children respond sensibly and appropriately to disaster, especially if they experience protection, support, and stability from their parents and other trusted adults. Like adults, they may exhibit a wide range of reactions in the aftermath of a terrorist attack: headaches and stomach pain. It must be noted that children's fears may also stem from their imagination as, unlike adults, they are less able to judge which fears are real and which are not; however, their fears should be taken seriously. Information for children and adolescents should be provided in an age-appropriate manner. For child survivors of terrorism: remember to also ask about the health and wellbeing of their brothers and/or sisters.

THE NEEDS OF VICTIMS OF TERRORISM RELATED TO THESE RIGHTS



EXAMPLES OF NATIONAL PERSPECTIVES OR INTERNATIONAL GOOD PRACTICES

Children as direct victims

The National Strategy for Combating Terrorism (Resolution of the Council of Ministers 7-A/2015 of 20 February 2015), in promoting and developing measures, safeguards, mechanisms and good practices for the early identification of, and support to, victims and witnesses of terrorism, calls for particular attention to be paid to children.

In general, with regard to the right of protection of child victims in criminal proceedings, the Victims' Statute foresees that the age and maturity of the child shall be taken into account, and information enabling the identification of the child cannot be disclosed to the public. The CPP, moreover, establishes that the pre-trial judge and the trial judge, the authorities responsible for directing the pre-trial and trial hearings, may decide that interviewing child victims takes place in an informal environment, where a psychologist questions the child as directed by the judge and lawyers through a headset in a separate room. Most commonly, however, the child is heard/questioned by the examining judge at the inquiry or examination stage and their statement may be taken used during the trial without the child

having to repeat their testimony. The participants in this examination, besides the examining judge, are the public prosecutor, the defendant and the defence lawyer and the lawyers of the assistant and of the civil parties. This statement is known as a statement for future recall and is recorded for use during the trial, though the trial judge may still decide to request the witness to be questioned again.

APAV promoted and implemented a project called ABC Justice (*ABC Justiça*) to create guidelines and an interactive website, targeted at children and young people, to raise awareness on criminal proceedings and victims' rights.

Interactions between TV broadcasting or written media and children

In Portugal, the special regime under Law no. 147/99 and the Victims' Statute on the protection of children and young persons, establishes that if information on children or young persons, whether they are in danger or not, is disclosed by the media, they cannot identify nor broadcast details, sounds or images that lead to the identification of these victims. Violation of this prohibition qualifies as a crime of disobedience.

Further reading:



- Ivanković, A., Altan, L., Verelst, A. (2017) How can the EU and Member States better help victims of terrorism?
- VOCIARE National Report for Portugal
- 🌐 ABC Justiça, (available in Portuguese and English)

3. ORGANISING SUPPORT

3.1 PREPARATION AND ORGANISATION OF SUPPORT FOR VICTIMS OF TERRORIST ATTACKS

THE RIGHTS UNDER EU LAW

The Victims' Rights Directive and the Counter-terrorism Directive set out the following minimum requirements for the preparation and organisation of support for victims of terrorist attacks:

- Organise training on how to interact with victims and on victims' needs for practitioners that come into contact with victims
- Ensure that mechanisms or protocols are in place allowing for the establishment of support services for victims of terrorism within the framework of the national emergency-response infrastructures;
- Ensure a comprehensive response network tailored to the specific needs of victims of terrorism.

It should be noted that the availability of an extensive response network depends on Member States' past experience in terrorist attacks and some Member States have not yet developed protocols for the establishment of a specific response network. Where such a response network is not available, it is our understanding that existing crisis response structures can be adapted to terrorist attacks.

AN OVERVIEW OF RIGHTS IN PORTUGUESE LAW

PREPARATION AND TRAINING – NATIONAL PERSPECTIVES OR INTERNATIONAL GOOD PRACTICES Planning and co-operation

The National Strategy to Combat Terrorism, approved in 2015 by the Resolution of the Council of Ministers 7-A/2015, of 19 February, is based on the commitment to eliminate terrorism in all its manifestations, by pursuing the following objectives - detect, prevent, protect, pursue and respond. The prevention phase aims at identifying the causes that determine the emergence of processes of radicalization, recruitment and terrorist acts.

Training

There have been efforts made to improve training for professionals, who have first contact with victims of crimes. For example, the curricula of the Police Training School include a course in communication and assistance. Many NGOs provide training sessions for the police forces but these are not compulsory. Moreover, although students of the magistrate's school are not obliged to attend training on victims' experiences and needs, some officers have completed an "internship" in APAV (e.g., two-days of observation).

EMERGENCY RESPONSE PHASE – NATIONAL PERSPECTIVES OR INTERNATIONAL GOOD PRACTICES

According to Law 53/2008 (National Security Law), in terrorist attacks, the relevant security forces and services as well as the Integrated Protection and Relief Operations System (which includes e.g. the National Authority for Civil Protection and the National Institute for Medical Emergency as well as any other authorities deemed relevant in view of the circumstances, as e.g. a group of psychologists working at the scene) must operate under the orders of the Secretary of State for National Security. The National Institute for Medical Emergency is part of the Integrated Protection and Relief Operations System and would be the competent authority to ensure the provision of necessary medical assistance.

While the first line of response is the National Authority for Civil Protection, APAV can initiate a crisis response plan, in case of a mass victimisation event, to provide support to victims and their families. The plan provides for the option to rearrange human resources and

reallocate them where most needed (national helpline, crime scene or nearby spaces, as well as APAV Victim Support Offices closer to the crime scene); creating a crisis room to coordinate the response to victims; launching a website providing all relevant official information, including on how to deal with a crisis and victims' rights as well as useful contacts, minutes after the crisis; maintaining specialised support to victims, families and friends for as long as needed, regardless whether it started in the immediate aftermath of the crisis or not.

MEDIUM- AND LONG-TERM – NATIONAL PERSPECTIVES OR INTERNATIONAL GOOD PRACTICES

APAV provides practical, social, psychological and legal support to victims of terrorism, as well as to their relatives and friends, in Portugal or abroad. Emotional and psychological support can be provided by APAV, and/or the Social Security services, and there is no time restriction for the provision of these services. Medical assistance in the long term would be ensured by the National Health Service.

Further reading:



- German Presidency Report (2020) State of play regarding support to victims of terrorism, particularly in cross-border situations
- VOCIARE National Report for Portugal

3.2 ORGANISATION OF SUPPORT FOR VICTIMS OF TERRORISM

THE RIGHTS UNDER EU LAW

The Victims' Rights Directive and the Counter-terrorism Directive set out the following minimum requirements for the organisation of support for victims of terrorist attacks:

- The availability of support services immediately following a terrorist attack, and for as long as necessary. These support services should be confidential, free of charge and easily accessible to all victims of terrorism;
- The establishment of free and confidential specialist support services in addition to, or as an integrated part of, general victim support services; victim support

organisations should be able to call on existing specialised entities providing such care, as necessary;

- Ensure that mechanisms or protocols are in place that allow for the activation of support services for victims of terrorism within the framework of the national emergency-response infrastructure.

AN OVERVIEW OF RIGHTS IN PORTUGUESE LAW

Victim support services include practical, social, psychological, and legal support to victims in general, as well as to their relatives, and available support outside Portugal.

THE NEEDS OF VICTIMS OF TERRORISM RELATED TO THESE RIGHTS



EXAMPLES OF NATIONAL PERSPECTIVES OR INTERNATIONAL GOOD PRACTICES

Whilst it is evident that victims have a right to support, it is not always clear how that support should be organised in any given country: who should provide it, how should it be made available, and what services should be offered? There is no one-size-fits-all answer to these questions. Each Member State will find solutions that take into account their specific national circumstances. Victim support can be provided by the state, by victim support organisations, or by a combination of both.

Victims' associations

Peer groups are valued because of their understanding and shared experience of those involved. Peer groups can therefore provide support that is particularly beneficial to those affected. These groups are largely formed spontaneously thanks to individual contacts between those affected, experiences they exchange and mutual support.

The Portuguese Association for Victim Support (*Associação Portuguesa de Apoio à Vítima*, APAV)

is the only non-profit and non-governmental organisation (NGO), which provides support free of charge to victims of all types of crime, their family and friends. APAV provides legal, practical, psychological, and social support and its services (*Serviços de Proximidade*) comprise of victim support offices (*Gabinetes de Apoio à Vítima*, GAV) and four specialised networks, which offer specialised services: the Support Unit for Migrant and Discrimination Victims, the National Network of Shelters for Women and Children Victims of Violence, the Support Network for Families and Friends of Victims of Homicide and Terrorism, and the Network of Specialised Support to Children and Young Victims of Sexual Violence.

Certified psycho-trauma experts

The EUCVT has compiled a list of Psycho-trauma experts, based in Europe, who have all been invited to join the online expertise Hub with a view to exchanging best practices and increasing expertise at the national level.

The Portuguese Psychologist Association contains a group of specialist psychologists trained in psychological disaster intervention. In the past the group has been activated in the case of extensive wildfire.

GOOD PRACTICE: PSYCHOSOCIAL SUPPORT IN SPAIN AND FRANCE

In Spain, in April 2016, the Ministry of the Interior and the General Council of Spanish Psychologists presented the new National Network of Psychologists for the Care of Victims of Terrorism made up of 230 professionals, who will provide countrywide assistance and support to victims of terrorism.

In France, the National Center for Resources and Resilience (CN2R) was created under an initiative of the Inter-Ministerial Delegation for Victim Support (*Délégation Interministérielle de l'Aide aux Victims - DIAV*) with the intention to carry out research and share knowledge on psycho-trauma, to improve the support provided to all victims.

Further reading:



- VOCIARE National Report for Portugal
- 🌐 Vicente Colomina, Aída de (2019) Victims of Terrorism Quality Assistance Guide
- 🌐 National Center for Resources and Resilience (CN2R)

4. EUCVT

In January 2020, the European Commission set up the EU Centre of Expertise for Victims of Terrorism (the EUCVT) as a two year pilot project to offer expertise, guidance and support to national authorities and victim support organisations.

Expertise is available on all matters related to victims of terrorism: e.g. on their needs, their rights according to EU legislation, the psychological consequences of terrorist attacks and therapies available for victims, and judicial processes.

During the term of the pilot project, national authorities (departments of justice, of health, of the interior; national organisations of the police, public prosecution or law courts; national first responders; NGOs that support victims of terrorism) may contact the EUCVT for expertise, guidance and/or support.

The EUCVT is unable to provide direct help and assistance to individual victims of terrorism. However, victims that contact the EUCVT will be referred to the authority or service provider in the appropriate Member State (or in other countries as required) that can support them.

Website

- Basic information on the rights of victims, on the needs of victims and on available support for victims of terrorism is available on EUCVT's website.
- The website also contains key documents on victims of terrorism, links to online resources, video statements of victims of terrorism and the professionals involved in their support.

Experts

- The EUCVT has an extensive network of experts, including victims of terrorism, practitioners and researchers from Member States and around the world. The EUCVT will connect you with the relevant experts as required.
- EUCVT experts are available, at short notice, to deliver advice in person in EU Member States. The costs involved shall be borne by the Member State making the request for assistance.

Contact details

eucvt@victimsupporteurope.eu

Further reading:

 [EU Centre of Expertise for Victims of Terrorism](#)

