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Multi Agency Training Exit Strategies for Radicalized Youth

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1. Background on National Context

Anti-Radicalization National Programs and level of implementation

Similarly to other European countries, terrorism and extremist/radical ideologies have prompted a growing interest in governmental entities, the media and Portuguese society as a whole.

Although Portugal has not witnessed any terror attacks in its territory in this century, it is still a target of collateral damage as it belongs to the European continent and the European Union, and therefore the social alarm of other European countries also reflects on the Portuguese people. Hence, themes such as *jihadi* terrorism, political and ethnical extremisms have become a place of national interest and investment.

Regarding *Jihadism*, although there are no known cell activities in Portuguese territories, some youths have been known to share ties with Portugal - especially the ones of Portuguese descent - who fight alongside troops in the self-proclaimed Islamic State.

The poor investment in *jihadi* activity in Portugal might be related to the low prevalence of the Islamic community in the country. There are about 50,000 Muslims, most of whom are young people born in Portugal and second and third generation children of families from the former colonies, mostly African countries, and citizens from Arab countries with embassies accredited in Portugal (Islamic Community of Lisbon, <http://www.comunidadeislamica.pt/>).

The remote impact of youth radicalization in Portugal has led to the timid arrival of antiradicalization measures, appearing mostly in the academic field. These initiatives are born from the investment of academic researchers by participating in international projects, especially those that focus on providing professionals from diverse areas of expertise with the promotion of tolerance as a way to prevent radicalization.

An example of this is the appearance of projects such as *Tolerance*, a European project that invested in the development of guidelines and a toolkit

with free access educational resources, aiming to supply didactical material in order to promote tolerance towards diversity in the classroom and fight against radicalization from the outset. This project focuses on the training of teachers and educators, promoting students' discussion and criticism in order to grow in a multicultural, empathetic and dialogue society, free from racism and xenophobia.

On a similar note, another project that works with the educational community is project Xeno Tolerance - Supporting VET teachers and trainers to prevent radicalization, which works with two schools in Porto known for their projects with migrant communities. At a first level this working group started by identifying the main factors of exclusion recognized by teachers; the second level centered on the development of free access didactic-pedagogical material, oriented to the issues of diversity and specifically the prevention of radicalization.

Civil society, on the other hand, showed willingness to act towards the development of intervention strategies, giving place to singular projects, many of which restricted to their area of operation (parish/district/school community); however, many of these projects did not reach public knowledge. An example of a project developed by local communities and national companies is Project YEIP - Youth Empowerment and Innovation Project, an international project that seeks to develop a model of prevention policies to fight and prevent marginalization and violent radicalization among European youth. The project centers on the analysis of the roots of violent radicalization and the challenges that are present in the current social and economic context, developing an intervention based on the positive development of youths, namely through the empowerment of positive entities.

In alignment with the academic field and civil society, there have appeared sociopolitical measures that enhanced the emergence of laws, as well as the activation of action guidelines by security and intelligence forces. Thus, in order to adjust to the European paradigm, Portugal focused on the training of proximity policing - Model of Proximity Policing (MIPP) - that allows for the early detection of radicalization signs. The Public Security Police (PSP), the entity responsible for proximity policing of the major urban centers, bet on the

training of detection techniques for suspicious signs, allowing agents to identify symbols, attitudes, expressions, and behaviors that are associated with extremist groups. This training began in 2012, when PSP affiliated with CoPPRa (Community Policing Preventing Radicalization and Terrorism), a project financed by the European Commission. In addition to the training, CoPPRa left a pocket guide with guidelines to detect signs of violent extremism, a manual that was made available to over 20 thousand police officers. The project's actions were replicated by the agents who were present at the first stage, enabling an exponential number of sensitized police officers.

In October 2016 the Judiciary Police joined the Radicalization Awareness Network (RAN) for a meeting with agencies and services of countries of the European Union, with the PSP, the National Republican Guard (GNR) and the Institute of Child Support (IAC) and jihadists' family members, where they could share experiences and information.

In addition to proximity to the communities, one of the greatest goals of security and intelligence forces is to accompany the return of jihadists who left Portugal to fight in the ranks of the Islamic State. In Portugal, there are twelve jihadists under judicial investigation, who are subject to international arrest warrants (Europol, 2018).

Terrorism Law and Law Enforcement

The creation and alteration of laws related to terrorism in Portugal accompanied the emergence of a social and legal paradigm that appeared in Western countries after 9/11. Portuguese laws were directly influenced by the laws of European countries, particularly those that integrated the European Union (EU). In 2003, national legislation started to reflect the political and strategic positioning of Portugal in the EU, reflecting the importance of being part of the North Atlantic Treaty Organization (NATO).

Thus, for example, on August 22 law n°52/2003 appeared, the Counter Terrorism Law, which “aims to predict and punish terrorist acts and organizations” (AR, 2003, p.5398) and was enacted after approval from the Board-Decision n°2002/475/JAI of the Council of the European Union (CEU). In 2008, the CEU reformulated its Board-Decision once more, adding to the criminalization of terrorism the penalization of public incitement to the practice of terrorist infractions, the recruitment and training for terrorism. This Board-Decision n.º 2008/919/JAI from the CEU, on November 28, paved the way to the revision of the Counter Terrorism Law, thus emerging law n.º 17/2011, on May 3.

Portugal currently follows ten action areas to fight violent extremism defined by the Council of the European Union in June 2013, imposed by the member States and the EU itself, whose reinforcement measures consist of:

- 1- Developing global national strategies
- 2- Creating a European Center for Knowledge;
- 3- Reinforcing the role of the Radicalization Awareness Network (RAN);
- 4- Developing and providing training to professionals in the field;
- 5- Supporting deradicalization and disengagement programs(“Exit Strategies”);
- 6- Cooperating in order to respond to the challenges of the Internet;
- 7- Involving the victims;
- 8- Encouraging the critical spirit of youths regarding extremist messages;

- 9- Increasing investigation activities;
- 10- International cooperation with third countries.

The national legislative background regarding counter-terrorism has led to the approval of the National Counter-Terrorism Strategy (ENCT), which assumes a critical role as a fundamental tool against terrorism, representing a “compromise of mobilization, coordination and cooperation of all national structures with direct and indirect responsibility in fighting terrorism threats and an accomplishment on a national level of the internal, European and international imperatives of counter-terrorism” (PCM, 2015, p. 1022). The ENCT derives from the EU Anti-terrorism Strategy and sets out five strategic goals: detection, prevention, protection, prosecution and response. Its development is based on the respect for the European Human Rights Convention and the Fundamental Liberties of the Council of Europe, the originating law of the European Union, the Letter of Fundamental Rights of the European Union, the constitutional principles of the Portuguese State, and is inspired by the United Nations Resolution and the counter-terrorism policy of the European Union.

In alignment with the laws and measures that loomed after the Twin Towers attack, the National Defense Strategic Concept (CEDN) emerged in 2003, which accompanied the socio-political changes of the time. The national defense strategic concept sets out a strategy that defines the fundamental aspects of the global strategy to be adopted by the State for the attainment of the national security and defense policy goals. Due to the economic, social and political changes that occurred, the document was updated in 2013, addressing the changes that occurred in Portugal and throughout the world, including in its foundation NATO’s new strategic concept from 2010, as well as the Lisbon EU Treaty dated 2007.

From this point forward, terrorism has come to be understood as a threat that entails the development of “multi-sectoral and integrated strategic answers” (PCM, 2013, p.1989), for the sake of addressing the phenomena and others recognized in the transnational threat panorama.

Special Units in Place

In 2013, the Anti-Terrorism Coordination Unit (UCAT) was created in Portugal, an entity responsible for the coordination and promotion of information sharing among security forces, aiming to reinforce the internal security activity against terrorism. It is UCAT's responsibility to coordinate the implementation plans of the actions set out by the Counter-Terrorism National Strategy, as well as to articulate and coordinate amid international contact points of the several areas of terrorism intervention. UCAT is made up of representatives of the General-Secretary of the Internal Security System, the Secretary-General of the Portuguese Republic Information System, the general-commanders of the National Republican Guard (GNR) and Maritime Police (PM), the Public Security Police (PSP) Judiciary Police (PJ) and SEF (Immigration and Borders Service) national directors and the External Intelligence Service (SIED) and the Internal Intelligence Service (SIS).

UCAT was initially implemented as a team that only acted in emergency situations or in events that brought high concentration of people or high risk.

In 2016, after the intensification of terrorist attacks on the European continent, UCAT started to operate on a 24h/365 days permanency, with a team made up of elements of each one of the security forces and services.

Some of the forces and entities part of the UCAT developed divisions in its structure with specific competencies to act in operations associated with terrorist and/or radical groups.

The Judiciary Police, through the National Counter-Terrorism Unit (UNCT), have exclusive competences for the criminal investigation of crimes related to terrorist organizations and terrorism, in addition to being responsible for the prevention and detection of such groups.

The Public Ministry, on the other hand, has focused on the development of magistrates specialized in terrorism and organized criminality, which in turn allows for rapid procedures and quality of the criminal investigations pursued.

Differently, the Immigration and Borders Service (SEF) acts on the reinforcement of border security, both internal and external to the EU, through bilateral deals and the Centers for Police and Customs Cooperation. It is also

responsible for investigating and monitoring migrants by controlling the entry flow and permanence in national territory, with special attention to individuals arriving from countries at risk, and especially attentive to the return of foreign fighters to their homeland.

Regarding the Portuguese Internal Intelligent Service (SIS), their responsibility is to contribute to the minimization of risk of terrorist actions, being also exclusively responsible for threat evaluation in Portugal. SIS must also detect in advance and identify risk factors as signs of violent radicalization processes, as well as identify individuals and groups that recruit individuals for international terrorist organizations.

Probation Systems and Intervention Approaches with Youths

In Portugal, youths who have committed crimes are under three levels of legal implementation, guided in accordance to their age: those under 12 years old are covered by the Promotion and Protection Act, under the consideration that they need protection (Law n°147/99, September 1); those aged between 12 and 16 are subject to the Educational Guardianship Act (Law n°166/99, September 14); and in cases where youths are over 16 years old, they are no longer considered non-imputable by reason of age, and are therefore subjected to the Code of Criminal Procedure. It is important to emphasize that between 16 and 21 years old, youths are under the Penal Regime Applicable to Juvenile Offenders (Decree-Law n° 401/82, September 23).

When the punitive measure requires deprivation of liberties, youths between 12 and 15 years old are placed in educational centers, although their internment in the center varies from open to semi-open and closed regime. In the former, youths live in the educational center, preferably undergoing socio-educational and training activities outside the center. In both the semi-open and closed regime youths live and attend their training and activities in the center. Furthermore, youths in a closed regime have their leaves limited to the fulfillment of judicial obligations, health needs and other exceptional reasons,

always under surveillance (General Secretariat of the Ministry of Justice, 2017). These educational centers are currently run by the Directorate-General for Reinsertion and Prison Services (DGRSP), which acts as an auxiliary body of the judicial administration. Since Portugal does not have Criminal Law against children and young people, the DGRSP was entrusted with the task of assuming the implementation of educational guardianship acts applied to young people, although it is also responsible for the implementation and management of measures of criminal nature. DGRSP is responsible for assuring the implementation of most of the non-institutional educational guardianship acts for youths in the community, and for carrying out the educational guardianship measures of internment in the educational center (Carvalho, 2013). For youths complying with institutional measures, therefore under internment regime, there is always an educational intervention at the center that is based on three components: the Internal Regulations (RI), a document that defines the rules of the educational center, the Educational Intervention Project (PIE), a document that contains a set of structured educational, training, therapeutic and occupational programs created depending on the educational needs of the juvenile; and a Personal Educational Project (PEP), a project that consists of a plan tailored to the young person under intervention with a set of specific activities that aim to modify the person's behavior and build a social and responsible life style (DGRS, 2006). This educational intervention is set out by a number of professionals who are part of the educational team of the center, and among whom the tutor stands out as s/he directly accompanies the young person through the internment and acts as a preferential link to the family (DGRS, 2006).

Depending on the situation, young people aged 16 and above can be confined in prisons or stay in educational centers, and this decision relies on the biopsychosocial assessment conducted by the multi-disciplinary support teams that assist the court. The opinion of these teams is made up of the hearing of elements of all the contexts in which the young person interacts with (school, home, institutions, etc.).

In prison facilities for adults, in 2016, there were 45 young people aged 16 to 18 and 146 young people aged between 19 and 20. The age group

corresponding to 16 to 20 years olds represented 1.4% of the prison population (DGRSP, 2017).

The Promotion and Protection Law - applied to youths under 12 years old - does not include any measure of deprivation of liberty, with the closest measure being institutionalization, which is applied when no other beneficial alternatives are identified in the natural environment of the child's life.

2. Assessment activities

Description of activities

The Porto district was the context selected for the assessment activities for two reasons: on the one hand, to allow us to benefit from the capacity building processes that had already been developed in projects and partnerships with diverse stakeholders in the area of justice in the Porto district, in which our team of justice psychology and deviant behavior was involved; on the other hand, because the geographical proximity of the different actors and entities, and the fact that some of these entities already act in an integrated and collaborative way during probation and social reintegration, enable more easily to achieve an effective multi-agency work in the area of intervention with radicalized youths. Thus, front-line professionals working with young people in diverse contexts were included in the assessment activities, in particular those working with young people who are complying with judicial measures. In order to embrace the different actors that could be intervening with youths complying with judicial measures, the assessment stage was comprised of elements from the Portuguese Probation Service (Directorate-General for Reinsertion and Prison Services - DGRSP), but also from the Social Security, from the school context (Second Chance School of Matosinhos), from the community context (PIAC - Community Support Integrated Project) and from the Islamic Community (Muslim Community of Porto).

Besides the assessment activities with the Porto District actors mentioned above, in the assessment we included the National Counter-Terrorism Unit of the Judiciary Police and two academics (an expert on Islamic radicalization and an expert on intervention with juvenile delinquents).

A total of 14 individuals were interviewed in individual and small group interviews. In addition, one focus group was conducted with the front-line professionals from PIAC - Community Support Integrated Project (n=15). This project was selected for the focus group given the role it has been having in coordinating multiagency approach in youth justice in the Porto District (in addition to supporting young people and adults at risk following measures established by the DGRSP, the PIAC offers assistance to other technicians working with youths at risk, including Children and Teenage Protection Commissions (CPCJ), Juvenile and Family Courts, by providing them with training in the area of intervention with juveniles and adults and support by following-up cases from other organizations).

Furthermore, on September 27, 2017, the Portuguese delegation of MATES participated in a focus group organized by the YEIP Youth Empowerment and Innovation Project. This meeting was attended by researchers from this project, researchers from Portuguese universities and representatives of associations for equality and inclusion, two municipal chambers, the Portuguese Institute of Sport and Youth, an educational center and school groupings (n=12). Inputs retrieved from YEIP led focus group were also included in the present report.

Assessment of Probation services

a. Profile of target group

In 2017, approximately three thousand young people received educational guardianship proceedings, the majority due to crimes against people and against property (Annual Internal Security Report (*RASI*) of 2017). This number represents an 8% increase in comparison to the prior year, from 2701 to 2921 young people with educational guardianship measures. This data also reflects on the number of institutionalized youths, which increased 6.5%. Internment measures in educational centers correspond to 8.4% of the applied educational guardianship measures.

Of the total number of youths with educational guardianship measures, 79.8% (n=2331) were male. The majority had Portuguese nationality and the percentage of foreigners (mostly from Cape Verde, Brazil, Angola and Guiné-Bissau) decreased to 5.9%. In the confinement measure, the vast majority (102) was under a semi-open regime. The majority of educational guardianship enquiries occurred in the districts of Lisbon and Porto, Faro and Santarém.

In 2017 there was an 8.7% increase in requests for support received for the implementation of measures in the community.

Based on the information provided by the Monitoring and Supervision Commission of Educational Centers (2015), among a universe of 186 young people residing in educational centers, 82 presented psychological/psychiatric disorders, with usage of medication (under medical prescription) and had psychological and/or psychiatric monitoring (1 appointment every 3 to 6 months).

According to data from the National Prevention Mechanism (2016), 31 out of 150 young people were identified with a psychological disorder. The diagnoses are the responsibility of the competent health institutions, and the following disorders were identified and grouped in order of prevalence : a) Bipolar Disorder/Attention Deficit/Hyperactivity/Behavior Disorder; b)

Borderline Personality Disorder/ Behavior and Opposition Disorder; c) Depression/ Problematic Consumption of Psychoactive substances/Disorders related to abrupt changes of humor without specification and Mild Cognitive Deficit; d) Post Traumatic Stress Disorder/Anxiety.

In the trajectory of young Portuguese inmates it is common to find young people with permanent feelings of mistrust, demonstrating a dualistic way of thinking, with absolutist views of the world (Rijo & Sousa, 2012), characteristic of the type of thought associated with radicalization (Borum, 2015).

Injustice and pessimism characterize the thought process of these young people, who assume an attitude of defeat, which is in turn reinforced by their low self-efficacy (Rijo & Sousa, 2007).

Emotionally, these young people demonstrate great instability, namely because others are viewed with great mistrust, making it possible that simple social situations be perceived as a threat, which might lead to violent behaviors (retrieved from the interview *with expert on intervention with juvenile delinquents*).

The majority of young people with antisocial behavior present low tolerance to frustration, which makes them manipulate situations, avoiding those in whom their self-efficacy is perceived to be low, instrumentalizing other youngsters through their believed superiority and entitlement to special privileges; or not subjugating to the rules of reciprocity that govern society (retrieved from the interview *with expert on intervention with juvenile delinquents*).

The rigid cognitive style of some young people leads them to accept radical thoughts more easily and to legitimize the use of extreme violence, which are common points identified in many life trajectories of radicalized youth (Borum, 2015).

b. Intervention strategies with vulnerable young people

Intervention with young offenders in the Portuguese Juvenile Justice System is carried out by the Directorate-General for Reinsertion and Prison Services (DGRSP) and for a decade there has been an effort to create interdisciplinary measures to support juveniles and adults likewise in the correctional and psychosocial rehabilitation measures, although intervention with vulnerable youths, especially children, has received more attention than that with adults.

The reason for this lies in the sociopolitical concepts around offense and crime regarding the age of the offender: the younger the offender, the less guilty, and imputability is present generating more compassion than in adults and, therefore, it is possible that more focus of intervention is given. This reflects the fact that a major part of inmates, including young adults above 16 years old, are not able to access reinsertion measures, which despite existing are not applied on a sufficient scale (*retrieved from the interview with expert on intervention with juvenile delinquents*).

The intervention carried out in an educational center is phased and progressive, divided into 4 stages: the 1st stage is integration, the 2nd one is acquisition, the 3rd one is consolidation, the 4th one is autonomy, and the programs associated with each stage respect a “*sequence of planned activities subject to assessment and supported by technical models of reeducation, seeking the positive change of attitudes, beliefs and behaviors* (Cóias, 2012)”. The programs are comprised of tutoring interviews, socio-educational interventions, contingency programs, counseling meetings and group dynamics, personal and social skills training programs. In terms of intervention principles, these are grounded mostly on the creation of a positive affective-relational dimension between technicians and young people in all areas of intervention (Azevedo e Duarte, 2014).

There are various professionals involved in the intervention strategies. In the educational centers, besides the professionals part of the center, there are partnerships with health centers, hospitals, schools/universities,

employment centers, recreational and cultural associations, the PSP, town halls, parish councils, among others.

According to the interviewed *expert on juvenile delinquency*, in Portugal there has been a decent investment for over a decade in several interdisciplinary measures to support inmates and young people undergoing correctional interventions. An example of this is the program Generating Social Paths (GPS), created in partnership with the General Directorate of Social Reintegration and the Prison services of the Ministry of Justice, with a focus on prevention and rehabilitation for individuals with antisocial behavior. The program was applied to all educational centers and ten prisons. The results of the program showed that youths developed a more pro-social thought process, better anger management and emotional self-control, adults experienced a marked decline in levels of anxiety and depression as well as in feelings of paranoia and mistrust. In terms of juvenile justice, youths in educational centers receive formal education, they are prepared for the labor market, undergo cognitive behavioral based programs and some type of individual psychological intervention.

However, our interviewee reinforces that despite the existence of reeducation measures during imprisonment and probation, contingency plans and preparation for the release, there seems to be a lack of close follow-up and accompaniment when the measures finish and the young person returns to society. This includes a lack of responses to young people who cannot/do not wish to return to their families, many of whom have not received proper intervention as well, especially when those family environments contribute or generate the crimes and educational proceedings in question. Furthermore, the professor points out that the State opens very few youth protection commissions (CPCJ) in the country, and thereby if more were created, juvenile offenses would drastically decrease.

In general, the *academic expert* highlighted the lack of use of the time in deprivation and probation to offer opportunities for change, which leads to high recidivism in both juvenile and adult justice. According to him, people leave the correctional system with the same limitations, feelings of inferiority or incapacity, entering the same criminal behaviors that provide feelings of

grandiosity that they searched before. Hence, the interviewee reinforced the need for a strong technical intervention that engages individuals to change. *“From the institutionalization, if there isn’t a strong technical intervention, where people are “engaged” in a process of change, where they feel their life can get better, because they will have more quality, because they have a job, because they have the right to a good life outside just like other people, the other people they envy and admire and feel that are superior to them; if they do not enter a process of change where they feel their life will get better after they are released, they will always be fragile people under a psychological point of view, and will always adhere (to criminal behavior)”*

There is also collaboration between the DGRSP and psychology services, as is the case of the Integrated Project of Support to the Community (Projeto Integrado de Apoio à Comunidade - PIAC). The intervention strategy consists of working with the several risk factors, with a constant involvement of the family, considering them as a fundamental part of the work done with the juveniles and adults under psychological treatment, dealing with matters related to the family dynamics that often influence the young person’s offensive behavior (*retrieved from the interview with the Director of PIAC*). Thereby the project offers family therapy services, family mediation in clinical settings and psychodrama for parents.

In addition to supporting young people and adults at risk following measures established by the DGRSP, the PIAC also offers consulting services and supervision to technicians from EMATs (Multi-disciplinary Advisory teams to Courts) on a fortnight basis, CPCJs (Children and Teenage Protection Commissions), attorneys, judges, which the interviewee pointed out to be related to the lack of knowledge on matters related to addictions. In addition, PIAC provides training to technicians that intervene with children and has developed a program called *“Me and others- Eu e os Outros”*, a program of personal and social skills development, assertiveness, in addition to skills regarding their problematic consumption behavior, which is delivered directly by PIAC team to youths but also by other technicians trained on the program by PIAC. Recently PIAC has also created an initiative of monthly meetings with

technicians from over 30 institutions from Porto district to discuss needs, cases, among other issues.

The work done by PIAC with youths focuses on a concern to monitor different aspects of the young persons' life, addressing all risk factors. To do so, there is a high family involvement in the process, which is seen as an important strategic piece of the intervention. Therefore, the family/ caretakers are informed regarding the youth's proceedings, sharing assessments and intervention information and PIAC also addresses existing family conflicts through family therapy provided by means of psychodrama for parents and family mediation in clinical settings when parents' dynamics can be a risk factor.

PIAC also offers close collaboration and partnership with technicians from various entities, including family and minors courts, CPCJs, LJI's (Infant and Youth Foster homes), young people undergoing correctional measures. The interviewee also highlighted the concern from the technicians in establishing a non-mandatory nature to the services provided directly to young people, allowing young people to be those who evaluate whether the support provided by PIAC is helpful for them, therefore distancing themselves from other mandatory measures provided to youths at risk.

Regarding the intervention carried out with young people in the radicalization and extremism radiations, E2OM seeks to guide all of its intervention towards breaking down stereotypes and prejudices through various strategies that promote the development of youth empathy and altruism. Some of the young people who are studying at E2OM attend courses based on violent behavior, which are recognized by this school as erroneous coping strategies that need to be broken with young people's emotional development and using models of pro- social policies. In more worrying cases, the technical team intervenes directly with the young person concerned, intentionally deploying actions and creating space for the young person to discuss the issue, learn more about it and break prejudices. The interviewed technicians gave the example of a young man with a homophobic speech who was invited to go to the cinema to watch a movie in which homosexual love is approached and to discuss it with his colleagues and teachers / technicians.

During the interview, the E2OM technicians also emphasized the importance of opening the school to talk about taboo subjects. They often use these themes to create plays and dance, breaking the ignorance that leads to the prejudices of the young people and the community who attend the performances. E2OM joins the community in its intervention, which allows it to reach parents and families and work directly and indirectly with families, enabling them to become aware of the social and economic problems arising around them.

Another useful strategy for this school is the use of the Public Security Police (PSP) partnership to break down bad relationships between police forces and young people. According to these professionals, there is intolerance on both sides: the police routinely carry out raids and spontaneous searches of these young people; the latter tend to perceive the police as a force of resistance and repression, not recognizing them as protectors of their security. Thus, the strategy used by E2OM was to "bring the police to school", using their knowledge to raise awareness about issues relevant to these young people, such as the use of psychoactive substances.

Despite the participation of different entities in accompanying the young person, it is important to point out the criticism some professionals draw regarding the lack of accompaniment given to young inmates in their journey from prison to release, since despite existing some sort of preparation for release with a contingency plan, the ratio of people who actually receive the intervention is small and the implementation of these measures sometimes varies according to the prisons boards. Furthermore, there seem to be no adequate responses for young people who do not/ cannot return to their families, in cases where those environments contribute to the generation of criminal behavior (*Retrieved from Focus Group conducted in PIAC*).

It is also important to point out the lack of entities that promote and protect young people, a responsibility that almost entirely rests upon the Children and Teenage Protection Commission (CPCJ), whose teams are often made up of underqualified technicians. Due to their scarcity, these commissions affect negatively the response to juvenile offenses, and one of the steps Portugal can implement is precisely the reinforcement of these support

commissions for vulnerable youths (*retrieved from the interview with expert on intervention with juvenile delinquents*).

The consequences of the lack of constant accompaniment, the scarcity of commissions for the protection of children and youths, the nonexistence of an intervention that strongly “engages” the individuals into a process of change, can explain the high recidivism rates in both juvenile and adult justice.

c. Sensitivity/awareness about the risk of radicalization

The National Counter-Terrorism Unit of the Judiciary Police elements interviewed emphasized that in Portugal, despite the attention and mediatism that extremist Islamic radicalization receives, it is not the main issue of intervention of this unit. Throughout the interview it was emphasized that the proliferation of the right-wing extremist ideology has become the main focus of attention since, like in other European countries, there is a resurgence of violent groups reinforced by sociopolitical polarization. These groups invested in the search for young people, many of them from disadvantaged backgrounds, creating hate speech, using nationalist fundamentalisms.

According to these experts, one of the reasons for the weak investment in Islamic radicalization in Portugal is that the Portuguese Islamic community residing in Portugal is a small community with good relationships with the surrounding social network. In addition, the good relationships that religious leaders have with the community as well as with the police forces raise attention to situations of suspicion of involvement in criminal networks of elements from the Muslim community.

The National Counter-Terrorism Unit (UNCT) of the Judiciary Police elements interviewed stated that there is vigilance and attention to Portuguese individuals who joined the Daesh military forces. These individuals are young people of around 25 years of age, children of immigrant parents, who live

mostly outside Portugal. From what is possible to be ascertained from their life history, they are mainly from Catholic families, some of whom have recently converted to Islam during their radicalization. According to UNCT interviewees, there is still a small number of Portuguese women who have gone to Syria to marry elements of the Daesh, enlivened by a quality of life that was often not guaranteed when arriving there.

In terms of public awareness regarding Islamic radicalization, little is disclosed by the security forces, which might be related to the low criminality associated with the ideology and with the concern to not alarm the population (*retrieved from the interview with expert on Islamic radicalization*).

However, the PSP has already put forward a project entitled “Future in Safety”, developed in higher academic institutions, with the intent to involve the university community in prevention of terrorism, detection of risk behaviors and identification of radicalization signs. Furthermore, the prime-minister of Portugal, Antonio Costa, has also publicly mentioned a proposal to involve municipalities on a higher degree in the detection of radicalization signs and requested more attention regarding social exclusion (Diário de Notícias, 2017),

In addition to social exclusion, other factors that seem connected to radicalization and allow for a better understanding and information regarding the dynamics underpinning radicalization have been approached by a number of academics in Portugal. According to the academic expert on juvenile delinquency interviewed, regardless of ideology, joining radicalization movements encompasses other frailties, such as an absence of identity, lack of personal pride and feelings of inferiority and rejection from others. The interviewee referred that life experiences of humiliation, rejection, failure can put people in a fragile position to adhere to radical movements, as they can offer people an opportunity for grandiosity and identity that they seek. The interviewee also drew similarities between Islamic radicalization and other religious cults, and extremisms, such as hooligans.

One of the interviewees from Social Security drew a strong connection between radicalization and identity problems, describing radicalized people as possessing a frail identity that, in lack of other alternatives, seeks power and

superiority. According to the interviewee, this quest for power and superiority- which is observed in radicalization in other countries-, nationally translates into drug addiction, violence, and attractive groups that use violence, rather than Islamic radicalization. The other social security professional interviewed expressed a concern regarding awareness programs on radicalization being implemented in Portugal, which was explained by the possibility of these programs being counter-productive and might actually increase curiosity and radicalization activity.

d. Information and training needs

Concerning information and training needs, the participants from the National Counter-Terrorism Unit (UNCT) of the Judiciary Police mentioned that in order to provide clearer and better information to the whole community, UNCT and all the Portuguese security forces invested in the knowledge of radicalization, with a special focus on the detection of extremist signals, logos and symbols. The investment focused on proximity policing because those first line professionals know the communities and readily recognize divergent behaviors. The training that intended to be disseminated to the Public Security Police in the vicinity of large urban centers consisted of the implementation of the already mentioned above CoPPRa project - Preventing Terrorism and Countering Violent Extremism and Radicalization that Lead to Terrorism: A Community-Policing Approach. Besides the pocket guide with guidelines to detect signs of violent extremisms, and a manual that was made available to over 20 thousand police officers, the project's actions were replicated by the agents who were present at the first stage, enabling an exponential number of sensitized police officers.

The National Counter-Terrorism Unit (UNCT) of the Judiciary Police has also invested in collaboration with national and international projects involving organizations of the Portuguese society, focusing on the development of

scientific knowledge but also on a useful response of prevention and intervention.

The interviewed elements of UNCT reported that the greatest concern of the Portuguese police forces is with the younger strata of society. According to the interviewees, it is necessary to increase the responses that allow adolescents to be integrated into a society of acceptance and free from hate. They argue that in the Portuguese context there are many risk factors for radicalization that are already studied and identified and have been emphasized by the economic crisis the country has gone through. For UNCT inspectors, society should invest in the work of bringing minorities closer to the general population, overturning myths which promote mistrust and open space for polarization.

Due to the great investment of the European commission and other agencies promoting the development of projects in the area of radicalization and de-radicalization prevention, UNCT experts advise the investment of joint projects between civil society organizations, universities and police forces.

The success of interventions with youths and adults relies on a number of factors, such as the training of professionals who work with those following criminal law measures or, in the case of children and young people, undergoing educational measures, in order for them to gain the required skills to better serve the recovery and reinsertion of the individual in society. The *academic expert on juvenile delinquency* pointed out that nowadays there are archetypes and stereotypes about inmates, especially from guards, towards older offenders in comparison to children. According to him, society still views imprisonment as a just and deserved punishment, mostly to adults, who generate less sympathy and compassion than children do. Even though technicians are trained and guards are more educated than ever, the professor points out that there are still stereotypes in the attitude and relational component of their work *“I think it is still heavily charged with stereotypes and representations of what a guard is supposed to be, of what a prison is supposed to be, of what the behaviour of an inmate should be, of what to expect from him, the rights he possesses and doesn't possess.”*

The *Second Chances School (E2OM) technicians* interviewed consider that the current educational system feeds the weak emotional development of children and young people, circumscribing the knowledge acquired to academic knowledge, leaving out children and young people with different skills, which leads them to school dropout. They consider that many life trajectories of young people with delinquent behavior have started with frustrations that include the inability to acquire knowledge during the school period. Thus, by not being able to "fit in", they seek new strategies, creating life paths charged with violence and rebellion. According to these technicians, it is thus urgent to promote debates to break taboos in Portuguese public and private schools, allowing young people to know the world more and better, eliminating prejudices and allowing them to think for themselves, to have doubts and to question.

In terms of training measures already in place, the PIAC provides trainings to teams of technicians from different entities involved in juvenile justice, including civil society organizations. These trainings focus on the delivery of information regarding concepts of psychological problems that influence intervention with youths who present behavioral problems (*retrieved from the interview with Director of PIAC*).

Even though the mentioned needs are not exactly tied to the issue of Islamic radicalization, they reflect more basic needs that must be addressed and answered in any criminal field that offers interventions to inmates and individuals with problems respecting the law, delinquency, including answers to radicalization and violent extremism (*retrieved from Focus Group conducted in PIAC*).

The interviewee pointed out a number of concerns, among which the lack of adequate training of technicians from diverse institutions that aim to support children and youths, including in the legal, educational and social area. There was also criticism made to the lack of feasibility and realism in the deadlines defined by the courts in order for the young person to recover, typically demanding less time than that possible through clinical intervention, and lack of understanding of recovery that was expressed through very simple and narrow assessments which do not evaluate or allow report of psychological

recovery. There also seems to be a lack of resources available to the realization of the project and targeted support intended to the patients, especially in the human resources field, as there are a lot of patients for few technicians.

On the other hand, the interviewee shared important positive achievements by the project, namely the increase of user adherence, although there are fewer new cases, as some are referred to other institutions or organisms. The community project also showed its multi-agency approach through existing collaboration with higher education institutions in order to receive supervision and trainings from experts.

e. Have multi-agency strategies been revisited to work with radicalized people?

According to the National Counter-Terrorism Strategy (ENCT), the fight against terrorism, as well as radicalization, require mobilization, coordination and cooperation of national structures, and the Portuguese prime-minister has publicly endorsed that security measures need to be “*followed by a social inclusion effort and an elevation of the educational level (Costa, 2017)*”.

In regard to multi-agency strategies put forward by the government, which are not centered on working with radicalized people but rather on the prevention of the phenomena of Islamic radicalization, it is worth highlighting the positive relationship between the former and the Islamic community in Portugal (*retrieved from interviews with female Muslim and religious leaders from the Islamic community*). This community is represented by somewhat 50 thousand believers, according to the head of the Islamic community of Lisbon, Abdool Vakil, and there are around 51 mosques and places of worship throughout the country, with a second official mosque envisaged in the region of Sintra, where the Islamic community has grown in recent years. In Portugal the sheikh of the mosque in Lisbon, the only official mosque in the country so far, has been praised for his moderate speech (*retrieved from the interview with expert on Islamic radicalization*).

Nevertheless, following the ‘refugee crisis’ of 2015, Portugal hosted approximately 1500 refugees, most of whom were Muslims. Despite the general positive attitude of Portuguese society towards welcoming refugees, according to the professionals from the Social Security interviewed, their work is still very much around inclusion and acceptance of these newcomers. The interviewees expressed difficulties in the community at this level by stating the example of the extreme hardship asylum seekers face in renting houses, through discriminatory ideas people have towards them and the Muslim religion, enabling us to understand that people sometimes wrongly associate being a Muslim with adhering to DAESH ideology. The interviewees also pointed out that in comparison to the district of Porto, the cities of Lisbon and Setubal have a much better capacity in integrating the Muslim community. The social security services have several multi-agency measures and collaborations with agencies such as the Immigration and Borders Service (SEF) and Sao Cirilo Community Center, a civil society organization, in order to raise awareness and towards refugees, migrants and foreigners among the community.

The Portuguese minister of foreign affairs, Augusto Santos Silva, has sought out new collaborations with Muslim institutions so that Portugal can continue, according to the minister himself, “*totally immune to the phenomena of [Islamic] radicalization*”. Accordingly, Santos Silva met with the head of the Al-Azhar University of Cairo, sheikh Mohamed el-Tayeb, who in addition to being the great Iman of the Al-Azhar mosque, is also one of the religious Sunni authorities. The collaboration between both entities will lead to the opening of a Portuguese language department in the University of Cairo, since the institution has received good results in promoting the Portuguese language. The aim of this collaboration and investment in the Portuguese language is to reach those who speak Portuguese throughout the world and who adhere to or are interested in Islam.

Regarding existing multi-agency strategies implemented with vulnerable communities, delinquency and behavioral problems, it is worth mentioning once more the work done by project GPS, an aforementioned collaboration between the University of Coimbra and the DGRSP; and PIAC, whose team of psychologists and psychiatrists and mental health professionals liaise closely

with child-care and guardianship institutions for children and youths at risk, Juvenile and Family Courts, technicians working with young offenders, among other organizations. The support given in terms of training allows for more interaction among the different entities, increasing information sharing, which leads to an articulated network of support, where members are acquainted with one another, which can better meet the needs of youths at risk.

3. Pilot site Selection and Testing Phase

Reason for Selecting Pilot Site

The district of Porto was also selected as pilot site for the same reasons mentioned above that led to its selection for the assessment activities. Nevertheless, given their expertise, we also selected some participants from other areas of Portugal, and hence the importance of including their evaluation and feedback in the units developed within MATES project.

Description of Participants

Since the multi-agency nature of the e-learning platform developed within MATES project, we followed the same logic of participants' selection as in the activities assessment phase, including actors that deal with youths in probation in different contexts. In this sense, the pilot testing comprised elements from the Portuguese Probation Service, but also from the school context, from the community context, and from the Islamic Community. Besides the pilot testing with the actors from the district of Porto mentioned above, we included experts on the area of radicalization in the pilot testing. A total of 15 individuals participated in the pilot testing (approximately half of these individuals also participated in the assessment activities).

Difficulties Involving Participants and Steps Taken to Overcome Difficulties

The process of developing the contents of the units and translating the contents into Portuguese took longer than what was initially expected and predicted in MATES timeline for accomplishing these tasks. This delay had an impact on the frame of time available for the pilot testing. Furthermore, the extension of the units developed was also a concern, given the prospects of a careful review by the participants to be very time consuming. In order to overcome these obstacles two measures were undertaken. On the one hand, we gave the participants the possibility of online testing, by sending the links of the training units to selected participants. The majority of the participants filled in the evaluation forms online - only the quantitative data - and sent them by email to the MATES team. Concerning the qualitative sections of the evaluation forms, we opted to instruct the participants not to fill in those sections and we had brief face-to-face sessions instead, in order to collect their observations and comments on the units. In the case of some participants who were not available for these face-to-face meetings, we asked them to provide their general comments on the units by email. On the other hand, we decided to focus our pilot testing only on two of the units, selecting the ones for which the MATES Portuguese team had contributed the most in their conception and development: 'Exit Strategies' and 'A Multi-agency Approach'.

Results of the Pilot Phase

Quantitative results

a. Unit “Exit Strategies”

As it can be seen below, the quantitative results reveal that in general the participants evaluated positively the three sections of the Unit ‘Exit Strategies’. Looking specifically at the overall opinion about each section, we can see that for the first section - *Deradicalization vs Disengagement Strategies* - three participants considered it excellent, eight participants considered it good and four participants considered it average. In the qualitative feedback some participants highlighted the relevance of thinking of disengagement strategies rather than deradicalization ones. As for the second section - *Prison and Probation Activities: Current Implementation in the EU* - two participants considered it excellent, seven participants considered it good, five participants considered it average and one participant considered it fair. The last section - section 3: *Relapse Prevention, Social Reintegration and Prosocial Lifestyle* - was the one which had the highest results: except for one participant who considered this section as ‘average’, the rest of the participants considered it as excellent (n=6) and good (n=8).

Section 1: Deradicalization vs. Disengagement Strategies

Figure 1. What is your overall opinion about the Section?

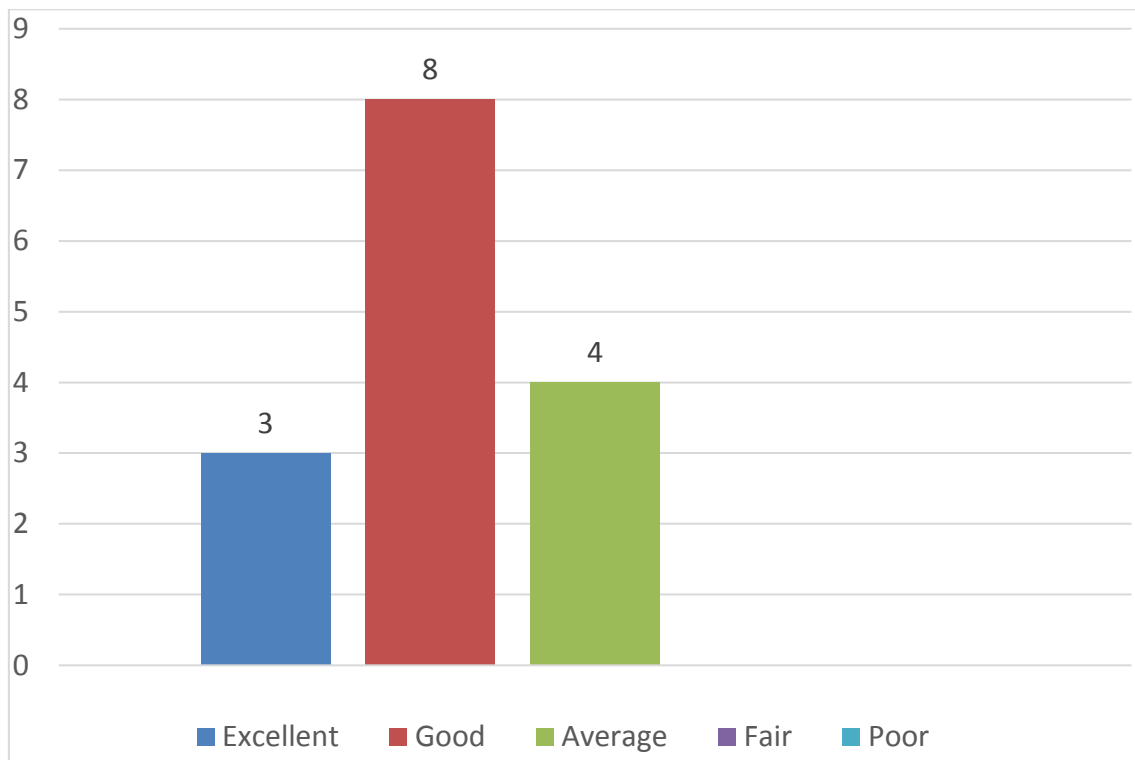


Figure 2. The appeal of the contents

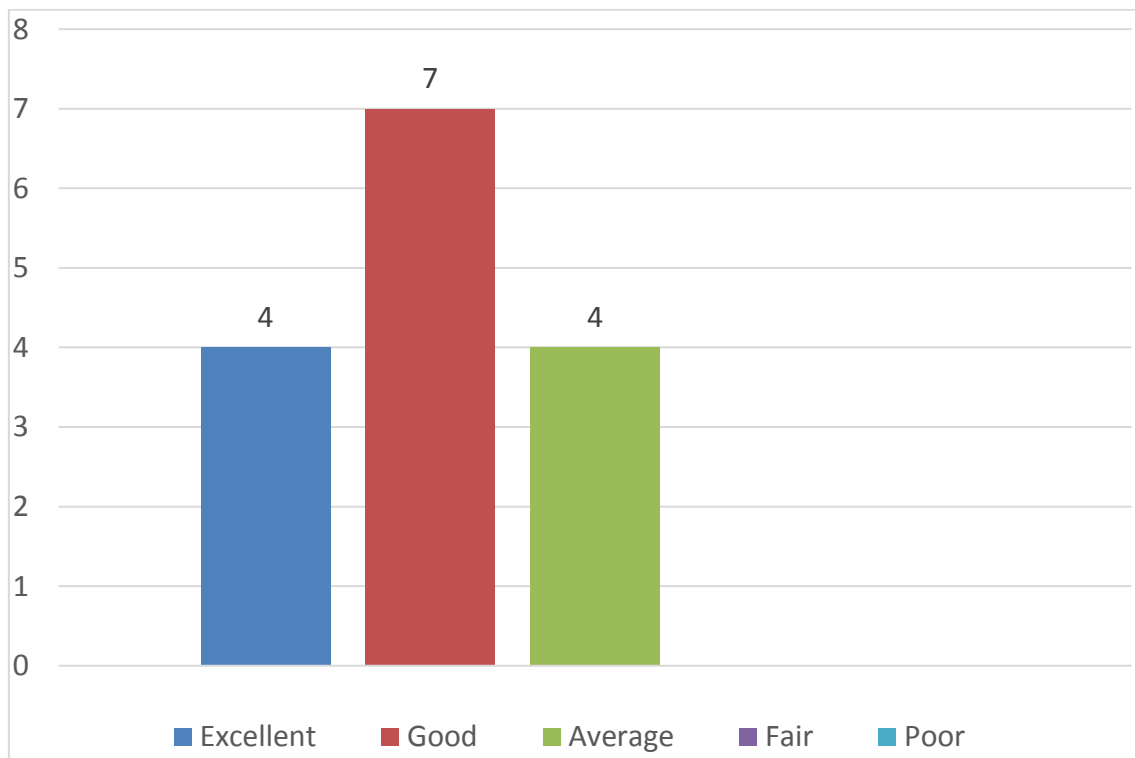


Figure 3. Level of the contents (compared to your knowledge/expectations)

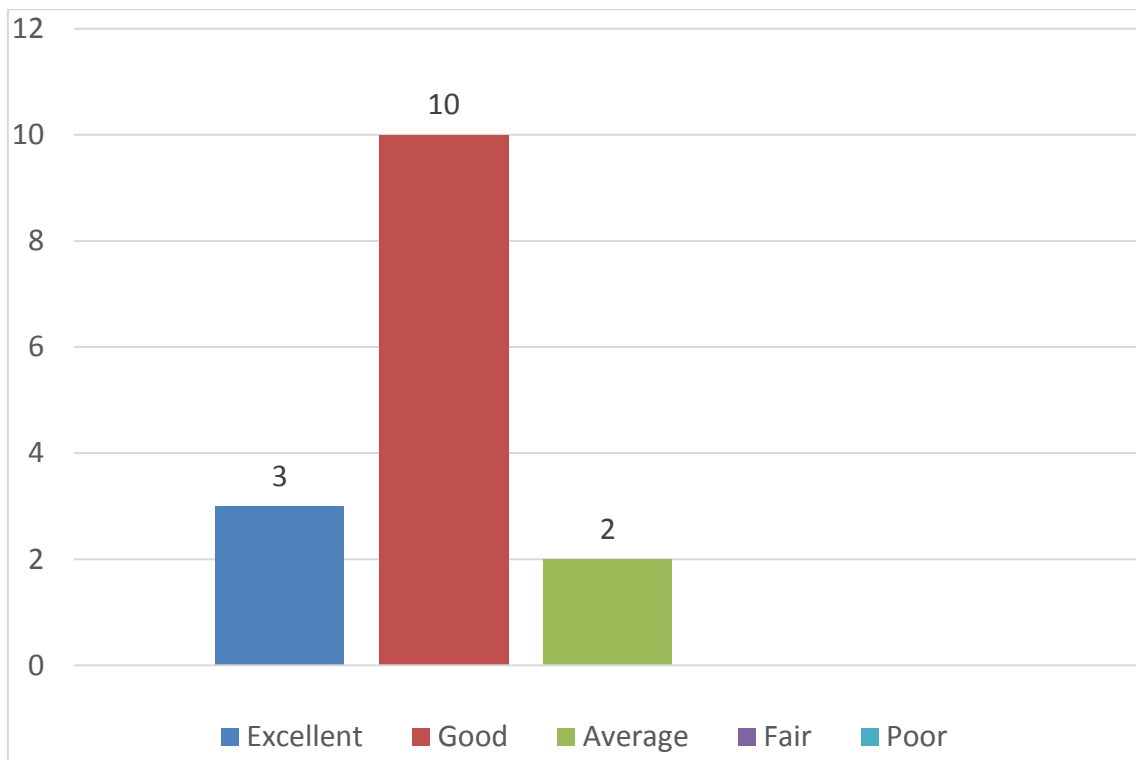


Figure 4. Relevance and usefulness of the contents to your work



Figure 5. Readability



Figure 6. Clarity of argumentation

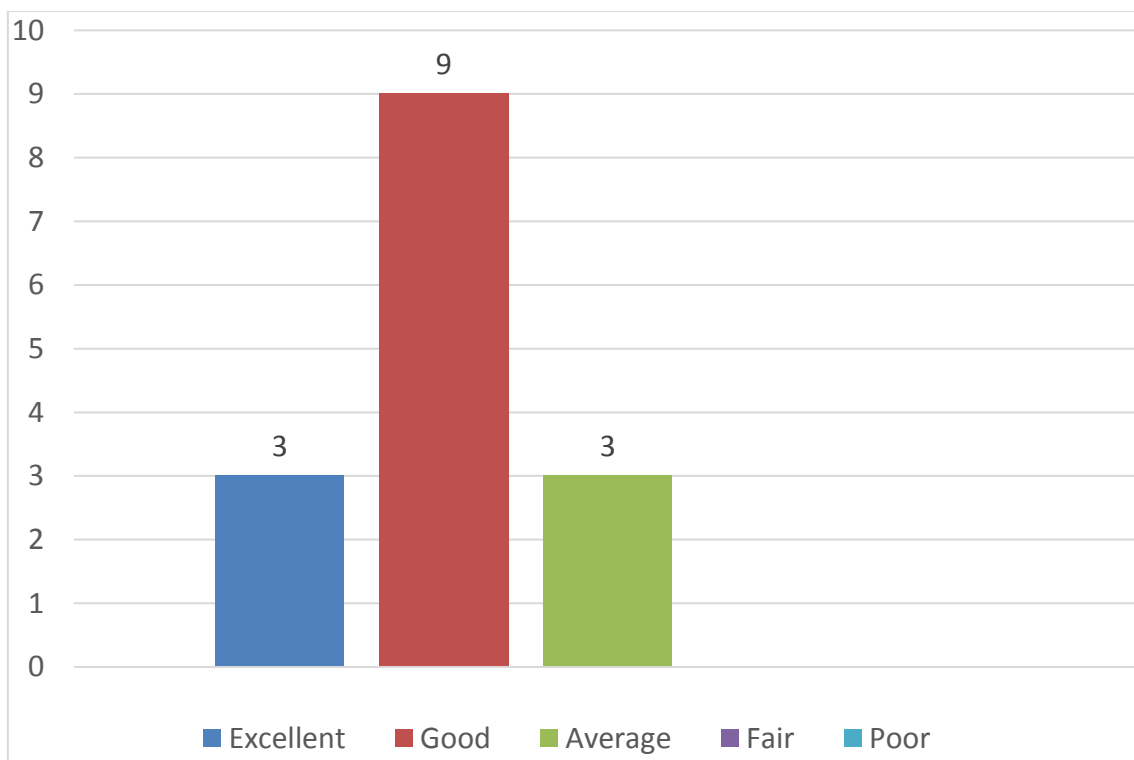


Figure 7. The presentation and layout

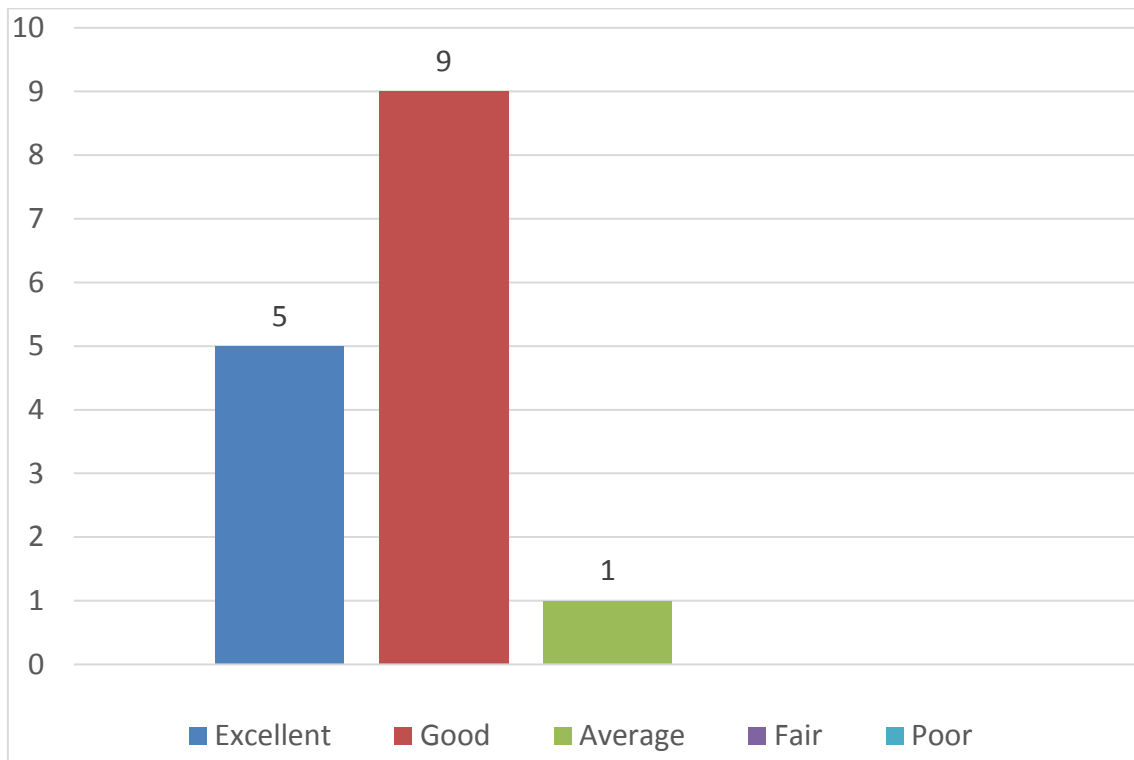
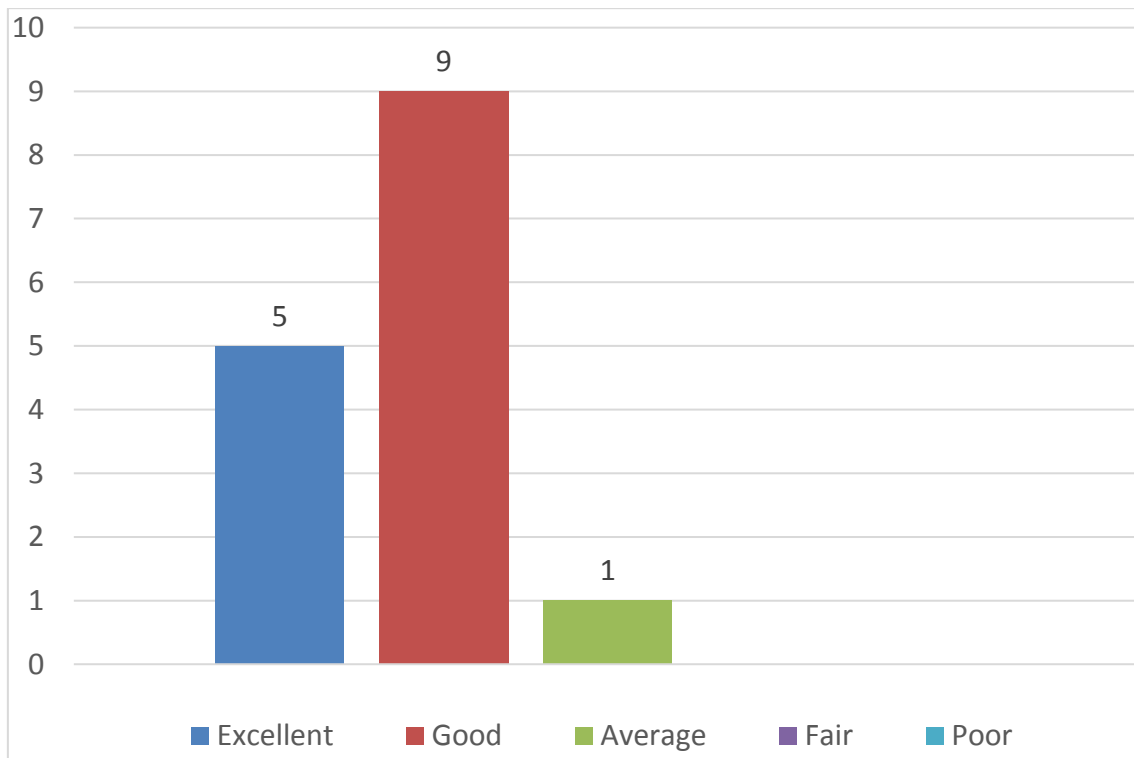


Figure 8. The use of images and figures to support learning



Section 2: Prison and Probation Activities: Current Implementation in the EU

Figure 9. What is your overall opinion about the Section?

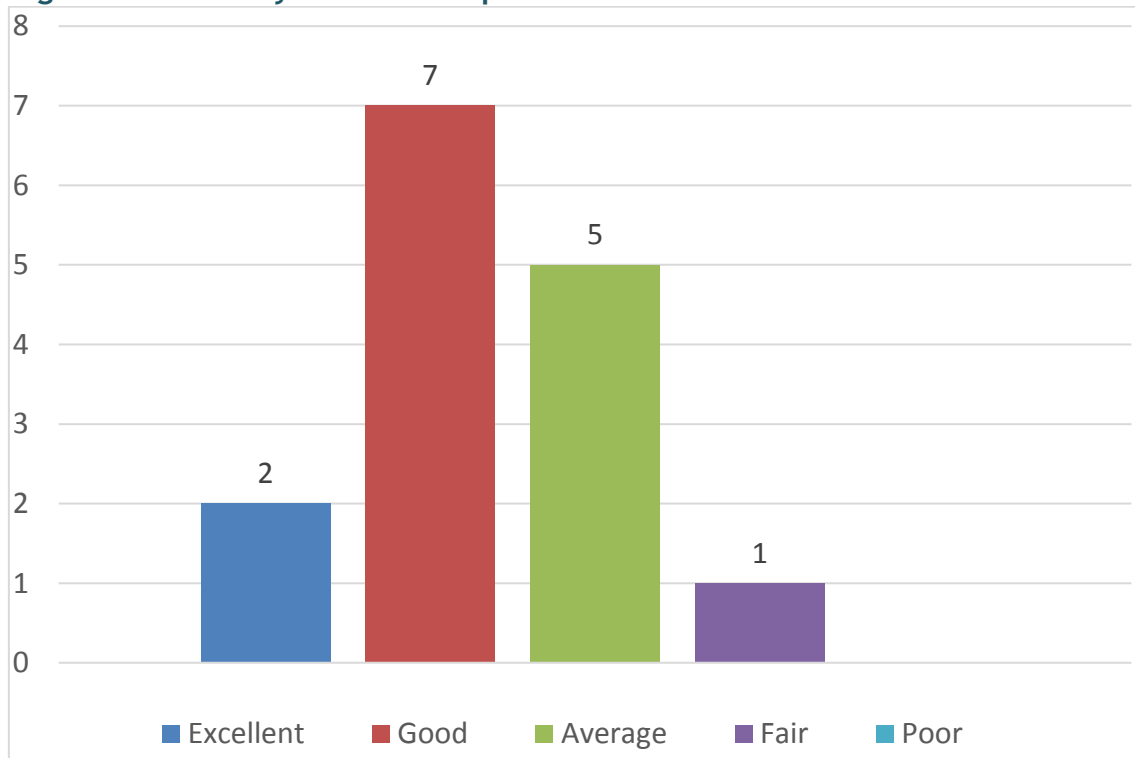


Figure 10. The appeal of the contents

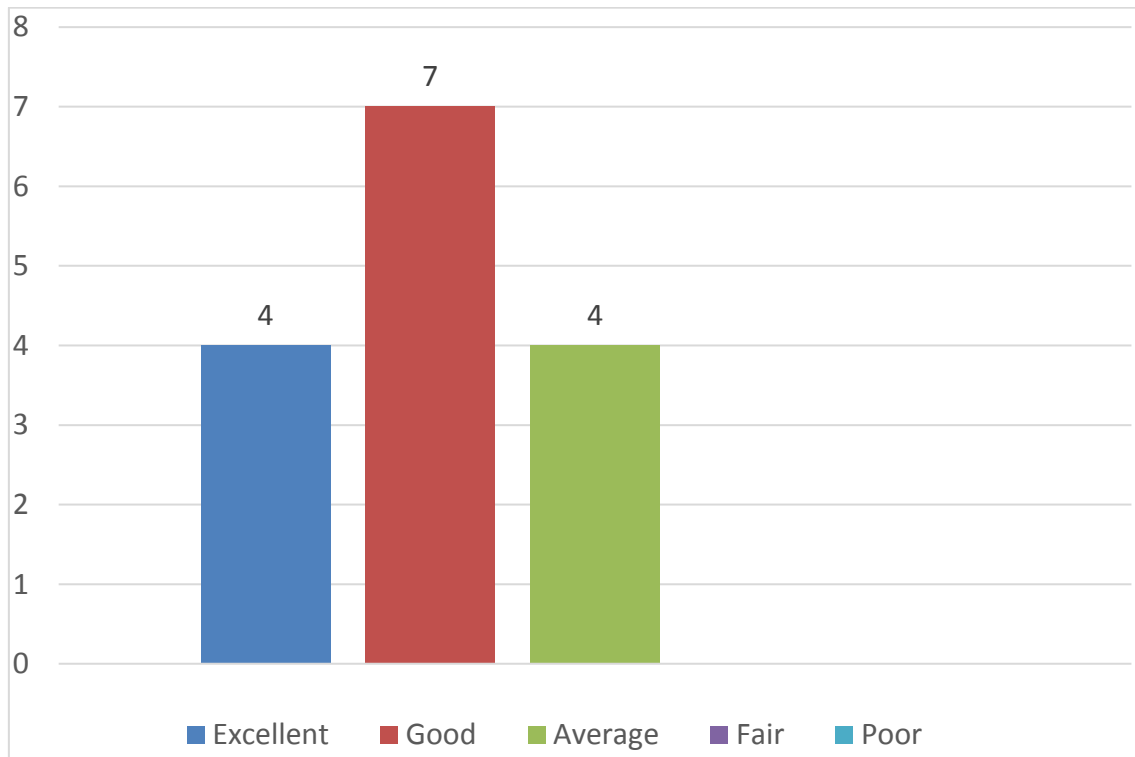


Figure 11. Level of the contents (compared to your knowledge/expectations)



Figure 12. Relevance and usefulness of the contents to your work

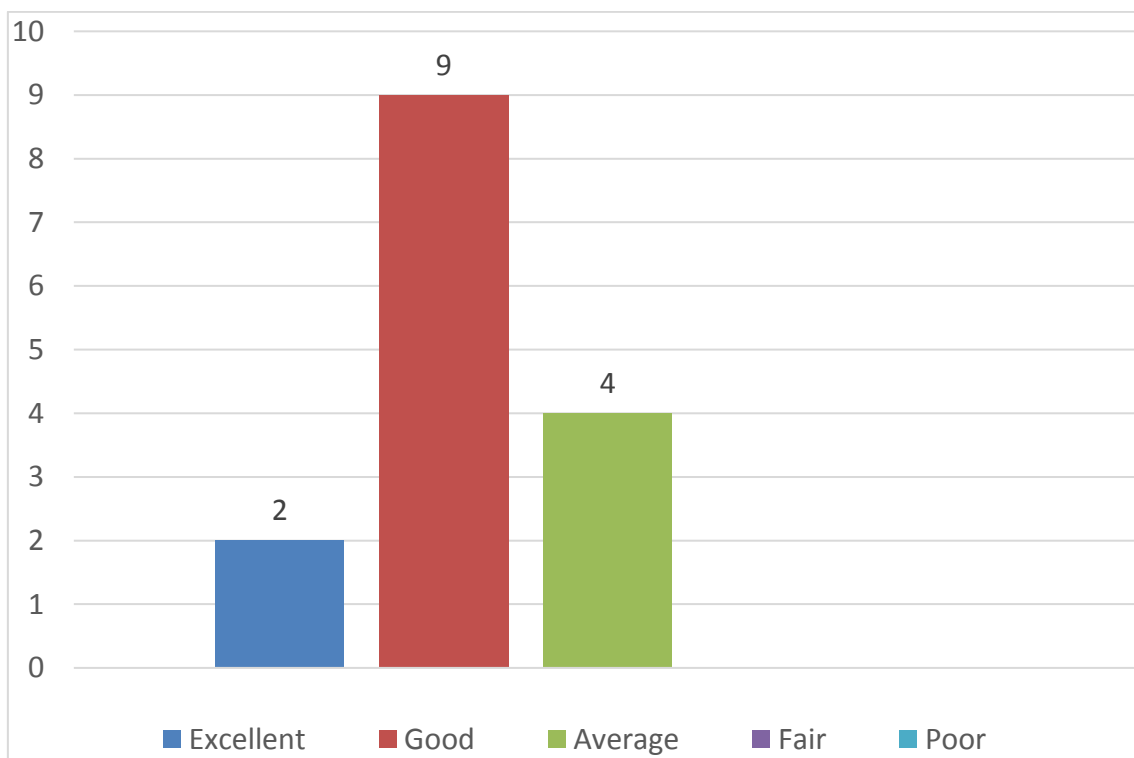


Figure 13. Readability

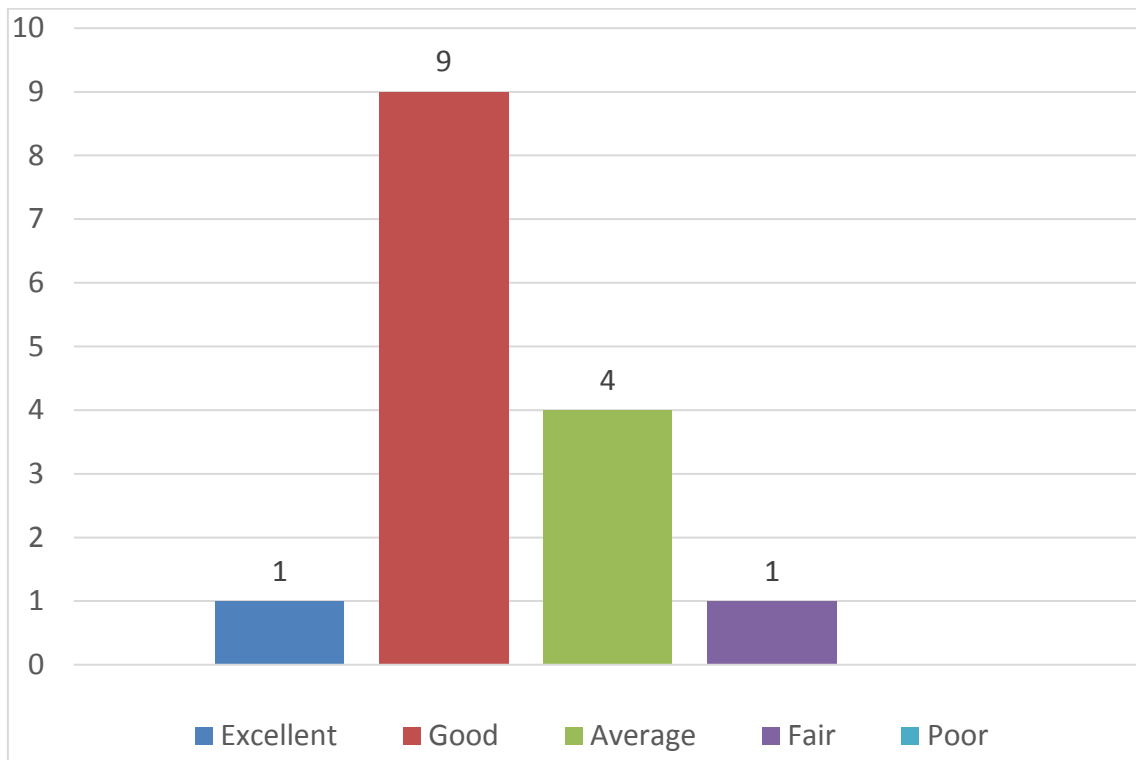


Figure 14. Clarity of argumentation

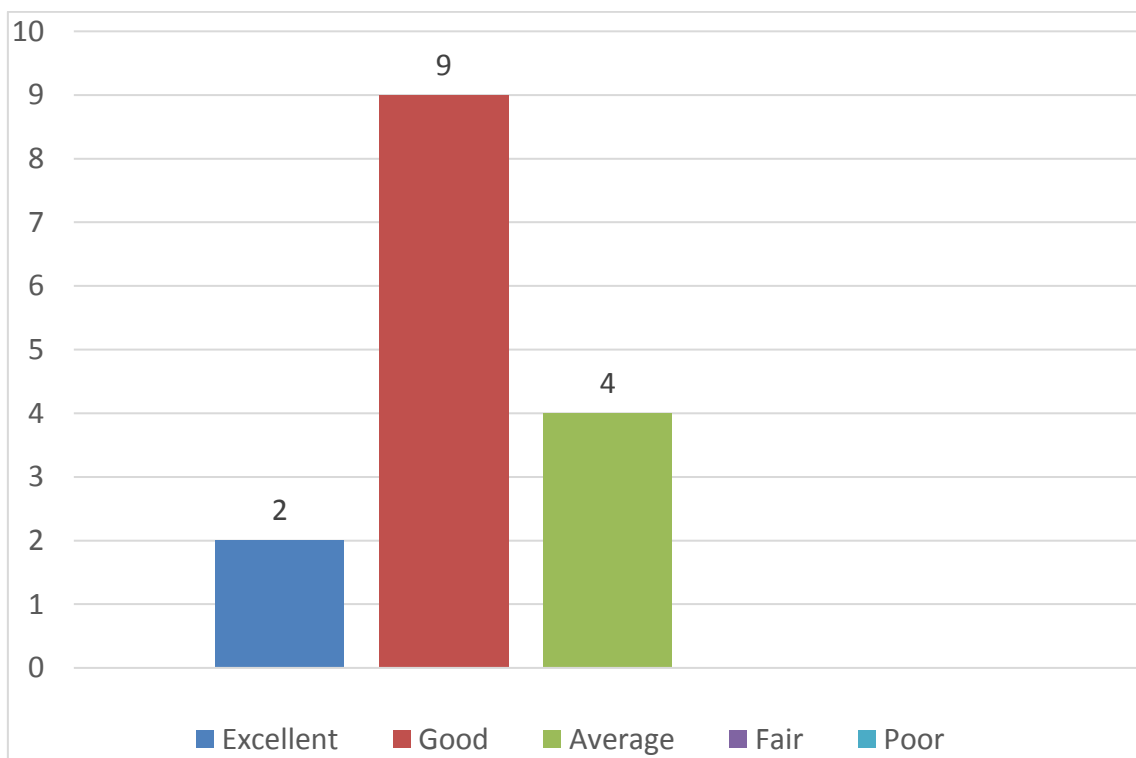


Figure 15. The presentation and layout

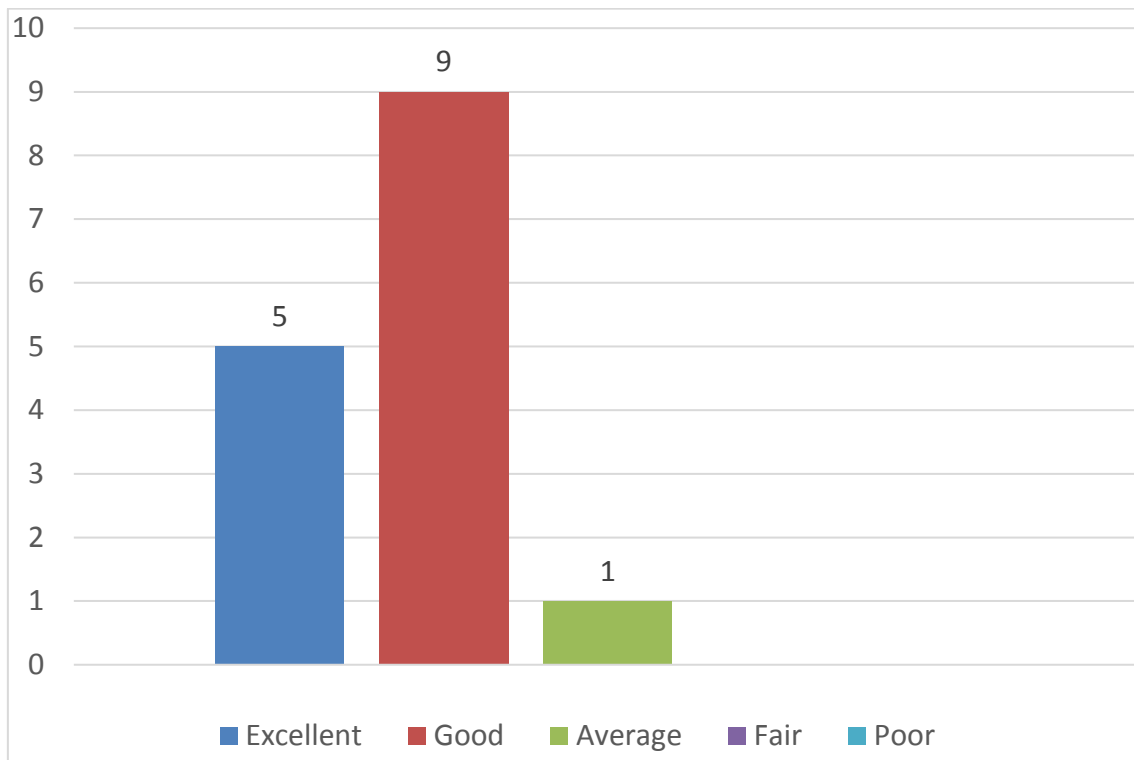
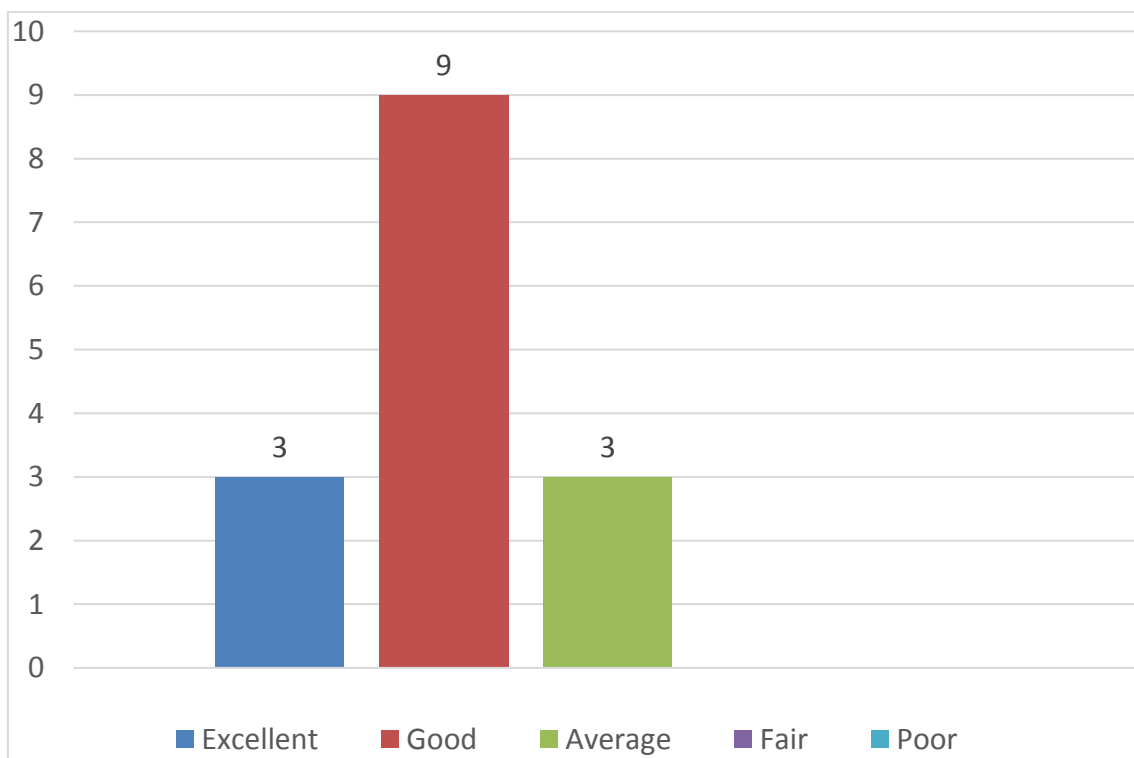


Figure 16. The use of images and figures to support learning



Section 3: Relapse Prevention, Social Reintegration and Prosocial Lifestyle

Figure 17. What is your overall opinion about the Section?

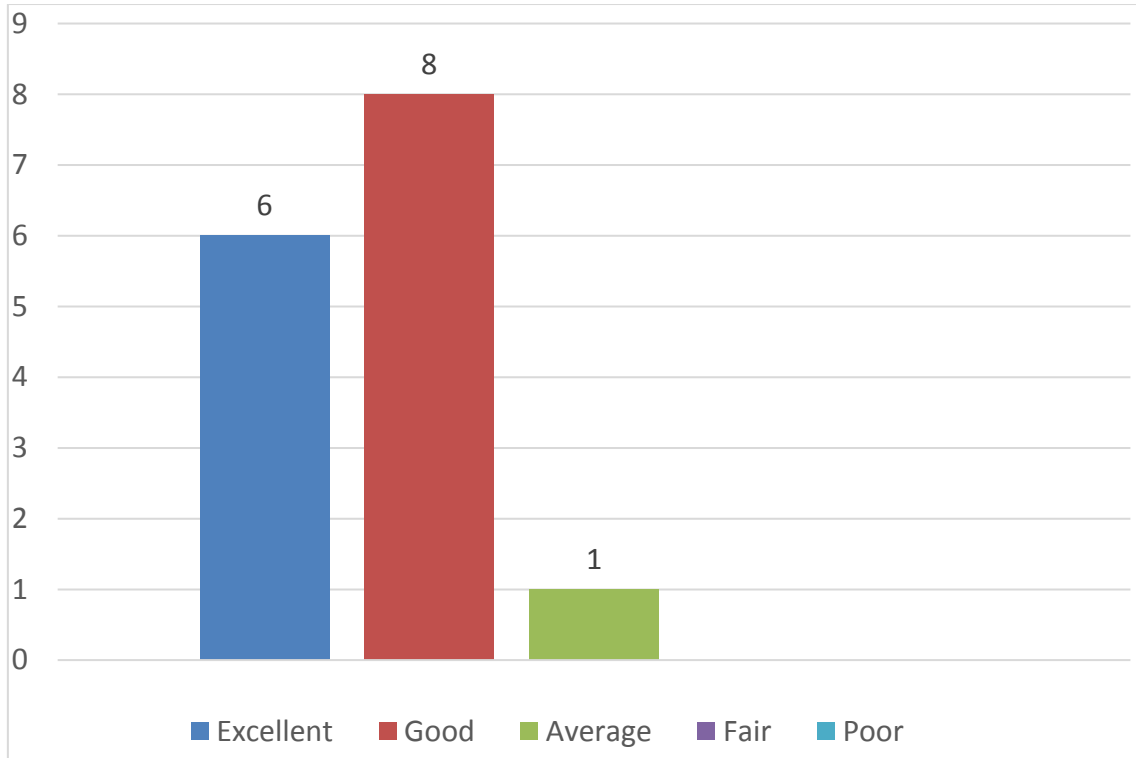


Figure 18. The appeal of the contents

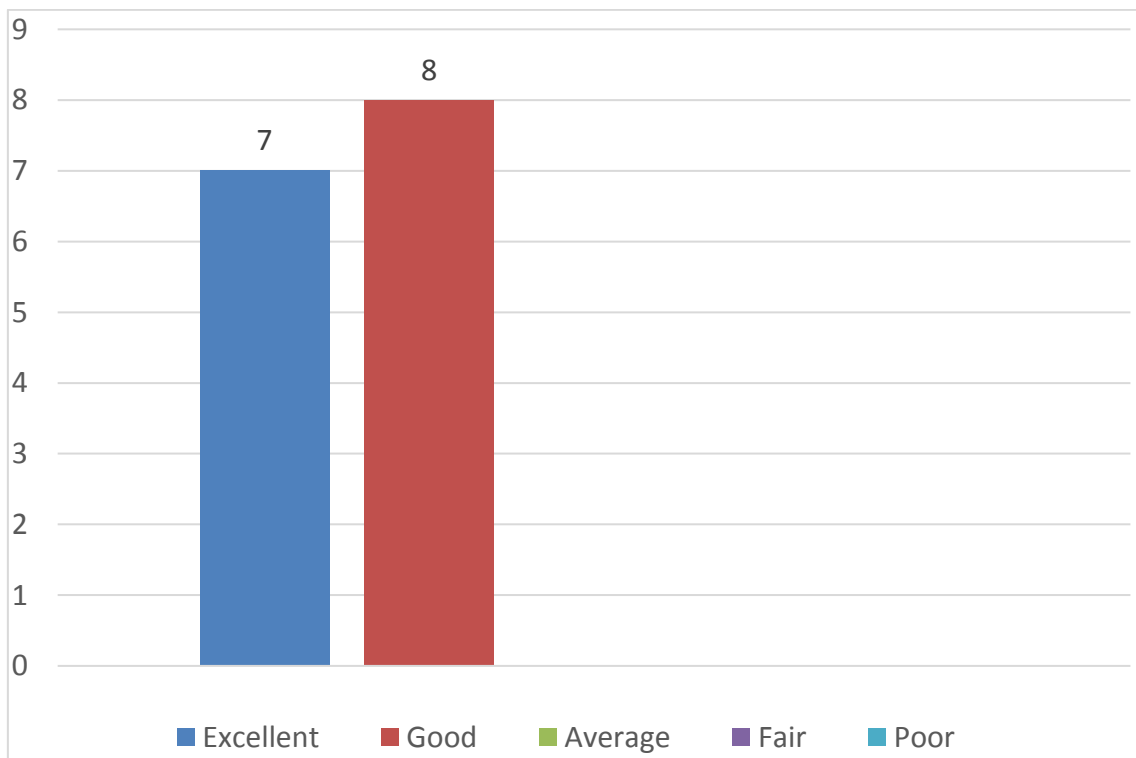


Figure 19. Level of the contents (compared to your knowledge/expectations)

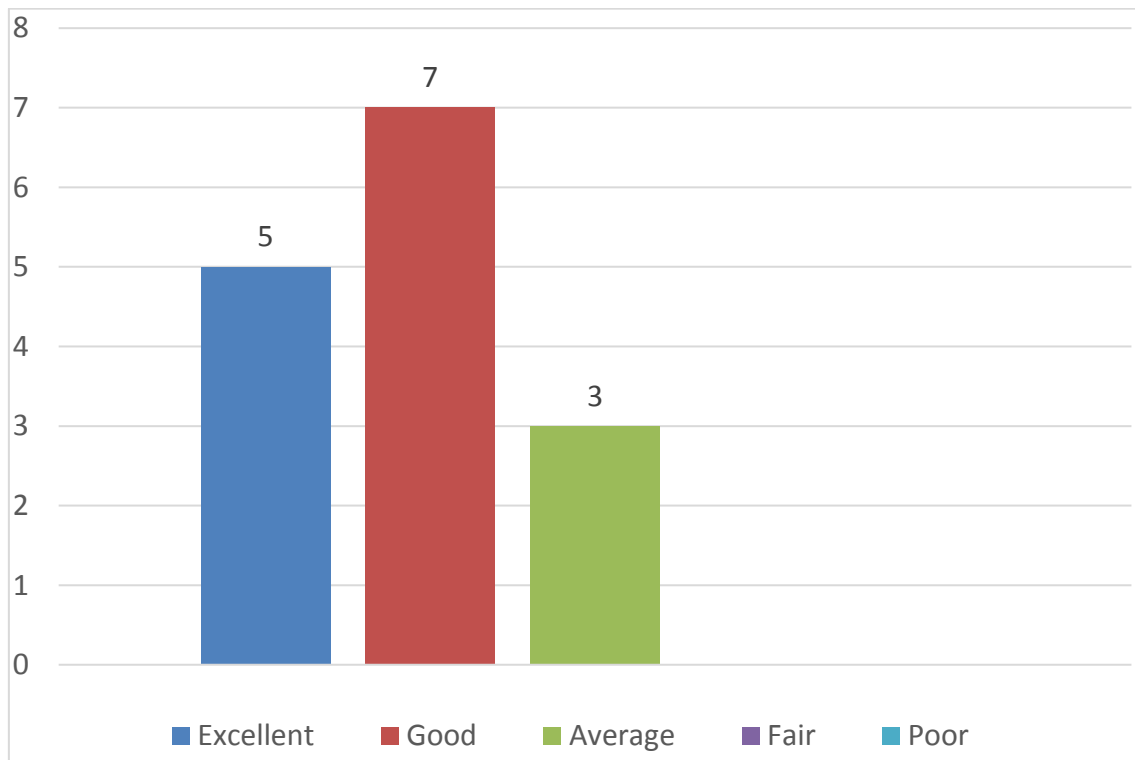


Figure 20. Relevance and usefulness of the contents to your work)

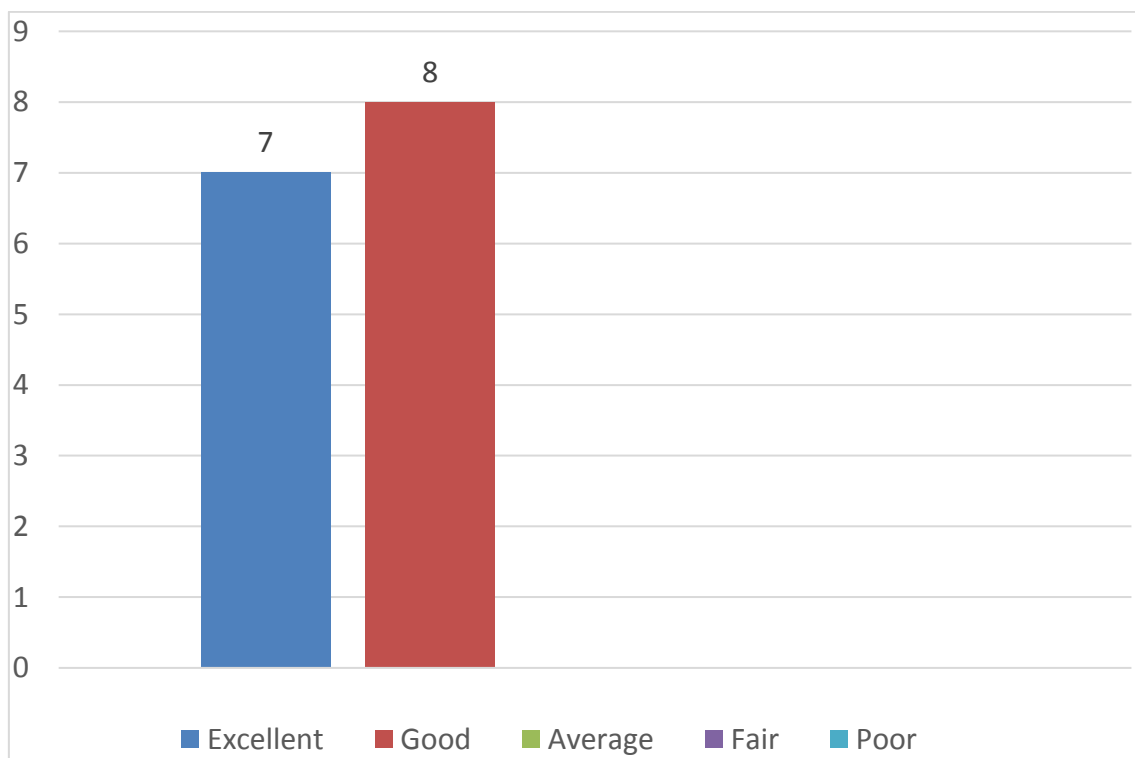


Figure 21. Readability

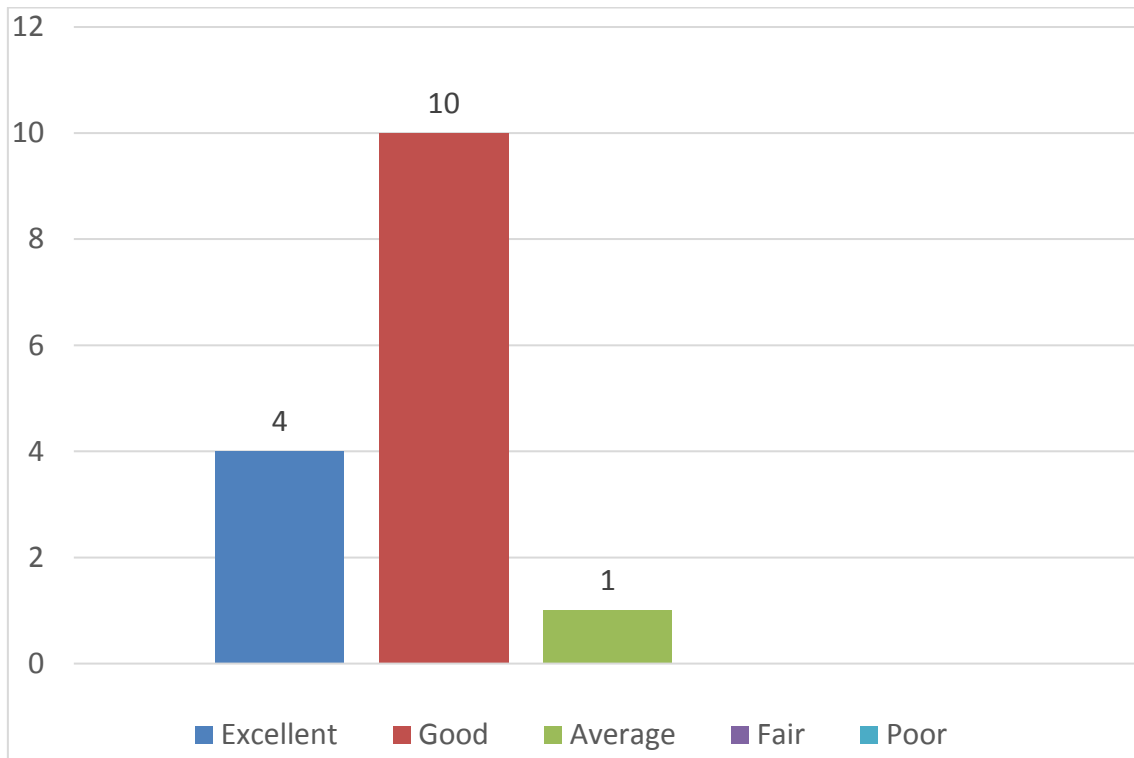


Figure 22. Clarity of argumentation

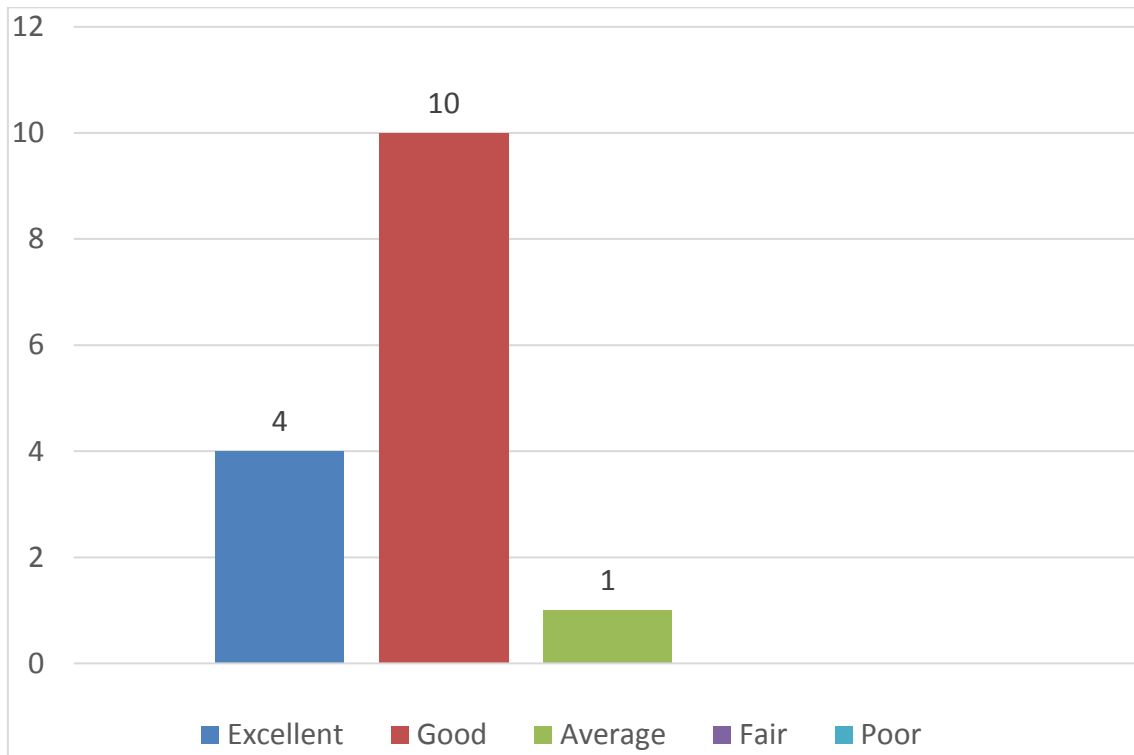


Figure 23. The presentation and layout

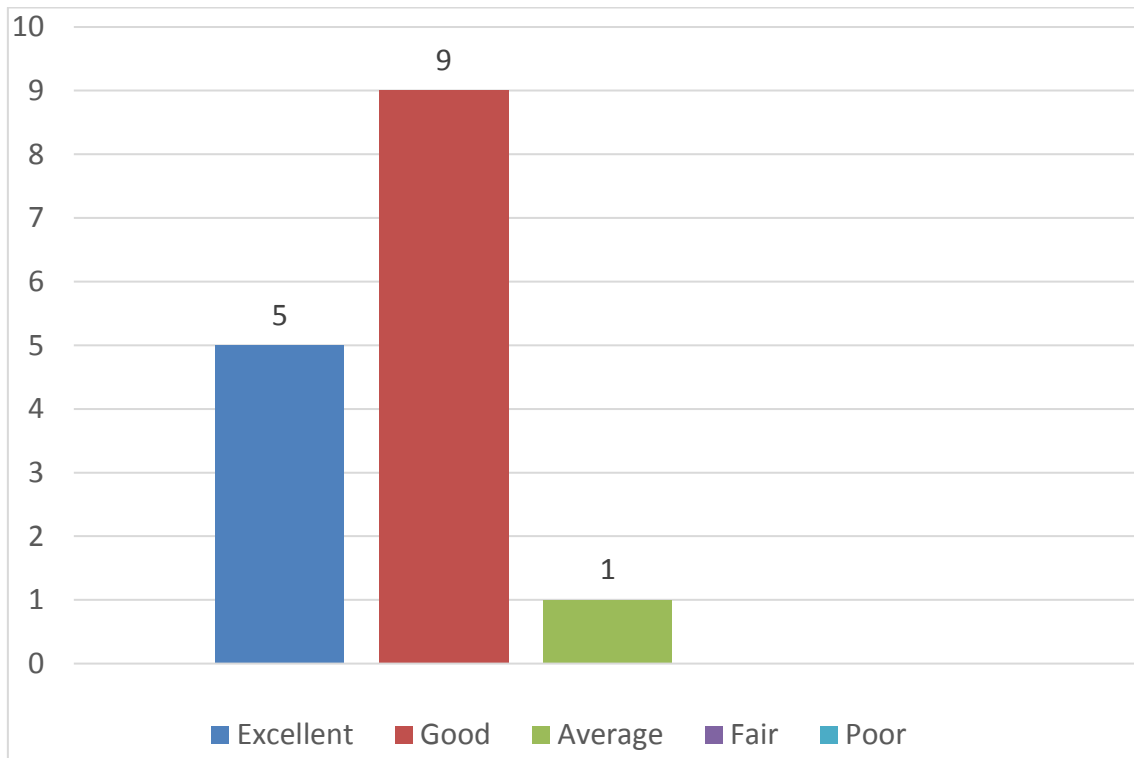
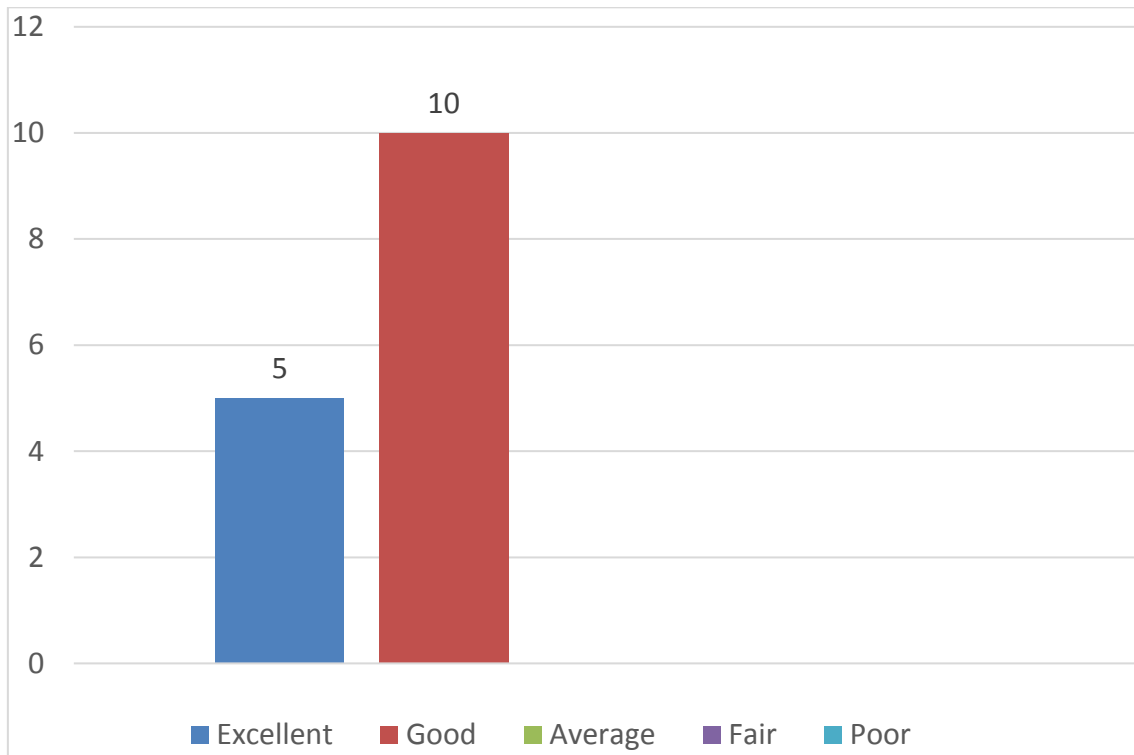


Figure 24. The use of images and figures to support learning



b. Unit “A Multi-agency Approach”

Despite not being as highly evaluated as the ‘Exit Strategies’ Unit, this unit was also in general positively evaluated by the majority of participants. Looking specifically at the overall opinion about each section, we can see that for the first section - Scenarios: Prison and Probation - one participant considered it excellent, nine participants considered it good and five participants considered it average. As for the second section - *Key Elements on Multiagency Cooperation* -, one participant considered it excellent, six participants considered it good, five participants considered it average and two participants considered it fair. As in the case of the ‘Exit Strategies Unit’, the last section - section 3: *Multi-agency approach: deradicalization of individuals in probation* - was also the one which had the highest results: two participants considered it excellent, ten participants considered it good and three participants considered it average.

Section 1: Scenarios: Prison and Probation

Figure 25. What is your overall opinion about the Section?

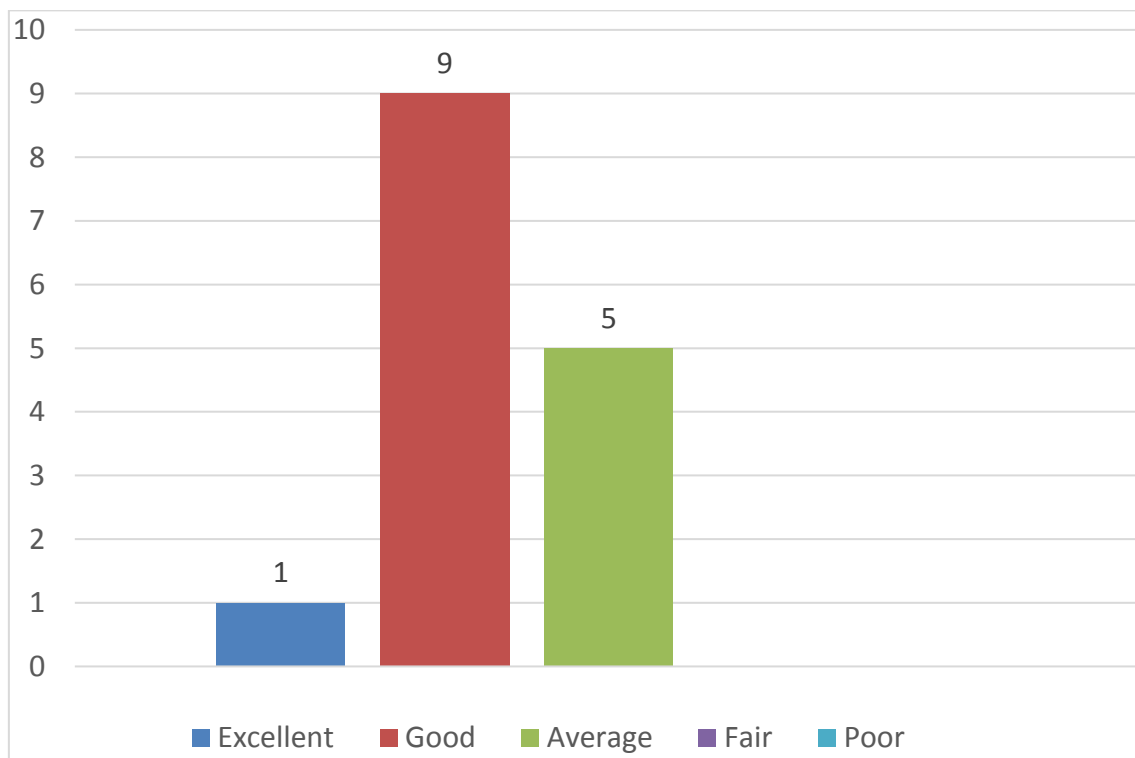


Figure 26. The appeal of the contents

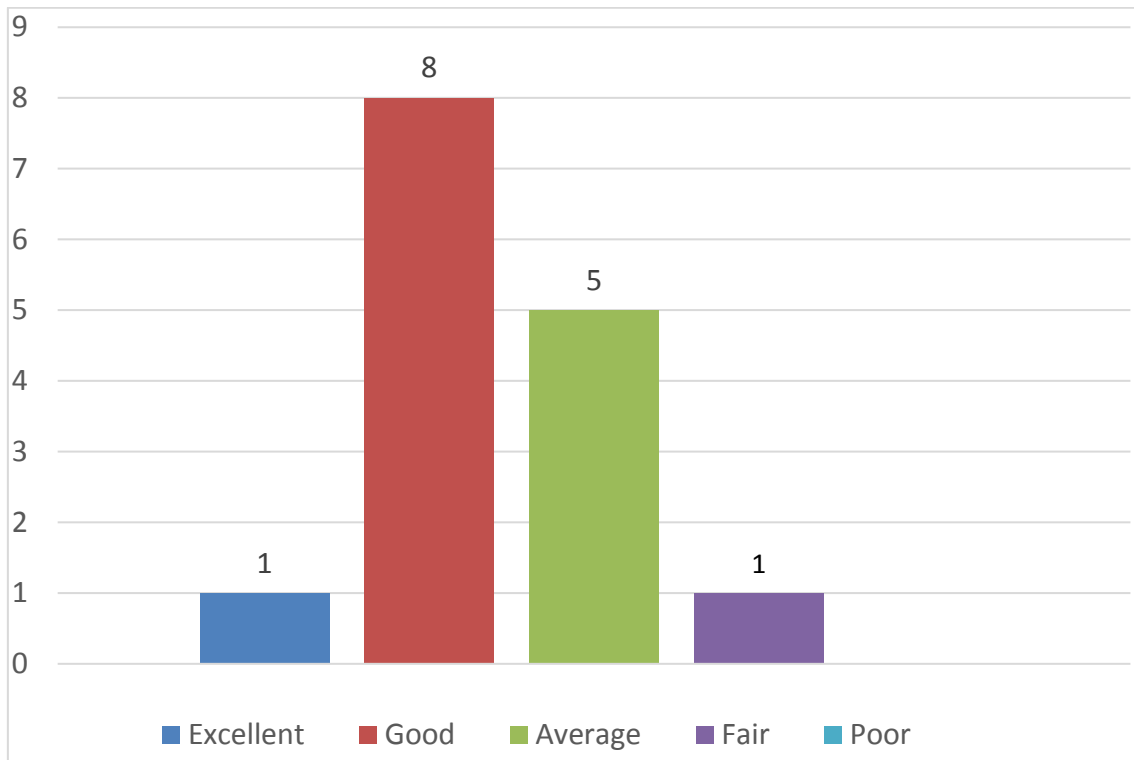


Figure 27. Level of the contents (compared to your knowledge/expectations)

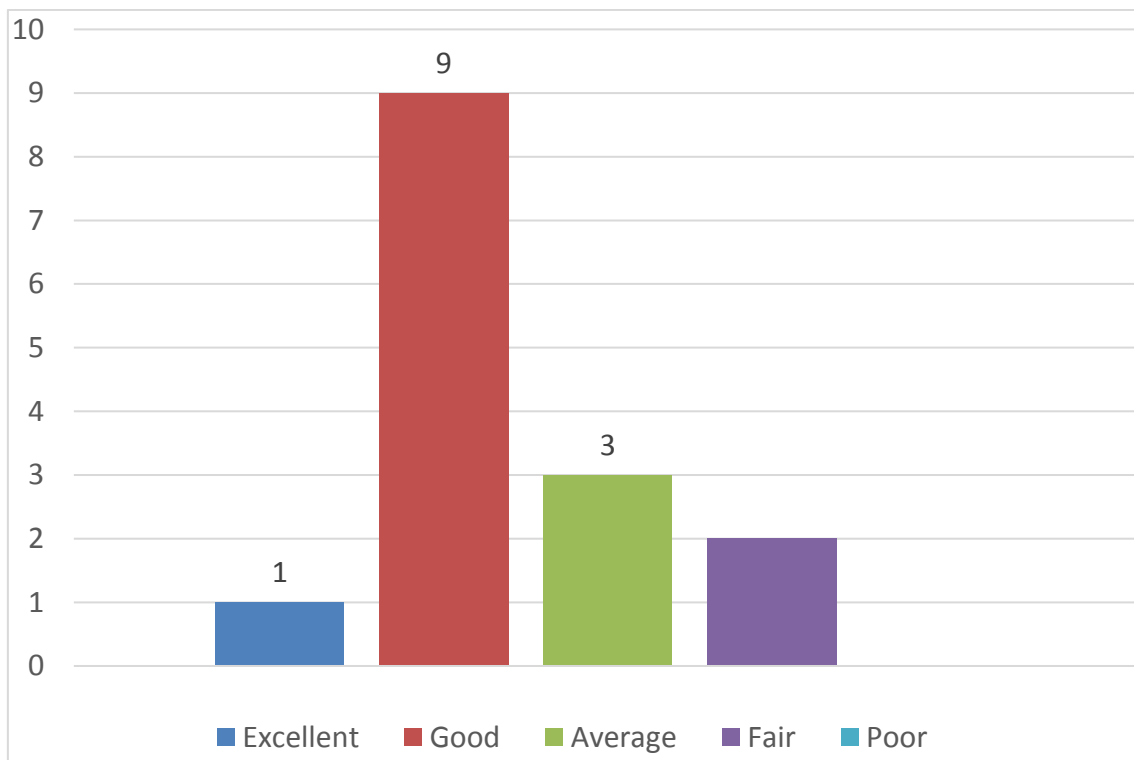


Figure 28. Relevance and usefulness of the contents to your work



Figure 29. Readability



Figure 30. Clarity of argumentation

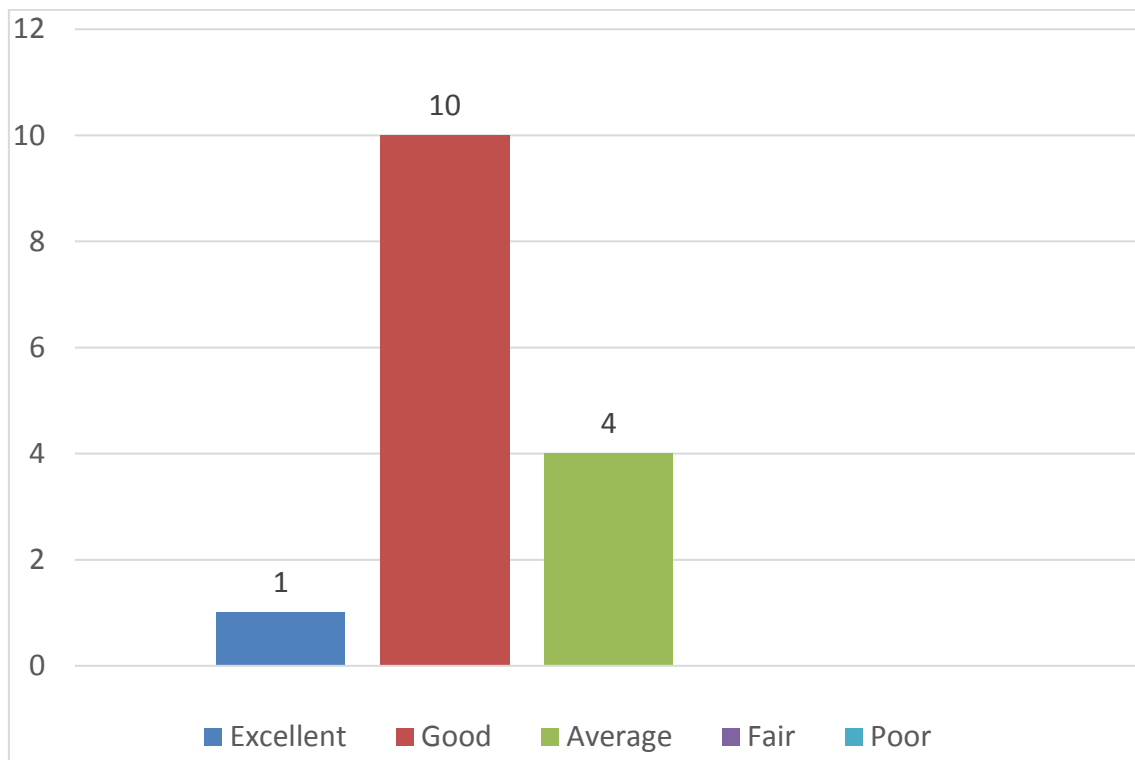


Figure 31. The presentation and layout

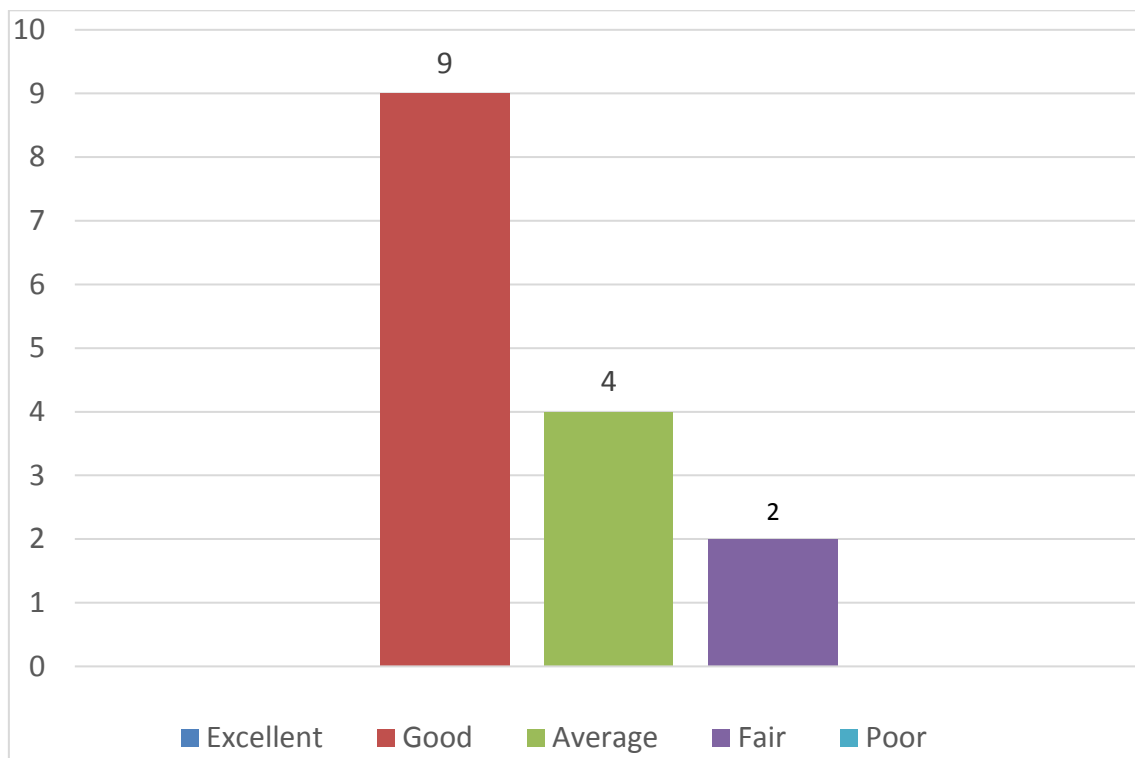
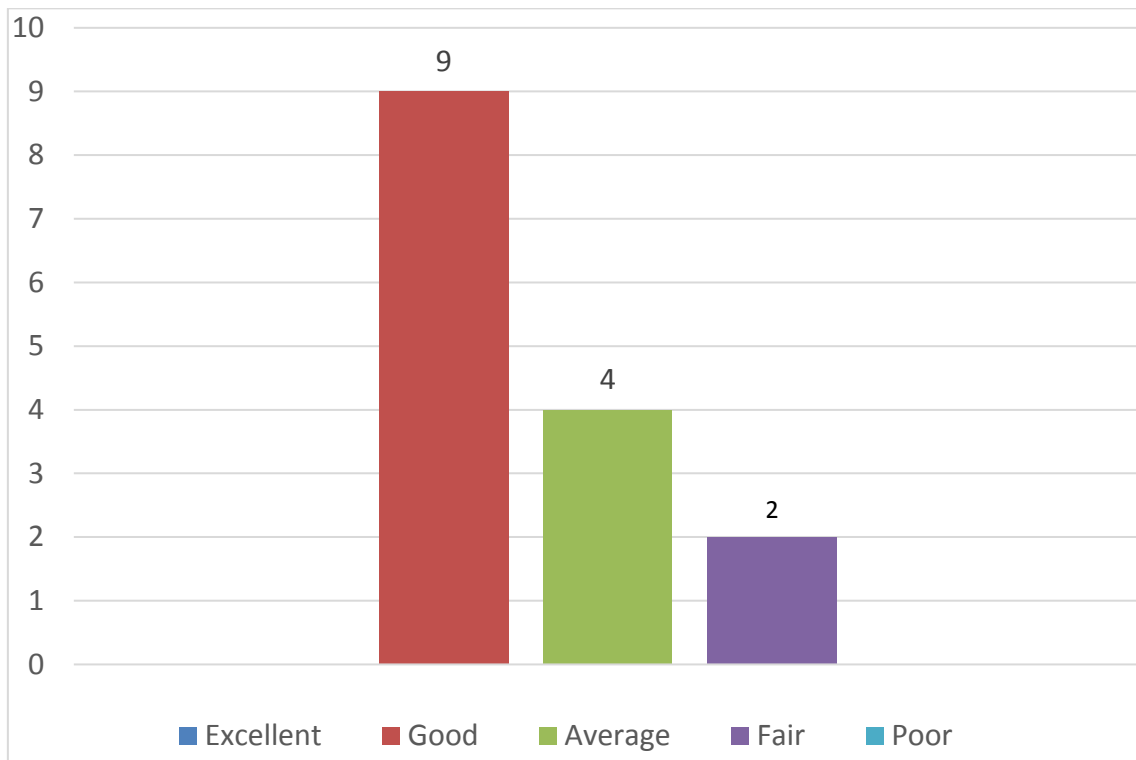


Figure 32. The use of images and figures to support learning



Section 2: Key Elements on Multi-agency Cooperation

Figure 33. What is your overall opinion about the Section?

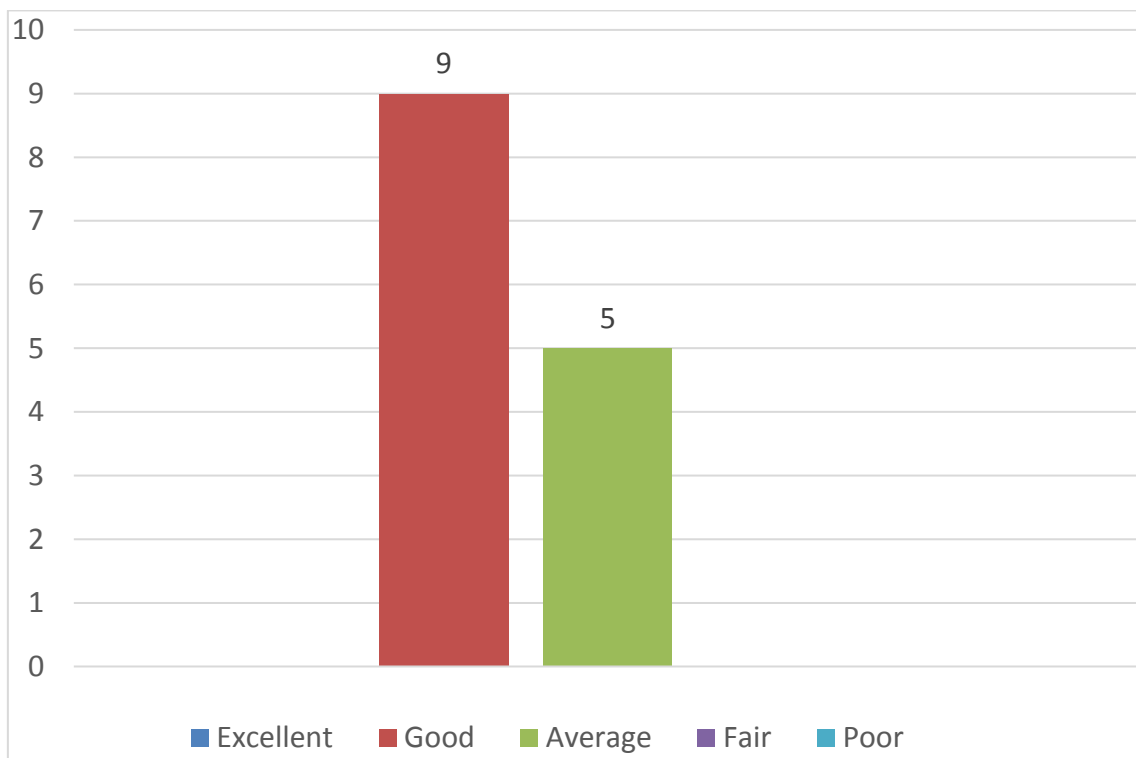


Figure 34. The appeal of the contents

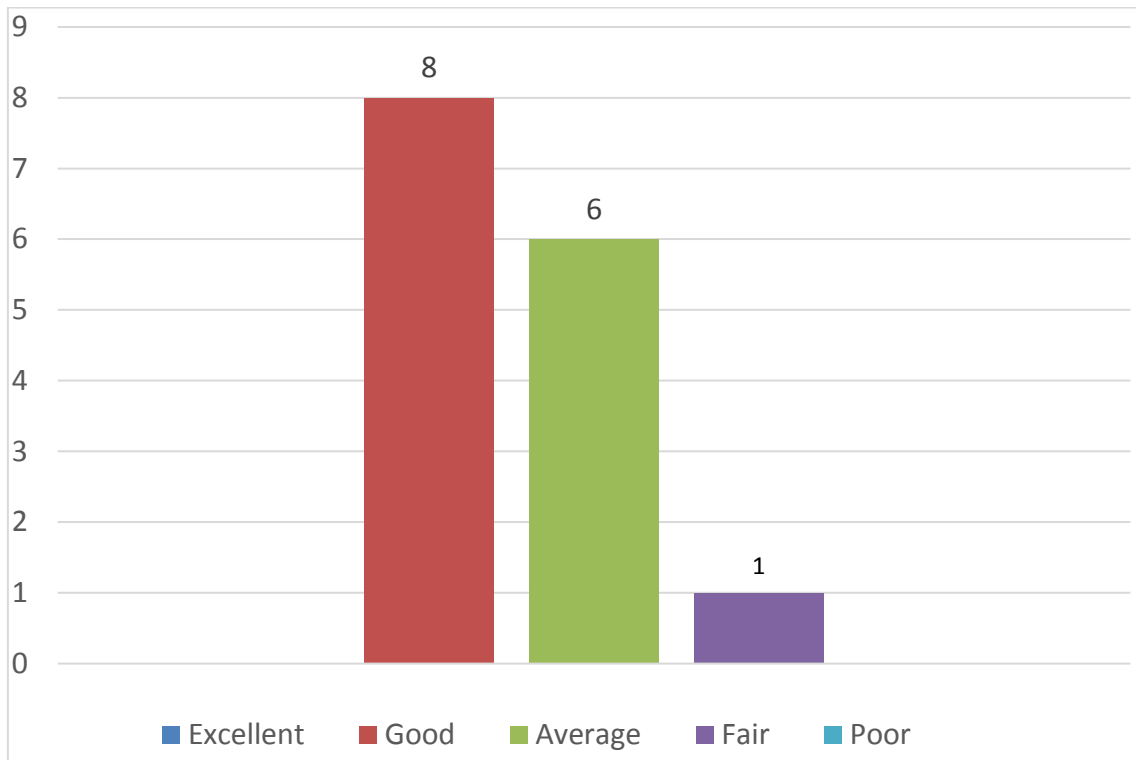


Figure 35. Level of the contents (compared to your knowledge/expectations)



Figure 36. Relevance and usefulness of the contents to your work



Figure 37. Readability



Figure 38. Clarity of argumentation

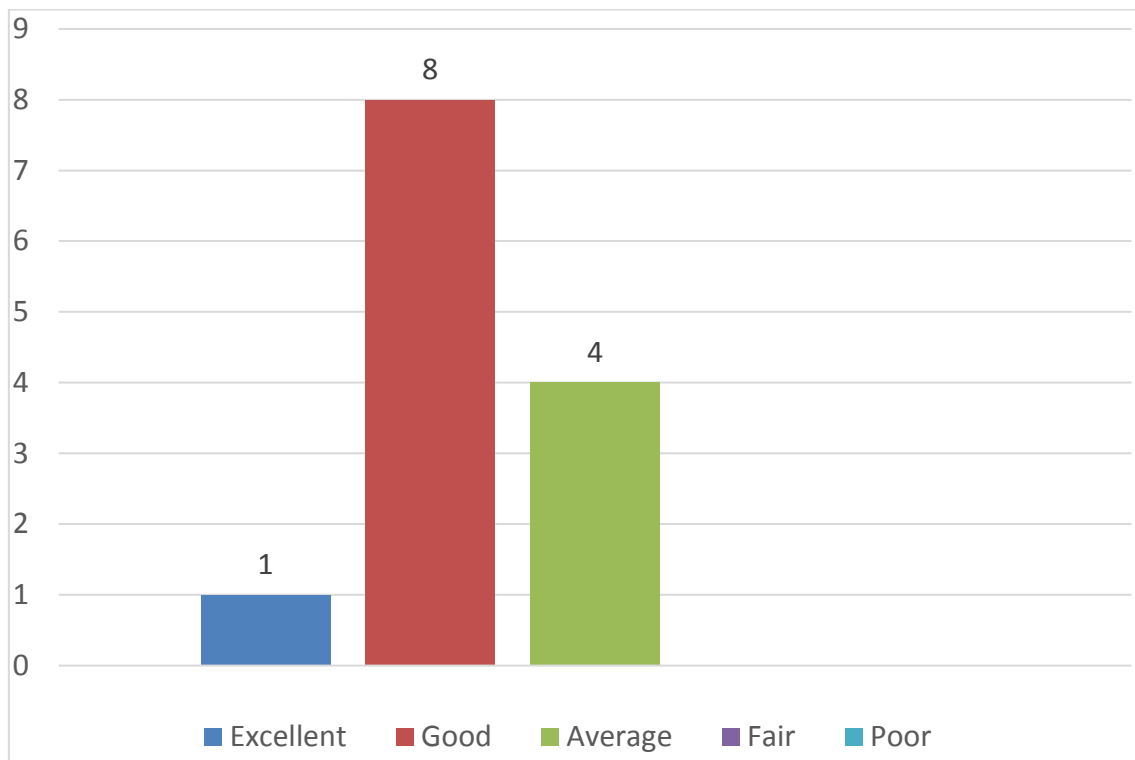


Figure 39. The presentation and layout

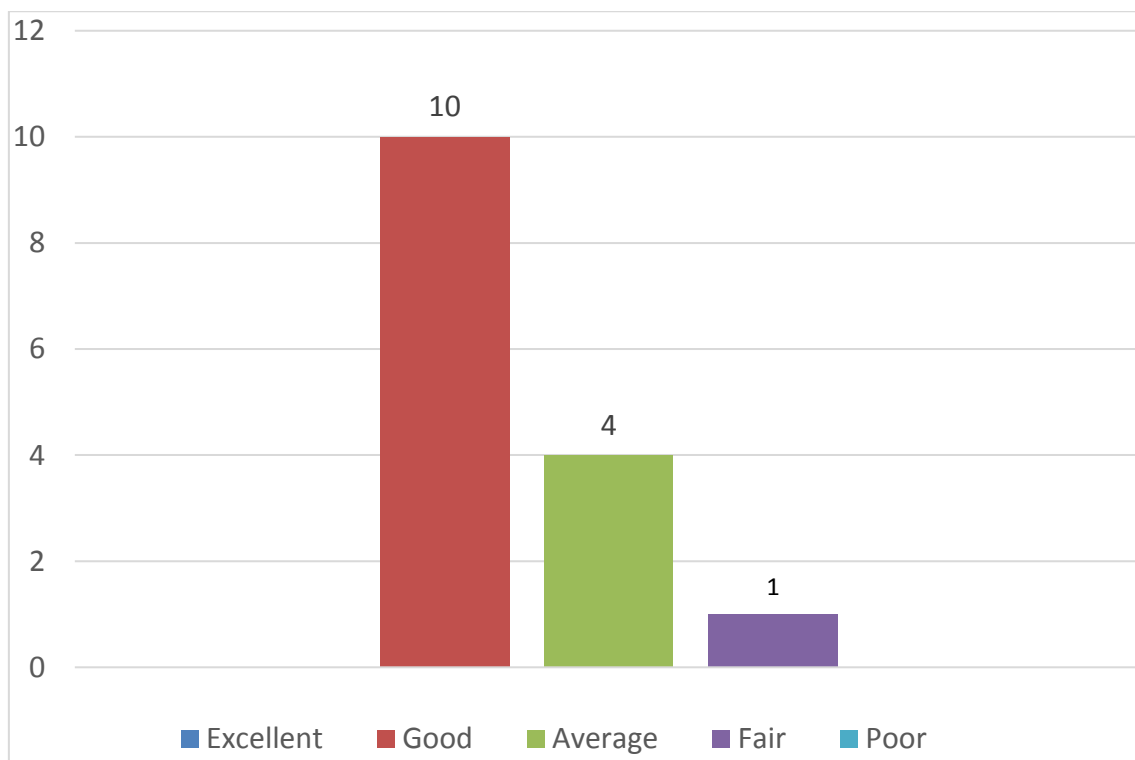


Figure 40. The use of images and figures to support learning



Section 3: Multi-agency approach: deradicalization of individuals in probation

Figure 41. What is your overall opinion about the Section?



Figure 42. The appeal of the contents

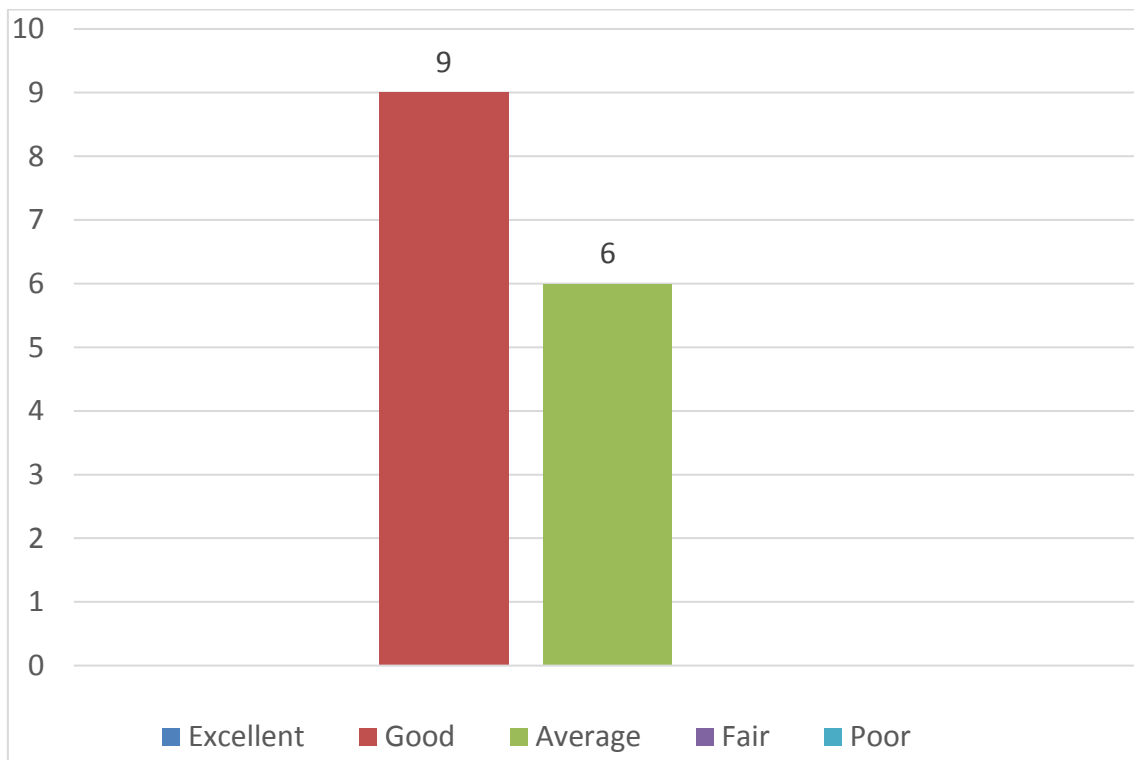


Figure 43. Level of the contents (compared to your knowledge/expectations)



Figure 44. Relevance and usefulness of the contents to your work

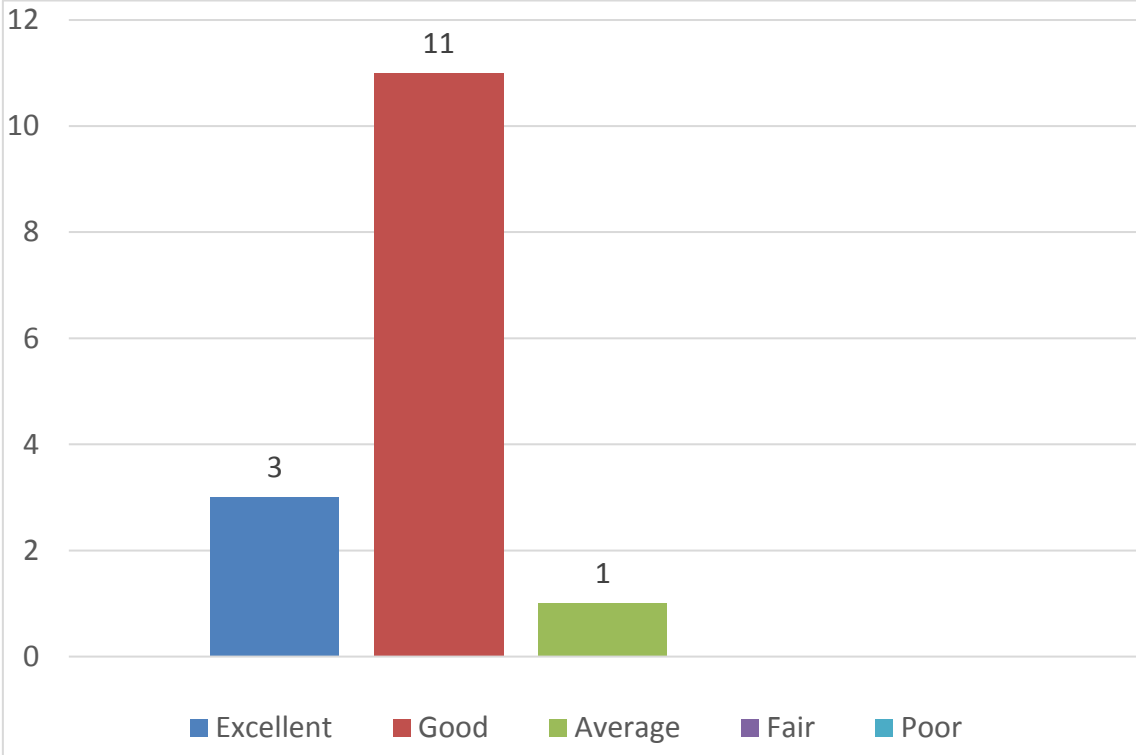


Figure 45. Readability



Figure 46. Clarity of argumentation



Figure 47. The presentation and layout

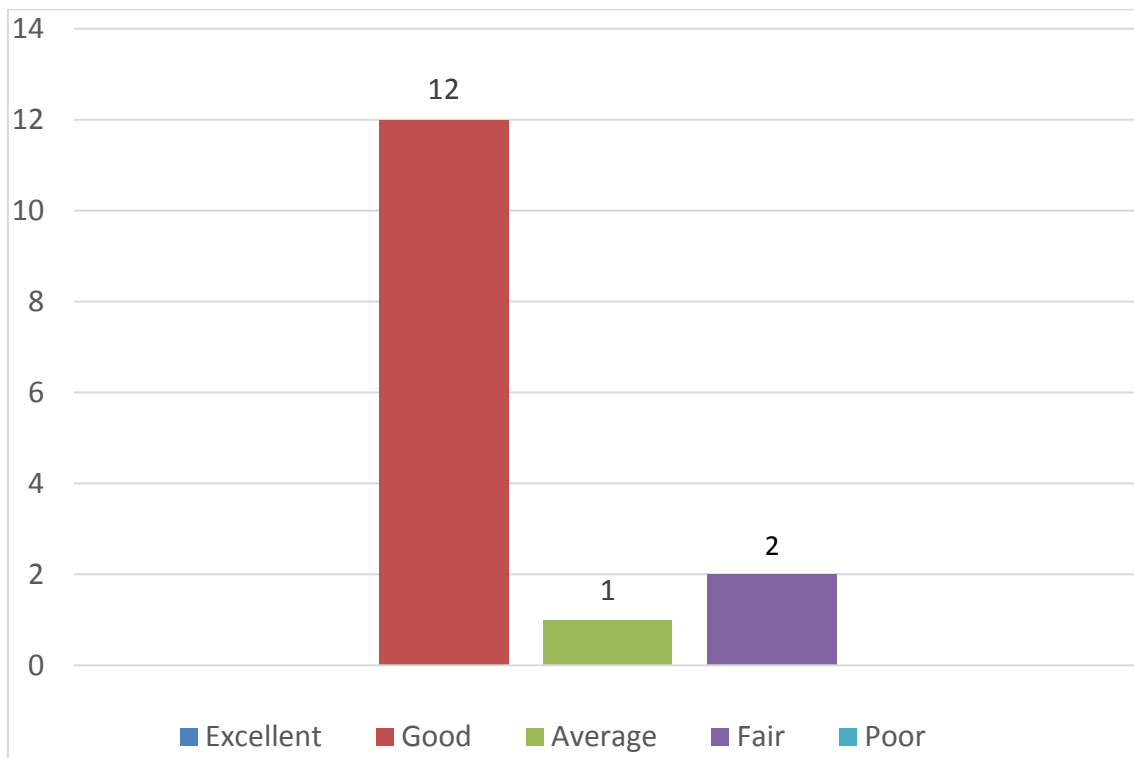


Figure 48. The use of images and figures to support learning



Qualitative feedback

In general, the participants who took part in the evaluation of MATES project emphasized its relevance. For most participants, with regard to the Portuguese context, while the issue of radicalization is seen as relevant, Islamic radicalization is not necessarily so, but rather far-right radicalization. Nevertheless, these participants see in MATES the added value of bringing the issue of radicalization and the need to intervene in this area to the table - the fact that this is an issue with little expression in the Portuguese context has led to existing scarce training and intervention resources in this area (several professionals said that in their actions they had encountered youths who were far-right radicals or in a clear process of radicalization, and that they did not know how to deal with this particular aspect); on the other hand, some participants highlighted the potential relevance of MATES contents specifically

related to Islamic radicalization: “prevention is better than cure, if some day Islamic radicalization is a problem in Portugal, we won’t be taken by surprise, we already have resources like this one [MATES] that can guide us in our practice with these youths” (excerpt from the statement of a participant).

On the whole, both units evaluated by the participants were assessed positively, and a very high value was given to the ‘multi-agency’ approach and, in particular, to the inclusion of representatives of the Islamic community in the intervention in Islamic radicalization (in this regard, the representatives of the Islamic community interviewed also emphasized the importance of the fact that the counter-narrative is constructed from the deconstruction of myths and facts around what Islamism is, since these individuals will otherwise feel ‘indoctrinated by the western world’ and that feeling may lead them to enhance their radicalization). The proposal of Good Lives Model was also positively highlighted: in the case of some participants, because it is an approach that they know and use in other areas of activity with youths with positive outcomes; in the case of other participants, the highlight arose as opposed to a general evaluation of the toolkit as being good in theoretical terms, but having few really practical tools.

4. Dissemination Activities

MATES Portuguese partner was responsible for the creation of MATES website for Dissemination of the activities of the project. Besides information concerning the project description and the partners involved, and updates on meetings between partners, each partner's national seminars and conferences at the European Parliament - pictures, agendas and invited experts when it was the case - the project reports and the deliverables will be also disseminated through the website.

Concerning specifically the dissemination of our national activities, besides the MATES website we shared updates on the project through the Catholic University of Portugal main official website, through the Catholic University of Portugal official Facebook Page, and by email to the participants who collaborated in the assessment activities. In our national seminar we shared MATES outputs with a group of forty attendees (it was attended by front-line professionals who work with youths in probation, a religious leader from the Islamic community, a military official, police officers, psychologists, social workers, teachers and academics).

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