TERRORISM: IMPLICATIONS FOR INTERNATIONAL SOCIAL WORK

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Abstract
Different countries define terrorism differently, but the most appropriate definition of terrorism stresses features of violent behavior which is organized and is defined as open or secret and is targeted at individuals or groups of interest. Terrorism always has a political undercurrent. Terror attacks are always directed to mass populations with as many casualties as possible and it is the main criteria to define it as successful. Terrorism is becoming an international phenomenon. As social work is a profession of empowering, it meets the severe consequences of terrorism through a specific process and makes interventions in macro level and with larger communities. International social work has the capacity for international action in four different dimensions: internationally related domestic practice and advocacy, professional exchange, international practice, and international policy development and advocacy. This involves global welfare for the whole world’s population and becomes a global discipline. In order to pay attention to the international social work’s role in dealing with terrorism, the phenomenon of terrorism, its results, consequences and impact are presented in the article.

KEY WORDS: terrorism, terrorist, international social work, roles of international social work.

Introduction

Terror comes from a Latin word terrere meaning “to frighten”, “fear” or “horror”. In 105 BC in Rome terror was related with the emergency state in response to the approach of warriors of the intruder tribes. Another historical era claims of “Reign of Terror” during the French Revolution in the late 18th century. The régime de la terreur was a systematic attempt to unearth traitors and send them to guillotine. These circumstances constructed terms terrorism and terrorist. At the turn of the 19th century, terrorism became a major global phenomenon (Kushner, 2003). Terrorism is notoriously difficult to define, in part because the term has evolved and in part because it is associated with an activity that is designed to be subjective (Cronin, 2003). In the most general sense it is the systematic use of terror especially as means of coercion. Actually, there are as many definitions of terrorism as there are methods of carrying an act of
terrorism out. Some authors even claim that trying to define the term is pointless because one man’s terrorism is another man’s fight for freedom. Another point of view is that terrorism is a type of a war, but it can also be a tool of a war. It is also necessary to distinguish terror from terrorism. The first one can be various criminal actions seeking for profit or for another benefit. Terrorism always has a political undercurrent. However, most definitions hinge on three factors: the method (violence), the target (civilian or government), and the purpose (to instill fear and force political or social change) (Kushner, 2003). R. S. De la Roche (2004) suggests that an ideal definition of terrorism should address only readily observable features of violent behavior, such as whether it is organized, whether it is open or secret, and whether its target is a particular individual, organization or mass of strangers.

In modern times different countries use the term of terrorism differently in their national legislation. United States’ Law Code defines terrorism as premeditated, politically motivated violence perpetrated against noncombatant targets by subnational groups or clandestine agents (U.S. Law Code). Federal Law of Russian Federation defines the concept of terrorism as violence against physical persons or organizations, and also destruction of property and other material objects, that create danger to peoples’ lives, cause significant loss of property or entail other socially dangerous consequences, perpetrated with the aim of violating public safety, intimidating the population, or exerting pressure on state bodies to take favorable decisions; an attempt on the life of the stage of public figure, committed with the aim of halting this state of other political activity or in revenge for such activity; or an attack on representative of a foreign state or on an official of an international organization / person who is under international protection, if this act is committed with the aim of provoking or of complicating international relations. This definition misses aims motives, methods, means and results of acts of terrorism (Vasilenko, 2004).

According to historical information there were no terrorism attacks in Lithuania, but Lithuania has signed some prevention acts unrelated directly to terrorism in this country. Lithuania also had infantry platoon serving in Multinational Division Center (MDC); led a provincial reconstruction team in Ghor Province in Afghanistan which consisted of approximately 140 Lithuanian troops and civilians. It was an elaborative action together with NATO. These are the only data concerning Lithuania’s contacts with terrorism and they certainly are not direct. Lithuania’s membership in European Union and NATO gives both a specific level of common security and danger to become a target of aggressively interested organizations.

1. Theoretical background: terrorism and a terrorist

There are different classifications of terrorism. The Law Enforcement Assistant Administration in the U.S. formed the National Advisory Committee on Criminal Justice Standards and Goals which formulated Disorders and Terrorism (1975) and classified terrorism into six most common categories:

- *Civil disorder* – collective violence interfering with peace, security, and normal functioning of the community;
• *Political terrorism* – violent criminal behavior designed to generate fear in the community, or substantial segment of it, for political purposes;
• *Non-Political terrorism* – aimed at political purposes, exhibits conscious design to create and maintain a high degree of fear for coercive purposes, but the end is individual or collective gain rather than the achievement of a political objective;
• *Quasi-terrorism* – activities incidental to the commission of crimes of violence. It is not the main purpose to induce terror in the immediate victim, but the quasi-terrorist uses the modalities and techniques of the genuine terrorist and produces similar consequences and reaction;
• *Limited political terrorism* – refers to acts of terrorism which are committed for ideological or political motives but which is not part of a concerted campaign to capture control of the state;
• *Official/state terrorism* – referring to nations whose rule is based upon fear and oppression that reach similar to terrorism or such proportions. It may also be referred to *Structural Terrorism* defined broadly as terrorist’s acts carried out by governments in pursuit political objectives, often as part of their foreign policy.

Another classification of B. J. Bell (1975) is as following: endemic terror, sanctioned terror and vigilante terror. The last one is divided into organizational, allegiance-based, functional, provocative, manipulative and symbolic terror. The most comprehensive and complete typology according to the authors’ intentions is that of I. M. Antonian (1998): political, state, religious, selfish, criminal, nationalist, military, idealistic and guerrilla terrorism. Nevertheless, C. Combs (2000) divided contemporary terrorism into six main divisions from the point of view of executors: organizers, target and tactic (1 table).

### Typology of contemporary terrorism

<table>
<thead>
<tr>
<th>Type</th>
<th>Organizer (executor)</th>
<th>Object</th>
<th>Tactic</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mass terror</td>
<td>Political leaders</td>
<td>General</td>
<td>Coercion</td>
</tr>
<tr>
<td>Sanctioned terror</td>
<td>State-political leaders, individuals and groups</td>
<td>Population</td>
<td>Organized repression</td>
</tr>
<tr>
<td>Dynastic murder</td>
<td>Individual or groups</td>
<td>Head of state or ruling elite</td>
<td>Selective violence</td>
</tr>
<tr>
<td>Random terror</td>
<td>Individual or groups</td>
<td>Anyone happening to be in a given place</td>
<td>Bombs in public places</td>
</tr>
<tr>
<td>Focused random terror</td>
<td>Individual or groups</td>
<td>Representatives of the opposition</td>
<td>Bombs in public places</td>
</tr>
<tr>
<td>Revolutionary tactical terror</td>
<td>Revolutionary movements</td>
<td>Representatives of government</td>
<td>Attacks on political leaders</td>
</tr>
</tbody>
</table>

Source: Combs (2000).
The special characteristics of each kind of terrorism have to be considered in planning a system of counteraction (Vasilenko, 2004). Modern terrorism already develops so called transnational networks, terrorist organizations. There are four types of terrorist organizations currently operating in the world: left-wing, right-wing, ethno nationalist/separatist and religious or “sacred” terrorist. A. K. Cronin (2003) claims that left and right ones were more numerous in past decades and the so called “sacred” are becoming more significant. All these groups have mixed ideologies and motivations but usually only one dominates.

Terrorism became international in the 1960’s after a highly increased number of hijackings. International terrorism under U.S. Law means terrorism involving citizens or the territory of more than one country. M. P. Auerbach (2009) defines international terrorism as many terrorist groups moving across borders to stage their attacks or generate cells in target countries so that attacks can occur from within. Terrorism is an international problem, so the solution for it must be international too. The most important impeding aspect here is absence of common definition. Again, there are institutions responsible for making means to counter it, but these means sometimes are totally different and unmatched. As one of the counterterrorism’s strategies could be publicly developed information about rewards for the most wanted terrorist (reward is over millions of dollars). This is a global method used for any criminal area, not only terrorism.

Statistic numbers of incidents and casualties of terrorism worldwide from 2005 to 2008 years are given below (2 table).

<table>
<thead>
<tr>
<th>Criteria</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Attacks worldwide</td>
<td>11157</td>
<td>14545</td>
<td>14506</td>
<td>11770</td>
</tr>
<tr>
<td>Attack resulting in death, injury, or kidnapping of at least 1 person</td>
<td>8025</td>
<td>11311</td>
<td>11123</td>
<td>8438</td>
</tr>
<tr>
<td>Attacks resulting in death of at least 1 individual</td>
<td>5127</td>
<td>7428</td>
<td>7255</td>
<td>5067</td>
</tr>
<tr>
<td>Attacks resulting in death of zero individuals</td>
<td>6030</td>
<td>7117</td>
<td>7251</td>
<td>6703</td>
</tr>
<tr>
<td>Attacks resulting in death of only one individual</td>
<td>2880</td>
<td>4139</td>
<td>3994</td>
<td>2889</td>
</tr>
<tr>
<td>Attacks resulting in death of at least 10 individuals</td>
<td>226</td>
<td>293</td>
<td>353</td>
<td>235</td>
</tr>
<tr>
<td>Attacks resulting in kidnapping of at least one individual</td>
<td>1475</td>
<td>1733</td>
<td>1459</td>
<td>1125</td>
</tr>
<tr>
<td>People killed, injured or kidnapped as a result of terrorism</td>
<td>74280</td>
<td>7470</td>
<td>71608</td>
<td>54747</td>
</tr>
<tr>
<td>People worldwide killed as a result of terrorism</td>
<td>14560</td>
<td>20468</td>
<td>22508</td>
<td>15765</td>
</tr>
<tr>
<td>People worldwide injured as a result of terrorism</td>
<td>24875</td>
<td>38386</td>
<td>44118</td>
<td>34124</td>
</tr>
<tr>
<td>People worldwide kidnapped as a result of terrorism</td>
<td>34845</td>
<td>15855</td>
<td>4982</td>
<td>4858</td>
</tr>
</tbody>
</table>

Source: Country Reports on Terrorism (2009).
Terrorists are typically impoverished, uneducated people who were brainwashed by religious or political rhetoric. This information is actually controversial as there are other definitions of a terrorist. J. M. Post (2005) considered two of them: firstly, demographic characteristics show that their age is rather broad, some women are mentioned, but the most are men between 17 and 22, unmarried, uneducated, unemployed. Another group of terrorists is considered to be older, between 28 and 33, having higher education. There is a theoretical background of psychology of terrorism analyzing several models of a casual terrorist. According to a personality defect model of terrorism (1977) it is believed that terrorism is a reflection of unconscious feelings of hostility toward parents and that this feeling is an outgrowth of childhood abuse or adolescent rebellion. Strentz (1981) made a typology of terrorists concerning the main roles: leader, opportunist and idealist. The opposite approach is a social learning model of terrorism suggesting that terrorism is rather a result of social influences and unique learning experiences that form the foundation of functional character traits or behavioral tendencies (Ruby, 2002). These two models explaining terrorists’ behavior do not ignore personal and situational factors of such a criminal activity.

Lack of theoretical background means that no general theory of terrorism has been formulated yet. M. Crenshaw (1995) suggests that in regards to terrorism a general theory of conditions is impossible because the final decision depends on judgment various political powers make about these conditions. However, academic literature explores two theories that could be adapted to analyze the phenomenon of terrorism. The J. D. Fearon’s (1995) bargaining theory of war suggests that conflict histories, policies of appeasement and repression affect the future of terrorism by changing information and altering the parties’ abilities to forge credible commitments. It claims that democratic and stable states provide the information and induce the trust that turns terrorism into legitimate dissent. The D. A. Lake’s (2002) rebel’s dilemma theory of dissent indicates that the conflict histories, appeasement and repression influence terrorism by stimulating change in the power differentials of conflict protagonists. Autocratic and uninstitutionalized states create the political instability that leads actors to attempt to shift power in their favor, producing state violence and oppositional terrorism (Lichbach, 2004). Sociologists approve the idea that society is divided between powers and powerless and this is the basic presumption of social dynamic of conflict. It means that terrorism is often a powerful response to powerlessness, regardless of how it is conceived by the powerless (Boyns, Ballard, 2004).

2. Terrorism: result, consequences and impact

Terror attacks are always thought to target mass populations with as much casualties as possible. It is the main criteria of terror attack to be named as successful. However, terror attacks produce serious consequences, such as heightened anxiety, depression, phobias, a reduced sense of safety and heightened post traumatic stress disorder. In addition, experiencing terrorism can lead to increased use of tobacco, alcohol and drugs, and to self-medication (Itzhaky, Dekel, 2005). According to some surveys conducted following the terror attacks in the United States on September 11
indicated that the prevalence of acute PTSD and depression among highly exposed respondents 5 to 8 weeks later where twice the baseline rates of these conditions (Somer et al., 2007). Research data analyses another phenomena after a terror attack. It is a collective loss, meaning that though such tragedies occur far away to people we do not know they are nonetheless significant to our global and human sensitivities (Wayment, 2006).

B. Raphael (1986) raised an issue of who are victims after a disaster. He admitted six types of them. Primary victims are those in the front line who have experienced maximum exposure to the attack. Secondary victims are relatives and friends of primary victims. Third-level victims include rescue and recovery personnel. Fourth-level victims come from the community involved. Fifth level victims are those whose mental state is such that their emotional equilibrium may be upset by the attack even though they have not been directly involved with it. Sixth-level victims are those who would have been primary victims themselves but by chance or indirectly caused others to be primary victims (who may have swapped shifts).

Different terror attacks have different impact on different groups of casualties and their relatives. It is important to consider some dimensions of people involved to these groups: gender, age, area, scale of tragedy experienced and other. Z. Solomon et al. (2005) made a research to measure gender differences in reaction to terror events. The results showed that women experienced more psychological difficulties in exposure, posttraumatic symptomatology, feelings of depression, future orientation, sense of safety and self-efficacy, so the therapy should be diverted more for women. Probably the most sensitive casualty group is children, especially infants and adolescents. Many new borne and older children became orphans whose one or both parents died in the tragedy. But of course terrorism touches all sectors of society. Experienced PTSD in childhood and adolescent directly impinges on normal developmental tasks. This period of lifetime is known as developing sense of what is right and wrong, a signal to a superego. Terror, an act of destruction, occurring without any direct provocation makes no sense for them (Latino, etc., 2006). Besides, children even cannot understand the full meaning of what happened and the motives of the event. Seniors are also touched differently. Probably the most actual aspect is that this group had seen several huge disasters in their lifetime, like World Wars and others. Of course, it is impossible to measure the impact of different people, even generations and take them into account, but still some unique attention is required. So these are the main psychological issues experienced after terror attacks and the social work in mental health institutions should be strongly involved. Concluding the consideration about the impact of terror events, three types of touched people could be distinguished: dead people, injured people and psychologically suffering people. All these groups need different interventions in relation with force, time, area and continuity.

3. Implications for international social work

Following terrorist attack social workers engage in short-term and long-term interventions with victims. The most effective interventions are on macro level, which
means group work and community interventions. Individual, micro-level interventions are less usual (Itzhaky, Dekel, 2005). Group work is indispensable after traumatic events and can serve as a counterforce to bleak outcomes that result in isolation after disaster occurs. It is suggested to use cognitive behavioral strategies in group work to empower young people to cope with intrusive insights (Malekof, 2008). As terror events touches chains of people, therapeutic activity should be oriented not only to individuals, but also to the whole families. Karen K. Landmann (2003), a social worker who was working at the hospital on September 11, 2001, told about her efforts, experience about the working conditions, methods she and her colleagues used and the mistakes which should not be repeated. As it was job at the hospital near the World Trade Center, the main functions were associated with medical services. She also mentioned trauma counseling for the victims’ relatives, organizing the process of blood giving for volunteers, the hotline opened 24 hours a day to anyone who had lost someone in the tragedy. Three stages necessary for the healing of trauma were discussed: 1) safety; 2) remembrance and mourning; 3) reconnection. Of course, mass trauma requires different scale of competences to be used in healing trauma. These involve community aspects and different stages in relation with time after trauma. K. Landmann (2003) also suggested an intervention model orientated to a lifetime obligation to follow through with assistance. The suffering family is to be given counseling on the follow schedule: 4 sessions to assess the family; 6 months to follow up intensively; 2 years less intensively and 5 years once per year. This is an in depth counseling on a long-term basis and more home visiting is stressed here.

H. Itzhaky and A. York (2005) did an action research and presented a model for community intervention in terrorist attacks. It is divided in three phases following by more detailed steps that are presented in Table 3.

1) Preparation phase:
- Community assessment and social brokerage: needs assessment and linking clients and service providers with resources;
- Community coordination: among agencies and between agencies and clients;
- Direct planning of services: organizing the training program;

2) Attack phase:
- Direct implementation of team and crises services: including volunteer residents;
- Support and assistance: in a state of general panic;

3) After attack:
- Assisting in community intervention: teams are remaining active after the attack;
- Evaluation: teams are working in an organized manner.
Phases in interventions around terrorist attacks and the roles, goals, focal systems and tasks of social workers

<table>
<thead>
<tr>
<th>Role</th>
<th>Goal</th>
<th>Social systems</th>
<th>Tasks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preparation (Warning)</td>
<td>Identify needs and develop systems</td>
<td>Residents, leaders, social service providers</td>
<td>Referring, brokerage, researching, disseminating information</td>
</tr>
<tr>
<td>Community assessment and social brokerage</td>
<td>Organize system (interdisciplinary teams)</td>
<td>Volunteers and service providers</td>
<td>Coordination, enabling, catalyzing, mediating, consulting, negotiating</td>
</tr>
<tr>
<td>Direct planner</td>
<td>Provide services</td>
<td>Residents and service providers</td>
<td>Planning, managing, brokerage, facilitating, training</td>
</tr>
</tbody>
</table>

| Terror attack (shock) | Implement system and support it logistically and psychologically | Service providers and volunteers | Managing, brokerage, encouraging cooperation activating |
| Direct implementation of team assistance | Locate victims, provide aid to victims, locate victims’ families, provide information to victims’ families | Victims and their families | Identifying problems and needs, supporting, first aid, logistic support, providing information, counseling, locating sources of support (culturally sensitive), accompanying families, coordinating, referring for additional aid |
| Direct implementation of crisis services | Give support and assistance | Victims, victims’ families, residents, helpers | Locating those needing help, activating aid, providing information, updating service providers, activating volunteers, coordination |
| Support and assistance | Maintenance of support and assistance services | Populations at risk (for example, helpers, elderly victims and their families) other residents | Mapping and locating needs, assisting and motivating service providers and volunteers, counseling on methods and resources for aid |
| Aftermath (Organizing and change) | Improving quality of service delivery | Residents, leaders, volunteers, service providers | Evaluating, helping to accept and apply findings |


Another example is from Israel, where an “Information Center” by state policy and hospital management was developed (Fraidlin, Rabin, 2006). It operates in several locations that are discussed here with the principal tasks and roles of social worker:

- Casualty reception site where terror victims are taken in and initial medical treatment designed to stabilize their condition is provided. The principal task for the social worker is provision of assistance in establishing contact between the victims and their families, provision of assistance in identifying victims and providing a response to the victims’ special needs. Several roles were discussed: assistance in establishing contact between the victims and
their families; assistance in identifying victims; responding to the victim’s special needs.

- **Information center headquarters:** data processing—ensuring that a client is provided with a full list of both the identified and unidentified casualties, from all the hospitals.

- **The telephone site.** It is usually the first site that is opened and the last to be closed. Telephone information is provided to families, by means of emergency telephone number announced in the media. Social worker needs to organize emergency telephone lines and computers, providing an adequate response even when there is only vague and ambiguous information, to address the callers’ emotional state, in an adequate and empathetic manner, supply the caller with other useful phone numbers for their continued search for more information.

- **Family reception site:** furnishing information to the families while providing them help and support in seeking for their relatives.

- **The site of the unidentified victims:** combining information from the emergency room, with the information provided by the families. This is a very traumatic place as usually those who identified are either dead or badly wounded.

- **Stress victim’s site.** Conversations are held with the casualties in an attempt to get them to speak, both, one-to-one and in groups, and here they are given the opportunity to breathe and ventilate.

Healey (2001) defined international social work as international professional action and the capacity for international action by the social work profession and its members in four dimensions: internationally related domestic practice and advocacy, professional exchange, international practice, and international policy development and advocacy. This should involve global welfare for the whole world population and become a global discipline.

Following the different research data and essence of mission and values of international social work a mobile crisis center for an urgent attack could be developed. According to the statistics, terrorism attacks worldwide quite often and the specific feature of attacks is the unpredictable location, time and reasons. M. Smith et al. (2003) consider the importance of team work after a terror attack strikes. Such a project or program is an interdisciplinary specialists’ team work. Hot line is considered to be the first to establish. It needs highly qualified skills of counseling, empathy, and multilingual abilities. Leaning on the previous review, as deaths and injuries are most usual result, medical services are immediate. These services vary in directions: first aid, more serious specialized help, psychiatric help which varies in intensity and in time period after disaster. Of course, instant psychological help is required. According to previously mentioned victim categories, psychological help should also contain an intense supervision for community’s specialists who undoubtedly have internal suppressed experiences during the helping process.
Considering the increasing religion motives for terrorism, versatile ‘sacred’ contacts are necessary for victims highly related with various religious trends, not only with church sector. Conterminous services must also include translators to decrease cultural communication deficiencies, tourism sector for the best transporting communication and managers to organize helping places, negotiate local governments, embassies, military and other public institutes of each state, not only those of the hot breaks. The volunteering aspect cannot be untouched as well. Without this strength effective international social work in times of anxiety is most likely impossible as well. All the above mentioned specialists’ areas have to communicate closely with international organizations, such as Red Cross, International Association of Social Workers, worldwide volunteering organizations and other related institutions to give and share the best of them after terrorism act.

Social worker is thought to have no influence to media that always is the most important means of information development worldwide. Besides, terrorism refers to the killing in such a way to create a media spectacle. It should be controlled to have no negative influence for the victims and their relatives. This is the situation when its attention should be correct, made with sensitivity and also objective.

Mobile crisis center is based on principle ‘here and now’ which means that preparation must be done far till the terrorism attack occurs. Methods used are situated and depend on the need of them: individual casework, group therapy and community work. It becomes not clear where community begins and where it ends so social worker then takes another role, a community’s mobilizer, uniting service providers for common action. In the face of crisis of terrorism victims’ nationalities, other criteria do not matter, because they are never guilty, but a systematic view gives a more concrete plan for social worker to decide and act.

Conclusion

Terrorism has various forms of targeting, commitment and resulting. In the 21st century it became international and requires international counterterrorism strategies. International social work aims to recreate the connection between the affected community’s members and the real existing situation in the area. As the discipline is new it is open for ideas and suggestions in decisions to make the process of terroristic disaster less harmful. The mobile crisis center for the victims of terrorism is the idea worth considering.

It is worth mentioning that terrorism is really a global problem and its risk is growing because various religious, political and economical conflicts rise. International social work recognizes terrorism as a global problem and has already learned lessons from the most intense terrorism attacks. It is possible that future social work will gain a new trend in creating and sustaining peace worldwide. So we must think about new skills and competences of international social work to create and develop techniques countering terrorism in times of peace.

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United States Law Code. U.S. Code Title 22, Ch.38, Para. 2656f(d).