

The First Decade of the Global Counterterrorism Forum: *Monitoring, Evaluating and Looking Forward*

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Executive summary

The tenth anniversary (2011-2021) of the Global Counterterrorism Forum (GCTF) is an appropriate occasion to reflect upon and assess the Forum's work. Such an evaluation can help improve the implementation of GCTF practices, enhance the relevance, impact and efficiency of the GCTF, and contribute to its sustainability.

This evaluation is built around three main objectives, which are based on input from the GCTF Co-Chairs, Working Group Co-Chairs, Initiative Co-Leads, its Administrative Unit and the T.M.C. Asser Instituut.¹ These three main objectives are:

- 1. Provide a systematic overview of the activities and outcomes of the GCTF over the last ten years, “to tell the GCTF story”;**
- 2. Contribute reflections on the way forward for the GCTF as it enters its second decade;**
- 3. Propose a monitoring and evaluation system (including the necessary preconditions, e.g. resources, tools, frameworks), which the GCTF can adopt and implement for future events and activities to ensure monitoring and evaluation of the GCTF on a more structural basis.**

This evaluation makes use of two forms of evaluation to gain insight into the abovementioned objectives: a process evaluation and an outcome evaluation. The process evaluation monitors the GCTF's activities (outputs). The outcome evaluation looks at the actual effect of activities and seeks to monitor whether and to what degree the activities have met their objectives. In the course of its activities, the GCTF has not developed a standardized methodology for maintaining, analyzing, and publicizing inputs or outcomes of its activities which makes monitoring and evaluation more challenging. We used a mixed-method approach with the following forms of data-collection: document analysis, observations during the *GCTF Strategic Vision for the Next Decade* consultation rounds, a questionnaire (N=35) and interviews (N=31) with a mixture of GCTF Members, Inspired Institutions, the Administrative Unit, United Nations Global Counter-Terrorism Coordination Compact (UN Global CT Compact) entities, civil society organizations and non-government organizations (CSO/NGOs), organizations that act as GCTF implementers, academic institutions/think tanks, international/regional organizations and individuals involved in the early years of the GCTF.

This is the first time the GCTF as a whole is monitored and evaluated. The most important conclusions and recommendations are presented in this chapter.

The GCTF story – output of a decade

The GCTF is a multilateral platform of 30 Members. The GCTF works to support and catalyze the implementation of the UN Global Counter-Terrorism Strategy, the UN Secretary-General's Plan of Action to Prevent Violent Extremism and relevant UN Security Council Resolutions and is committed to promoting the involvement of partners, such as non-GCTF member countries, international organizations, members of civil society, the academia and the private sector in the Forum's various activities to encourage greater collaboration and to share expertise, experiences and good practices across regions. The practical use and implementation of GCTF framework documents, tools and manuals is the result of efforts by the Forum as well as the engagement of international, regional and sub-regional partners, including the Inspired Institutions: the Global Community Engagement and Resilience Fund (GCERF), *Hedayah* and the International Institute for Justice and the Rule of Law (IIJ).

Over the past decade, the GCTF held 232 meetings, on average 23 per year, with the participation of GCTF Members, as well as over 160 non-member countries and organizations. These non-member countries and or-

1. The project was granted by the Governments of Canada and the United States to the T.M.C. Asser Instituut. The team carrying out the evaluation was the main liaison between the funders of this evaluation, the GCTF Co-Chairs, and the GCTF Administrative Unit. The team coordinated communications amongst those involved, managed the timeline for the project and provided substantive and technical support for various aspects of the evaluation (e.g. via the development of the tri-lingual M&E questionnaire and the interviews). The research team consisted of M&E expert Dr. Amy-Jane Gielen, an independent researcher and consultant at Evidence Based Work (EBW), Dr. Christophe Paulussen, senior researcher at the T.M.C. Asser Instituut and Zsófia Baumann MA, a junior researcher at the T.M.C. Asser Instituut.

ganizations include the GCTF Inspired Institutions, several bodies of the United Nations system, international and regional organizations, civil society organizations, academia, as well as representatives of the private sector. While the Forum has a fixed number of members, its apolitical nature and regional priorities encourage a wide participation of non-member countries and organizations to make sure GCTF framework documents are developed taking regional and local priorities into consideration.

The GCTF takes pride in being a flexible and nimble organization that, due to its informal nature and consensus-based decision-making, is able to react swiftly to newly emerging challenges. This is clearly illustrated by the number of initiatives that were launched over the past decade. While in the first years of the GCTF an average of one initiative was running per year, this number has grown to four in recent years. Initiatives can, for example, reflect priorities agreed by working groups, elaborate on an already existing GCTF framework document or address an emerging trend, offering an effective mechanism to provide practical recommendations and guidance. As a result, GCTF working groups and initiatives produced 36 framework documents and four practical toolkits and manuals with over 400 good practices developed to aid practitioners in their work in countering terrorism (CT) and preventing and countering violent extremism (P/CVE). The framework documents are considered one of the biggest achievements of the Forum, due to their topical nature and the consensus-based process through which they were developed.

- The framework documents that are deemed most relevant and most often used by both Members and non-members are: [The Hague-Marrakech Memorandum](#), [Rome Memorandum](#), [Neuchâtel Memorandum](#), [Rabat Memorandum](#), [Abuja Recommendations](#), [Glion Recommendations](#) and the [Good Practices on Addressing the Challenge of Returning Families of Foreign Terrorist Fighters](#).

GCTF structure: set-up, added value, funding and online visibility

The relevance of the GCTF is largely due to its ability to identify emerging global CT threats while retaining its apolitical and informal nature and providing a platform for timely multi-stakeholder discussions. Members feel it is important that the nimbleness, and most importantly the apolitical nature of the GCTF, is protected, as this is what makes the GCTF unique. The majority of respondents of the questionnaire feel that it is also important to protect the informal structure, non-binding nature and consensus-based decision making. They have also indicated that there seems to be room for improvement in terms of the action-orientation of the GCTF. Among a selection of Members there is a strong desire to focus on the practical use of existing framework documents.

In general, respondents are satisfied with the GCTF's bodies, but they do have suggestions for improvement. To (further) improve satisfaction levels with GCTF bodies, we suggest the following based on the input of our respondents:

- Formulate and communicate a Terms of Reference for the Administrative Unit.
- Extend the role of the Administrative Unit for more quality assurance, knowledge management and alignment between working groups and encourage sufficient funding.
- Consider a more enhanced and coordinating role for the GCTF Co-Chairs in close cooperation with the Working Group Co-Chairs and the Administrative Unit to signal overlap and duplication between working groups.
- Allocate time at the Coordination Committee Meetings for more substantive discussions on issues such as funding, monitoring and evaluation and more integration of human rights in the GCTF's output.
- Consider adjusting the format of the Ministerial Plenary Meeting to ensure more political buy-in (e.g. ministers sharing success stories).
- Consider implementing more (interactive) meeting formats.
- Provide more clarity on the aim and purpose of the regional working groups.
- Focus on more practical use of the existing framework documents.

Respondents feel that the GCTF has added value in comparison to other similar organizations in the field. Its core values, flexibility, the speed with which it reacts to new trends, the relevancy of its documents and its informal nature were most mentioned. For the future of the GCTF they see the most added value in implementing ex-

isting framework documents. This however, brings a set of questions and challenges. The GCTF was not created to carry out implementation, nor does it develop documents that are legally binding. Implementation of existing GCTF framework documents therefore should be balanced with further document development and it should not prevent the GCTF from taking on new topics as Members see fit. A number of issues were suggested that the Forum can take on in the upcoming years which are further discussed in *Chapters 3 and 9*.

In terms of funding, this evaluation has made clear that most Members and respondents do not know how the GCTF is currently funded, whether the GCTF is financially sustainable and able to address new emerging threats. Nor is it clear what type of possible alternatives there are to funding (e.g. in-kind contributions). There is, however, a strong consensus that GCTF Members should be encouraged to contribute to the Forum's financial sustainability. This brings us to the following recommendations:

- **Provide an overview on an annual basis of what it costs to run the GCTF, Administrative Unit, Working Groups and Initiatives and what is currently funded by whom.**
- **Make the financial reporting a structural part of the GCTF agenda at the Coordination Committee Meetings.**

Since 2017, detailed website statistics are available on the use of the GCTF website. The GCTF website attracts an average of 94,785 views on an annual basis by on average between about 20,000 – 30,000 users. These users tend to be mainly from western countries. There is currently no benchmark for how many views and visitors the GCTF should attract. Most of the questionnaire respondents consider the usability, the general quality and the communicative value of the previous website average. During this evaluation and as the GCTF approached its 10-year anniversary, the GCTF website undergone modernization. Not all our interview respondents had visited the revised website, but those that have (mainly Members) were enthusiastic about the new look and feel, the adding of GCTF success stories and find that framework documents are better accessible. They were also enthusiastic about the GCTF's social media presence on Twitter.

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In sum, some of the respondents feel the GCTF could benefit from an overall communications strategy of which the website and social media presence are an integrated part. This has been developed (but only very recently) and tackles most of the issues addressed by respondents. Based on the feedback we propose the following:

- **Ensure the accessibility of the website (and GCTF outputs) for different target audiences in the three working languages (English, French and Arabic) of the GCTF.**
- **Set a benchmark for views and downloaded documents of the GCTF website based on this evaluation report.**
- **Ensure that the Administrative Unit has the means to regularly access and adequately evaluate the statistics of the GCTF website.**
- **Establish an active presence on LinkedIn to promote further social media presence of the GCTF.**

Size, membership, representation and participation

The GCTF consists of 30 Members. Members were selected based on their experience in countering terrorism, resources and expertise in CT and P/CVE, while ensuring regional diversity. Although the Terms of Reference would allow for the GCTF to take on new members, there has been no changes to its size since the Forum was launched in 2011, despite interest from some countries in joining. It is commonly viewed that the limited size of the GCTF contributes to its nimble and flexible nature, as well as allowing for discussions to remain apolitical. These attributes are considered important GCTF values by Members. Many of the Members feel that these GCTF values could be jeopardized if new members join. Others question whether the current efficacy would really be endangered with adding a limited number of new members. They feel that new members can bring new perspectives to the table, potentially also additional funding and would give the GCTF better global representation and more relevance. It does not seem likely that the GCTF will reach consensus on this topic any time soon. However, based on

suggestions from respondents, the GCTF can become more inclusive and relevant without adding new members. Though data on participation in GCTF meetings is limited, it can be said that generally, almost all GCTF Members are present at the yearly Ministerial Plenary Meetings and biannual Coordination Committee Meetings. GCTF Members' participation is lower in working group and initiative meetings, with only half of the Members taking part regularly. Whether these are the same countries or different groups of GCTF Members can be further analyzed. With regards to the participation of partners (non-member countries and organizations), it can be noted that while they make up half of the participants in thematic working group and initiative meetings, there seems to be a higher representation of partners in the meetings of regional working groups, focusing on capacity-building in the East and West Africa regions. The inclusion of local and regional stakeholders in the work of the GCTF is a priority for the Forum in general, but with regards to the regional working groups it is even more prominent given their role in bringing together different stakeholders in their respective regions.

An important task of the GCTF is reaching out to and cooperating with other organizations. Most Members feel that the GCTF undertakes sufficient efforts to contact and cooperate with a wider range of actors. In fact, they praise the GCTF for reaching and engaging a broad array of stakeholders. However, they feel more can be done to engage human rights organizations, the private sector, civil society organizations and academia.

Non-members (e.g. CSOs, academia, partner organizations that act as GCTF implementers²⁾) have made some very concrete recommendations to promote more inclusivity at GCTF events. Based on their input, we recommend the following:

- Partner with regional organizations.
- Encourage that Members reach out to other bodies of government for potential participants.
- Make use of the networks of the Inspired Institutions.
- Communicate and implement clear(er) vetting procedures to include participants that are suggested by non-members.
- Provide standard reimbursement of travel and accommodation expenses to non-members and include this in the invitation to GCTF events.
- Maintain some virtual meetings post-pandemic.

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Inspired Institutions

The three Inspired Institutions – the Global Community Engagement and Resilience Fund (GCERF), *Hidayah* and the International Institute for Justice and the Rule of Law (IIJ) – were established to carry out the implementation of the GCTF's framework documents. Several GCTF Members are on the boards of one or more of the Inspired Institutions, and indeed the answers given to the questionnaire show a general familiarity with them within the GCTF. However, there are Members and partners who, though familiar with who the Inspired Institutions are, do not know what they do and have not used their products. Several others outside of the GCTF, though familiar with the Inspired Institutions, do not connect them to the GCTF.

In general, it is clear from the interviews that the Inspired Institutions suffer from the lack of branding that affects the GCTF as a whole. Though they were set up in the early years of the Forum, the Inspired Institutions' relationship with the GCTF seems to lack strategic thinking. In collaboration with the Inspired Institutions themselves the GCTF should aim to define what the purpose of the Inspired Institutions is in relation to the GCTF, identify what it means to be 'inspired' and define what the 'privileged relationship' between the Forum and the three institutions entail. A clear definition of roles and responsibilities from both sides could also result in more visibility for the Inspired Institutions within the GCTF. This enhanced visibility could then, in turn, also contribute to the financial sustainability of the Inspired Institutions.

2. GCTF Working Group Co-Chairs or Initiative Leads may choose to draw on the support of expert organizations to contribute to the development of GCTF outputs. The unique expertise and diverse networks of implementing partners reinforce the work of Forum and contribute to addressing new and emerging terrorist threats.

Our respondents made several suggestions for both the Inspired Institutions and the GCTF on how they could do better in their interactions with each other. Based on these suggestions, we recommend the following:

- Collectively define what ‘inspired’ means and what role the GCTF wants for these institutions, and how this is aligned with the role the Inspired Institutions see for themselves, as branding is essential.
- Increase the visibility of the Inspired Institutions in GCTF documents and newsletters.
- Involve the Inspired Institutions in document development and launch joint initiatives with them that builds on their expertise.
- Organize a biannual coordination meeting between the Inspired Institutions, and members of the UN Global CT Compact, where GCTF Members can also participate and can also gain a better understanding of the different roles and activities of each organization.
- Focus more on success stories during Coordinating Committee Meetings, enabling the Inspired Institutions to share more of their work.
- Include a session at the Ministerial Plenary Meetings on how GCTF Members contribute to and engage with the Inspired Institutions and present (via the Administrative Unit) opportunities for the ways they could.
- Create a community brand, for example a ‘GCTF Alliance’ that could include close partners, non-member countries, as well as the Inspired Institutions to encourage communications and a spread of ideas, while being informal and loosely aligned with the GCTF.

United Nations

In recent years, there has been a strong focus within the GCTF on building a “mutually reinforcing relationship” with the UN, as set forth in the Forum’s founding Political Declaration. The GCTF outlined joint priorities with the UN in the *GCTF Analytical Report – Global and United: Towards an Enhanced GCTF and UN Cooperation* (2018) and have had regular coordination meetings on these priorities dating back to 2017. Though UN representatives have always been invited to participate in GCTF meetings, practical aspects of the cooperation between the two organizations has significantly intensified in the past five years: the number of jointly led initiatives have risen and the regular coordination meetings have become an important pillar of the UN-GCTF relationship. Participation in these coordination meetings have also gone up significantly over the course of the past couple of years.

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The importance of the relationship between the GCTF and the UN was acknowledged and highlighted by almost all respondents of the interviews, from both sides. The GCTF’s flexible and nimble nature, as well as the apolitical environment of its meetings, provide for a good working relationship. This is reflected by the fact that multiple UN agencies have expressed a desire for more cooperation, in addition to what the questionnaires also revealed. Responses given to the questionnaire indicate an overall satisfaction with the current working relationship, while there also seems to be an appetite for more cooperation, in the form of enhanced information sharing between the two organizations, or externally through more joint engagement with others, including civil society organizations and the private sector. However, this is while keeping in mind that more cooperation with the highly bureaucratic UN system could endanger the nimble and flexible nature of the GCTF. Challenges due to the size and set up of the UN, as well as the unbalanced relationship between the two organizations, have also been mentioned. Conversely, more visible and streamlined processes within the GCTF would also benefit the cooperation. To enhance future cooperation, UN Global CT Compact entities suggested a number of areas for collaboration where the GCTF can take the lead. These are listed in *Chapters 5 and 9*.

Outcomes

Measuring the outcomes of the GCTF has proven difficult. This would have required the development of an M&E framework, with concrete goals and a standardized set of indicators, when the GCTF was set-up a decade ago, which then could have been monitored and evaluated throughout the years. Despite the lack of such a framework, it has been possible to gain insight into some important outcomes of the GCTF in terms of increased skills, knowledge and implementation of GCTF outputs. GCTF Members and partners consider the knowledge developed by the Forum useful. Their utility has been reflected in the questionnaires as respondents have indi-

cated that both their knowledge and skills have improved on many CT and P/CVE topics thanks to the GCTF. Respondents also highlighted some very concrete examples of how GCTF outputs have been implemented:

- The Hague Memorandum on Good Practices for the Judiciary in Adjudicating Terrorism Offences was used to train judges and prosecutors in the Western Balkans, the Middle East, the Czech Republic and Malta.
- The Hague Memorandum on Good Practices for the Judiciary in Adjudicating Terrorism Offences was also used as a basis curriculum to train Indian trial court level judges by the National Judicial Academy in Bhopal, India.
- Several GCTF good practices on risk assessment for deradicalization programs were used to improve a GCTF Member's risk assessment in correctional centers for detainees incarcerated for terrorism offences.
- The same Member also used the Abuja Recommendations on the Collection, Use, and Sharing of Evidence for Purposes of Criminal Prosecution of Terrorist Suspects to aid the military in capturing suspects and collecting evidence needed for the prosecution of terrorist cases, the Rabat Memorandum on Good Practices for Effective Counterterrorism Practice in the Criminal Justice Sector to channel suspects into the criminal justice system and the Neuchâtel Memorandum on Good Practices for Juvenile Justice in a Counterterrorism Context for integrating considerations for minors into the criminal justice system.
- A UN agency used the Policy Toolkit for the Nexus between Transnational Organized Crime and Terrorism to train a group of law enforcement officials and CSOs in Albania and another similar group online in Kenya.
- A different UN agency also used the Policy Toolkit for the Nexus between Transnational Organized Crime and Terrorism as part of their training in the Sahel region (in Burkina Faso, Chad and Niger).
- The Rabat Memorandum on Good Practices for Effective Counterterrorism Practice in the Criminal Justice Sector and the Neuchâtel Memorandum on Good Practices for Juvenile Justice in a Counterterrorism Context were also used by the UN in different trainings.

However, this insight is only limited and a systematic follow-up on what happens with the GCTF documents after they are endorsed is called for. Providing a feedback loop on the practical use of the framework documents would enable the GCTF to elaborate on topics where it is needed and adequately supplement already existing good practices to make sure the Forum's guidelines remain topical.

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It is important to not only focus on the positive effects in outcome evaluation but also on (potential) side effects. We paid specific attention to the lack of integration of human rights and gender considerations as these points has been flagged by different organizations, e.g. the UN Special Rapporteur. In the first years of the GCTF both of these topics received little attention. There has been an improvement in the second half of the past decade on both aspects, but many of our respondents have stressed that more could and should be done. Our respondents provided very detailed suggestions to promote the further integration of human rights considerations. Based on those suggestions, we recommend the following:

- Invite (more) human rights CSOs and NGOs.
- Provide clarity and expectation management on the document development and review process.
- Make use of existing human rights capacities in partner organizations.
- Check all document development processes and outputs to ensure that they are human rights compliant.
- Include guidance in each framework document on how to ensure human rights compliance in a standardized way.

Concrete suggestions were also made by our respondents for taking into account gender (and other identity factors) considerations in the work of the GCTF. Based on their input, we recommend the following:

- Systematically include a gender lens on all CT and P/CVE topics of the GCTF.
- Invite participants who are specialized in human rights and gender (e.g. via the GARVE Network) as opposed to (only) specialists in security and gender.

- Ensure more diversity (gender as well as other identity factors) in participants and speakers invited to GCTF meetings.

Future monitoring and evaluation

There is a general consensus among GCTF Members that monitoring and evaluation is important for the future of the GCTF. It is important to recognize that the GCTF is an informal, multilateral platform that produces non-binding outputs. The question is to what extent the GCTF would be able to achieve certain outcomes and impact, let alone evaluate them. Taking this into consideration the following recommendations can be made:

- Start a conversation on the objectives of future M&E among Members.
- Make use of the language, terminology, topics, indicators and examples that are presented in *Chapter 8* of this report to help start the conversation.
- Add language on M&E to the GCTF Terms of Reference.
- Realize that everybody has a part to play when it comes to future M&E: the GCTF Co-Chairs, Working Group Co-Chairs, Initiative Co-Leads, Members more broadly, the Administrative Unit, potentially the Inspired Institutions and a possible independent organization for external evaluation.
- Bear in mind that the effectiveness of a future M&E effort will be commensurate with the GCTF's capacity (principally administrative and financial), as well as Members and non-Members capacity and willingness to provide input.

1 Introduction

The tenth anniversary of the Global Counterterrorism Forum (GCTF) (2011-2021) is an appropriate occasion to reflect upon and assess the Forum's work. Such an evaluation can help improve the implementation of GCTF practices, enhance the relevance, impact and efficiency of the GCTF, and contribute to its sustainability.

The research into measuring success of activities targeted at countering terrorism (CT) and preventing and countering violent extremism (P/CVE) has been the subject of academic and policy debate. Although the importance of CT and P/CVE evaluation is gaining traction and several tools and methods have been developed for evaluation (Horgan & Braddock, 2010; Noordegraaf *et al.*, 2017; Gielen, 2017a; 2020; Helmus *et al.*, 2017; Mattei & Zeiger, 2018; RAN, 2018; Baruch, Ling, Warnes, & Hofman, 2018; Cherney, 2018; Cherney & Belton, 2019; Khalil & Zeuthen, 2016; Koehler, 2017; Mastroe & Szmania, 2016; Williams, Horgan, & Evans, 2016), we still have very few measurement tools for monitoring and evaluation of CT and P/CVE activities.

In the course of developing its activities, GCTF has not developed a standardized methodology for maintaining, analyzing, and publicizing inputs or outcomes of GCTF activities. Conducting a comprehensive impact assessment of the GCTF would be difficult, given the lack of consistently collected and standardized data to analyze. An impact assessment requires having a monitoring and evaluation framework in place. Monitoring refers to an organized oversight process of supervision of the activities undertaken in a project, to assess whether the planned results are achieved and focuses on output (e.g. number of meetings, products, participants). Conversely, outcome evaluation is a scientific process that measures the success of the project or program in meeting its objectives.

This evaluation is built around three main objectives, which are based on input from the GCTF Co-Chairs, Working Group Co-Chairs, Initiative Co-Leads, the Administrative Unit and the T.M.C. Asser Instituut. These three main objectives are:

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- 1. Provide a systematic overview of the activities and outcomes of the GCTF over the last ten years, “to tell the GCTF story”;**
- 2. Contribute reflections on the way forward for the GCTF as it enters its second decade;**
- 3. Propose a monitoring and evaluation system (including the necessary preconditions, e.g. resources, tools, frameworks), which the GCTF can adopt and implement for future events and activities to ensure monitoring and evaluation of the GCTF on a more structural basis.**

This evaluation makes use of two forms of evaluation to gain insight in the abovementioned objectives: a process evaluation and an outcome evaluation. These two forms of evaluation are discussed in further detail in the methodology section. The methodology section also includes an overview of the different forms of data collection that are applied for monitoring and evaluating the GCTF. This section is then followed by the different indicators that are used to measure the output and outcomes of the GCTF. In other words, what indicators does the data-collection focus on?

1.1. Methodology

Two forms of evaluation are applied for the monitoring and evaluation of the GCTF: process evaluation (monitoring) and outcome evaluation. For both forms of evaluation, a combination of methods for data-collection are applied.

1.1.1. Process evaluation

This type of evaluation is mainly concerned with investigating whether the GCTF's work has been implemented as planned. This is a common evaluation form for monitoring activities and focuses on output: the number of products produced and participants reached for example. This type of evaluation does not provide information on impact or effect. The process evaluation of the GCTF thus monitors the GCTF's activities and is built around the following questions:

- How has the GCTF been set up and developed over the years?
- What type of activities and products has the GCTF developed over the past years?
- How many times has the GCTF convened, with how many and what type of participants, and with what motivation?
- How many framework documents, good practices, manuals and toolkits have been developed?
- Experiences of all the Members and non-members involved: how do they view the functioning of the GCTF?

1.1.2. Outcome evaluation

In general, outcome evaluation looks at the actual effect of activities (e.g. document production) and seeks to monitor whether and to what degree the activities have met their objectives. Outcome evaluation research can be conducted with different methods for data-collection: more quantitative methods (questionnaires) or more qualitative methods (e.g. interviews and participant observation) or a combination of both, also known as mixed methods. To meet the first and second objective of this study, different forms of data-collection are applied:

- **Document-analysis:** is a form of close reading of the essential documents that are related to the GCTF including. We analyzed the following documents within the timeframe of 2011-2020:³
 - all GCTF framework documents (36 in total)
 - all practical toolkits and manuals (4 in total)
 - all GCTF Co-Chairs' Strategic Reports (5 in total, issued yearly since 2016)
 - agendas of Ministerial Plenary Meetings and Coordinating Committee Meetings
 - all GCTF Factsheets (9 in total, issued yearly since 2012)
 - all Quarterly Reports focused on numbers of activities produced by the GCTF Administrative Unit for internal reporting purposes (16 in total, 4 submitted per year since 2017)
 - all Google Analytics reports regarding website statics (2017-2020)
 - available participant lists for meetings (2011-2020)
 - relevant studies and documents that consist of an evaluative component of the GCTF:⁴
 - *Preparing the Global Counterterrorism Forum for the Next Decade* (Rosand, 2020).
<https://www.usip.org/publications/2020/08/preparing-global-counterterrorismforum-next-decade>
 - *General Assembly Report (A/74/335) of the UN Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism* (United Nations, 2019).
<https://undocs.org/pdf?symbol=en/A/74/335>
- **M&E Questionnaire** (please view Annex 1): A questionnaire was developed to target a diverse and inclusive group of stakeholders whilst at the same time providing more statistical and numerical evidence in addition to the thick description and more narrative and anecdotal evidence that the interviews will provide. A password-protected site within the GCTF Portal was set up for the questionnaire in cooperation with the IT department of the Asser Instituut. The GCTF Administrative Unit compiled a list of suggested recipients for the questionnaire from GCTF Members, the GCTF Inspired Institutions, entities of the United Nations Global Counter-Terrorism Coordination Compact, as well as other partners, such as non-member countries and organizations, including GCTF implementers and civil society organizations (CSOs). The questionnaire was circulated on 10 November 2020 to this list of recipients and was available in English, French and Arabic. There were 36 responses, of which 32 were completed by 22 December 2020. In total 35 questionnaires were filled out in English and one in French. Eighteen of the responses were from GCTF members, two from Inspired Institutions, three from United Nations Global Counter Terrorism Coordination Compact entities, one from a non-member country, five representatives from partner organizations (including implementers) and three unknown. For the four incomplete questionnaires, their answers were incorporated up to the point they have answered the questions (this applies to two of the four, one filled out by a partner organization and the other one is unknown).

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3. With the exception of the GCTF-UN Coordination Meeting that took place in March 2021 (see page 72).

4. After our data-collection period was completed and this report has almost reached final status, two relevant reports were published: Goxho, D., Daugalies, S.: *Generation of law through silence: the Global Counterterrorism Forum and its good practices*, July 2021 (available here) and Dr. van Ginkel, B.: *Evaluation of the '5P-ambitions' of the co-chairmanship of the Netherlands of the Global Counterterrorism Forum: questions regarding coherence, relevance, and effectiveness*, 2021 (not available online). The findings of these reports have not been included in our research.

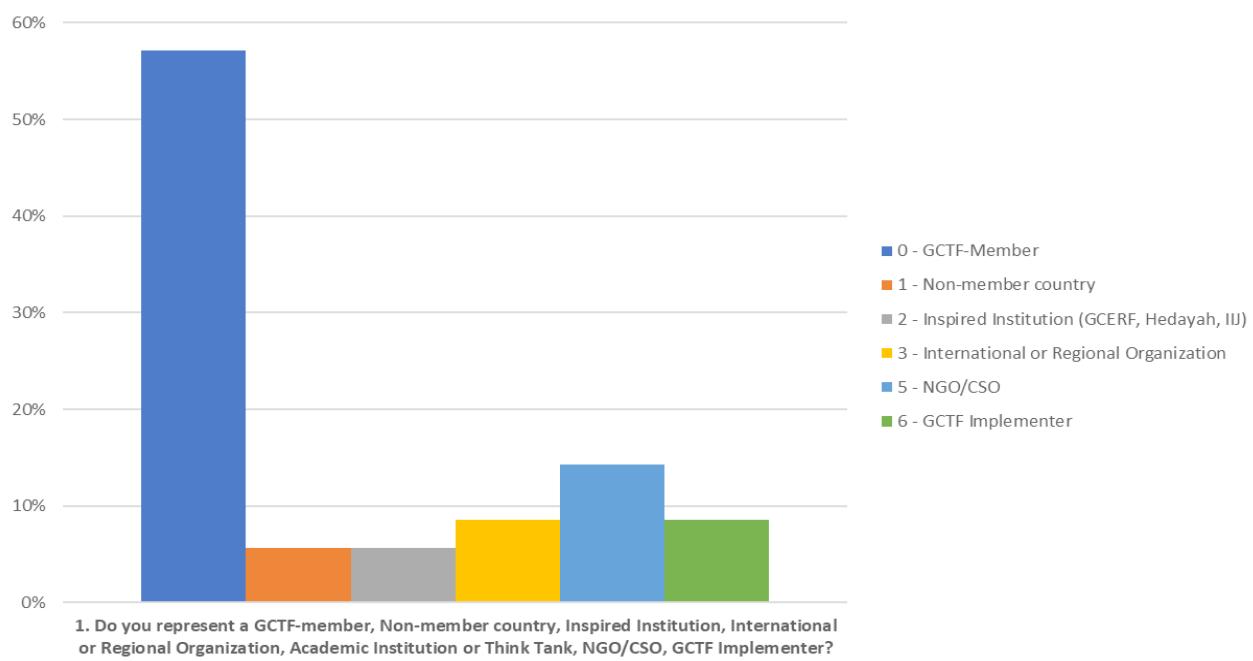


Figure 1. Overview of type of respondents to the questionnaire.

- **Strategic Vision observations:** In parallel to this evaluation, the Co-Chairs of the GCTF were conducting an internal process entitled Strategic Vision for the Next Decade to review the Forum's successes and to reflect on how to position itself for the next ten years. The M&E project and the *Strategic Vision* were undertaken independently of each other. Some participants in the M&E drew upon the *Strategic Vision* inputs and documents to illustrate points they made in their M&E questionnaires and during our interviews. We were granted access to observe the virtual consultations of the Strategic Vision process as background for this assessment. That background has been helpful in better interpreting M&E questionnaire responses and in helping to identify areas to focus on during our participant interviews.
- **Interviews:** Semi-structured interviews were conducted with individuals/organizations who have participated in GCTF meetings to gain a more in-depth view on what went well, what could be improved and what they learned from the GCTF meetings and documents. The list of topics list consisted of questions identified in the first draft of this report (based on the questionnaire and the document analysis), submitted to the GCTF Co-Chairs in January 2021. Further input for the interviews was gathered based on the main trends identified in the questionnaires and observations of the Strategic Vision consultation rounds. For the interviews, all 30 GCTF Members were approached, as well as the three Inspired Institutions, the GCTF Administrative Unit, the United Nations Global CT Coordination Compact, 12 non-member countries, 10 civil society organizations (CSOs) and non-governmental organizations (NGOs), seven implementers, nine academic institutions and think tanks, 13 international/regional organizations and three individuals who have been involved in the early years of the GCTF. For non-member countries and organizations, selections were based on their level of engagement with the GCTF. Between 10 May 2021 and 9 July 2021, in total 31 interviews were conducted with 12 GCTF Members, all three of the Inspired Institutions, the GCTF Administrative Unit, five UN Global CT Compact entities, three CSO/NGOs, two implementers, two academic institutions/think tanks, two international/regional organizations and two individuals involved in the early years of the GCTF.

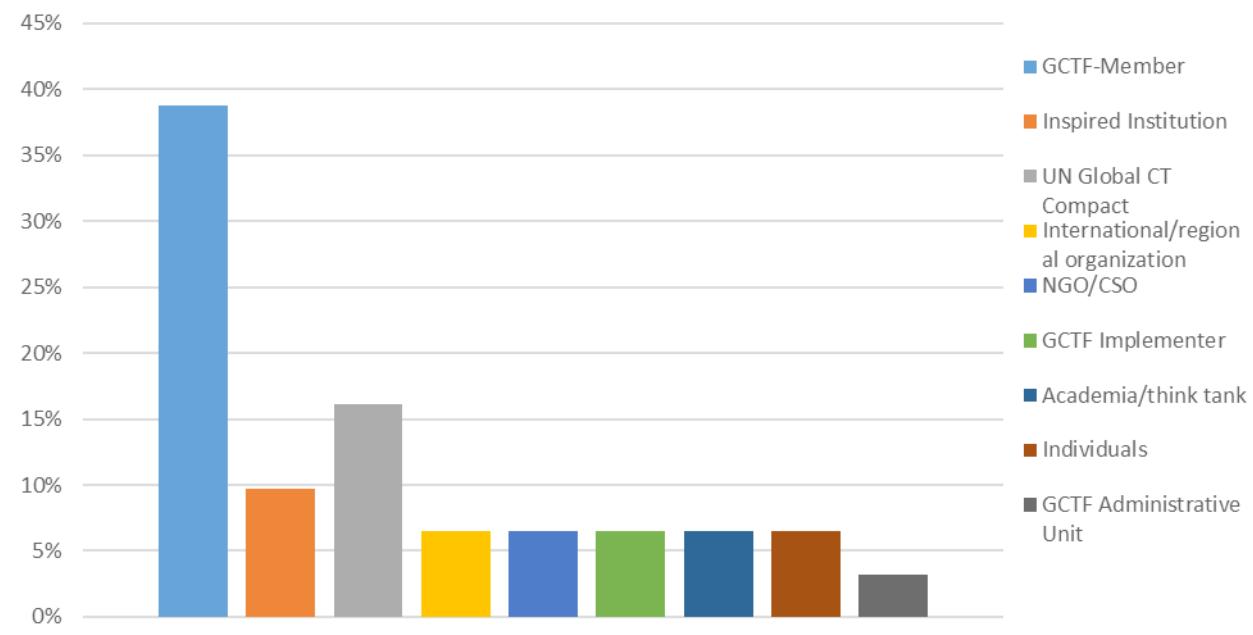


Figure 2. Overview of type of respondents to the interviews: 12 GCTF Members, 3 Inspired Institutions, 5 UN Global CT Compact entities, 3 NGO/CSOs, 2 GCTF Implementers, 2 members of academia/think tanks, 2 individuals and the GCTF Administrative Unit (N=31).

1.2. Framework of indicators

Proper and thorough monitoring and evaluation is only possible if goals and indicators are formulated from the outset. An indicator is essentially a goal specification. Indicators are important for the purposes of defining how the intervention will be measured. Through the indicators, we can pre-determine how effectiveness will be evaluated in a precise and clear manner. During implementation, indicators serve the purpose of assessing the progress and highlight areas for possible improvement, which in turn help inform corrective measures. At the evaluation phase, indicators provide the basis for which the evaluators will assess the project impact. In short, the formulation of indicators is crucial for all of the objectives of monitoring and evaluation of the GCTF: to take stock of the work of the GCTF of the past decade, but also formulate recommendations for the future and to propose a M&E framework, so that the activities of the GCTF can be effectively monitored in the future.

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There are different types of indicators. **Structural indicators** revolve around essential organizational preconditions that must be met. For example, structural indicators for the working of the GCTF are size, membership, geographical representation, visibility etc. A **process indicator** helps us to make statements on the output of the GCTF, such as how many members participated in different GCTF events or how many good practices were produced. **Process indicators** are only indicative of the number of people reached or activities and work produced; they cannot tell us anything about the quality or effect of the intervention. For that, we need to formulate **out-come indicators**. Outcome indicators can revolve around new skills, knowledge, change attitudes or behavior. For example, if certain GCTF documents have been implemented on a local or a national level.

The below overview details what indicators were included in the current GCTF M&E research. These indicators could also be part of the proposal for a future GCTF M&E framework and were used as input to provide insight into what preconditions need to be met (e.g. administrative support, funding). These indicators are based on the goals and mission statement in the GCTF founding documents, framework documents and input from the GCTF Co-Chairs.

Structural indicators:

- Set-up
 - Satisfaction with apolitical nature of the GCTF
 - Satisfaction with non-binding nature of the GCTF

- Satisfaction with action-oriented nature of the GCTF
- Satisfaction with the informal structure of the GCTF
- Ability to address emerging terrorist threats
- Added value in comparison to other organizations such as the Radicalisation Awareness Network, UN bodies, Organisation for Economic Co-operation and Development (OECD) etc.
- **Membership & participation**
 - Satisfaction with size of the membership
 - Satisfaction with geographical representation of membership
 - Satisfaction with diversity of participants (national, local, CSOs, UN Bodies, experts etc.)
 - Satisfaction with opportunity for GCTF non-member states to participate
- **Role of the Inspired Institutions**
 - Operationalization of GCTF framework documents, tools and manuals
 - Levels of engagement between GCTF Members and the Inspired Institutions
 - Visibility of the Inspired Institutions
- **Relationship with the UN**
 - Levels of coordination (joint meetings, information exchange)
- **GCTF funding**
 - Clarity on how the GCTF is funded
 - Financial sustainability
 - Funding/governance/reporting model
 - Ability to address new emerging threats
- **GCTF's structure**
 - Satisfaction with the Coordinating Committee
 - Satisfaction with the Ministerial Meetings
 - Satisfaction with the working groups
 - Satisfaction with the Administrative Unit
- **Virtual visibility and access**
 - Website views
 - Downloads/views of framework documents, tools and manuals and activities
 - Social media presence

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Process indicators:

- **Number of meetings/activities organized, categorized per type:**
 - Ministerial Plenary
 - Coordinating Committee
 - Thematic working groups
 - Regional working groups
 - Initiatives
- **Number of participants**
- **Type of participants (Members, non-member countries, Inspired Institutions, CSOs, GCTF implementers etc.)**
- **Frequency and motivation for participation of Members**
- **Number of framework documents produced**
- **Number of good practices produced**
- **Number of policy guidelines produced**
- **Number of tools and manuals produced**
- **Number of joint meetings and initiatives with the UN**
- **Number of joint meetings and initiatives with other countries**

Outcome indicators:

- Improved knowledge and skills on a variety of CT and CVE topics that GCTF members have endorsed in framework documents consisting of good practices, recommendations, and action plans⁵:
 - responses to the “foreign terrorist fighters” (FTF) phenomenon, including returning FTFs (RFTFs);
 - human rights-compliant CT practices in the criminal justice sector;
 - the role of the judiciary in adjudicating terrorism offenses;
 - rehabilitation and reintegration of violent extremist offenders;
 - multi-sectoral approaches to CVE;
 - community engagement and community-oriented policing as tools for CVE;
 - education and CVE;
 - the role of families in CVE;
 - preventing and denying the benefits of kidnapping for ransom by terrorists;
 - supporting victims in the immediate aftermath of a terrorist attack;
 - preventing and countering violent extremism and terrorism online; and
 - the protection of soft targets in a counterterrorism context.
- Implementation of GCTF good practices and lesson on a national, regional and/or local level
- Integration of human rights in GCTF practice and implementation
- Integration of gender considerations into GCTF practice and implementation
- Referencing by GCTF Members and non-members in their policies and legislation to framework documents, tools and manuals and activities of the GCTF
- Use of GCTF outputs by UN or other multilateral bodies.

To thoroughly assess the outcomes, ideally a form of baseline assessment (pre-measurement) needs to be conducted after which a post-measurement can be conducted on the short, medium and long term. These measurements and particularly the differences between these measurements, provide insight in the outcome. As this evaluation is the first time such a comprehensive and inclusive measurement is conducted, respondents (Members, non-members, Inspired Institutions, CSOs/NGOs etc.) were asked in the questionnaire and interviews to provide a self-assessment. To what extent do they feel their knowledge and skills have improved thanks to GCTF activities and products? To what extent have they implemented GCTF framework documents, policy guidelines, tools and manuals?

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In the future these indicators could be used by the GCTF Administrative Unit for follow-up in the short, medium and long term. This will require administrative and donor support. These preconditions will be included in the proposal for future GCTF M&E.

1.3. Reading guide

The report is composed of nine chapters. Chapter 1 outlines the methodology of the project, including the sources used for data gathering, as well as the framework indicators that specify the goals of the project.

Chapter 2 provides an overview of the GCTF “story.” The chapter covers a short introduction into the history and the most important values of the GCTF, the structure of the Forum, including the Coordinating Committee, the Working Groups and Initiatives, as well as the Administrative Unit. The chapter then provides an analysis of the two main outputs of the GCTF, its meetings and its framework documents.

Chapter 3 analyses satisfaction with the set-up and structure, including the individual bodies, of the GCTF based on responses given to the questionnaire and the interviews. The chapter also provides an overview of responses on the satisfaction with the added value of the individual GCTF bodies. Finally, it provides an overview of responses given to the question of funding, virtual visibility and access to the Forum.

5. GCTF website (previous version), <https://www.thegctf.org/About-us/Background-and-Mission>

[1. Introduction](#)

Chapter 4 gives an overview of satisfaction with the size, membership, representation and participation in GCTF activities based on responses given to the questionnaire and the interviews.

Chapter 5 is about the relationship with the Inspired Institutions and the general satisfaction with their role and the visibility of the Inspired Institutions within the GCTF, based on responses given to the questionnaire and the interviews, as well as the analysis of internal GCTF documents.

Chapter 6 covers the GCTF's relationship with the United Nations in general, and the UN Global Counterterrorism Coordination Compact more specifically, and the general satisfaction with this relationship based on the responses given to the questionnaire and the interviews. The chapter also provides an analysis of the history and practical aspects of the cooperation (of meetings between the two organizations, joint initiatives and joint GCTF documents).

Chapter 7 provides an overview of the outcomes of the GCTF, including satisfaction with the skills and knowledge gained from GCTF guidance, their implementation as well as the integration of human rights and gender considerations, criticism of the GCTF and progress made on these issues.

Chapter 8 outlines what is necessary in terms of knowledge, capacity and donor support to ensure future monitoring and evaluation of the GCTF.

Chapter 9 is the final chapter of this evaluation and lays down the most important conclusions and recommendations.

2 The GCTF story

This chapter provides an overview of the history, set-up and output of the GCTF.

2.1. History and values of the GCTF

The Global Counterterrorism Forum (GCTF) is an informal, multilateral counterterrorism (CT) platform that focuses on identifying critical civilian CT needs, mobilizing the necessary expertise and resources to address such needs, and enhancing global cooperation. Conceived in the conviction that more could and should be done to strengthen civilian responses to terrorism, the Forum was launched by Ministers of GCTF Members in September 2011 with a *Political Declaration*. It quickly demonstrated its ability to mobilize political will and resources through the adoption of the *Cairo Declaration on Counterterrorism and the Rule of Law: Effective Counterterrorism Practice in the Criminal Justice Sector* and accompanying pledges by Members of USD 75 million for programming to support CT-related capacity-building of rule of law institutions.

The GCTF was founded by 30 Members⁶ from a wide range of geographical areas, cultural backgrounds and levels of development, with the aim of reducing the vulnerability of people everywhere to terrorism by effectively preventing, combating, and prosecuting terrorist acts and countering incitement and recruitment to terrorism. Members of the GCTF were selected to include the five permanent members of the UN Security Council, as well as countries with broad expertise and experience in countering terrorism. The number and composition of Members have not changed over the first decade of the GCTF.

Regions	GCTF Members	18
Africa	Algeria, Egypt, Morocco, Nigeria, South Africa	
Asia	China, India, Indonesia, Japan, Pakistan	
Europe	European Union, Denmark, France, Germany, Italy, the Netherlands, Russia, Spain, Switzerland, United Kingdom	
Middle East	Jordan, Qatar, Saudi Arabia, Turkey, United Arab Emirates,	
North America	Canada, United States	
Oceania	Australia, New Zealand	
South America	Colombia	

Figure 3. Overview of geographical representation of GCTF Members.

As stated in the founding *Political Declaration*, Members aimed to create a “pragmatic, action-oriented, informal and civilian-led forum” that would serve as a platform for senior policymakers and practitioners to share experience, expertise and best practices; identify and develop innovative solutions to address gaps and challenges;

6. The 30 GCTF Members are the following: Algeria, Australia, Canada, China, Colombia, Denmark, Egypt, the European Union, France, Germany, India, Indonesia, Italy, Japan, Jordan, Morocco, the Netherlands, New Zealand, Nigeria, Pakistan, Qatar, Russia, Saudi Arabia, South Africa, Spain, Switzerland, Turkey, United Arab Emirates, United Kingdom and the United States.

mobilize and coordinate existing and additional resources and expertise for capacity-building; coordinate and facilitate capacity- and cooperation-building activities; develop effective political messaging to CT and CVE; support practical initiatives aimed at implementing the UN Global Counter-Terrorism Strategy; and promote the development and implementation of regional, sub-regional, and national counterterrorism strategies.

The most important values and principles are also engraved in the *Political Declaration*. The GCTF takes its pride in being an informal, apolitical and nimble organization, where decision-making is consensus based. The small and fixed membership of the organization, as well as its set-up and processes (see section 2.2 *Set-up and values of the GCTF*) are meant to enable a flexible structure that enables quick decision-making when it comes to setting priorities and responding to challenges. This nimbleness is to ensure that the GCTF can remain ahead of the curve in addressing newly emerging terrorism related threats. Another integral element of the *Political Declaration* is the emphasis on the GCTF's commitment to being “consistent with, complement and reinforce the counterterrorism activities of the United Nations and existing regional bodies.” The GCTF was established to fully support the implementation of the United Nations Global Counter-Terrorism Strategy (2006) and the Secretary-General’s Plan of Action to Prevent Violent Extremism (2016). To ensure this mutually reinforcing cooperation, over the years the GCTF has developed a close relationship with the UN system, more specifically with the UN Global Counter-Terrorism Coordination Compact and its Working Groups (see section 6.1 *Practical cooperation with the United Nations Global Counter-Terrorism Coordination Compact*).

As participation in the GCTF is voluntary and its output is legally non-binding, a *Terms of Reference* was developed to ensure that Members of the Forum “operate in a flexible, transparent, and inclusive manner.” The GCTF’s structure and functioning reflect this flexibility. The GCTF consists of a Coordinating Committee, Working Groups, Initiatives and an Administrative Unit (for more on the structure of the GCTF, see 2.2 *Set-up of the GCTF*). The Coordinating Committee and Working Groups “operate by consensus, based on the spirit of trust, solidarity, and transparency.”

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Over the past decade, the GCTF has developed over 400 good practices via 36 framework documents, four practical toolkits and manuals, inspired the creation of three institutions and supported the implementation of the United Nations Global Counter-Terrorism Strategy (2006), the Secretary General’s Plan of Action to Prevent Violent Extremism (2016) and other related UN Security Council Resolutions. Since 2011, the GCTF has organized over 200 meetings and welcomed the contributions of 160 non-GCTF countries, international and regional organizations, as well as civil society organizations.

2.2. Set-up of the GCTF

The structure of the GCTF was established in the *Terms of Reference*, adopted in 2011 and amended in 2017, which is available publicly on the website of the Forum. The *Terms of Reference* also outlines the functional aspects of the GCTF, such as the creation of working groups and initiatives, the election of co-chairs for both the GCTF and the Working Groups, the procedures governing the Working Groups and Initiatives, as well as the main responsibilities of the Coordinating Committee, the Working Groups and the Administrative Unit.

2.2.1. The Coordinating Committee

GCTF Members meet on a ministerial level once a year (with some exceptions, see next section on *GCTF Output*) on the margins of the United Nations General Assembly High Level Week. GCTF Members are represented by their Ministers of Foreign Affairs and the Under-Secretary-General of the United Nations Office of Counter-Terrorism (UNOCT) or their Deputy, as well as the leadership of the GCTF Inspired Institutions are also present. The Ministerial Plenary Meeting is essentially a Coordinating Committee Meeting on a higher level, where GCTF framework documents are endorsed and the Inspired Institutions provide an update on their yearly activities and achievements.

The Coordinating Committee takes place twice a year and is the main consultation and coordination mechanism of the GCTF, where Members are represented by their national counterterrorism coordinator, focal point

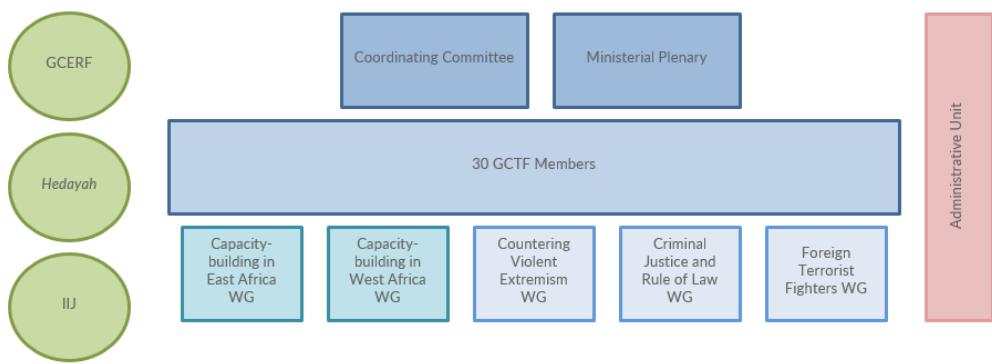


Figure 4. The set-up of the GCTF.

from the Ministry of Foreign Affairs or other appropriate senior counterterrorism policymaker. The Coordinating Committee is chaired by the GCTF Co-Chairs who serve a term of two years, which is renewable. Any two GCTF Members from different regions can nominate themselves in a joint bid, which is then voted on by Members at the Coordinating Committee, based on the procedures outline in the *Terms of Reference*. The pair of nominees that receives the most votes will serve as the next Co-Chairs. In the event there are no candidates, the incumbents are considered to have been approved for another two-year term.

According to the *Terms of Reference*, in addition to overseeing the activities of the Working Groups, Initiatives and the Administrative Unit, the Coordinating Committee discusses pressing counterterrorism challenges and shares experiences, strategies, ideas, and good practices on how to overcome them. The Coordinating Committee also establishes or terminates working groups. It not only establishes the mandate of each working group, including the duration of its activities, but selects their Co-Chairs as well. It alone may also decide to renew or otherwise modify the terms of the Working Groups. The Coordinating Committee may also invite additional countries to become members of the GCTF that endorse and demonstrate a shared commitment to the founding principles and objectives of the Forum.

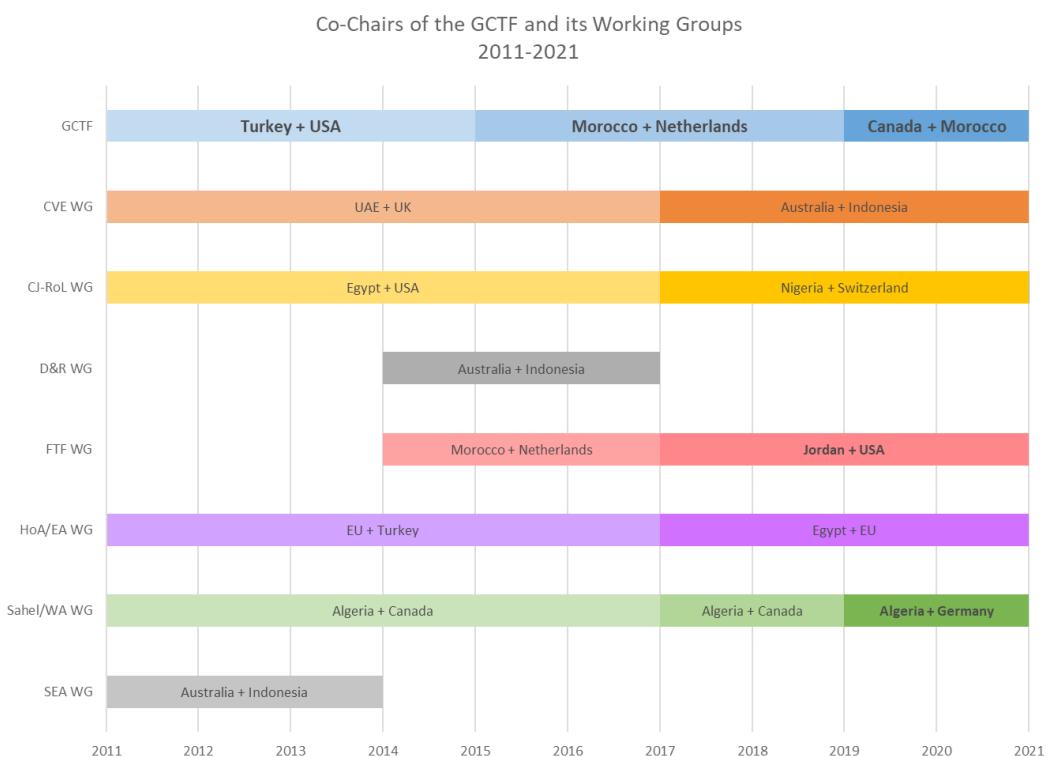


Figure 5. Overview of the Co-Chairs of the GCTF and its Working Groups since 2011. Abbreviations for the Working Groups from top to bottom: CVE WG – Countering Violent Extremism Working Group; CJ-RoL WG – Criminal Justice and Rule of Law Working Group; D&R WG – Detention and Rehabilitation Working Group; FTF WG – Foreign Terrorist Fighters Working Group; HoA/EA WG - Horn of Africa Capacity-building Working Group, since 2017 Capacity-building in the East Africa Region Working Group; Sahel/WA WG - Sahel Region Working Group, since 2017 Capacity-building in the West Africa Region Working Group; SEA WG – South East Asia Working Group.

2.2.2. Working Groups and Initiatives

The GCTF currently operates five working groups, three thematic and two with a regional focus:

- **Countering Violent Extremism (Co-Chaired by Australia and Indonesia)**
- **Criminal Justice and the Rule of Law (Co-Chaired by Nigeria and Switzerland)**
- **Foreign Terrorist Fighters (Co-Chaired by Jordan and the United States)**
- **Capacity-building in the East Africa Region (Co-Chaired by Egypt and the European Union)**
- **Capacity-building in the West Africa Region (Co-Chaired by Algeria and Germany)**

Working groups are formed to focus on distinct thematic topics, as well as regional capacity- and cooperation building issues. Thematic working groups are generally broad in scope to allow for a range of concrete activities and to address any emerging issues, while regional working groups focus on building counterterrorism capacities and cooperation in the relevant region. Over the course of the past decade, the number and focus of working groups have changed, as outlined under section 2.3.1 *GCTF Meetings*, to reflect the priorities of the Forum and current trends in the CT and P/CVE landscape.

Similar to the GCTF Co-Chairs, Working Group Co-Chairs also serve a term of two years. Any two GCTF Members from different regions can nominate themselves in a joint bid, which is then voted on by Members at the Coordinating Committee Meeting, based on the procedures outlined in the *Terms of Reference*. According to the founding principles of the GCTF, a GCTF Member may serve as Co-Chair of a working group for no more than two consecutive two-year terms, however exceptions have been made to this rule. Working groups develop and implement their own work plans, often engaging organizations with subject-matter expertise as implementers. The draft work plans are circulated to the GCTF Members for review and input and the final work plan is adopted at the fall Coordinating Committee Meeting every two years.

According to the *Terms of Reference*, any GCTF Member may participate in any of the regional and thematic working groups. With respect to the regional working groups, GCTF Members are encouraged to participate in those focusing on regions where they are located, already engaged, or seeking to become actively involved in building counterterrorism capacity and cooperation. Working Group Co-Chairs may invite non-GCTF members with relevant expertise to share, including states, international, regional, and sub-regional bodies, and other appropriate stakeholders, including civil society experts or representatives of the private sector to take part in the activities of the Working Group or inform the development of GCTF framework documents. In doing so, as it is explicitly stated in the *Terms of Reference*, GCTF Members should ensure that the GCTF maintains an inclusive, even-handed, and transparent approach to its work, while continuing to be an informal, non-political, action oriented and flexible platform committed to ensuring that it attracts the most capable and experienced counterterrorism practitioners and experts to the table.

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Outside the scope of working groups, GCTF Members may identify emerging topics, develop good practices and mobilize resources for addressing key dimensions of counterterrorism and countering violent extremism within the framework of a standalone initiative. GCTF Members may join with one or more other Members or non-member countries or organizations, such as the Inspired Institutions or United Nations agencies to launch an initiative. Initiatives can also be launched within the scope of the work of a working group. Most initiatives run for between one and three years, as explained under section 2.3.1 *GCTF Meetings*. While the mandate and priorities of a working group are outlined in their work plan, which is, as described above, subject to a review process by Members, the subject and timeline of an initiative is at the discretion of its co-leads, with a final endorsement by the Coordinating Committee before their launch. Launching an initiative therefore gives more flexibility and therefore a better opportunity to respond to emerging terrorism challenges.

2.2.3. The Administrative Unit

In 2011, under the Co-Chair of Turkey and the United States, the Administrative Unit was set up within the U.S. State Department. In 2015, with the change in Co-Chairs, a standalone Administrative Unit was established in The Hague, the Netherlands where it is accommodated by the T.M.C. Asser Instituut. Most staff of the Adminis-

trative Unit are employees of the T.M.C. Asser Instituut, which provides the necessary human resources, administrative, financial and technical management and support to the Unit. As is the case for all GCTF activity, the Administrative Unit is funded uniquely by voluntary contributions from GCTF Members. Since 2015, the Head of Unit has been seconded to the Administrative Unit by one of the GCTF Co-Chairs.

The GCTF Administrative Unit is responsible for providing administrative and logistical support to the GCTF Co-Chairs, the Coordinating Committee, the Working Groups and Initiatives. The Administrative Unit is tasked with organizing all Coordinating Committee and Ministerial Plenary meetings. It also oversees the organization of and support for the activities of working groups and initiatives, often in collaboration with GCTF Implementers. The Administrative Unit coordinates the process to develop and finalize GCTF framework documents, tools and manuals, as well as new initiatives. It also advises the GCTF Co-Chairs and Members on procedural questions and develops and maintains related policy guidance documents.

The Administrative Unit develops, facilitates and manages the sharing of information among GCTF Members and, as appropriate, other relevant stakeholders. It also liaises with the Forum's partners, such as the GCTF Inspired Institutions and the UN Global Counter-Terrorism Coordination Compact. This includes engaging in regular outreach, organizing coordination meetings and, on occasion, developing joint projects, such as the GCTF Analytical Report. The Administrative Unit is also responsible for content development and the daily management of the GCTF's communications and outreach tools, such as the website, the *Lifecycle Initiative Toolkit*, the restricted access Portal, as well as newsletters and contact lists.

Though in recent years discussions have been ongoing about the mandate of the Administrative Unit, it is commonly agreed by GCTF Members that the Unit serves as an institutional memory for the Forum. As Members frequently change positions as Working Group Co-Chairs or Initiative Co-Leads, the Administrative Unit remains in a central position to be able to advise incoming co-chairs or co-leads on their new roles and associated procedures. In addition, in recent years, the Administrative Unit has taken up the role of disseminating information within the GCTF on the financial sustainability of the Forum (for more on financial sustainability see 3.3. *GCTF funding*). 22

2.3. GCTF Output

The two main outputs of the GCTF are the activities of its Working Groups and Initiatives, and the GCTF framework documents, as well as practical tools and manuals developed via these activities, endorsed by Members at the Ministerial Plenary Meeting each September.

2.3.1. GCTF Meetings

The GCTF has held an average of 23 meetings per year over the past decade. These include the yearly Ministerial Plenary Meetings and Coordinating Committee Meetings, as well as the expert meetings, plenaries and workshops of the different working groups and standalone initiatives. Table 1 below provides an overview of all meetings held under the auspices of the GCTF since its launch in September 2011 until December 2020. It is important to note, and will be detailed later, that initiatives can be run under the auspices of working groups or as standalone initiatives. The meetings of initiatives that were launched under the auspices of working groups are listed under the given working group's meetings.

The GCTF was launched with an Inaugural Coordinating Committee Meeting and Launch Event at Ministerial Level in September 2011. Since then, the Coordinating Committee has sat together twice a year (with the exception of 2013 and 2020 when one meeting was held, the former due to an internal decision by then Co-Chair United States, and the latter due to the COVID-19 pandemic) in spring in a host country and in the fall on the margins of the United Nations General Assembly in New York. With the exception of 2012 when two Ministerial Plenary meetings were convened and 2020 when the Ministerial session was cancelled due to the COVID-19 pandemic, the Ministerial Plenary is held annually in conjunction with the Coordinating Committee meeting held on the margins of the United Nations General Assembly High Level Week.

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Ministerial Plenary Meetings	1	2	1	1	1	1	1	1	1	0
Coordinating Committee Meetings	1	2	1	2	2	2	2	2	2	1
CVE Working Group meetings	1	4	9	5	1	5	3	4	6	3
CJ-ROL Working Group meetings	1	2	7	3	2	7	1	4	4	4
FTF Working Group meetings (from 2014)	N/A	N/A	N/A	0	0	3	4	7	4	9
D&R Working Group meetings (2014 - 2017)	N/A	N/A	N/A	2	2	3	1	N/A	N/A	N/A
Total thematic working group meetings	2	6	16	10	5	18	9	15	14	16
EA (Horn of Africa before 2017) Working Group meetings	0	2	2	2	4	2	2	1	2	1,5
WA (Sahel before 2017) Working Group meetings	1	1	6	1	2	3	1	2	0	1,5
SE Asia Working Group meetings (until 2014)	0	3	3	0	N/A	N/A	N/A	N/A	N/A	N/A
Total regional working group meetings	1	6	11	3	6	5	3	3	2	3
Standalone Initiative meetings	0	1	0	1	5	3	6	4	3	2
Other (UN, Inspired Institutions meetings, etc.)	0	1	1	1	0	2	2	0	3	12
Total number of meetings	5	18	30	18	19	31	23	25	25	34

Table 1. An overview of all GCTF meetings between 2011 and 2020.

*1.5 meetings indicate that there was a joint meeting between two working groups.

As previously mentioned, the GCTF is organized into thematic and regional focused working groups, which conduct their work via regular meetings. These include plenary meetings where working groups present the advancement of their work and develop and adopt their work plans for the upcoming two years, as well as finalize and adopt framework documents. For the development of these framework documents working groups organize a series of expert meetings often divided by regions or by specific expertise, as well as workshops that involve the participation of a wide range of stakeholders, such as non-member countries, the GCTF Inspired Institutions, representatives of different United Nations bodies, civil society organizations (CSOs) and relevant private sector entities.

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	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Ministerial Plenary Meetings	1	2	1	1	1	1	1	1	1	0
Coordinating Committee Meetings	1	2	1	2	2	2	2	2	2	1

Table 2. Overview of the number of Ministerial Plenary Meetings and Coordination Committee Meetings of the GCTF between 2011 and 2020.

Throughout the past decade, the number and type of working groups have changed. At its launch, the Forum had two thematic working groups on countering violent extremism (co-chaired by the United Arab Emirates and the United Kingdom) and on criminal justice sector and the rule of law (co-chaired by Egypt and the United States). Additionally, three regional capacity-building working groups were created, focusing on the Sahel (co-chaired by Algeria and Canada), Horn of Africa (co-chaired by the European Union and Turkey) and South East Asia (co-chaired by Australia and Indonesia).

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
CVE Working Group meetings	1	4	9	5	1	5	3	4	6	3
CJ-ROL Working Group meetings	1	2	7	3	2	7	1	4	4	4
FTF Working Group meetings (from 2014)	N/A	N/A	N/A	0	0	3	4	7	4	9
D&R Working Group meetings (2014 - 2017)	N/A	N/A	N/A	2	2	3	1	N/A	N/A	N/A
Total thematic working group meetings	2	6	16	10	5	18	9	15	14	16
EA (Horn of Africa before 2017) Working Group meetings	0	2	2	2	4	2	2	1	2	1,5
WA (Sahel before 2017) Working Group meetings	1	1	6	1	2	3	1	2	0	1,5
SE Asia Working Group meetings (until 2014)	0	3	3	0	N/A	N/A	N/A	N/A	N/A	N/A
Total regional working group meetings	1	6	11	3	6	5	3	3	2	3

Table 3. Overview of the number of thematic and regional working group meetings between 2011 and 2020.

*1.5 meetings indicate that there was a joint meeting between two working groups.

In 2014, two additional thematic working groups were launched. The Detention and Reintegration Working Group (co-chaired by Australia and Indonesia) was set up in August. The Foreign Terrorist Fighters (FTF) Working Group (co-chaired by Morocco and the Netherlands) was initially established as a standalone initiative in February 2014 and launched as a working group in December of the same year. The South East Asia Working Group was discontinued in 2014 and its work stream was incorporated into that of the Detention and Reintegration Working Group, under Australian-Indonesian co-chair.

In 2016, Morocco and the Netherlands were elected as Co-Chairs of the GCTF from Turkey and the United States. In March 2017, the Coordinating Committee decided to modify the working group structure of the Forum, which led to the creation of new working groups and the merging of some others. Three thematic working groups were set up: Preventing/counteracting violent extremism (P/CVE) (co-chaired by Australia and Indonesia), Foreign Terrorist Fighters (FTFs) and returnees (co-chaired by Jordan and the United States), and Criminal Justice and the rule of law (co-chaired by Nigeria and Switzerland). The Detention and Reintegration Working Group was discontinued and its priorities were incorporated into the work plans of the three new thematic working groups. At the same time, the regional working groups' mandates and scopes were extended. The Horn of Africa Capacity-building Working Group became the Capacity-building in the East Africa Region Working Group (co-chaired by Egypt and the European Union), while the Sahel Region Working Group became the Capacity-building in the West Africa Region Working Group (co-chaired by Algeria and Canada). The working group structure has not been adjusted since then.

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Total number of initiatives running that year (newly launched or ongoing)	0	2	4	7	6	10	13	8	9	10	9
New Standalone Initiatives	0	0	0	1	2	1	1	1	0	2	
Standalone Initiative meetings	0	1	0	1	5	3	6	4	3	2	

Table 4. Overview of the number of on-going initiatives and the number of standalone initiative meetings between 2011 and 2020.

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In parallel with working groups, GCTF Members also lead or co-lead together with other members or partners, initiatives. These initiatives, launched at the Coordinating Committee Meetings, run for a period of a year to three years, either within the framework of a working group or outside of those (standalone initiatives). Initiatives can reflect new trends or priorities of GCTF Members and may be carried out in cooperation with external partners, including, among others, UN bodies, Inspired Institutions or non-member countries. In practice, in the past decade GCTF Members have either launched initiatives alone, jointly or co-led with different UN agencies.

New GCTF Initiatives launched between 2011 and 2020

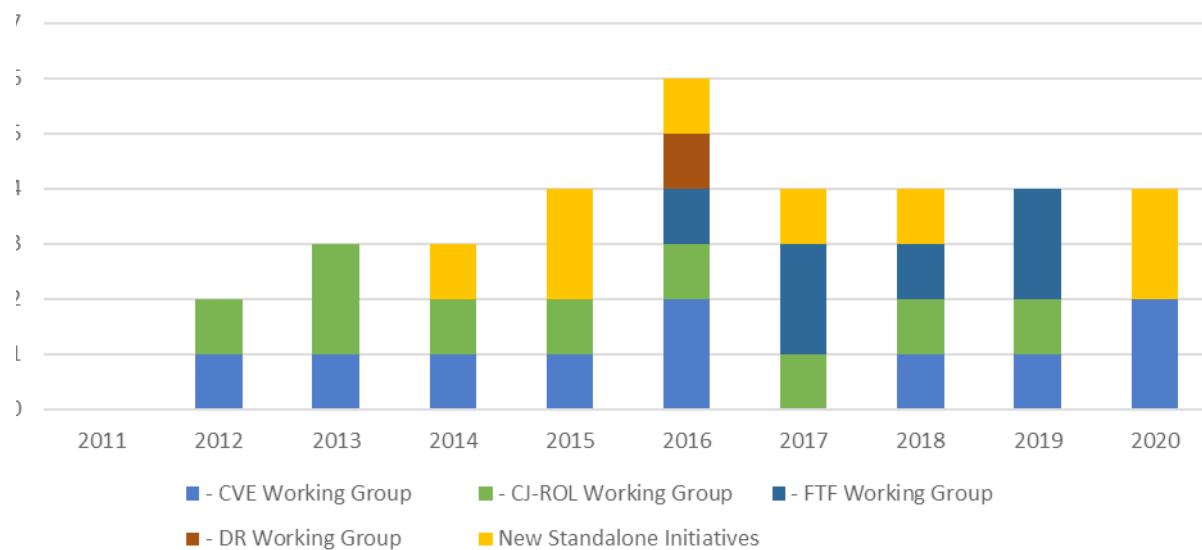


Figure 6. New GCTF Initiatives launched each year under the auspices of different working groups, as well as standalone initiatives.

Since the launch of the GCTF, the number of initiatives running per year has significantly increased. In the first half of the last decade (2011-2015) the average number of initiatives running per year was less than four (3.8), while in the second half of the decade this number was ten. These numbers contain both initiatives that were launched under the auspices of working groups, as well as standalone initiatives that are launched independently. The number of standalone initiatives have remained the same over the course of the past decade, with one or two new standalone initiative launched each year. This number is slightly higher, between two and three on average, for initiatives launched under working groups, but similarly have been steady over the past decade.

As a result of the increase of initiatives, the number of initiative meetings have also steadily grown over the years, from an average of 1.4 in the first five years, to 3.6 in the second five years. It is important to note, that the meetings of initiatives running under the auspices of working groups are counted under the meetings of these working groups.

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Total number of initiatives running that year (newly launched or ongoing)	0	2	4	7	6	10	13	8	9	10	9
Number of new initiatives (launched that year in March/Sept.)	0	2	3	3	4	6	4	4	4	4	
Number of ongoing initiatives (launched in previous years)	0	0	1	4	2	4	9	4	5	6	9
New Initiatives launched under the auspices of a Working Group	0	2	3	2	2	5	3	3	4	2	
New Standalone Initiatives	0	0	0	1	2	1	1	1	0	2	

Table 5. Overview of newly launched initiatives per year, between 2011 and 2021.

*New initiatives for 2021 can still be launched at the September Coordinating Committee Meeting.

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Since the establishment of the GCTF, the number of newly created initiatives has risen and in the last three years, four new initiatives were launched each year on average. In general, an initiative would be launched at a Coordinating Committee Meeting in September (with some exceptions that are launched at the Spring Coordinating Committee Meeting), organize two to three meetings over the course of a year and produce an outcome document (a framework document or a practical tool or manual) to be endorsed at the Ministerial Plenary Meeting, most often a year later. However, while most initiatives run for a year, some have lasted as long as three years. For example, the Kidnapping for Ransom Initiative was launched in 2012 under the auspices of the Criminal Justice and Rule of Law Working Group. It produced the *Algiers Memorandum on Good Practices for Preventing and Denying the Benefits of Kidnapping for Ransom by Terrorists*, endorsed the same year in September. The Initiative ran until the end of 2014, but the Working Group continued to work on the document and the *Addendum to the Algiers Memorandum* was endorsed a year later in September 2015. Subsequently, the Working Group, to promote the implementation of the *Algiers Memorandum*, developed a practical training manual and the *Algiers Memorandum Training Manual* was endorsed in September 2016.

While most initiatives are created to respond to a new emerging trend and fill a gap in the priorities of the different working groups, some initiatives grow out of the need to elaborate on an already existing GCTF framework document. A good example for both is *The Hague Good Practices on the Nexus between transnational organized crime and terrorism*. *The Hague Good Practices* was developed by the Netherlands-UNICRI co-led Nexus between Transnational Organized Crime and Terrorism Initiative and was endorsed in September 2018. The Initiative was launched as a standalone initiative in 2017 and ran for a year until 2018. With the aim of operationalizing these good practices, the Netherlands and UNICRI developed a *Policy Toolkit*, launched in March 2019. At the same time, in order to encourage a criminal justice approach to the nexus, the Criminal Justice and Rule of Law Working Group, with the support of the International Centre for Counter-Terrorism (ICCT), launched its own initiative entitled Initiative on Criminal Justice Responses to the Linkages Between Terrorism, Transnational Organized Crimes and International Crimes in September 2019. As a result, the *Addendum to The Hague Good Practices on the Nexus between Transnational Organized Crime and Terrorism: Focus on Criminal Justice* was devel-

New and ongoing GCTF Initiatives between 2011 and 2020

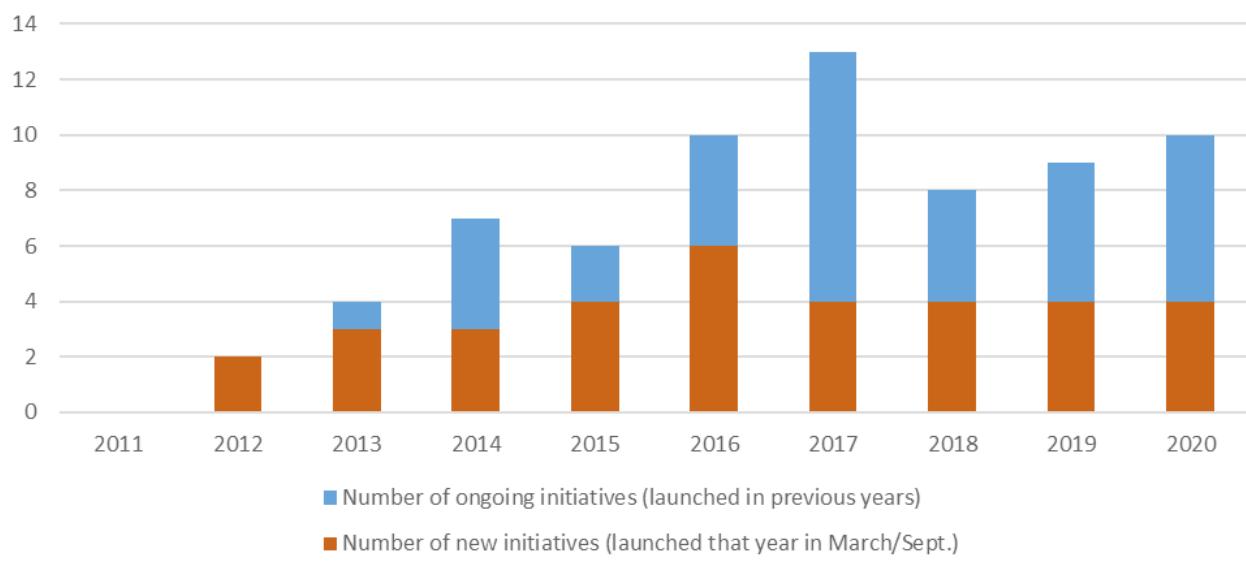


Figure 7. The proportion of newly launched and ongoing initiatives per year.

oped and endorsed a year later. Through the Initiative, the Working Group is currently working on developing an additional framework document on criminal justice responses to the linkages between terrorism and international crimes, including trafficking in persons and smuggling of migrants. This Addendum is expected to be developed and endorsed by the end of 2021. *The Hague Good Practices* is a very good example of how different working groups can build on each other's work and further develop framework documents within their own work plans or via standalone initiatives.

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A somewhat exceptional initiative was the Initiative to Address the Life Cycle of Radicalization to Violence, launched by Turkey and the United States in 2015. This Initiative cut across various themes, working groups and work streams within the GCTF, and therefore most of these meetings were held under the auspices of different working groups and not the Initiative itself. The Initiative also produced a significant number of framework documents (six out of eight – see section 2.3.2. *GCTF Framework Documents*) in 2016. In addition to these activities, as part of the Initiative, a year after its launch, GCTF Members endorsed the creation of the practitioner-oriented *Lifecyle Initiative Toolkit*, a website and mobile application that gives policymakers and practitioners access to consolidated information on the framework documents developed under the Initiative. The Initiative ran until 2017, by which year the Toolkit was also set up. The documents developed under the Initiative have also been transformed into interactive content, such as podcasts and videos, as a separate project.

Due to its cross-cutting nature, the Initiative to Address the Life Cycle of Radicalization to Violence, although concluded four years ago, remains one of the most popular GCTF initiatives to date and was mentioned as a success story by multiple respondents (both Members and non-Members) throughout our interviews. This is due to the innovative way it approaches radicalization and P/CVE, framing radicalization as a cycle and approaching a complex phenomenon in a nuanced way. The documents produced under the Initiative are very well developed, linked and complementary to each other. In addition, the Maritime Security Initiative was equally praised by respondents (both from the GCTF and the UN), as well as the Watchlisting Guidance Manual Initiative, due to the format of its meetings (see more on scenario based discussions and tabletop exercises under 3.2.1 *Satisfaction with the functioning of GCTF bodies*). Finally, the Ensuring Implementation of Countering the Financing of Terrorism Measures While Safeguarding Civic Space Initiative was also mentioned as it covers a topical issue and it provides a unique opportunity to hear what other countries are doing in this area. Respondents also highlighted the exploratory discussions on racially and ethnically motivated violent extremism (REMVE), which covered a much anticipated topic and could potentially result in a new GCTF initiative.

2.3.2. GCTF Framework Documents

The other main output of the work of the GCTF is its framework documents. There are six different types of GCTF framework documents: recommendations, memoranda, good practice documents, plans of action, declarations and addenda to any of the above. In addition, practical toolkits and manuals have also been developed, which will be discussed later on in this section. Other documents that do not fit any of the abovementioned categories include statements, such as the Ministerial Statement on the cooperation between the GCTF and the United Nations (2018), the GCTF Ministerial Declaration (2020), as well as analytical papers and reports, including the Analytical Paper on Foreign Terrorist Fighters (2016) and the UN-GCTF Analytical Report (2018).

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Recommendations	0	0	0	1	0	3	1	1	1	0
Memoranda	0	3	2	3	0	1	1	0	2	1
Addenda (to previous doc.s)	0	0	0	0	1	2	0	0	1	1
Good practices	0	0	1	0	1	1	0	3	0	0
Plan of Actions	0	1	0	0	1	1	0	0	0	0
Declarations	1	1	0	0	0	0	0	0	0	0
Total number of framework documents	1	5	3	4	3	8	2	4	4	2
Toolkits and manuals	0	0	0	0	0	1	1	0	2	0
Statements (incl. Ministerial Declarations)	0	0	0	0	0	0	0	1	0	1
Other	0	0	0	0	1	1	0	1	0	0
Total number of documents	1	5	3	4	4	10	3	6	6	3

Table 6. Overview of different GCTF documents developed over the last decade.

On average, the GCTF produces 3-4 framework documents per year, with the exception of 2016, when eight framework documents were developed. As mentioned before, this is due to the fact that the Initiative to Address the Life Cycle of Radicalization to Violence was launched the previous September and resulted in the development of six framework documents in its first year. Subsequently, the *Lifecycle Initiative Toolkit*, a website and a separate mobile application were developed under the auspices of the Initiative to provide practical, consolidated information on the framework documents under the Initiative. More recently, interactive content covering the documents of the Lifecycle Initiative Toolkit has also been produced to allow for wider access to and to aid the implementation of these framework documents.

This seems to fall in line with the tendency to develop practical follow-up on already existing documents. In the first five years of the GCTF, no such practical tool was developed. However, since 2016, GCTF Working Groups and Initiatives have developed four practical toolkits and manuals to follow up on and operationalize good practices. These include the *Training Manual on the Algiers Memorandum* (2016), the *Training of Trainers Curriculum on Border Security Management* (2017), the *Policy Toolkit on the Zurich-London Recommendations* (2019) and the *Policy Toolkit on The Hague Good Practices* (2019). These toolkits and manuals serve as a practical and user-friendly guide for practitioners, policymakers and experts.

The GCTF framework documents are considered one of the biggest achievements of the Forum. Respondents at the interviews pointed out that the GCTF framework documents offer guidance on topics previously not picked up in any international fora. They are relevant outside of the counter-terrorism sphere as well, as they can often be used in complex criminal cases related to drug smuggling or trans-national organized crime. The documents that were most often quoted in the interviews as most relevant and most often used, were, in order: *The Hague-Marrakech Memorandum*, *Rome Memorandum*, *Neuchâtel Memorandum*, *Rabat Memorandum*, *Abuja Recommendations*, *Glion Recommendations* and the *Good Practices on Addressing the Challenge of Returning Families of Foreign Terrorist Fighters*.

The process by which these documents are created was also mentioned in the interviews by non-members who took part in the process as a main achievement, given the extensive consultations and negotiations that surround it. In addition it was noted, that the fact that countries with different legal systems negotiate and end up agreeing on a document on criminal justice for instance which then becomes part of international law was also hailed as an achievement of the Forum.



Figure 8: Word cloud on the most often mentioned GCTF framework documents. Throughout the interviews these documents were quoted as the most useful, most relevant and most often used documents.

Since 2015, GCTF Working Groups and Initiatives have also started producing addendums to previously developed framework documents. Over the past six years, five addenda have been produced to complement existing documents and to provide update or include new insights and developments on the topic in question. Addenda were developed for memoranda and good practice documents covering a range of topics from women and P/CVE, rehabilitation and reintegration of violent terrorist offenders, the nexus between terrorism and transnational organized crime, preventing kidnapping for ransom by terrorists and the effective response to the FTF phenomenon.

3 GCTF set-up, structure, funding and online visibility

This chapter discusses the levels of satisfaction with the current GCTF set-up and structure. It will start with discussing the satisfaction with GCTF values that lay at the heart of the GCTF set-up. It is followed by an analysis of the satisfaction with the current GCTF's structure of the Coordinating Committee, Ministerial Plenary Meetings, the Working Groups and the Administrative Unit. Next, the issue of funding is discussed. To what extent it is clear how the GCTF is funded, how Members can contribute and if the current way of funding is sufficiently sustainable. Finally, an analysis is provided of the current GCTF virtual visibility and use (e.g. downloads and views) of the GCTF information and documents that are currently online.

3.1. Satisfaction with the GCTF's set-up

As discussed in the previous chapter the GCTF has been set up as an apolitical, non-binding and informal organization. The idea behind the GCTF is that it is a nimble organization that can address emerging threats and stay ahead of the curve, which would give the GCTF an added value in comparison to other organizations.

The input provided to the *Strategic Vision for the Next Decade* process revealed that Members feel it is important that the apolitical nature and nimbleness of the GCTF be protected. The relevance of the GCTF is largely due to its ability to identify emerging CT threats from a global perspective while retaining its apolitical and informal nature and providing a platform for timely multi-stakeholder discussions. In the M&E Questionnaire, we therefore asked respondents to what extent they feel these GCTF values are still important a decade after it was set-up and to what extent they feel these values are adequately preserved and protected. The analysis of the questionnaire reveals the following:

- Respondents feel very strongly about protecting the apolitical nature of the GCTF. Nearly all respondents strongly agree or agree with this statement.
- Protecting the apolitical nature is considered most important in comparison to protecting the nonbinding nature, the informal structure of the GCTF and consensus-based decision making. However, a large majority of respondents strongly agree or agree with the statement that is also important to protect the informal structure, non-binding nature and consensus-based decision making.
- The plurality of the respondents are ‘neutral’ about the question whether the GCTF is sufficiently action-oriented and nearly half strongly agree or agree that it is.

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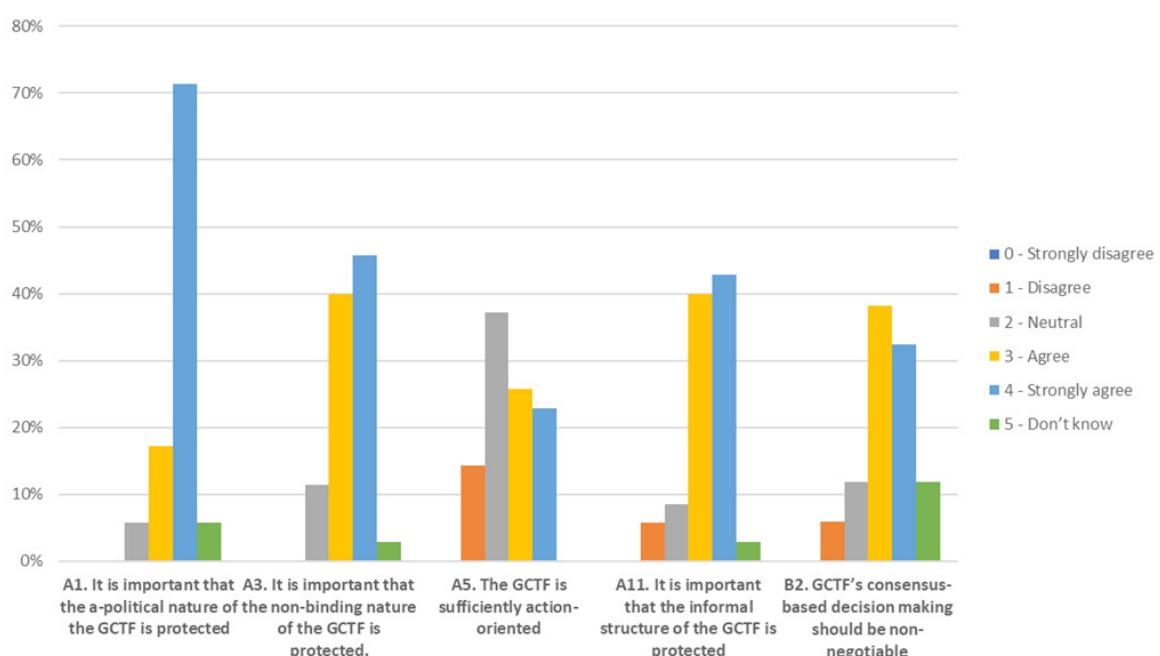


Figure 9: Views of respondents on GCTF values.

3.2. Satisfaction with and added value of GCTF bodies

3.2.1. Satisfaction with the functioning of GCTF bodies

As part of the questionnaire, Members and other targeted respondents were asked to what extent they were satisfied with the functioning of the following GCTF bodies:

- The Coordinating Committee
- The Ministerial Plenary Meetings
- The different GCTF Working Groups
- The Inspired Institutions (most of the results are discussed in Chapter 5)
- The Administrative Unit

In general, respondents are satisfied with the functioning of GCTF bodies, but there are differences between the different bodies (please view Figure 10):

- Respondents were most satisfied with the functioning of the Administrative Unit. In the interviews as well, many praised the Administrative Unit. Respondents were particularly impressed with the speed and flexibility the Administrative Unit facilitated the transformation of the GCTF to online events throughout the pandemic. Many respondents feel that in the future the Administrative Unit could take on a bigger role, particularly by
 - ensuring and facilitating more alignment between working groups, quality assurance (e.g. standardized procedures, unified language of texts, human rights considerations);
 - outreach and communications (managing the Forum's social media presence and the new website);
 - knowledge management (briefing incoming working group co-chairs and initiative co-leads on the GCTF's processes, funding and the Inspired Institutions);
 - monitoring and evaluating activities.

Some of these tasks have already been taken up by the Administrative Unit. In line with these new roles, the name 'Administrative Unit' does not seem appropriate and does not reflect their current role in providing guidance on procedures and practices. Some Members are of the opinion that 'Secretariat' would be more fitting, whilst others are very much opposed to the name as it has a 'heavy and bureaucratic' connotation which does not fit with the light and nimble platform the GCTF is. Some respondents have mentioned that this underlines the importance of creating a Terms of Reference for the Administrative Unit. This document could clarify what the Unit's tasks and roles are, regulate its relationship with the Asser Instituut, the Co-Chairs and other bodies, as well as implementers, set up a procedure as to what the Unit can and cannot decide with/without the Co-Chairs, and what can and cannot be asked from the Administrative Unit. Members should also realize that the more tasks the Administrative Unit would be given, the more funding, staffing and possibly training it would require.

- There is also a high level of satisfaction with the Coordinating Committee with nearly 80% of the respondents finding it 'good' or 'very good'. Respondents in our interviews indicated that they do see room for improvement by discussing more substantive policy issues during the biannual meetings. Some Members pointed out that the conversation they had with us during the interview on topics as funding, human rights considerations, monitoring and evaluation have never been addressed within the GCTF. They feel the GCTF and Members could benefit from having these discussions with each other on a frequent basis. In their opinion the Co-Chairs are best placed to address policy issues and discussions during the GCTF, particularly during the Spring Coordinating Committee Meeting.

In comparison to the abovementioned bodies, respondents were least satisfied with the Ministerial Plenary Meetings, though that said, the majority of the respondents are still satisfied. We used the interviews to gain a more in-depth understanding as to why respondents seem less satisfied with the Ministerial Plenary Meetings in comparison to other GCTF bodies. In general respondents acknowledge the importance of the Ministerial Plenary as it gives a level of legitimacy to the GCTF and the framework documents. However, as it organized during the same week as the UN General Assembly, participation is not always at the appropriate level because ministers often have other meetings to attend. Respondents feel adjustments to the format of the Ministerial Plenary could ensure more political buy-in. Ministers sharing success stories for example would be more engaging and

could energize the audience. A thematic focus with more substantive sessions and a tabletop exercise were also mentioned to make the meeting more engaging.

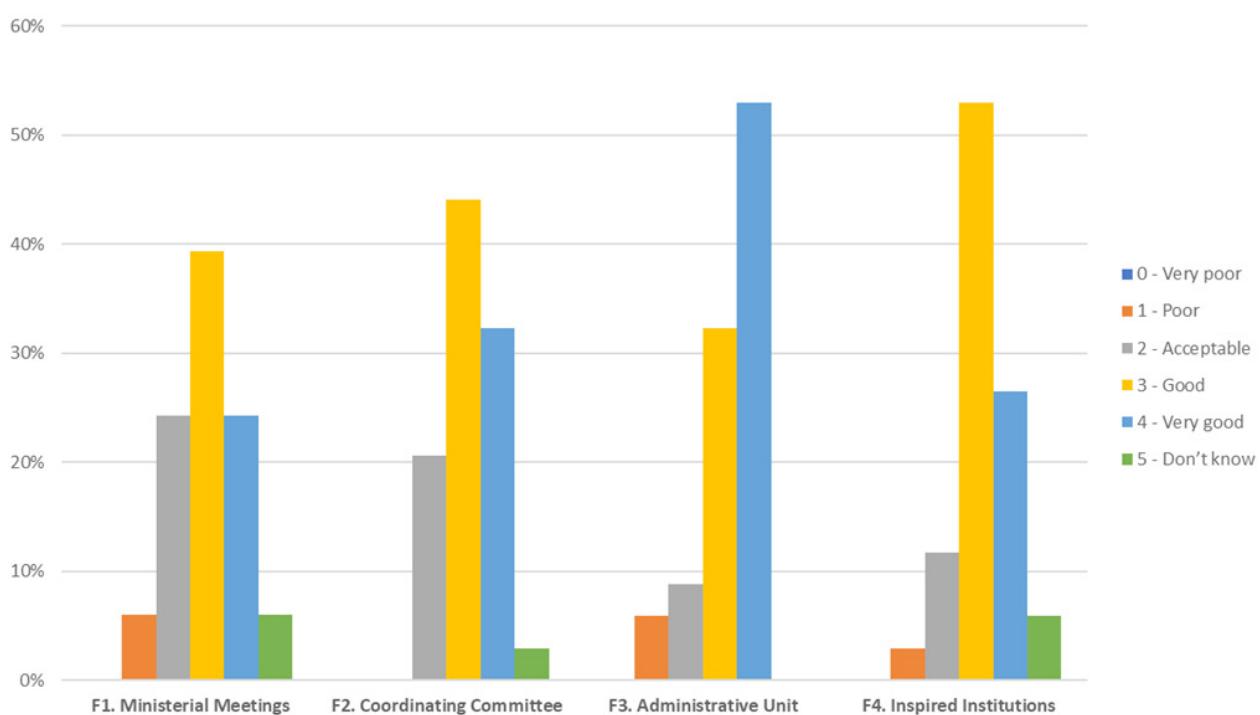


Figure 10: Views of respondents on satisfaction with GCTF bodies.

Respondents are generally satisfied with the different Working Groups, but there are also distinctions between individual working groups (please view Figure 11). Some recommendations to improve the working groups that have been made in our interviews include:

- Respondents are most satisfied with the functioning of the thematic working groups: most satisfied with the Criminal Justice and the Rule of Law Working Group, closely followed by the Countering Violent Extremism Working Group and then finally by the Foreign Terrorist Fighters Working Group. As mentioned above some respondents see a facilitating role for the Administrative Unit in creating more alignment between working groups. They feel the Co-Chairs should give more direction and provide more coordination. The Co-Chairs are the only ones who have the complete overview of the different working group activities within the GCTF. Respondents feel they are therefore best placed to signal overlap and duplication and could advise and provide guidance on alignment and joint activities between working groups when reviewing their workplans. Multiple respondents at the interviews suggested changing the formats of working group meetings to include more tabletop exercises and scenario based discussions. These would enable a more dynamic discussion as opposed to the often static nature of meetings and would also encourage the active engagement of a wider range of participants. The meetings of the Watchlisting Guidance Manual Initiative were mentioned as a positive example, where the setup of the meetings fostered critical thinking by participants, who actively participated by sharing successes and lessons learned and thus enabling new topics and questions to emerge. Some respondents stressed that the replication of such formats would be welcome in operationalizing other initiatives as well.
- Respondents are less satisfied with the functioning of regional working groups – at least in comparison with the thematic ones. They also seem less familiar with the regional working groups as there is a larger number of ‘don’t know’ responses. We used the interviews to gain a more in-depth analysis of this outcome. Are respondents really less satisfied with the regional working groups or do they just have less experience with them because for example the regional working groups were less active during the pandemic period? Our interviews revealed that respondents are less satisfied with the regional working groups,

apparently due to the branding and expectation management of these working groups or lack thereof. Respondents see a discrepancy between what the working groups in their opinion were created for – coordination of capacity-building and implementation on the ground – and what the working groups currently actually do. There is a need to better understand the work of the regional working groups, because they do not produce framework documents, so Members might not be involved in their work or present at their meetings as much as with the thematic working groups. The name of the working groups which contains of the term ‘capacity-building’ also seems to create a misunderstanding. In addition, their role and how it relates to the Inspired Institutions and activities of the UN in the region is unclear to many respondents. Respondents recognize the difficulty of the regional working groups’ work, as there is a lack of coherence within the regions they cover, the different countries in the region use different languages and face a wide variety of specific challenges when it comes to terrorism. Finally, they do not have a clear thematic focus, rather it is more diluted, which makes it more difficult to engage technical experts. On the upside, the regional working groups by design do manage to attract a much higher number of participants from non-member countries.

- In the interviews, some Members have expressed a strong wish to set up a Southeast Asia Working Group. Others Members and respondents who were involved in the GCTF in the early days indicated that such a working group used to exist, but was wound down due to cultural and political sensitivities of how the GCTF was perceived in the region and do not consider it a good idea to (re)establish the Southeast Asia Working Group. An alternative suggestion from some Members was to do more outreach to regional organizations such as the Association of Southeast Asian Nations (ASEAN).

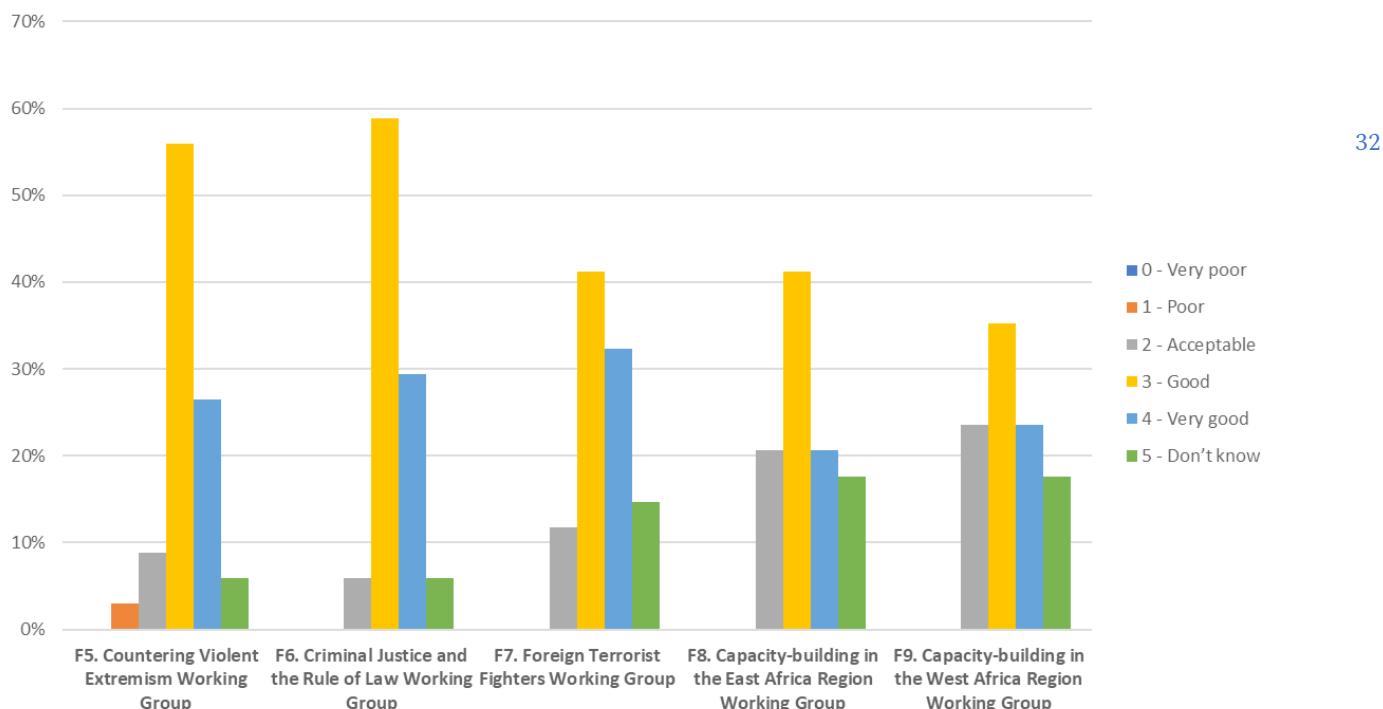


Figure 11. Views of respondents on satisfaction with the five GCTF Working Groups.

3.2.2. The added value of GCTF and GCTF bodies

Since the set-up of the GCTF a decade ago, the CT and P/CVE landscape has changed dramatically with many political and apolitical organizations and platforms involved in the field. As one of our respondents put it ‘there has been a mushrooming of initiatives in the field.’ The GCTF is not the only organization that focuses on counterterrorism (CT) and preventing and countering violent extremism (P/CVE) issues, others include e.g., the United Nations (UN) and all its specialized agencies (UNODC, UNOCT, CTED etc.), the Organisation for Economic Co-operation and Development (OECD), Organization for Security and Co-operation in Europe (OSCE) and the

Radicalisation Awareness Network (RAN-EU). We therefore asked respondents how satisfied they are with the added value of the GCTF in general and the GCTF Working Groups in comparison to similar organizations (see Figure 12a and 12c).

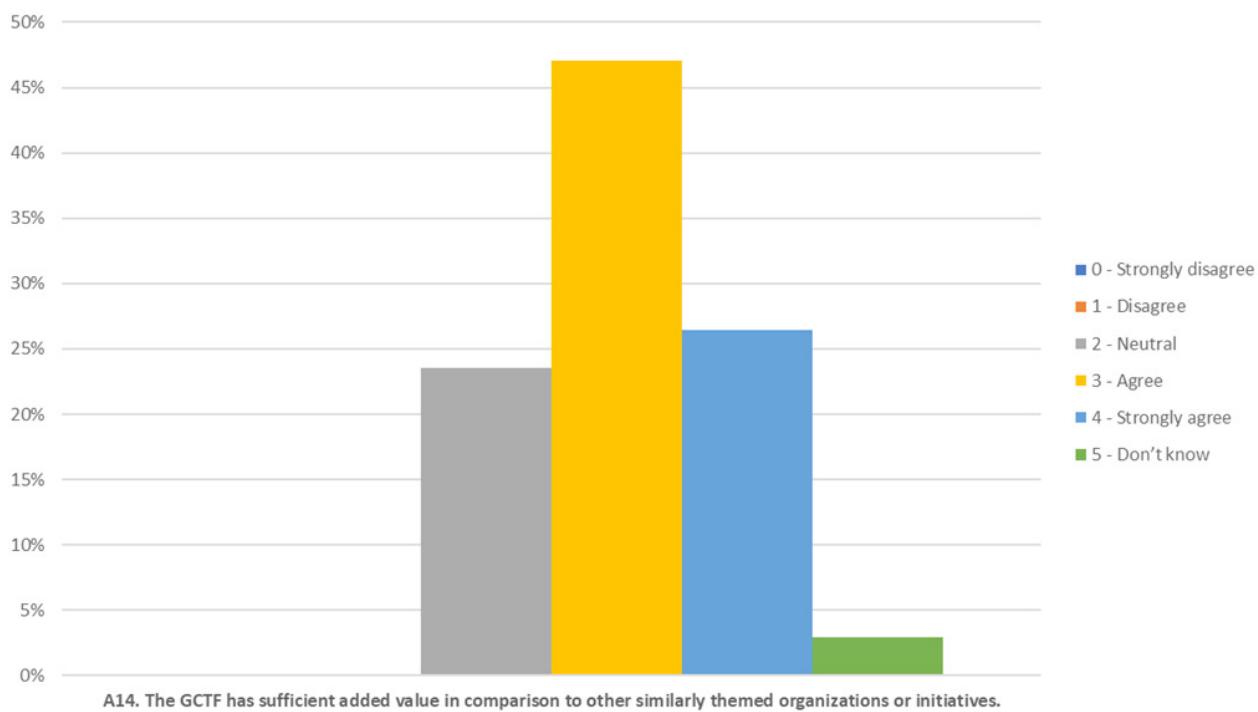


Figure 12a. Views of respondents on the added value of the GCTF as an organization.

The majority of respondents strongly agrees or agrees that the GCTF has added value. In the interviews we asked what elements highlight the GCTF's added value in comparison to the many organizations and platforms in the field. The GCTF core values are highly appreciated, the informal and apolitical nature ensures that the GCTF is neutral in a very sensitive and politicized CT and P/CVE world. Its flexibility and nimbleness enable the GCTF to react to new trends with speed and produce relevant framework documents. These values and characteristics also enable the GCTF to get things done the UN cannot or would not do. Lastly the GCTF brings people from different backgrounds together (e.g. CSOs, academia, operational level technical experts) with policymakers. In the opinion of Members that in combination with the political buy-in of 30 Members across the globe, makes the Forum unique in comparison to similar organizations and platforms.

Some respondents and in particular Members have expressed a concern that it will be difficult for the GCTF to keep its added value over the next decade. Due to the changed CT and P/CVE landscape and the fact that the UN, with the establishment of UNOCT, as well as the UN Global CT Coordination Compact has picked up in speed and became the main actor in the field, the GCTF will have to demonstrate its continued relevance and added value in the years to come. Focus on implementation or more practical uses of the existing framework documents and donor coordination in the African regions, is considered the way forward for the GCTF by many of our respondents.

In general, respondents feel that the GCTF as a whole and the different Working Groups have a higher added value in comparison to other organizations with a similar focus. Again, there are differences between the added value of individual working groups.

3. GCTF set-up, structure, funding and online visibility

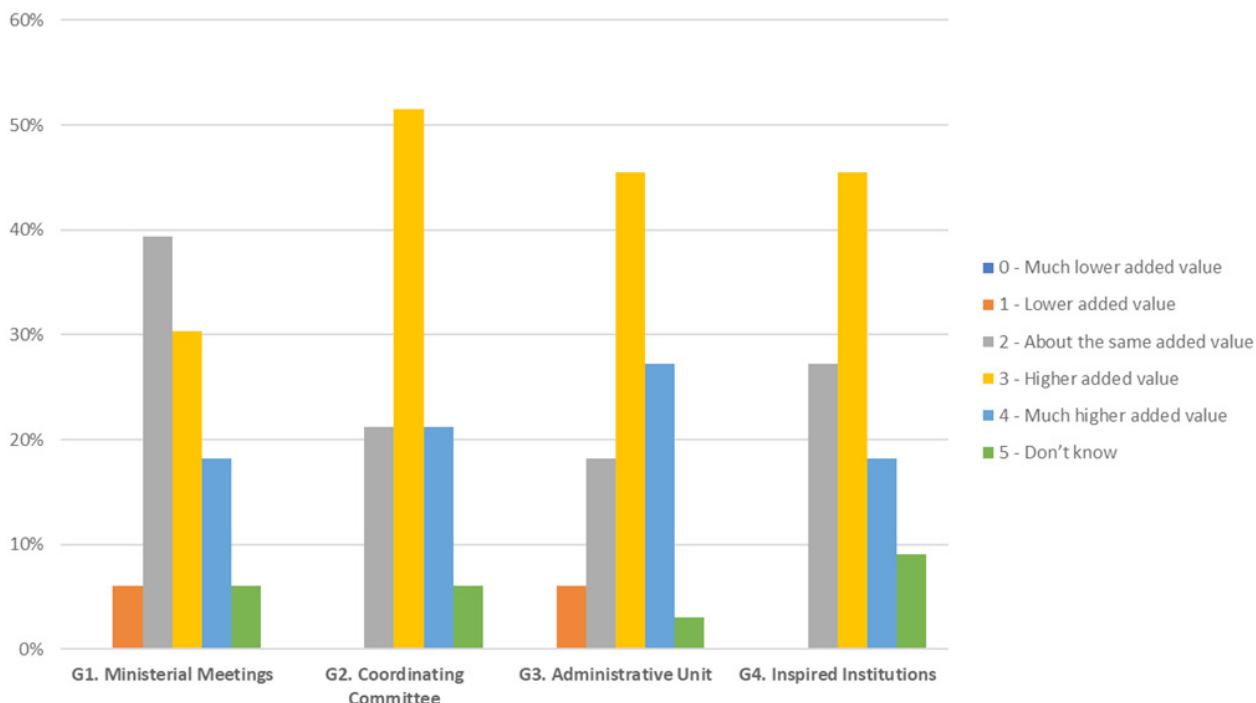


Figure 12b. Views of respondents on the added value of specific GCTF bodies.

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In terms of added value of the different Working Groups, the Criminal Justice and the Rule of Law Working Group has the highest added value, closely followed by the Foreign Terrorist Fighters Working Group and the Countering Violent Extremism Working Group. Respondents consider the Capacity-building in the East Africa Region Working Group and the Capacity-building in the West Africa Region Working Group to have the least added value, at least in comparison with the other, thematic working groups. An explanation as to why was provided in section 3.2.1. *Satisfaction with the functioning of GCTF bodies*.

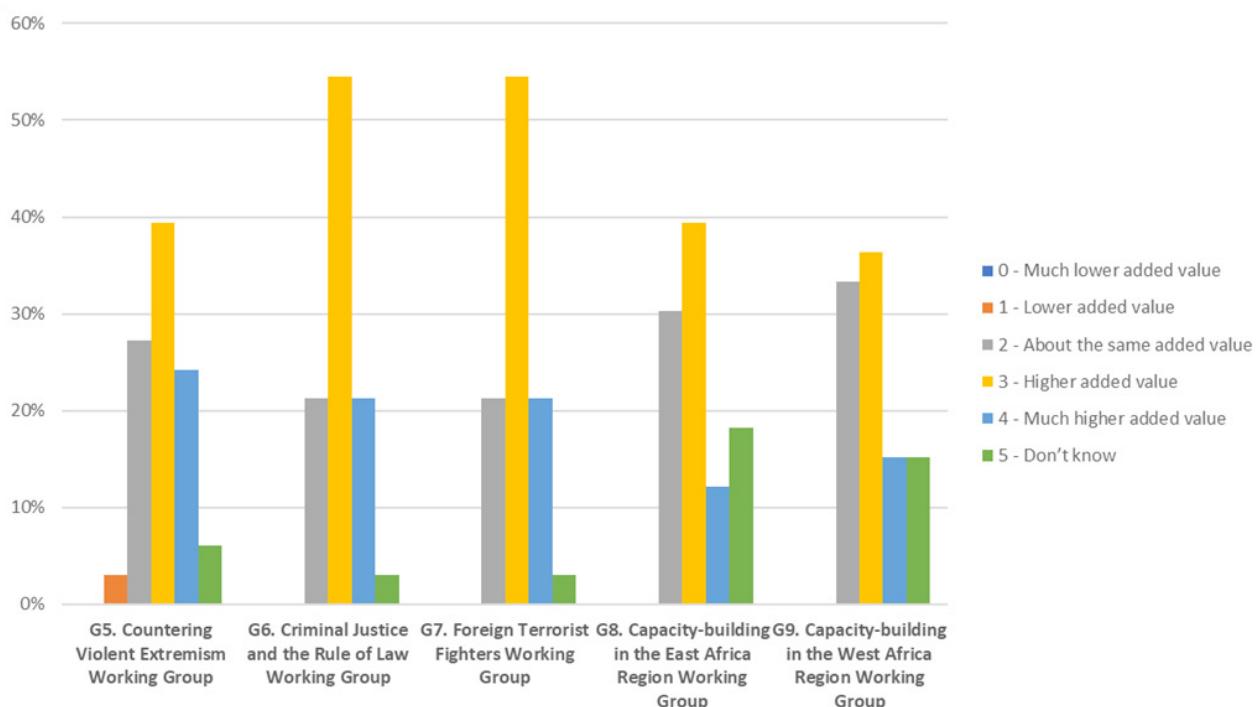


Figure 12c. Views of respondents on the added value of each GCTF Working Group.

3.3. Staying ahead of the curve

A large majority of respondents strongly agrees or agrees with the statement that the GCTF has sufficient added value in comparison to other similarly themed organizations or initiatives and is sufficiently able to identify emerging terrorist threats.

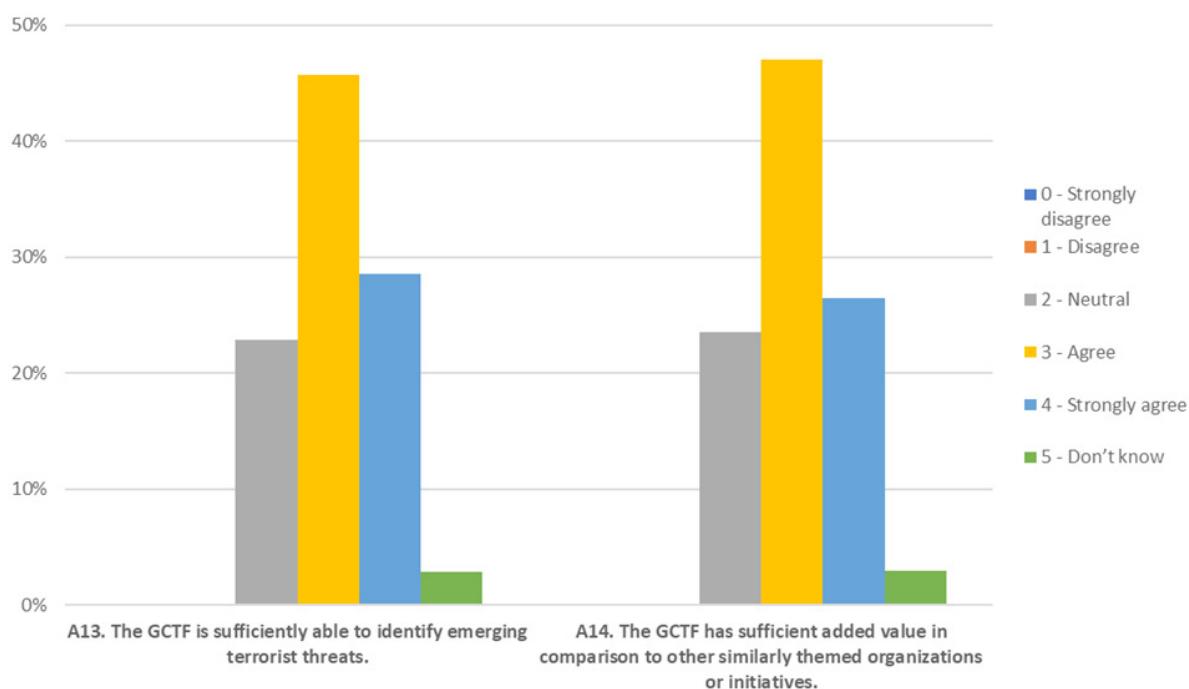


Figure 13. Added value of the GCTF and its ability to identify emerging terrorist threats.

Based on the questionnaire results discussed in *Chapter 3*, the action-orientation of the GCTF deserves more attention. This issue was also addressed in our interviews.

With the rapidly changing terrorism landscape, there seems to be an appetite for making sure that the GCTF stays ahead of the curve by not only creating new policy recommendations, but by making sure existing ones stay topical as well. The development of follow-up documents, whether in the format of practical toolkits and manuals or addenda, in lieu of producing new ones falls in line with calls from a number of GCTF Members. In interviews and based on the open answers provided in the questionnaire, many Members favor halting document creation in favor of enabling the implementation of already existing ones. The follow up to existing outputs started in the second half of the last decade in parallel with work in new thematic areas.

This was also echoed in the interviews, both by GCTF Members and partners, who expressed a wish to hear back some narrative on what happened to documents, what were they used for and what their result were. This feedback was suggested to then be incorporated into the development of addenda to supplement less current GCTF framework documents. This, however should not prevent the GCTF from taking on new topics as Members see fit. A number of issues were suggested throughout the interviews that the Forum can take on in the upcoming years:

- Less securitized topics, such as digitalization;
- Far-right terrorism (e.g. white supremacy);
- The negative impact of counter-terrorism measures in general, such as the impacts of arbitrary detention and killings, mistreatment of certain groups of society, the misuse of CT laws to restrict civic space, examined from not just an ethical and legal standpoint, but also from an efficacy perspective;
- Cybersecurity, biometrics, biosecurity;
- The use of Advance Passenger Information (API) and Passenger Name Record (PNR) in maritime security;
- A gender lens on national security, gender and terrorism, the gendered impact of terrorism; the role of gender in radicalization and deradicalization.

3.4. GCTF funding

The M&E questionnaire addressed the issue of funding the GCTF. In sum, it is clear that most respondents do not understand how the GCTF is currently funded, if the GCTF is financially sustainable and able to address new emerging threats. Nor is it clear what kind of alternatives are possible for funding (e.g. in-kind contributions). There is a strong consensus that GCTF Members should be encouraged to contribute to the Forum's financial sustainability. The outcomes of the questionnaire are as follows (see figure 14):

- Most respondents have answered 'neutral' regarding the statement that they believe that the GCTF is financially sustainable and that the current funding structure of the GCTF makes it possible to address new emerging threats. This seems in line with the previous outcome that most respondents do not know how the GCTF is funded and thus cannot answer the question if the GCTF is financially sustainable.
- Most respondents have indicated that it is not sufficiently clear how the GCTF is funded. Only 3 out of 10 respondents strongly agrees or agrees with the statement "it is sufficiently clear to my how the GCTF is funded." This outcome very much resonates with the feedback we received in our interviews. Most Members, in particular those who have not been a Co-Chair (of a working group), experience a lack of clarity when it comes to the funding of the GCTF. As a bare minimum they would like an annual overview of what it costs to run the GCTF: how much does it cost to organize a Ministerial Plenary Meeting, a Coordinating Committee Meeting, activities under a working group mandate, and for the Administrative Unit to operate. Some Members have indicated they would also like to see who currently contributes for what. Other Members however, fear that such an overview might be considered a 'naming and shaming' list. Whilst more respondents do find it clear how the Inspired Institutions are funded, they are closely followed by a group who answered 'neutral' to this question. The interviews revealed that Members who are on the board(s) of the Inspired Institutions have more clarity on how they are funded.
- Most respondents disagree with the statement that they are aware of what in-kind and financial contributions to the GCTF look like but do agree with the statement that in-kind and financial contributions from GCTF Members should be encouraged in order to diversify funding sources and contribute to the Forum's financial sustainability.

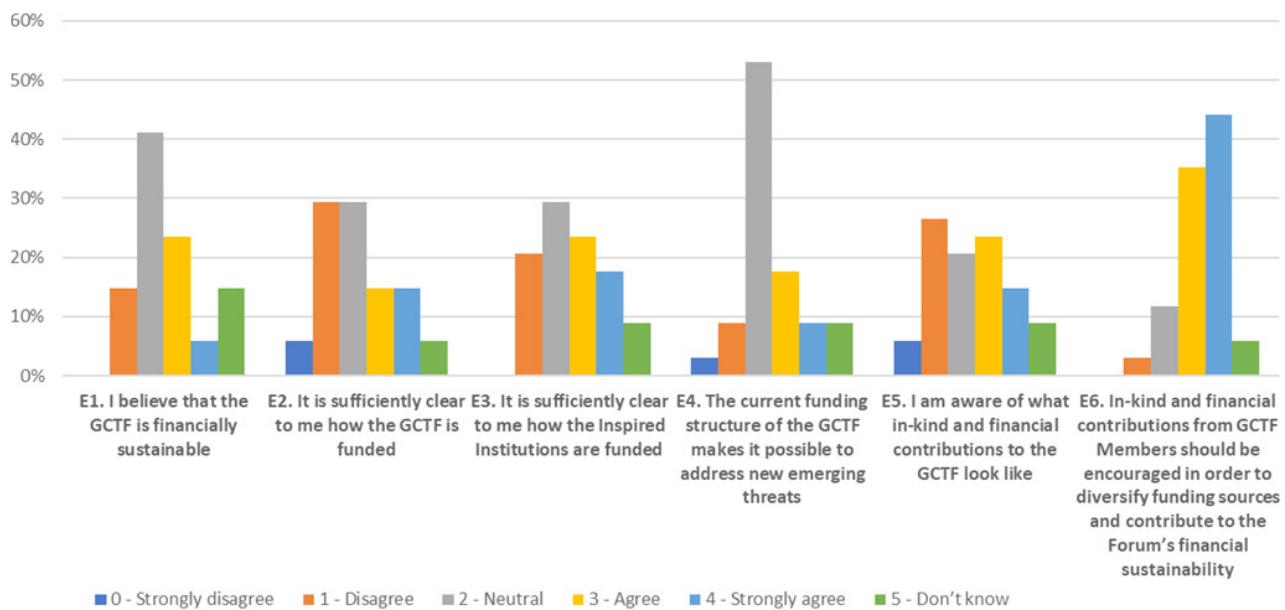


Figure 14. Views of respondents on funding of the GCTF.

As Members have indicated they would like more clarity on funding, we have added a brief overview of what type of activities require funding below, based on a Financial Report prepared for the Coordinating Committee Meeting in September 2019. In line with these calls, for the October 2021 Coordinating Committee Meeting, the Ad-

ministrative Unit has prepared an inaugural Sustainability Report that builds on the 2019 Financial Report and subsequent discussions during Coordinating Committee Meetings and the *Strategic Vision* consultations. The purpose of this report is to provide an overview of how the GCTF is financed and to support GCTF Members in identifying general funding requirements and gaps.

As mentioned previously, membership in the GCTF is on a voluntary basis, as is providing funding for its operations and activities. There are various ways in which Members can contribute to the GCTF, from co-chairing the Forum or one of its working groups, leading or co-leading an initiative to hosting a standalone meeting or a regional workshop. Members can also contribute to the day-to-day operations of the GCTF Administrative Unit. Financial support to one of the GCTF Inspired Institutions can also contribute to advancing the GCTF's outputs and objectives.

The United States and the GCTF Co-Chairs share the largest part of financially maintaining the smooth operation of the GCTF and more specifically, its Administrative Unit and the range of support that it provides to the Forum. The two GCTF Co-Chairs are responsible for the biannual high level Coordinating Committee Meeting and the annual Ministerial Plenary Meeting. The September Coordinating Committee and Ministerial Plenary Meeting are held in New York, on the margins of the United Nations General Assembly, while the March Coordinating Committee Meeting is hosted by a GCTF Member. These meetings entail the cost of venue rental and staff travel, providing translation of documents and interpretation and audiovisual services, as well as adequate materials and equipment for the meetings. The GCTF Co-Chairs and other Members contribute to sponsoring experts and speakers for these events. The GCTF Co-Chairs also contribute to the day-to-day functioning of the Administrative Unit, currently based in The Hague, the Netherlands, as well as to the secondment of its Head of Unit. Other GCTF Members also contribute financial support to the Administrative Unit by covering travel expenses or via secondments of staff.

Working Group Co-Chairs generally commit to the organization of 6-8 meetings throughout their two-year mandate, including plenary meetings, workshops, expert and review meetings. Most of these activities involve an implementing partner, which the Working Group Co-Chairs contract to support content development as well as logistics. This includes costs similar to those described in the previous paragraph, but does not include associated costs for the support provided by the Administrative Unit. In some cases, host countries contribute to hospitality costs or airport-venue transportation of participants. The same costs fall on Initiative Co-Leads, though initiatives generally run for a shorter period.

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Members can provide support to the Forum in various other ways. Members can host a meeting, bearing all or some of the costs, among others, of venue rental, providing translation and interpretation services and adequate materials and equipment for the meetings, as well as meals and an optional reception. Members have in the past also contributed to financing the attendance (travel, visa and accommodation costs) of representatives of non-member countries. Members can also contribute to the implementation of GCTF framework documents via the GCTF Inspired Institutions or other implementers, in the form of grants or in-kind support, such as contributions to the institution's activities, the functioning of its secretariat, or via the secondment of staff or experts (see more on the funding of the Inspired Institutions in *Chapter 5*).

Lastly, support for the Administrative Unit remains central to the sustainability of the GCTF, and for Members' financial contributions to the Forum. These contributions can be financial or in-kind (e.g. via secondments of staff or experts), taking into account the importance of ensuring an appropriate regional balance and the international character of the GCTF. Members can also support the day-to-day functioning of the Unit, by contributing to office space and equipment, staff salaries or travel. Additionally, Members can support the development of online tools and features, based on GCTF framework documents aimed at reaching a wider audience, such as promotional videos or other interactive content, for instance podcasts posted on the GCTF website. Translation of GCTF content is also a recurring need.

3.5. Virtual visibility and access

Information about the GCTF is available via its website (www.thegctf.org). In addition to the GCTF website, there is a password-protected site, the GCTF Portal (portal.thegctf.org) open to Members and main partners such as the Inspired Institutions and UN focal points. In addition, two other tools are housed under the GCTF website: the *Lifecycle Initiative Toolkit* and the *Foreign Fighters Knowledge Hub* (FTFKH). The latter is also under password protection and is currently unavailable due to maintenance. Throughout our research the GCTF's visibility and access had undergone a transformation. This paragraph describes both the past and present situation. The responses to the questionnaire refer to the previous website and the responses in our interviews refer to the current website.

The previous (up and running until March 2021) GCTF website was set up in 2016 under the Co-Chair of Morocco and the Netherlands. It contains information on the structure of the Forum, the main priorities of the Working Groups, ongoing and expired Initiatives, as well as the GCTF's relationship with the Inspired Institutions and other external partners, such as the UN. In addition, it contains a list of all GCTF framework documents, tools and manuals in all three languages of the Forum (Arabic, English and French), as well as some in additional languages, such as Russian, Spanish, Hindi, Turkish or Bosnian, amongst others. The founding *Political Declaration* and the *Terms of Reference* outlining the set up and processes of the GCTF are also publicly available on the website. The GCTF Portal contains a calendar of events with relevant meeting documents attached to each, such as agendas, concept notes and meeting summaries. Until March 2021, the GCTF had no social media presence, though it had a YouTube channel where its videos are hosted, but the channel is not promoted, as these videos are available on the main website. With the revamped website launched in March 2021, the GCTF also established a Twitter presence, where information about GCTF activities, outputs, partnerships, priorities and so on are shared. Since early 2021, the management of the GCTF Twitter account, website and its associated tools are supported by a dedicated Communications and Outreach Manager within the Administrative Unit.

3.5.1. Website statistics

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Since 2017, detailed website statistics are available on the use of the GCTF website. However, these website statistics were only made available to us as part of our research and until recently have not been made available to the Administrative Unit or the implementer responsible for producing content for the website. We have analyzed the annual website statistics as part of this evaluation. Table 7 shows that the GCTF website attracts between 80,000 – 106,000 views (with an average of 94,785 views) on an annual basis by on average between about 20,000 – 30,000 users. Each year the website manages to attract a large amount of new visitors (between 81% and 86% of visitors are first time visitors). Users tend to stay on the website for slightly under three minutes.

	2017	2018	2019	2020
Number of page views	98.435	94.315	106.035	80.353
Number of users	19.986	20.833	29.048	24.107
New visitors	81%	82,40%	85,10%	86,60%
Returning visitors	19%	17,60%	14,90%	13,40%
Avg. session duration	00:02:52	00:02:50	00:02:50	00:02:45

Table 7. Overview of GCTF website statics 2017- 2020 based on Google Analytics.

We have also looked at which pages are most popular. Table 8 shows that background information about the GCTF in terms of history, mission, members and partners and GCTF documents seem to be the most popular, followed by information on two specific working groups: the Countering Violent Extremism and the Foreign Terrorist Fighters Working Group.

3. GCTF set-up, structure, funding and online visibility

	2017	2018	2019	2020
1	Home - 28 757	Home - 28 268	Home - 34 399	Home - 28 405
2	About us/Background and Mission - 8 233	About us/Background and Mission - 7 985	About us/Background and Mission - 8 484	About us/Background and Mission - 5 325
3	About us/Members and partners - 5 357	About us/Members and partners - 5 441	About us/Members and partners - 6 151	About us/Members and partners - 4 371
4	Working Groups/Countering Violent Extremism - 4 767	About us/GCTF documents - 4 767	About us/GCTF documents - 3 853	About us/GCTF documents - 3 769
5	Tools/Overview - 4 569	Activities/Activities - 3 949	Activities/Activities - 3 679	About us/Vacancies - 2 425
6	Activities/Activities - 4 522	Working Groups/Countering Violent Extremism - 3 887	Working Groups/Countering Violent Extremism - 3 572	Activities/Activities - 2 260
7	About us/GCTF documents - 3 790	Tools/Overview - 3 378	Working Groups/Foreign Terrorist Fighters - 3 229	Working Groups/Countering Violent Extremism - 1 590
8	Working Groups/Structure - 3 550	Working Groups/Foreign Terrorist Fighters - 3 028	Working Groups/Structure - 2 893	Working Groups/Foreign Terrorist Fighters - 1 512
9	Working Groups/Foreign Terrorist Fighters - 3 132	Working Groups/Structure - 2 918	Initiatives/New Countering Unmanned Aerial System Threats - 2 379	Working Groups/Structure - 1 422
10	About us/Vacancies - 2 754	About us/Vacancies - 2 427	Tools and Manuals/Overview - 2 370	Tools and Manuals/Overview - 1 244

Table 8. The 10 most popular GCTF website pages and number of page views from 2017-2020 based on Google Analytics.

The GCTF website contains a list of all framework documents adopted to date. We also looked at which documents have been downloaded the most often over the course of the past year. The numbers indicated in Table 9 below contain all downloads of the given document, including via other websites (such as that of the Inspired Institutions), as well as via search engines, such as Google. Based on these numbers, the three *most downloaded* documents in English were:

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- Good Practices on Women and Countering Violent Extremism;
- The Hague-Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon;
- Zurich-London Recommendations on Preventing and Countering Violent Extremism and Terrorism Online.

The 10 most downloaded GCTF Framework Documents (Dec 2019 - Dec 2020)

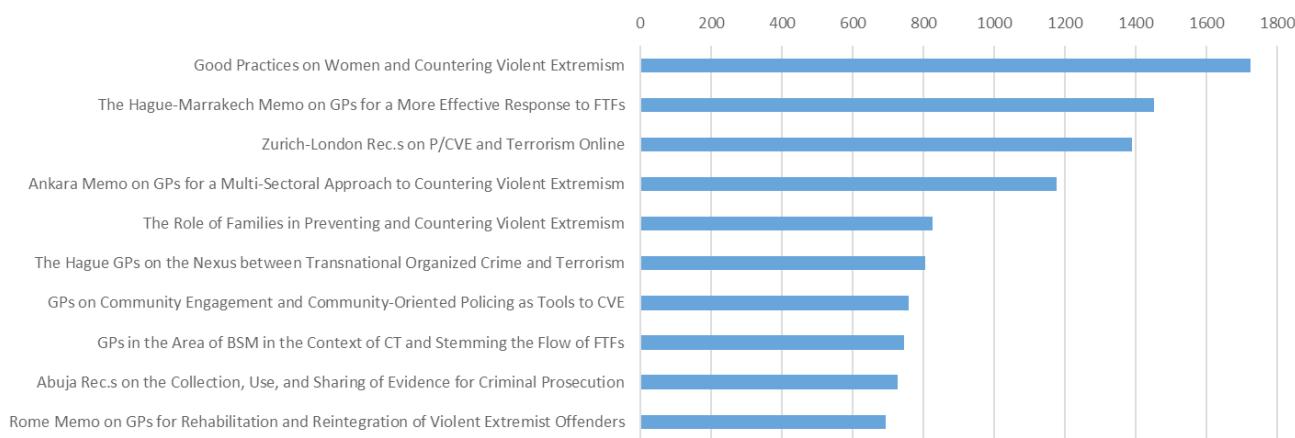


Table 9. The 10 most downloaded GCTF framework documents between December 2019 and December 2020.

*The numbers of the horizontal axis indicate the number of times these documents have been downloaded either via the GCTF website or through other channels, such as search engines. These numbers only refer to the English language versions of the documents, Arabic, French and other language versions have been counted separately. The names of the documents have been slightly shortened for visibility, abbreviations used include: GPs – Good Practices, Memo – Memorandum, Rec.s – Recommendations

We have also looked at the countries from which most GCTF website users come from. Most users are from GCTF Members, primarily from the United States, followed by mostly Western Members and Belgium (which is not a member but hosts a number of EU bodies, including those supporting the EU's GCTF membership). In the past four years, only two non-Western non-member countries formed part of the top ten users: the Philippines (2020) and Kenya (2019), who are not members of the GCTF. We addressed the issue of website usage by mostly Western countries in our interviews. It appears that several factors are at play. First of all, Western countries have a much higher internet density and access to desktop computers and laptops. Until recently, the GCTF website was not accessible via a mobile device. Some of our respondents believe this makes it more difficult to access for those who only have internet via mobile devices which is predominantly the case in Africa. Language barriers – most of the website was only available in English – also made it less accessible to non-English speaking populations. In addition, the levels of engagement of specific countries in the GCTF and the awareness of the GCTF and its website among policymakers appears to be an important variable. Some countries, even though they are Members, hardly ever engage in GCTF activities or send policymakers and practitioners to GCTF meetings. If people are not familiar with the GCTF, it is not likely they will visit the website either.

	2017	2018	2019	2020
1	United States	United States	United States	United States
2	Netherlands	India	India	India
3	United Kingdom	Netherlands	Netherlands	Netherlands
4	Belgium	United Kingdom	United Kingdom	United Kingdom
5	Australia	France	Canada	Australia
6	Canada	Australia	Germany	Canada
7	France	Canada	Australia	Germany
8	Spain	Belgium	Kenya	France
9	Italy	Germany	Belgium	Philippines
10	Germany	Spain	France	Italy

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Table 10. Top 10 most frequent country users of the GCTF website. It is important to note that the Administrative Unit is located in the Netherlands, which could explain the country's high position on the list.

3.5.2. Online visibility and access

In the questionnaire the visibility and the access of the (previous) GCTF website was discussed. The questionnaire revealed the following (please see Figures 15a, 15b, 15c and 15d):

- Most respondents always, often, or sometimes make use of the GCTF website.
- Most of the respondents consider the usability, the general quality and the communicative value of the (previous) website average.
- The majority agrees that the GCTF framework documents, tools and manuals, as well as activities are sufficiently visible and accessible via the GCTF website.
- The majority strongly agrees with the statement that the GCTF website should be updated to enhance the visibility of GCTF framework documents, tools and manuals and activities.
- Most respondents also strongly agree with the statement that the GCTF should establish a social media presence (e.g. Twitter account) to allow GCTF Members and partners to share their engagement and raise awareness and visibility around GCTF activities.

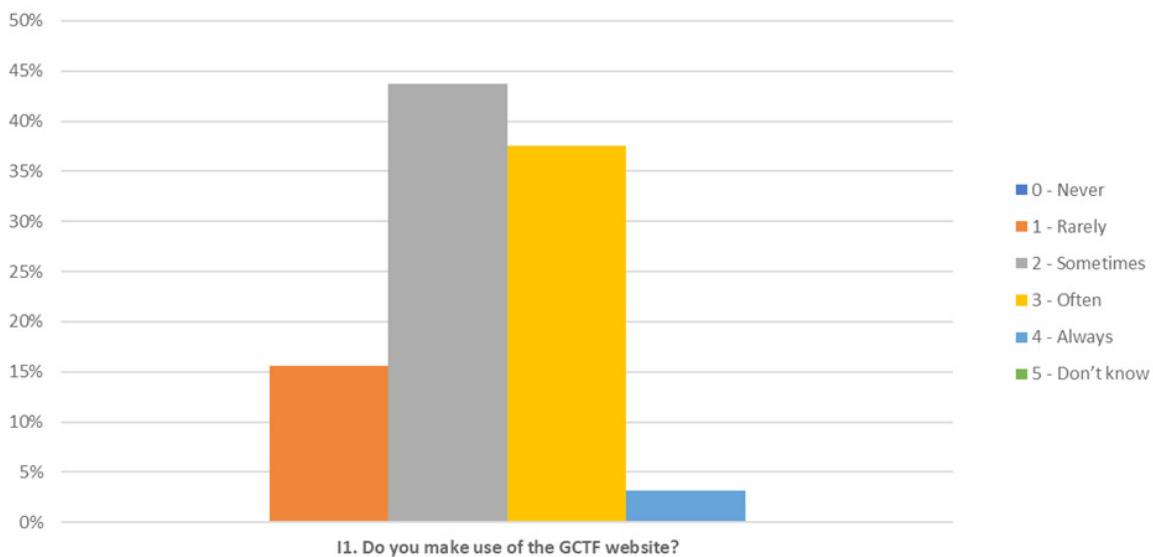


Figure 15a. Respondents answers on the use of the GCTF website.

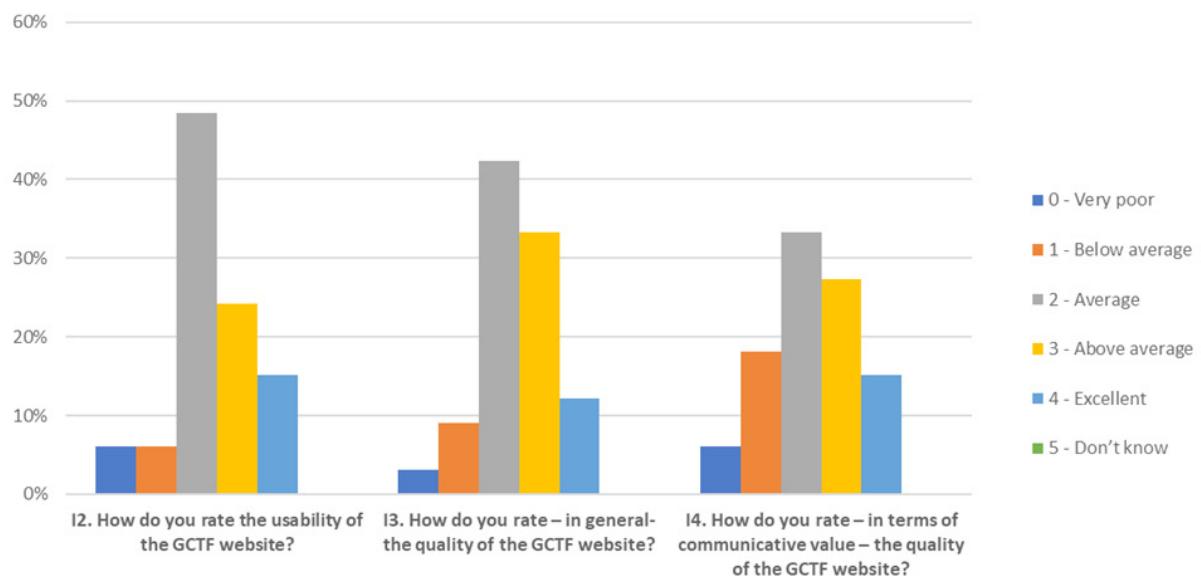


Figure 15b. Respondents' views on the usability, quality and communicative value of the GCTF website.

On the occasion of the 10-year anniversary of the Forum, the GCTF's website has undergone modernization. This modernization includes a new design (a “new skin”), a more user-friendly navigational structure and layout, as well as a future trilingual (English, French, Arabic) interface. Among other user-friendly elements, this revamp is mobile and desktop/laptop compatible, incorporate a look and feel that does not require high-speed internet, meet website accessibility standards, and has an effective search function.

3. GCTF set-up, structure, funding and online visibility

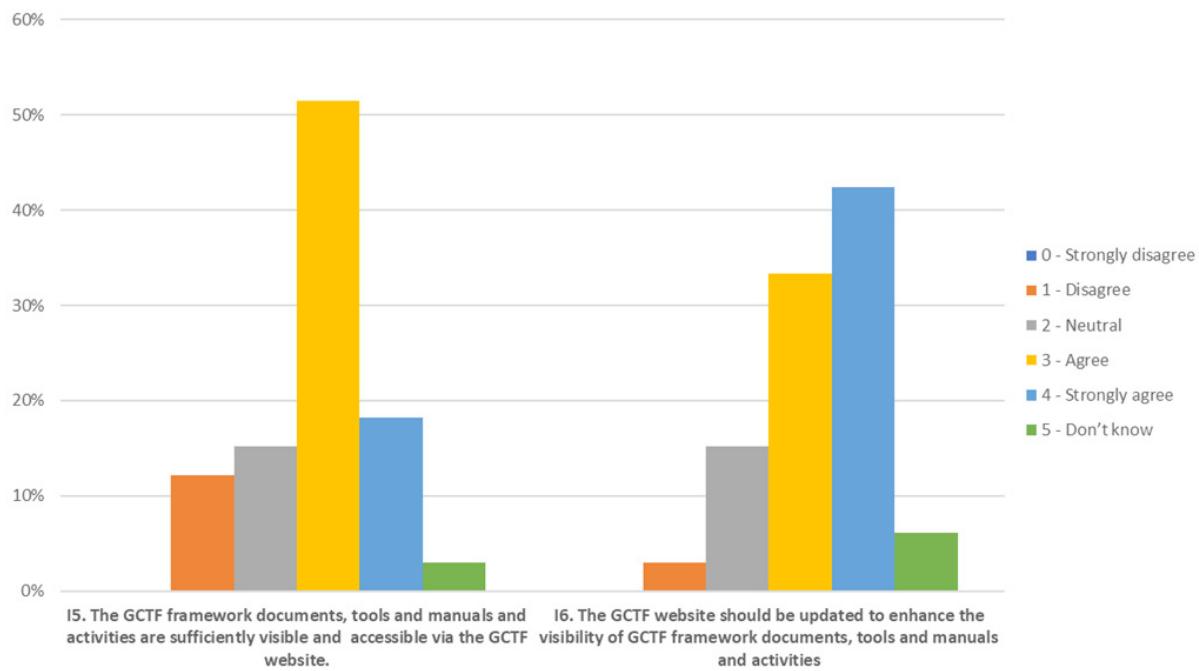


Figure 15c. Respondents' views on the visibility and accessibility of GCTF framework documents and activities

The modernization of the GCTF website also supports outreach and communications activities managed by the Administrative Unit. The GCTF has established a social media presence with an embedded Twitter feed on the website to enable greater visibility for the Forum and the work of its partners. The layout, as well as the website content language, were tailored to policymakers well versed in the field of CT and P/CVE. One of the main aims of this modernization is to use language and create a layout that is accessible to a wide audience of stakeholders – such as local governments, members of law enforcement and border security, professionals in the judiciary and education sectors, members of the academia, as well as the general public – who are looking to operationalize and implement GCTF resources such as framework documents, tools and manuals. Apart from the planned trilingual nature of the website, more interactive content (images, videos, podcasts and infographics) and a layout that features this content is meant to reach and attract a wider audience. The upcoming, planned modernization of the restricted access Portal will aim to increase the involvement of GCTF Members and the Inspired Institutions in the work of the Forum.

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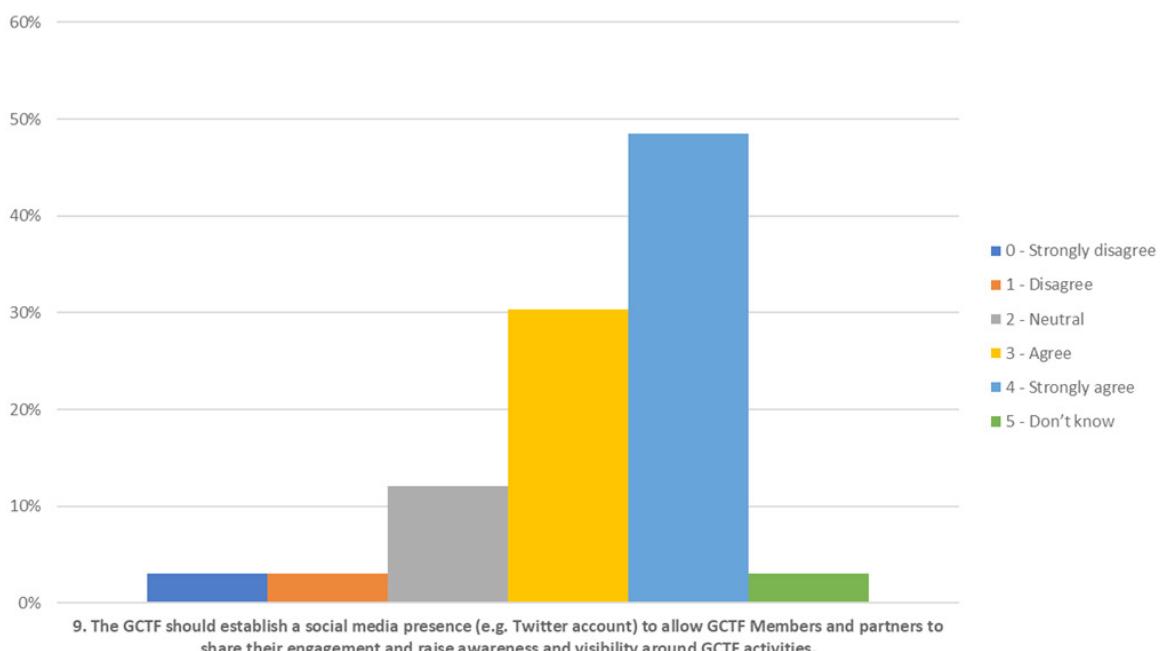


Figure 15d. Respondents' views on the GCTF's possible future social media presence.

In our interviews we also discussed the revamped website and social media presence. Not all our respondents had visited the revised website, but those that had (mainly Members) were enthusiastic about the new look and feel, the language options, the adding of GCTF success stories and feel that framework documents were better accessible. They were also enthusiastic that the GCTF had established a social media presence on Twitter. Some also made use of the opportunity to provide feedback to further enhance the website. It was mentioned by some of our respondents that the revamped website seems to be a standalone initiative, lacking a clear communication and branding strategy from the outset: what is the GCTF, what does it want to communicate and to whom? What were the metrics (visitors, views etc.) of the previous website and for what metrics should the new website strive for? Until recently the Administrative Unit did not systematically use Google Analytics for tracking and evaluating online traffic on the GCTF website. The implementer responsible for producing interactive content for the GCTF website currently has no access to Google Analytics, only via the Administrative Unit. In addition, while the social media presence on Twitter is considered a major step forward, it also raises the question among some of our respondents why the GCTF is not active on other social media platforms. Specifically, LinkedIn was mentioned as a social media platform that reaches both policymakers as well as practitioners. In sum, some of the respondents feel the GCTF could benefit from an overall communications strategy of which the website and social media presence are an integrated part. Such a communications strategy was developed in early 2021, in which many of the above questions are addressed. Relevant target audiences have been identified, as well as key communications and outreach messages. The strategy also mentions that the GCTF will establish a presence on LinkedIn.

4 GCTF size, membership, representation and participation

The GCTF consists of 30 Members. Members were selected based on their experience in countering terrorism, resources and expertise in CT and P/CVE, while ensuring regional diversity. Although the *Terms of Reference* would allow for the GCTF to increase in size, there has been no changes to its membership since the Forum was launched in 2011, despite interest from some countries in joining. This chapter discusses the views of Members and non-members on satisfaction with the GCTF in terms of size, membership participation and inclusivity.

4.1. Membership & representation

We put the question of size, membership and representation to our respondents in the questionnaire. Their answers are visualized in Figure 16. The majority of respondents feel that the current size is adequate. At the same time, a large minority indicate that the membership should be expanded. A majority of respondents do feel that the GCTF should strengthen regional representation.

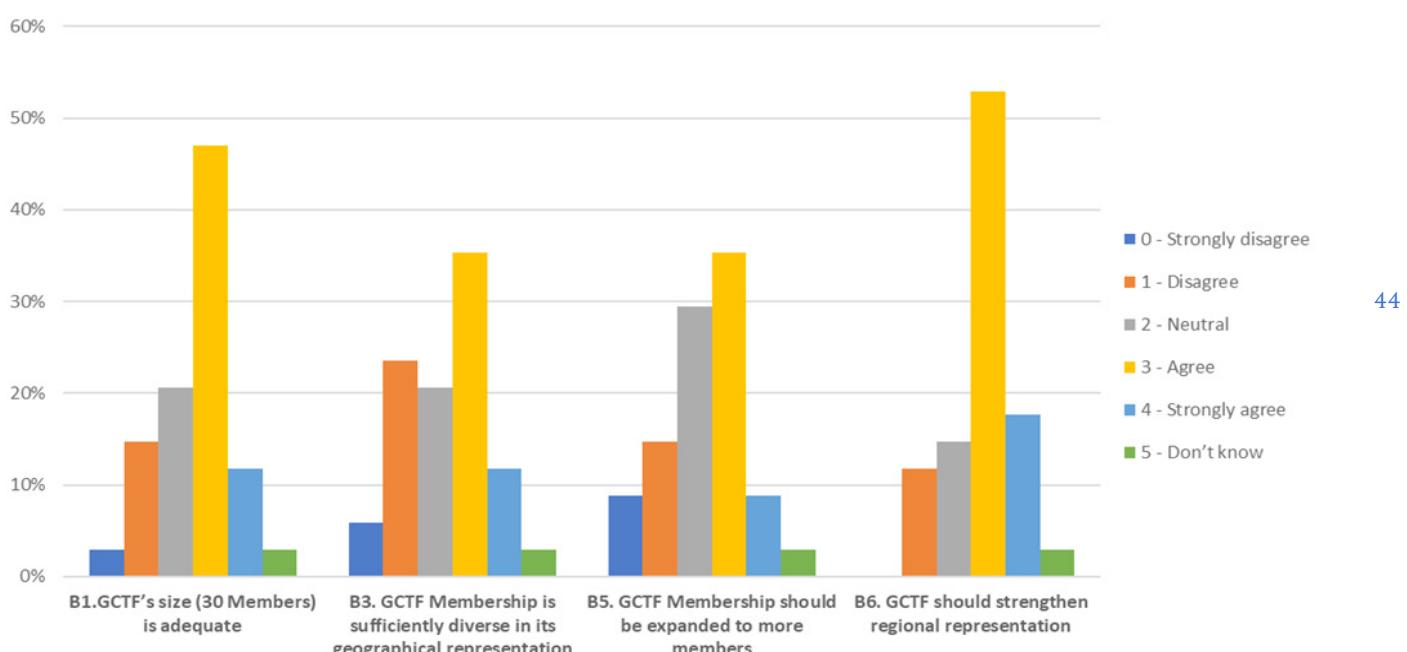


Figure 16. Respondents' views on size, membership and representation.

The outcome of the questionnaire very much reflects what we heard during the interviews. Quite a few Members indicated that the GCTF should maintain its current size and not add new members, as they fear this would jeopardize the flexible nature and decision-making process of the Forum. Some also point out that it would be impossible to gain consensus on which countries would be allowed to join. Different Members have different (regional) priorities and bilateral relationships with other countries which would result in the need to include many more countries to the GCTF. They also point out that whilst several countries in the past have expressed the wish to join the GCTF. Non-member countries with an interest in the GCTF do receive invitations to the different working group meetings. Although a minority within the GCTF, there are certain Members that consider it important to include more countries. They consider member expansion an important step forward for the GCTF to maintain its ability to stay ahead of the curve, address new threats and be more inclusive. After all, the 'G' of GCTF stands for 'Global', but in their view the GCTF in its current state does not represent the globe enough.

4.2. Outreach and participation

An important task of the GCTF is reaching out to and cooperating with other organizations. We therefore asked respondents in the questionnaire and interviews how they view GCTF's outreach and external participation in its work. We also analyzed participant lists in terms of number of meetings and participation from Member and non-member countries and partners. The questionnaire reveals that in general, they strongly agree or agree that the GCTF undertakes sufficient efforts to contact and cooperate with a wider range of actors. However, they do make a differentiation between different actors:

- The majority of the respondents strongly or agree with the statement that the GCTF undertakes sufficient efforts to contact and cooperate with a wider range of international and multilateral organizations active in the field.
- According to respondents the least efforts are targeted towards contact and cooperation with both the private sector and human rights organizations, followed by academia and civil society organizations.

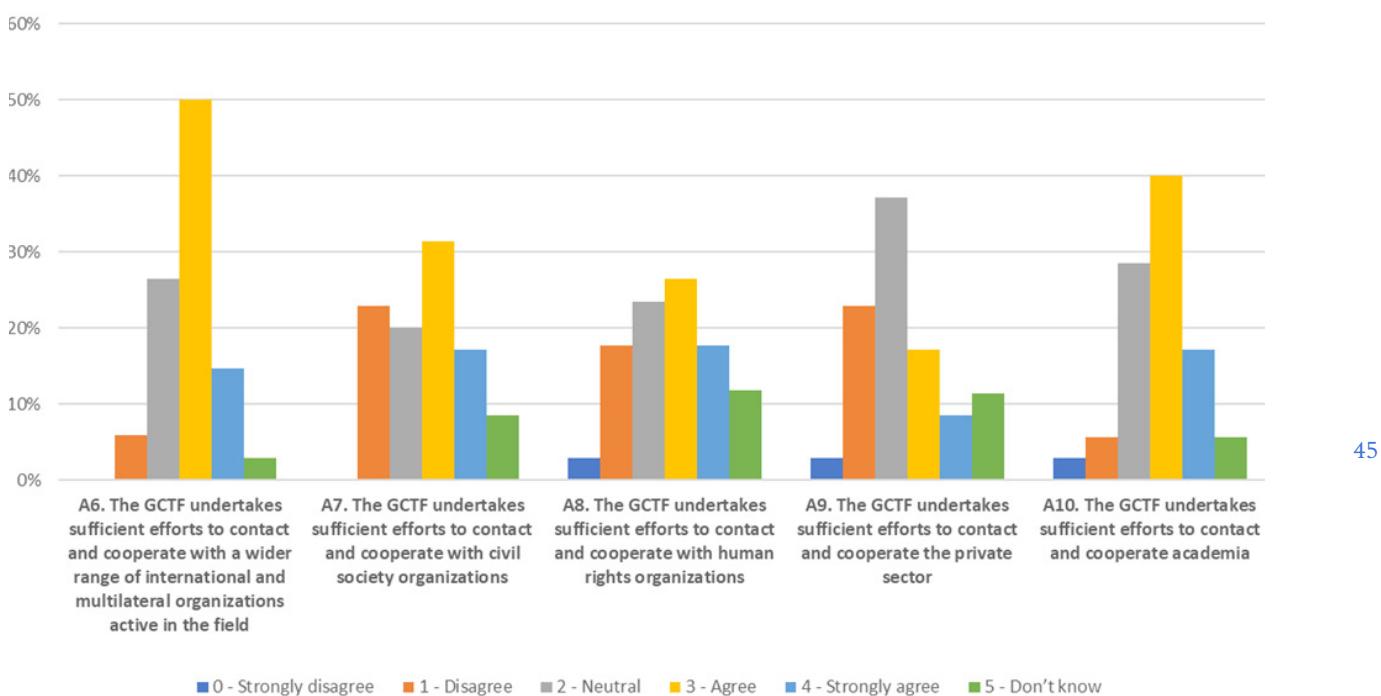


Figure 17. Respondents' views on GCTF outreach and cooperation with other organizations.

Half of the respondents of the questionnaire feel that current GCTF events sufficiently involve a wide range of stakeholders and that participation in GCTF events is sufficiently diverse and that non-members have sufficient opportunities to participate in GCTF events. This is visually illustrated in Figure 17. While there appears to be a general acknowledgement that the GCTF does engage well, differences appear in responses about specific groups of stakeholders. We further explored this issue in the interviews. It appears that Members and non-members differ in opinion when it comes to diversity in terms of participation. Members tend to praise the GCTF for its diverse participation and inclusivity. Especially when they compare the GCTF to other multilateral fora they engage in, they feel the GCTF is unique in engaging a broad array of stakeholders across the globe, particularly practitioners, academia and technical experts. Of course there are other organizations that also include policy-makers, academia and practitioners, but, as some Members highlighted, these bodies often have narrower mandates than the GCTF or specific regional focus (e.g. Europe).

Non-members, particularly respondents from academia, CSOs and implementers feel the GCTF could do more to engage a variety of stakeholders. They recognize that the GCTF certainly does undertake efforts to engage a diverse range of participants but feel the engagement is limited to a selected few 'usual suspects'. The general

opinion among these respondents is that once you get ‘your foot in the door, you are generally invited to participate in GCTF meetings.’ However, they feel there are certain obstacles to get that foot in the door:

- The GCTF appears very much focused on the Ministries of Foreign Affairs of Members. Members are asked to provide names for suitable participants via their GCTF point of contact. However this person/official is most often placed within the Ministry of Foreign Affairs. They are often not necessarily the best placed to identify which specific practitioner/civil society organization is doing good work on the ground. Inviting the right people to the table is very much dependent on how the specific GCTF point of contact is able to work across national, regional and local governments and the levels of engagement with CSOs, academia, practitioners etc. It is sometimes difficult to get vetted by the Administrative Unit or Working Group Co-Chairs. In our interviews several respondents shared experiences of wanting to participate in GCTF meetings, but not being able to get their request further than the Administrative Unit. Similarly, implementers also indicated that their suggestions are not always shared with the Working Group Co-Chairs by the Administrative Unit.
- Travel and (accommodation) expenses are not (always) reimbursed. Non-member respondents indicated that they often participate in similar meetings of other multilateral fora. Those invitations are always accompanied with an offer to either arrange (and pay) or reimburse travel and accommodation. However, this is not the case for the GCTF. Such an offer is not a standard procedure for participants or speakers and it differs per working group – when formally asked – if its Co-Chairs are able and prepared to reimburse costs. In the experience of non-member respondents this prohibits participation of those organizations who cannot afford it, which is especially true for CSOs.

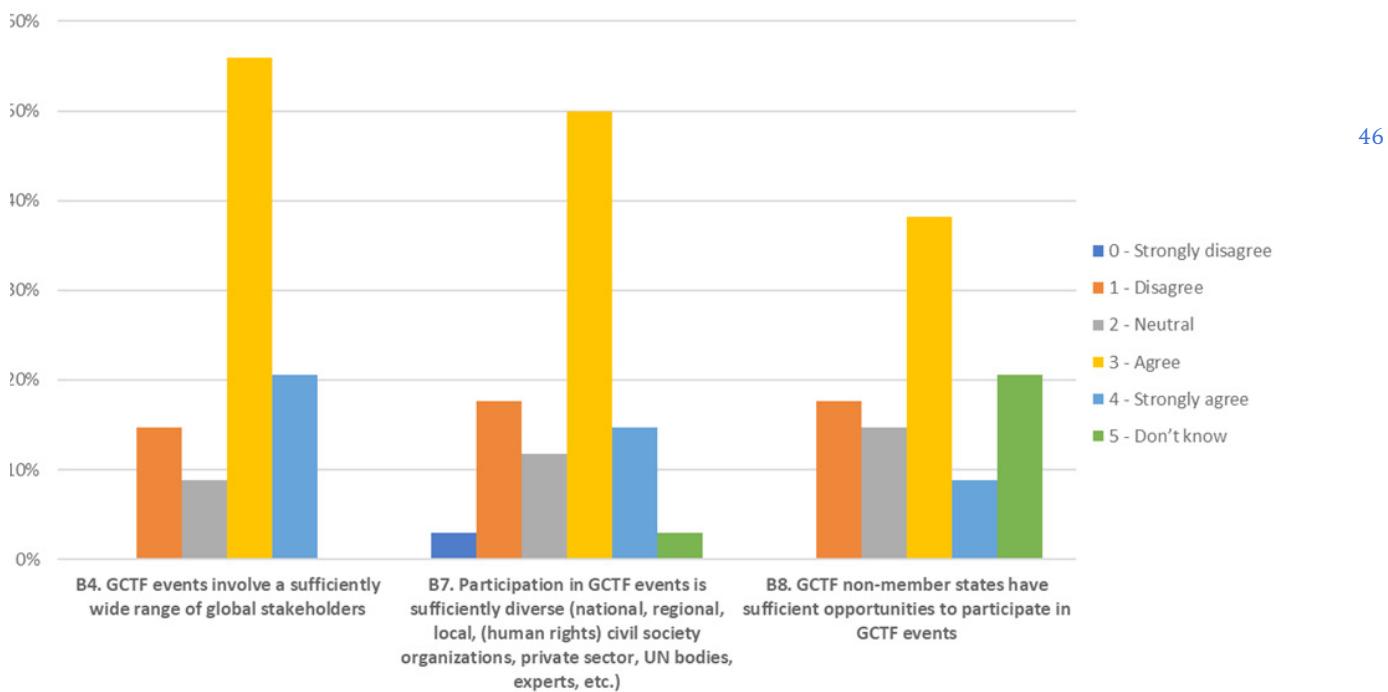


Figure 18. Respondents’ views on participation in GCTF events.

Respondents in the questionnaire and interviews have indicated that utilizing both virtual and hybrid meetings (a combination of a virtual platform and an in-person meeting) should be considered in the future for cases where there may be financial constraints on traveling for targeted participants. Respondents have a slight preference for virtual meetings over hybrid meetings (see Figure 19).

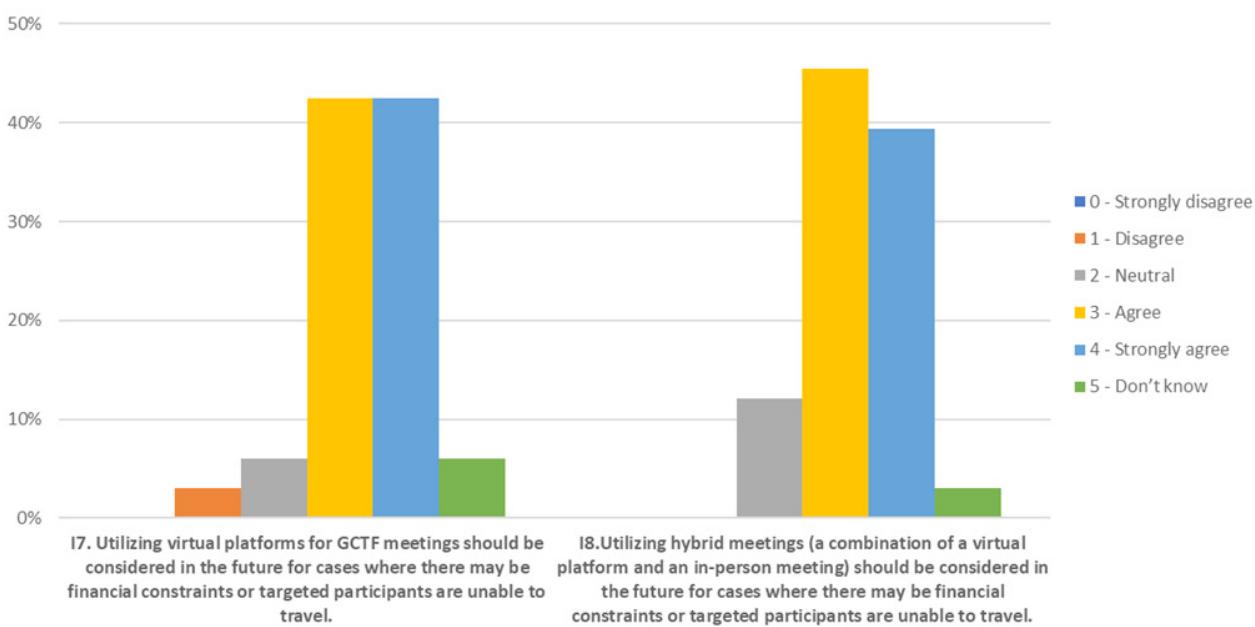


Figure 19. Respondents' views on virtual and hybrid meetings.

To our knowledge, detailed statistics on participation at GCTF meetings are only available starting from 2017, when the T.M.C. Asser Instituut started compiling reports on the data for donors. Since 2017, the Administrative Unit has submitted quarterly reports to the T.M.C. Asser Instituut on the number of meetings they organized, the number of participants of each meeting, the ratio of participants from GCTF Members and non-member countries and organizations. However the data submitted in the quarterly reports only makes a differentiation between Members and non-members, the latter not being separated into different categories, such as for example Inspired Institutions, UN agencies, NGOs or international organizations. In addition to participation statistics, the quarterly reports also contain information on the sponsorship of participants and additional costs relating to meetings, such as translation and shipping fees.

	2014	2015	2016	2017	2018	2019	2020
Total no of meetings	18 (10)	19 (18)	31 (20)	23	25	25	34
Ministerial Plenary Meetings	1 (0)	1 (1)	1 (1)	1	1	1	0
total no. of participants	N/A	146	161	167	141	150	0
no. of member countries participating per mtg. (of 30)	N/A	29	30	30	30	29	0
Coordinating Committee Meetings	2 (0)	2 (2)	2 (2)	2	2	2	1
total no. of participants	N/A	207	237	229	201	233	96
average no. of participants per mtg.	N/A	104	119	115	101	117	96
average no. of member countries participating per mtg. (of 30)	N/A	28	30	29	28	29	28
average no. of non-members participating per mtg.	N/A	7	9	8	9	13	5

Table 11. Overview of participation in GCTF Ministerial Plenary Meetings and Coordinating Committee Meetings between 2014 and 2020.

*For years 2014-2016, statistics were calculated based on participant lists available. In brackets are the number of meetings for which participant lists were available, next to the actual number of meetings held that year. Calculations were based on the numbers in brackets, where applicable. For the years 2017-2020 quarterly reviews were available that covered all meetings.

**The Coordinating Committee Meeting in the spring of 2020 was cancelled due to the COVID-19 pandemic, while the fall meeting was held online. The Ministerial Plenary Meeting in the fall of 2020 was also postponed.

With regards to information on participation prior to 2017, statistics are based on individual participant lists for each meeting. Though participant lists exist for most meetings even before 2017, they are not available for all events. In fact, most meetings did not have a participant list in the early years of the GCTF. In addition to the years 2017-2020, we therefore only analyzed the years 2014-2016, where participant lists were available for more than half of the meetings that year (55%, 95% and 65% respectively). In the years prior to 2014, participant lists are only available for less than 40% of meetings each year.

Based on the data (between 2014 and 2020), it can be said that in general participation in the Coordination Committee Meetings is high, with 28-29 GCTF Members present out of the 30 on a regular basis. The total participation number has been around 111 for the past five years (2015-2019); however, it has fallen to 96 in 2020. This could be attributed to the fact that the March 2020 Coordinating Committee was cancelled and the September 2020 Coordination Committee Meeting was moved online due to the COVID-19 pandemic, and shortened to take into account its virtual nature and focused to address essential business only. However, representation of GCTF Members remained high and 28 out of the 30 GCTF Members were present online and one Member submitted a written statement having been unable to attend. It is important to note, that although the Spring and Fall Coordinating Committee Meetings are the same in title and level of participation, they are different in con-

	2014	2015	2016	2017	2018	2019	2020
Total no of meetings	18 (10)	19 (18)	31 (20)	23	25	25	34
Total thematic working group meetings	10 (7)	5 (5)	18 (11)	9	15	14	16
total no. of participants	573	472	848	638	985	863	1189
average no. of participants per mtg.	82	94	77	71	66	62	74
average no. of member countries participating per mtg. (of 30)	15	22	17	18	16	16	16
average no. of non-members participating per mtg.	8	16	15	15	14	14	16
Total regional working group meetings	3 (2)	6 (5)	5 (4)	3	3	2	3
total no. of participants	212	366	481	326	289	155	265
average no. of participants per mtg.	106	73	120	109	96	78	88
average no. of member countries participating per mtg. (of 30)	17	11	15	16	19	17	16
average no. of non-members participating per mtg.	16	16	23	20	27	11	25
Standalone initiative meetings	1 (1)	5 (5)	3 (2)	6	4	3	2
total no. of participants	88	259	102	388	312	178	184
average no. of participants per mtg.	88	52	51	65	78	59	92
average no. of member countries participating per mtg. (of 30)	19	12	10	13	15	15	16
average no. of non-members participating per mtg.	20	8	11	14	16	7	26
Other (UN, Insp Inst meetings, coordination meetings, etc.)	1 (0)	0 (0)	2 (0)	2	0	3 (2)	12
total no. of participants	N/A	0	N/A	95	0	58	343
average no. of participants per mtg.	N/A	0	N/A	48	0	29	29

Table 12. Overview of participation in the meetings of GCTF Working Groups and Initiatives between 2014 and 2020.

*For years 2014-2016, statistics were calculated based on participant lists available. In brackets are the number of meetings for which participant lists were available, next to the actual number of meetings held that year. Calculations were based on the numbers in brackets, where applicable. For the years 2017-2020 quarterly reviews were available that covered all meetings (with the exception of one in 2019, listed under “Other”).

**In 2020, the first meetings of the year, held between January and March, were in person, the rest of the meetings in the year were held online due to the COVID-19 pandemic.

***In 2020, the 12 “other” meetings include the eight Strategic Vision consultations as well.

text and location (the latter being held together with the Ministerial Plenary Meeting, always on the margins of the UN General Assembly in New York). However, this does not seem to affect participation numbers, as they are very similar. While the Coordinating Committee Meetings are generally limited to the participation of GCTF Members, the Inspired Institutions and representatives of the UN, in the years prior to 2020, there was a slight increase in the number of non-member countries and organizations participating, from 7 to 13 (between 2015 and 2019). It is important to note that the number of non-members includes all three of the Inspired Institutions (via three separate delegations) and the UN Global CT Compact (their delegation counts as one, regardless of the number of UN Global CT Compact entities present). In September 2020, the number of non-members was 5. The online nature and thus the focused agenda can be the main reasons for a lower number of participants from both GCTF Members and non-members.

The same can be said for regional working groups. Both regional working groups of the GCTF focus on Africa, albeit different regions. Generally over the past seven years, while GCTF Member participation in regional working group meetings (16 Members on average) was similar to that of thematic working group and initiative meetings (17 and 14, respectively), they always attracted a higher participation from non-member partners. While in thematic working group and initiative meetings 14 and 15 non-members participate on average, respectively, this number is 20 for regional working group meetings. This difference underlines the GCTF's commitment to inclusivity. The importance of involving regional stakeholders, be it non-member countries, regional organizations or local civil society, in GCTF activities that are designed to address local and regional needs was also mentioned by several respondents of the interviews. However, there does not seem to be an increased participation due to regional working group meetings moving online in 2020. While non-member participation in these meetings doubled from 2019, numbers for 2017 and 2018 show a similarly high participation to 2020.

5 Role and relationship with the GCTF Inspired Institutions

The three GCTF Inspired Institutions were set up as the implementing arms of the Forum, to promote the practical use of the GCTF framework documents. Though their different roles and responsibilities have significantly broadened over the course of the years, they remain the main implementers of GCTF documents, supporting the development of national, regional and sub-regional civilian counter-terrorism (CT) capabilities. In addition, the three GCTF Inspired Institutions contribute to the necessary expertise and resources in the field to enhance global CT cooperation within a rule of law framework and with respect for human rights. The Inspired Institutions, though closely linked to the Forum, are each independent organizations with separate governance, funding and priorities.

The first of the three Inspired Institutions, *Hidayah - International Center of Excellence for CVE* was launched in December 2012 as a response to a growing desire from GCTF Members for the establishment of a center dedicated solely to countering violent extremism (CVE). The United Arab Emirates, as one of the Co-Chairs of the Countering Violent Extremism Working Group at the time of the launch of the GCTF in 2011, offered to host *Hidayah* in Abu Dhabi. *Hidayah* supports the work of the GCTF by conducting a range of programs, such as capacity building in support of vulnerable youth, family members, as well as community policing, and education to address the issue of violent extremism.

The International Institute for Justice and the Rule of Law (IIJ) was launched in June 2014, after GCTF Members expressed strong support for the establishment of a key platform to deliver innovative and sustainable training to implement the counterterrorism-related, rule of law-based good practices being developed by the GCTF and other international and regional fora. The IIJ was established as a domestic foundation in Malta and is based in its capital, Valletta. The IIJ carries out the implementation of GCTF framework documents in the field of criminal justice and rule of law by delivering sustainable capacity building and training to criminal justice practitioners and stakeholders.

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The Global Community Engagement and Resilience Fund (GCERF) was launched the same year, in September 2014 to support the GCTF's overarching mission to promote strategic, long-term approaches to countering violent extremism. Hosted by Switzerland and based in Geneva, GCERF closely aligns its mandate and subsequent work with the P/CVE efforts of the GCTF by supporting community-led grassroots initiatives in the field of PVE to reach people vulnerable to radicalization.

The three Inspired Institutions have very different mandates and relationships with the GCTF. They are all important implementers of GCTF documents, supporting the development of national, regional and sub-regional civilian counter-terrorism (CT) capabilities to help policymakers and practitioners operationalize GCTF guidance in their local context. While the IIJ is mainly focused on providing criminal justice and rule of law related trainings based on GCTF guidance, GCERF is a funding mechanism that also carries out monitoring and evaluation, and *Hidayah* develops programs on counter narratives, strategic communications and rehabilitation, among others.

However, as they are most often considered as one group by the GCTF, their distinct focus and set up might not be clear for a lot of Members and partners of the GCTF. This has also become clear from the interviews. Respondents who were familiar with the names of the Inspired Institutions did not know what each one did or how they were different from one another. In a related question, we also wanted to know whether those respondents who are familiar with the work of the Inspired Institutions, know that they are 'inspired' by the GCTF. Often, this was also not clear, some respondents (from partner organizations) who have directly worked with either of the Inspired Institutions, did not know that they were connected to the GCTF.

5.1. The visibility of the Inspired Institutions within the GCTF

Despite the important role the Inspired Institutions can play in the implementation of the GCTF framework documents and the general promotion of the work of the Forum, the Inspired Institutions have expressed concern that their interaction with GCTF Members remains limited. The Inspired Institutions are invited to the yearly Ministerial Plenary Meetings and the biannual Coordinating Committee Meetings where they are asked to present their work from the previous year. This short presentation has been the only formal, systematic interaction between the Inspired Institutions and GCTF Members until 2020 when the first coordination meeting was set up (see later in this section). The Inspired Institutions do collaborate with the Working Groups on an individual basis, therefore are invited to several working group plenary meetings, expert meetings and workshops, however, as indicated during the interviews, due to limitations in funding, travel and attendance might not always be possible. The work of the Inspired Institutions is also summarized in the yearly GCTF Co-Chairs' Strategic Report (produced for the Coordinating Committee and Ministerial Plenary Meetings in September). Until the launch of the revamped GCTF website in the spring of 2021, there was only a sub-page on the GCTF website dedicated to the activities of the Inspired Institutions, containing only limited information. Since the launch of the new website, success stories have been included that describe concrete examples of the GCTF community making practical use of GCTF output, including via the Inspired Institutions. Their Twitter accounts are also included in the Twitter feed on the home page of the revamped GCTF website and they are featured and tagged through the GCTF Twitter account. The Administrative Unit has also set up regular outreach meetings with the three institutions to facilitate communications and increase visibility. Therefore, though there may have been limited visibility for the Inspired Institutions within the GCTF, recent efforts have significantly increased their profile on GCTF channels, specifically via the work of the Administrative Unit.

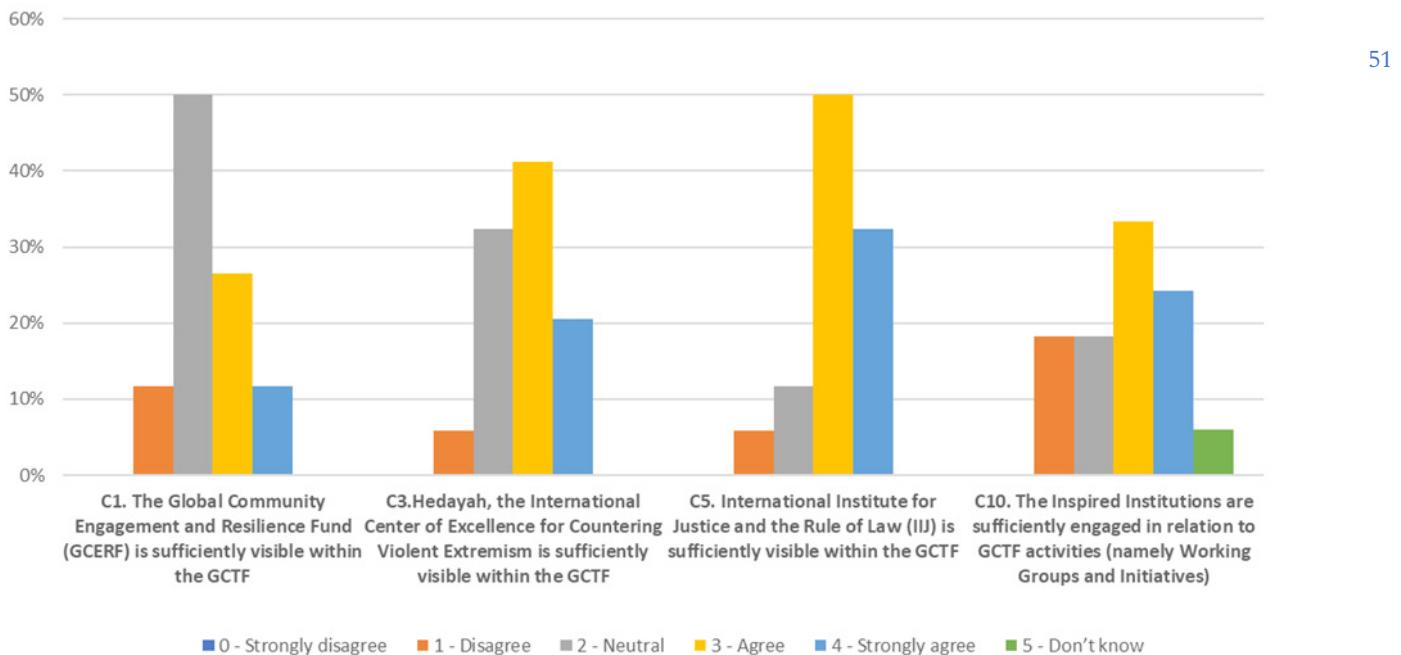


Figure 20. Overview of answers given to questions on the visibility of the Inspired Institutions within the GCTF.

According to the answers given to the M&E questionnaire, the Inspired Institutions' visibility seems to be in line with respondents' familiarity with the Institutions. It appears that the IIJ is the most visible within the GCTF community, with half the respondents agree and almost a third (32%) strongly agree with the statement. These numbers are 41% and 21% for Hidayah and 26% and 12% for GCERF, respectively. There also seems to be more room to engage the Inspired Institutions with the Working Groups and Initiatives of the GCTF. Slightly over half of the respondents (59%) answered favorably (24% strongly agree and 35% agree) to the question whether the Inspired Institutions are sufficiently engaged with the Forum's activities.

The lack of visibility is also mirrored in the responses given to the questionnaire on familiarity with the Inspired Institutions. While around two thirds of respondents (65% of both GCTF Members and non-members) are very (and 18% moderately) familiar with the work of the IIJ, this number is significantly lower for the other two Inspired Institutions. Less than half of the respondents (41%) are very (and 21% moderately) familiar with GCERF, while only a third of the respondents are with *Hidayah* (32% for both answers). This gap in familiarity with what the three Inspired Institutions do could be attributed to the differences in the scope of their work, their regional presence and priorities. Regardless of these differences, greater visibility within the GCTF could benefit all three.

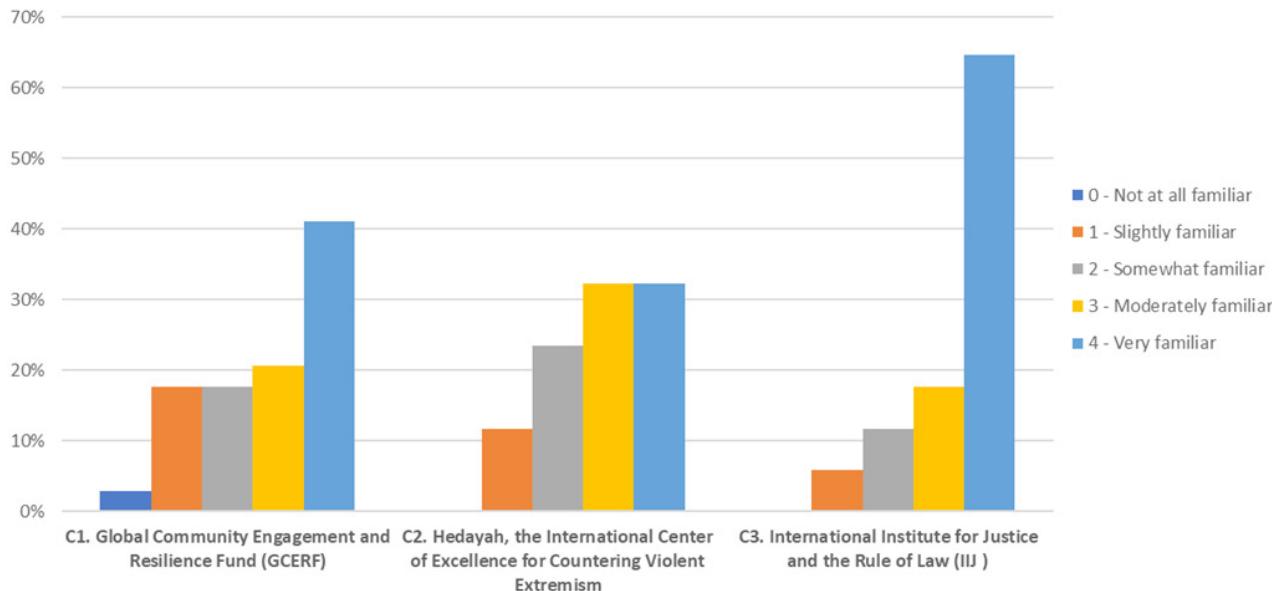


Figure 21a. Overview of the answers given to the questionnaire on respondents' familiarity with the GCTF Inspired Institutions.

The need to address the Inspired Institutions' relationship with the Forum has been identified by both sides and accordingly there has been a number of meetings in the past to provide the Administrative Unit and the GCTF Co-Chairs with a stocktaking of the relationship, incorporating the views of the three organizations. The Inspired Institutions provided feedback on the most pressing issues, including on the sustainability (or lack thereof) of their funding, the relationship with the United Nations, as well as their overall role within the GCTF. As a result and to address the need for more frequent, systematic interactions between the Forum and the three organizations, the first formal GCTF – Inspired Institutions coordination meeting was held online in September 2020 in advance of the Coordinating Committee Meeting.

Though a step in the right direction, regular coordination meetings with the GCTF Co-Chairs could fall short of reaching its goal of enhancing cooperation with and the visibility of the Inspired Institutions. This is underlined by the fact that those GCTF Members who are not Co-Chairs of a working group or are co-leading an initiative are not invited to these meetings, but are only provided with meeting summaries afterwards. The UN Global CT Compact is also not invited, as they have their own separate coordination meeting, also on the margins of the Coordinating Committee Meeting. Throughout the interviews, several respondents have raised the idea – besides maintaining a separate dialogue with the GCTF Co-Chairs and WG Co-Chairs – of a combined meeting to provide a platform for an annual dialogue on how GCTF guidance is implemented by whom. These meetings could then also include a monitoring and evaluation component to demonstrate the feasibility and usefulness of the work carried out. Another suggestion was to have an additional yearly meeting with the Inspired Institutions, where all GCTF Members could participate.

As mentioned before, the Inspired Institutions produce/generate a wide-range of activities, a number of which build on GCTF framework documents and practical tools. These include, among others, trainings for practitioners, capacity-building and providing guidance and funding for grass-root initiatives. A series of questions in the questionnaire were aimed at finding out how familiar the GCTF community is with these products of the Inspired Institutions. Overall, more than two thirds of respondents (67%) are using or have used the products of the Inspired Institutions, as opposed to 15% who have not.

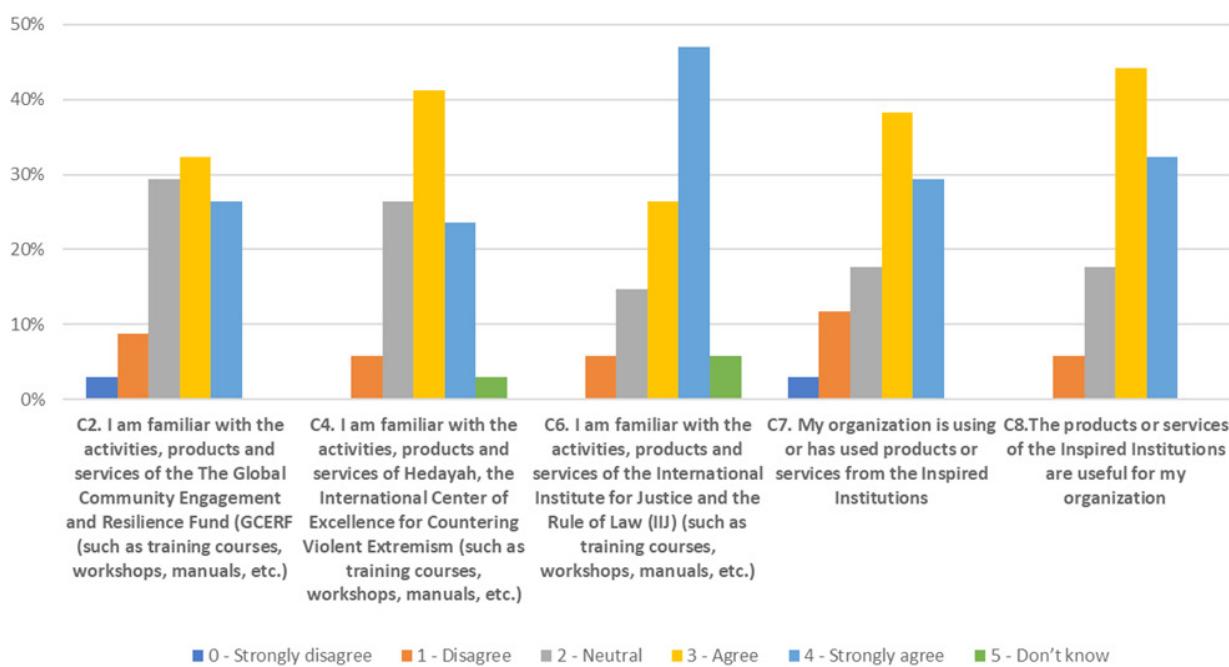


Figure 21b. Overview of answers given to respondents' familiarity with the work and activities of the Inspired Institutions.

When broken down to the individual institutions, the answers again show that the IIJ is the most well-known Inspired Institution out of the three and respondents are overall familiar with its products and activities (47% strongly agree and 26% agree with the statement). These numbers are 24% and 41% for *Hedayah* and 26% and 32% for GCERF, respectively. All in all, there seems to be a consensus on the usefulness of the Inspired Institutions' products and services: 76% of the respondents find them useful for their organization (32% strongly agree and 44% agree with the statement).

These findings resonate with what respondents expressed during the interviews. The IIJ was mentioned the most often in the interviews, while GCERF and *Hedayah* seem to be less known, but again, this can also be attributed to the fact that their scope of work and therefore relationship with and need for the GCTF is different. Suggestions were made throughout the interviews by both Members and partners on how each institution could do better in interacting with the GCTF. These suggestions have been communicated to the Inspired Institutions separately, as they were not the focus of the evaluation.

Several Members and partners emphasized in the interviews, that the GCTF as a whole should do more for the Inspired Institutions. Suggestions include:

- collectively define what 'inspired' means and what role the GCTF wants for these institutions, and how this is aligned with the role the Inspired Institutions see for themselves, as branding is essential;
- increase the visibility of the Inspired Institutions in GCTF documents and newsletters;
- involve the Inspired Institutions in document development and launch joint initiatives with them that builds on their expertise;
- organize a biannual coordination meeting between the Inspired Institutions, and members of the UN

Global CT Compact, where GCTF Members can also participate and can also gain a better understanding of the different roles and activities of each organization;

- focus more on success stories during Coordinating Committee Meetings, enabling the Inspired Institutions to share more of their work;
- include a session at the Ministerial Plenary Meetings on how GCTF Members contribute to and engage with the Inspired Institutions and present (via the Administrative Unit) opportunities for the ways they could;
- create a community brand, for example a ‘GCTF Alliance’ that could include close partners, non-member countries, as well as the Inspired Institutions to encourage communications and a spread of ideas, while being informal and loosely aligned with the GCTF.

6 The relationship with the United Nations

Since its launch, the GCTF has emphasized the importance of maintaining a close relationship with the United Nations system, as stated in the *Political Declaration* of September 2011 that launched the GCTF:

We seek, as a matter of priority, to develop a close and mutually reinforcing relationship with the UN system, including to ensure that the work of the GCTF is consistent with and reinforces the UN Global Counter-Terrorism Strategy;

as well as:

We fully support the central role of the United Nations and the importance of full, comprehensive, and balanced implementation of the UN Global Counter-Terrorism Strategy and the UN counterterrorism framework more broadly;

As also stated in the *Political Declaration*, the aim of creating the GCTF was to complement the CT and P/CVE efforts of the UN and to support the implementation of the UN's Global Counter-Terrorism Strategy (2006), the Secretary-General's Plan of Action to Prevent Violent Extremism (2016), as well as relevant Security Council Resolutions. While in the first few years of the GCTF, this relationship mostly existed on paper, the cooperation between the two organizations intensified in the second half of the past decade, with the launch of joint initiatives, regular coordination meetings, set out in the Joint UN-GCTF Ministerial Statement of 2018 and reaffirmed in the *Ministerial Declaration* of 2020.

6.1. Practical cooperation with the UN Global Counter-Terrorism Coordination Compact

The engagement between the GCTF and the UN deepened in the second half of the past decade, with more practical cooperation since 2015, while information sharing and inviting UN representatives to GCTF meetings have existed throughout. In July 2015, Morocco, the United States and the United Nations Counter-Terrorism Centre (UNCCT) launched the Border Security Initiative that involved a series of workshops over the course of three years. As a result, the *Good Practices in the Area of Border Security and Management in the Context of Counter-terrorism and Stemming the Flow of Foreign Terrorist Fighters* was developed in 2016. To support the development of training courses that address these good practices, the Initiative Co-Leads together with UNCCT developed a *Training of Trainers Curriculum* the following year.

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	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Co-lead initiatives	0	0	0	0	1	1	1	1	1	2	4
Joint (initiative) meetings	0	0	0	0	0	2	1	3	1	12	

Table 13. Overview of jointly launched initiatives between the GCTF and the UN and the number of initiative meetings held each year.

*Meetings for 2021 were not calculated.

Since 2015, each year saw one GCTF initiative where a UN agency joined as a co-lead; while in 2021 there are three initiatives as a result of the cooperation between the two organizations. The Border Security Initiative ran between 2015 and 2017. In September 2017, the Nexus between Transnational Organized Crime and Terrorism Initiative was launched by the Netherlands and the United Nations Interregional Crime and Justice Research Institute (UNICRI). This Initiative ran until the end of 2019 and resulted in the development of a *Policy Toolkit* operationalizing *The Hague Good Practices on the Nexus between Transnational Organized Crime and Terrorism*. In January 2020, the United States and the UN launched the Watchlisting Guidance Manual Initiative with the aim of enhancing implementation of the requirement under operative paragraph 13 of UNSC Resolution 2396 (2017) to advance states' ability to develop and maintain watchlists and databases of known and suspected terrorists. Initially planned for one year, the Watchlisting Guidance Manual Initiative will run until September 2021, by which time it will have developed a toolkit. In addition to these, UN partners were invited to co-lead two additional initiatives in 2021. Launched in 2020, the Initiative on Ensuring Implementation of Countering the Financing of Terrorism Measures While Safeguarding Civic Space (co-led by Morocco, the Netherlands and the UN) will produce a GCTF framework document in 2021. A Gender and Identity Factors Platform on Countering

Violent Extremism and Counterterrorism Initiative (co-led by Canada and United Nations Office of Counterterrorism (UNOCT)) is ongoing.

In parallel, GCTF Members have collaborated with different UN agencies on the development of GCTF framework documents, as well as on organizing standalone meetings. For example, in 2016, under the auspices of the Initiative to Address the Life Cycle of Radicalization to Violence, the Criminal Justice and Rule of Law Working Group, together with the International Institute for Justice and the Rule of Law (IIJ) and UNICRI, developed the *Neuchâtel Memorandum on Good Practices for Juvenile Justice in a Counterterrorism Context*. In September 2019, the Capacity-Building in the East Africa Region Working Group hosted a High-level Side Event on Countering the Financing of Terrorism on the margins of the United Nations General Assembly, in cooperation with UNOCT.

The relationship between the GCTF and the UN was further formalized in 2018. Following the first coordination meeting between the GCTF and the UN Counter-Terrorism Implementation Task Force (CTITF) Working Group Chairs, held in September 2017, the two organizations issued the Joint UN-GCTF Ministerial Statement, to reiterate on the highest level their joint objective to enhance coordination and cooperation and to develop common and mutually reinforcing CT-related projects. Based on this statement, the GCTF drafted a report on the GCTF-UN cooperation, entitled *GCTF Analytical Report – Global and United: Towards an Enhanced GCTF and UN Cooperation* presenting an overview of the collaboration, as well as identifying joint priorities for the years 2018-2019, and a set of recommendations to strengthen cooperation between the GCTF and the UN.

One practical outcome of the report was the setting up of regular coordination meetings between the GCTF Co-Chairs, its Working Group Co-Chairs and CTITF (UN Global Counter-Terrorism Coordination Compact as of 2019) Working Groups. Following the initial meeting in September 2017, yearly meetings were set on the margins of the Coordinating Committee and the Ministerial Plenary meetings in New York in September. In 2019, a second meeting per year was added on the margins of the Spring Coordinating Committee Meeting. In 2020, the spring meeting was cancelled due to the onset of the COVID-19 pandemic.

Coordination meetings between the GCTF and the UN
2019 - 2021

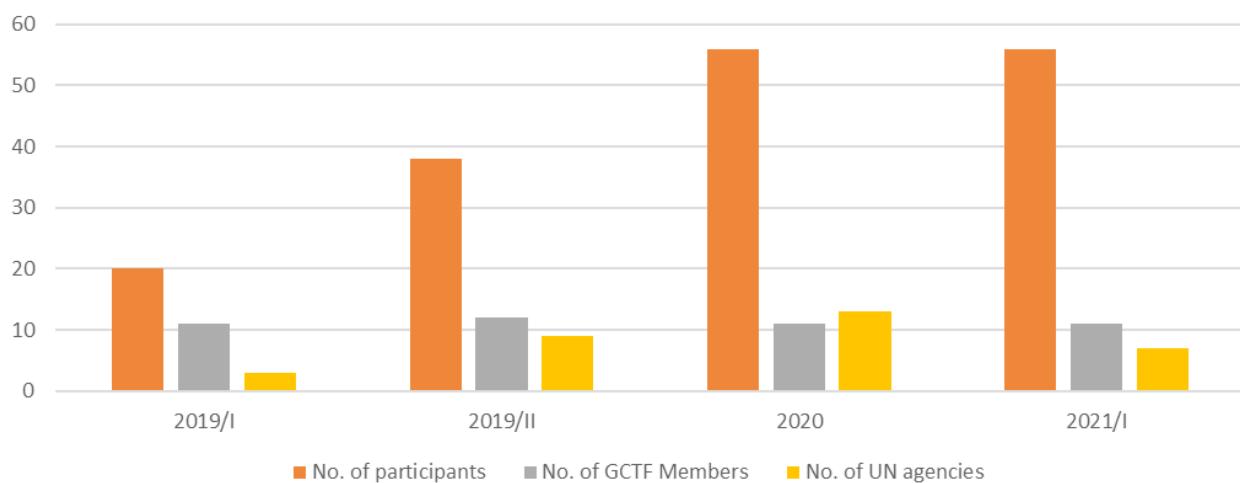


Figure 22. Overview of the Coordination Meetings between the GCTF and the UN between 2019 and 2021.

*Though coordination meetings have been held as early as 2017, there is unfortunately no data on participation for 2017 and 2018.

The coordination meetings aim to revisit the joint priorities set forth in the 2018 GCTF Analytical Report and to discuss avenues for practical cooperation. Over the course of the past years, these meetings have become an important aspect of the GCTF-UN cooperation, which is reflected in the attendance rates. While there is no data available on participation in the 2017 and 2018 meetings, attendance has gone up significantly over the last two years, with 20 participants in March 2019, 38 in September 2019 and 56 in both September 2020 and March 2021. High participation rates in the last two meetings could also be explained by the fact that the event was moved online due to the COVID-19 pandemic and to the consolidation of the UN Global CT Compact and its Secretariat. With regards to attendance, GCTF Members have been represented in the same proportion (11, 12, 11 and 11 GCTF Members respectively) throughout the years, this is due to the fact that participants have remained consistent—GCTF Co-Chairs, Working Group Co-Chairs and GCTF Initiative Leads are invited to the meeting. The UN delegated representatives from 3 agencies in March 2019, 9 in September 2019, 13 in September 2020 and 7 in March 2021, this fluctuation in numbers can be attributed to not only the in-person/online nature of the events, but also the location, whereas attendance can be higher at meetings held in New York (such as in September 2019) where more UN agencies are located.

Another outcome of the GCTF Analytical Report was the establishment of a part-time position Liaison Officer within the Administrative Unit. The Liaison Officer's portfolio involves coordinating activities between the two organizations and enabling the exchange of information to further cooperation. The Liaison Officer is also responsible for organizing the coordination meetings. In 2020, the UN Global Counter-Terrorism Coordination Compact established a Secretariat that acts as a counterpart to the GCTF Administrative Unit and is working to coordinate the Compact's cooperation with the Forum.

6.2. Opinions on the GCTF-UN cooperation

In the questionnaire, we asked GCTF Members and non-members to provide some insight into how they perceive the Forum's relationship with the UN and where they see room for more cooperation. Based on the answers given, the general satisfaction with the GCTF-UN cooperation seems to be quite high, with almost half of the respondents agree with the statement and over 20% strongly agree.

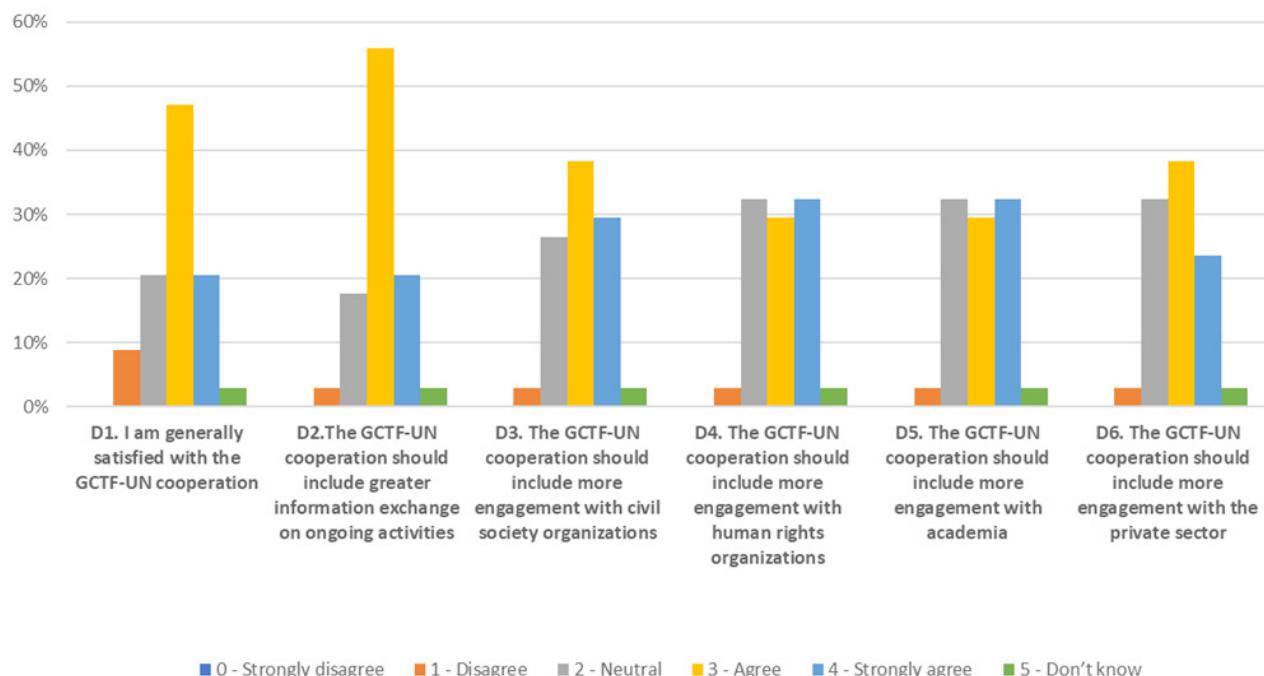


Figure 23. Overview of answers given to the questionnaire on the GCTF-UN cooperation.

Despite the general satisfaction, a significant number of respondents agree that there is room for more cooperation: over 50% agree and over 20% strongly agree that the cooperation between the two organizations should include more information exchange on ongoing activities.

According to respondents, there also seems to be more room for diversifying who the two organizations cooperate with:

- almost 40% agree and almost 30% strongly agree that it should include more engagement with civil society organizations;
- almost 40% agree and almost 30% strongly agree that it should include more engagement with the private sector;
- engagement with the academia and human rights organizations have equal support, in both cases around a third of respondents agree/strongly agree with enhancing cooperation.

It is worth noting that with regards to the general satisfaction with the GCTF-UN cooperation, almost 10% of respondents were not satisfied. A number of respondents mentioned that though a decade ago the GCTF served as a catalyst for the development of topics that the UN was slow to react to, with the establishment of UNOCT and many other specialized UN agencies, the UN system has caught up to speed. With this in mind, there has to be more attention paid to the possible duplication of efforts. This is more crucial now that resources might be scarce following the COVID-19 pandemic. In light of this, the need for close coordination was mentioned by several respondents throughout the interviews. With regards to concrete actions, a GCTF Member suggested that the GCTF should play a more active role in the (at the time of the interviews ongoing) biannual review of the UN Global Counter-Terrorism Strategy as an observer, to be able to remain informed on main developments and be aware of UN Members' positions. At the same time, it is worth noting that some respondents raised concerns over whether more cooperation with the UN would lead to more bureaucracy within the GCTF, which would then in turn jeopardize its nimbleness and flexibility. Some respondents also highlighted the inherent difficulties that come with working closely with an organization as big and complex as the UN. Especially, since an 'extra layer of bureaucracy' has been added by the establishment of the UN Global CT Compact Secretariat. The rhythm of work of the UN is by nature slower than that of the GCTF, which often creates frictions and tensions on an operational level. As the relationship is unbalanced between the two organizations (due to their size and the GCTF's supporting role), the challenge of the UN taking ownership of joint projects has been raised as well. Though this is understandable, given the UN's obligations towards its Member States, it does sometimes create tensions in the cooperation. Despite the difficulties in this constantly evolving relationship, almost all GCTF Members interviewed have emphasized the central role of the UN in the CT and P/CVE world and the GCTF's important role in supporting it. The fact that the UN asked the GCTF, from among a number of other fora in the field, to participate in the UN's 2021 Counter-Terrorism Week held at the beginning of July 2021, was also mentioned as a reflection on how important this relationship is to both sides.

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Multiple UN respondents expressed a wish to have a more visible presence within the GCTF that would allow for more involvement in GCTF activities, in addition to via the coordinated engagement by the UN Global CT Compact. UN Global CT Compact entities participating in the interviews, while applauded the flexible and nimble nature of the GCTF which enables quick cooperation, expressed concern over the inclusiveness of the document creation process. If certain countries, who are not members of the GCTF do not participate in the document's development, it makes it more difficult to have that document endorsed by that country's government and for the UN to work with it in a local setting. A preference over inclusivity over speed was also mentioned by one UN agency. The apolitical nature of the Forum was also welcome/praised by UN Global CT Compact entities, as it creates an atmosphere where issues can be discussed 'openly and frankly' and as the UN is involved in these discussions, they can take home the ideas further reflect on them internally. However, more visibility on activities within the GCTF would be welcome, so interested UN Global CT Compact entities can look for additional possible avenues of cooperation. There would be a number of areas that are of interest to a number of UN Global CT Compact entities (gender was mentioned specifically), where the GCTF is very active, but due to the lack of visibility on GCTF activities, UN Global CT Compact entities cannot get as involved as they would like to. Further

challenges were mentioned in connection to working with the Administrative Unit, due to the strict processes they use and the lack of streamlined processes between different working groups and initiatives. With regards to a future role for the GCTF, one UN Global CT Compact entity suggested that the Forum could act as a funding mechanism for the implementation of their own framework documents, but not actively taking part in implementation on the ground, as it is not suited or set up for that. This could complement the efforts of those UN Global CT Compact entities that work on the ground. Finally, a number of areas were suggested by UN Global CT Compact entities where the GCTF can take the lead:

- the nexus between organized crime and terrorism, as the GCTF already has a comparative advantage in this field due to its *Policy Toolkit*;
- victims of terrorism;
- follow up on the *Rome Memorandum* on rehabilitation and reintegration;
- gendered aspects of terrorism;
- malicious use of technology/artificial intelligence (AI), which the UN is also working on.

7 Outcomes of the GCTF

This chapter discusses the outcomes of the GCTF. Specifically, it deals with the question whether GCTF activities have led to improved knowledge and skills on a variety of CT and CVE topics that GCTF Members have endorsed in framework documents consisting of good practices, recommendations, and action plans and to what extent they have led to their implementation related to the following topics:

- responses to the “foreign terrorist fighters” (FTF) phenomenon, including returning FTFs (RFTFs);
- human rights-compliant CT practices in the criminal justice sector;
- the role of the judiciary in adjudicating terrorism offenses;
- rehabilitation and reintegration of violent extremist offenders;
- multi-sectoral approaches to CVE;
- community engagement and community-oriented policing as tools for CVE;
- education and CVE;
- the role of families in CVE;
- preventing and denying the benefits of kidnapping for ransom by terrorists;
- supporting victims in the immediate aftermath of a terrorist attack; preventing and countering violent extremism and terrorism online; and
- the protection of soft targets in a counterterrorism context.

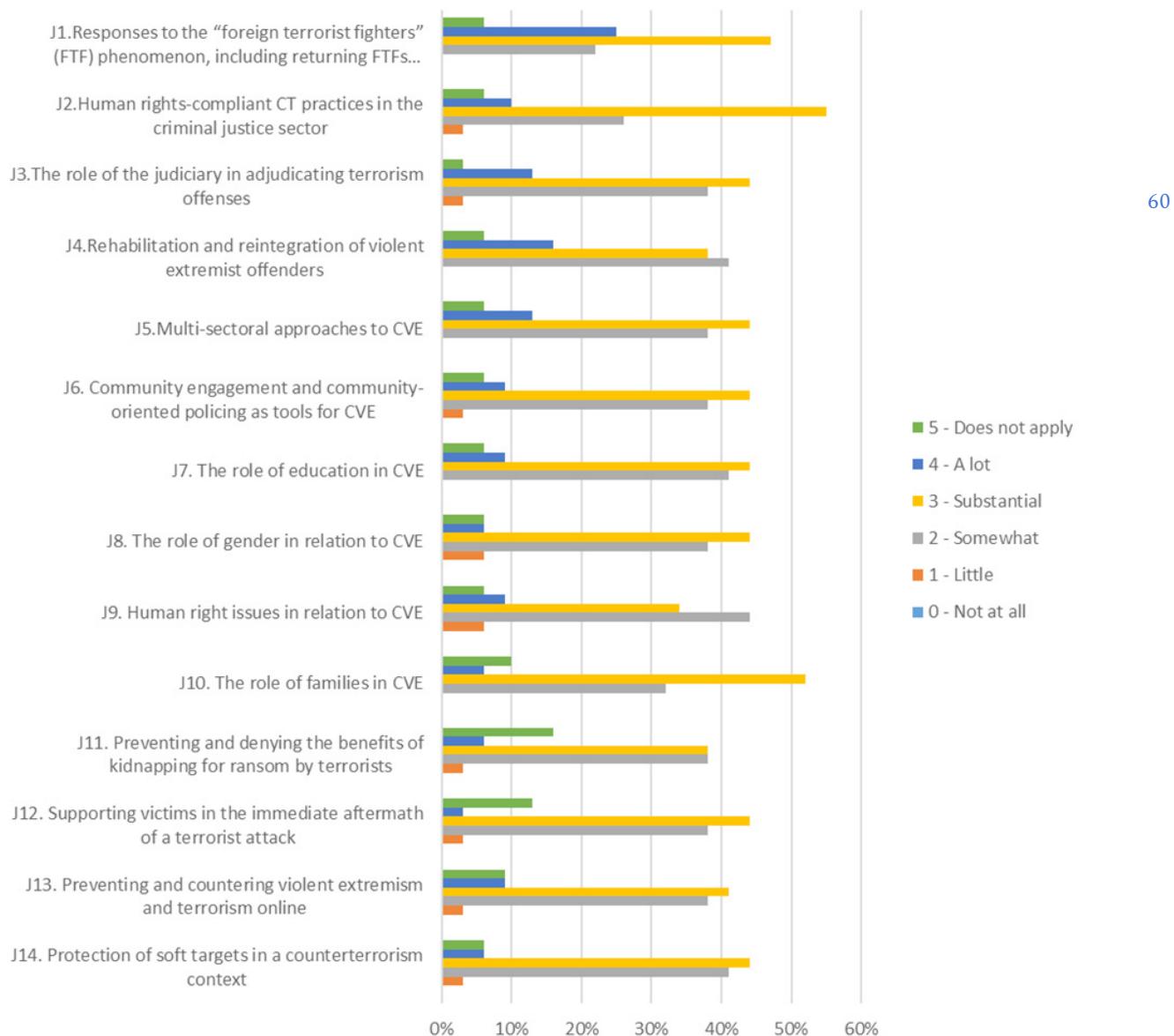


Figure 24. Improved knowledge of respondents on different GCTF themes.

Besides the focus on positive outcomes of improved knowledge, skills and implementation thanks to GCTF activities, this chapter also looks at potential side effects of GCTF activities, especially in relation to human rights and gender. The linkages between of GCTF activities and human rights were addressed by the United Nations Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism, in her report entitled *Promotion and protection of human rights and fundamental freedoms while countering terrorism* published in August 2019.

7.1. Improved skills and knowledge

7.1.1. Improved knowledge

About half the respondents claim that their knowledge has strongly improved or improved on different topics thanks to the GCTF. The knowledge of respondents seems to have improved most on the following three topics:

- Responses to the “foreign terrorist fighters” (FTF) phenomenon, including returning FTFs (RFTFs);
- Human rights-compliant CT practices in the criminal justice sector;
- The role of families in CVE

The knowledge of respondents has improved the least on human rights in relation to CVE, although the difference between topics do not seem significant given the small response base. The difference in knowledge on ‘human rights-compliant CT practices in the criminal justice sector’ compared to ‘human rights in relation to CVE’ might be explained by a specific Initiative the Criminal Justice and Rule of Law Working Group undertook in 2019 on Criminal Justice Responses to the Linkages between Terrorism, Transnational Organized Crimes and International Crimes. The outcome of the Initiative was the development of the *Addendum to the Hague Good Practices*, adopted in 2020, which contains concrete human rights language in a criminal justice context.

7.1.2. Improved skills

Whilst half the respondents claim that their knowledge has improved (strongly) on different topics thanks to the GCTF, the outcomes for improved skills are slightly less in comparison to improved knowledge. Although the percentages are slightly lower than the improved knowledge, topics that the skills of respondents have improved most are similar, with the only difference that the role of the judiciary in adjudicating terrorism offenses now comes third instead of fourth:

1. Responses to the “foreign terrorist fighters” (FTF) phenomenon, including returning FTFs (RFTFs);
2. Human rights-compliant CT practices in the criminal justice sector;
3. The role of the judiciary in adjudicating terrorism offenses;

The skills of respondents have improved the least on preventing and denying the benefits of kidnapping for ransom by terrorists and on the protection of soft targets in a counterterrorism context. For each topic there is always a number of 10 to (slightly over) 20% of respondents who indicated that ‘it does not apply’. Based on the interviews this answer can be related to the fact that not all respondents participate in each and every GCTF working group and initiative meeting and therefore cannot answer the question if their skills have improved. Also, many of our questionnaire respondents are not practitioners, but quite often policymakers, for whom improved skills are less relevant.

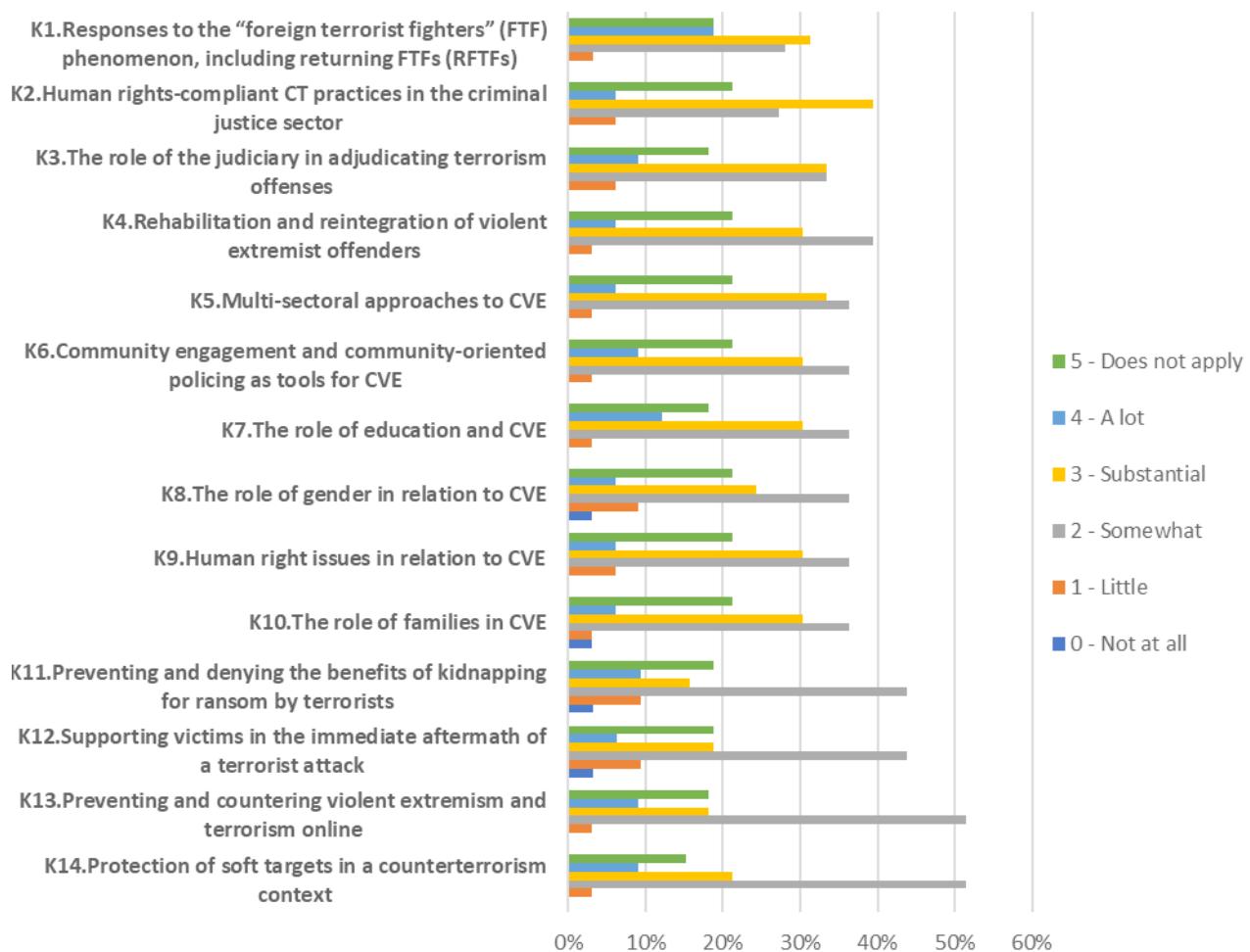


Figure 25. Improved skills of respondents on different GCTF themes.

7.2. Implementation and referencing

The GCTF itself was not set up to implement its outputs: it is neither organized that way nor has the legal authority to do so. Due to the informal nature of the platform and the fact that GCTF outputs are non-binding, Members can choose to implement GCTF good practices, recommendations and other guidance on a national, regional and/or local level, but it is by no means compulsory to do so. In relation to the different topics, nearly a quarter or more of the respondents claim that implementation of GCTF good practices, recommendations and other guidance does not apply to their situation. The interviews provided us with a more in-depth analysis as to why this is. First of all, not all respondents have the ability to implement. For example, someone from academia will not likely implement a GCTF framework document. They take note of the GCTF documents, sometimes reference to them in their work, but would not implement specific recommendations. Secondly, since most GCTF framework documents are security focused, the implementation of these would fall on government agencies, as opposed to practitioners, as mentioned in some of the interviews.

Lastly, some Members feel their CT and CVE policies and practices are quite advanced and are already ahead of the GCTF framework documents, good practices and recommendations, therefore they do not feel the need to follow up on a national, regional or local level. Rather, they tend to focus on making sure other countries and organizations are familiar with GCTF products (e.g. through funding).

Good practices and recommendations that have been *most implemented* are:

- responses to the “foreign terrorist fighters” (FTF) phenomenon, including returning FTFs (RFTFs);
- the role of education in CVE;
- human rights compliant CT practices in the criminal justice sector and community engagement and community-oriented policing as tools for CVE.

Good practices and recommendations that have been the *least implemented* are:

- supporting victims in the immediate aftermath of a terrorist attack;
- the role of families in CVE and preventing and denying the benefits of kidnapping for ransom by terrorists;
- human rights issues in relation to CVE.

Based on our interviews and document analysis, we believe that this might not have as much to do with the actual document itself, rather than with the function of the respondent filling out the questionnaire. From Members' side those who have completed the questionnaire were mainly GCTF points of contact working with the Ministry of Foreign Affairs within their national governments. Supporting victims, the role of families and human rights in CVE are issues that in some countries could fall under the mandate of other ministries or agencies.

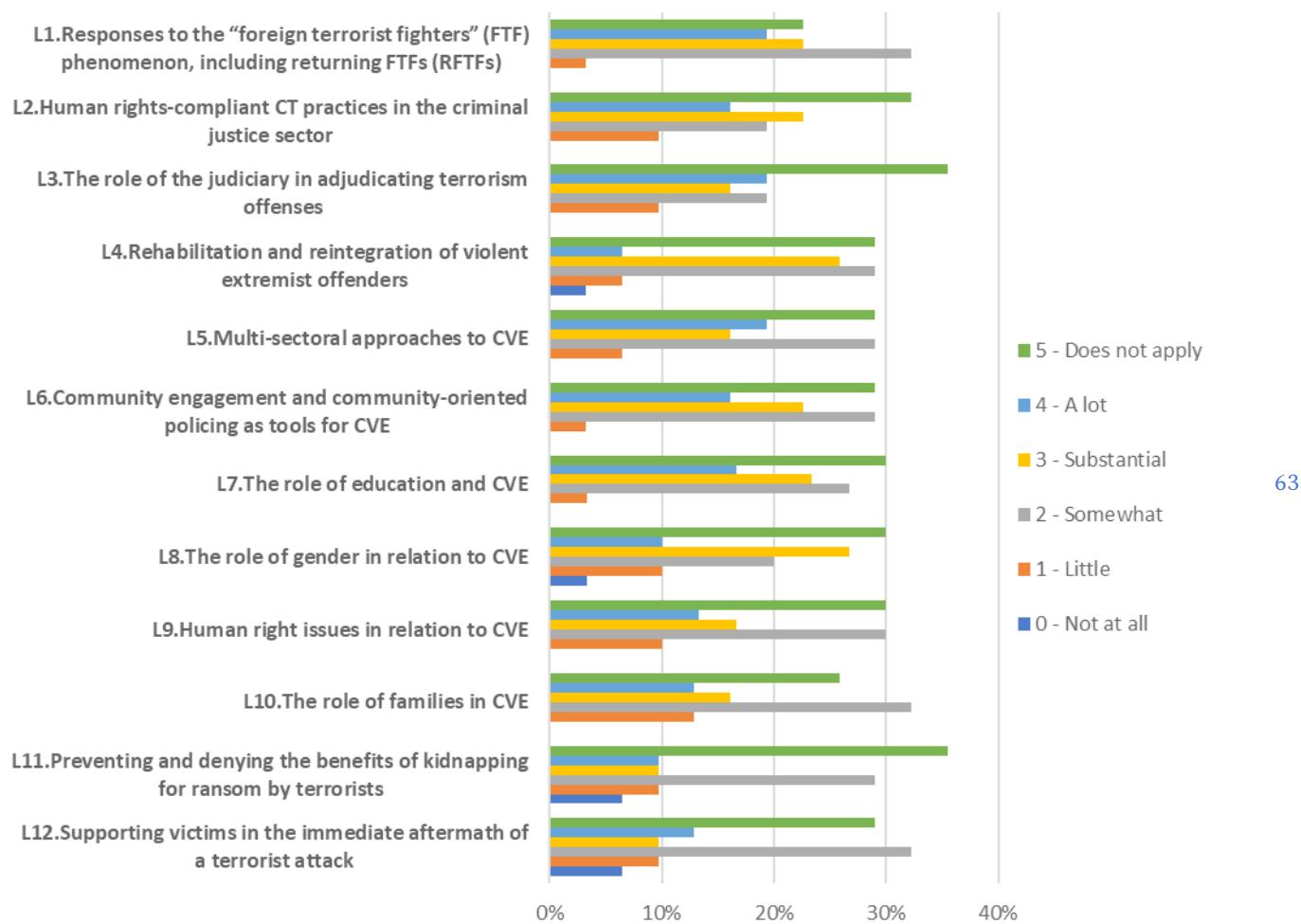


Figure 26. Implementation of GCTF products on different GCTF themes.

During the interviews and in the questionnaire, Members and non-members provided examples of practical use of the GCTF framework documents:

- *The Hague Memorandum on Good Practices for the Judiciary in Adjudicating Terrorism Offences* was used to train judges and prosecutors in the Western Balkans, the Middle East, the Czech Republic and Malta;
- *The Hague Memorandum on Good Practices for the Judiciary in Adjudicating Terrorism Offences* was also used as a basis curriculum to train Indian trial court level judges, used for several sessions by the National Judicial Academy in Bhopal, India;
- Several good practices on risk assessment for deradicalization programs were used to improve a GCTF Member's risk assessment in correctional centers for detainees incarcerated for terrorism offences;
- The same Member also used the *Abuja Recommendations on the Collection, Use, and Sharing of Evidence for*

Purposes of Criminal Prosecution of Terrorist Suspects to aid the military in capturing and collecting evidence needed for the prosecution of terrorist cases, the Rabat Memorandum on Good Practices for Effective Counterterrorism Practice in the Criminal Justice Sector to channel these captured offenders into the criminal justice system and the Neuchâtel Memorandum on Good Practices for Juvenile Justice in a Counterterrorism Context for integrating considerations for minors into the criminal justice system;

- A UN Global CT Compact member used the Policy Toolkit for the Nexus between Transnational Organized Crime and Terrorism to train a group of law enforcement officials and CSOs in Albania and another similar group online in Kenya;
- A different UN Global CT Compact member used the Policy Toolkit for the Nexus between Transnational Organized Crime and Terrorism as part of their training in the Sahel region (in Burkina Faso, Chad and Niger);
- The Rabat Memorandum on Good Practices for Effective Counterterrorism Practice in the Criminal Justice Sector and the Neuchâtel Memorandum on Good Practices for Juvenile Justice in a Counterterrorism Context were also used by the UN in different trainings.

The interviews have provided an insight into how the GCTF's framework documents have been used over the past decade. However, this insight is only limited and a systematic follow-up on what happens with the GCTF's documents after they are endorsed is called for. Providing a feedback loop on the practical use of the framework documents would enable the GCTF to elaborate on topics where it is needed and adequately supplement already existing good practices to make sure the Forum's guidelines remain topical.

7.3. Integration of gender and human rights considerations

7.3.1. Integration of human rights in GCTF practice and implementation

The Political Declaration establishing the GCTF in 2011 explicitly stated the importance of respecting human rights while countering terrorism, which was also reiterated in the 2020 Ministerial Declaration:

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We recognize that all counterterrorism measures must be fully consistent with international law, in particular the UN Charter, as well as international human rights, refugee, and humanitarian law;

and underscores that they are essential to a successful counterterrorism effort:

We underscore that respecting human rights and the rule of law while combating terrorism, is based on a recognition that they are complementary and mutually reinforcing, and an essential part of a successful counterterrorism effort;

Within the GCTF, human rights are considered a crosscutting theme that is taken into consideration in the work of all the GCTF's Working Groups and Initiatives. As it is present as an underlying priority, the importance of human rights in CT and/or P/CVE is not explicitly taken up by any working group or via initiatives. So far, there has been no GCTF framework document on the issue of human rights.

The GCTF has produced a total of 36 framework documents and 4 practical toolkits and manuals in the past decade. Upon examining these documents, we found that over half (55%, 22 out of 40) contain a reference to human rights in the context of developing human rights-compliant CT practices in the criminal justice sector, while over a third (35%, 14 out of 40) mention human rights in relation to P/CVE. Both references have become more prominent in the second half of the last decade, two-thirds of human rights related references can be found in documents developed since 2016.

	no. of doc.s the topic is mentioned in (2011-2020)	no. of documents mentioning the topic per year									
		2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
2. Human rights-compliant CT practices in the criminal justice sector	22	1	3	0	3	0	5	2	3	4	1
9. Human right issues in relation to CVE	14	0	1	1	0	2	1	2	2	3	2

Table 14. Overview of GCTF documents that mention human rights. Total number of framework documents and practical toolkits and manuals is 40.

The issue of respecting human rights in CT and P/CVE seems to have gained more attention within the GCTF since the United Nations Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism published her report entitled *Promotion and protection of human rights and fundamental freedoms while countering terrorism* in August 2019. The report “addresses the role of “soft law” and new institutions in the creation, enforcement, oversight and regulation of counterterrorism measures.”⁷ One of these new institutions the report examines is the GCTF.

The main criticism the Special Rapporteur voiced about the GCTF in relation to incorporating the respect for human rights into its guidance, were the following:⁸ Firstly, it is difficult to discern how the GCTF selects its priorities and whether the role of human rights and compliance with international law is considered in the choice of initiatives and projects. Secondly, it is unclear whether any national human rights experts consistently interface with the Coordinating Committee or whether there is any active outreach to national human rights institutions in the development of strategy or new projects or any human rights expertise built into the Administrative Unit. Thirdly, it is not evident how the values and principles that inform the rule of law, as well as the dignity, equality and due process values that infuse international human rights treaties, are systematically included into GCTF good practice documents and practical tools. Lastly, it is not clear how the procedures generating GCTF framework documents, such as the silence procedure, encourage and support human rights integration into and prioritization in effective counter-terrorism efforts.

Apart from dissecting the language of GCTF framework documents to see how human rights are mentioned, it is difficult to assess whether these recommendations are taken into consideration when the Forum’s guidelines and good practices are being implemented by national, regional and local governments.

In our interviews we discussed the outcome of the Special Rapporteur’s report with our respondents. Respondents highlighted that the importance of human rights is a more recent development and was not as such recognized when the GCTF was set up, but has gained prominence since. The question of human rights and gender considerations is related to views on the inclusivity of the GCTF in the sense that more inclusivity (e.g. inviting more civil society organizations to the table) contributes to the human rights perspective being voiced in GCTF meetings. There is a diversity of opinions on the issue of inclusivity and human rights and gender considerations within the GCTF. Some GCTF Members consider inclusivity and the integration of human rights more important than others. In the opinion of some of our respondents, some GCTF Members tend to focus on excluding human rights language and guidance from the framework documents. This could make more integration of human rights especially difficult given the consensus-based nature of the Forum.

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In the interviews several suggestions have been made for more human rights integration:

- Be more inclusive: inviting human rights CSOs to meetings (both as speakers, as well as participants) in addition to NGOs and think tanks. Selection of these organizations should also be on their ability to bring a human rights perspective to the table as respondents have noticed that some participants and implementers have a more security perspective. The following two groups have been proposed: 1) CSOs who are specialized in advocating for human rights being embedded in CT measures, e.g. Human Rights Watch and Amnesty International and 2) grassroots organizations, as they can share first-hand experience on how they are impacted by measures, both positively and negatively;
- Provide clarity and expectation management on the document development and review process including the silence procedure to human rights and grassroots organizations invited to GCTF meetings as the final document might feel ‘watered down’ by the end of the process, due to comments made by Members.
- Consider a more inclusive document development and review procedure in which not only members, but also other participants (e.g. CSOs, human rights organizations, academia) of the meetings get one final opportunity (similarly to Members) to share their views on the final version/draft of the document;

7. General Assembly Report (A/74/335) of the UN Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism, August 2019, <https://undocs.org/pdf?symbol=en/A/74/335>

8. *Ibid.*

- Make use of existing capacity: involve human rights officers from other organizations throughout the document development process, e.g. from relevant UN agencies or the Inspired Institutions;
- Make the Administrative Unit responsible for checking the document development and review process and output through a human rights lens (this would require specialized training/experienced officers);
- Include guidance in each framework document on how to ensure human rights compliance in a standardized way (as opposed to current inconsistent attempts at inclusion).

7.3.2. Integration of gender considerations into GCTF practice and implementation

Contrary to the importance of human rights, gender considerations in CT and P/CVE is not mentioned in the *Political Declaration*. However, there has been significantly more work on incorporating gender perspectives into the work of the GCTF. Over the past decade the GCTF has developed two framework documents specifically addressing the role of gender perspectives, including those of women, in P/CVE. The first, *Good Practices on Women and Countering Violent Extremism* was developed in 2015 and its *Addendum*, with a focus on mainstreaming gender, in 2019. The development of this Addendum is a good example of revisiting and updating already existing guidelines to respond to recognized gaps in CT subject matter and related guidance as experience and expertise evolves around the globe.

	no. of doc.s the topic is mentioned in (2011- 2020)	no. of documents mentioning the topic per year									
		2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
8. The role of gender in relation to CVE	19	0	0	1	1	1	5	1	4	4	2

Table 15. Overview of GCTF documents that mention women or gender. Total number of framework documents and practical toolkits and manuals is 40.

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When examining the 40 GCTF framework documents and practical tools and manuals, we found that almost half (47.5%, 19 out of 40) contain references to the role of women or to gender perspectives more broadly in CT and/or P/CVE. Similarly, to human rights references, it seems that the second half of the past decade saw the majority of these documents created (84%, 16 out of 19). It is important to note that in this period of five years, the proportion of documents mentioning gender considerations per all documents created each year has significantly risen (55% in 2016, 33% in 2017, 100% in 2018, 66% in 2019 and 100% in 2020). All documents endorsed in 2018 as well as in 2020 contain a reference to considering gender aspects in CT and P/CVE.

In addition, in early 2020 two new initiatives were launched with a gender focus. The Initiative on Gender and Preventing and Countering Violent Extremism (P/CVE) Policy Toolkit is being developed under the auspices of the Countering Violent Extremism Working Group, co-chaired by Australia and Indonesia. It is ongoing and will develop a Policy Toolkit that will “assist practitioners and policymakers in designing, implementing, monitoring, and evaluating programs that strengthen CVE efforts by taking into account the gendered aspects”⁹ of P/CVE.

The Gender and Identity Factors Platform on Countering Violent Extremism and Counterterrorism Initiative is co-led by Canada and UNOCT. It “aims to raise awareness about the value of integrating the analysis of the impact of gender and other identity factors (such as age, race, ethnicity, ability, nationality) in response to violent extremism and terrorism, as well as provide practical tools and resources to support and develop more effective and sustainable P/CVE and CT policies and capacity building programs.”¹⁰ The outcome of the Initiative will be a platform of resources and training materials.

9. GCTF website, <https://www.thegctf.org/Who-we-are/Structure/Initiatives/Gender-and-Preventing-and-Countering-Violent-Extremism-P-CVE-Policy-Toolkit-Initiative>

10. GCTF website, <https://www.thegctf.org/Who-we-are/Structure/Initiatives/Gender-and-Identity-Factors-Platform-for-Countering-Violent-Extremism-and-Counterterrorism-Initiative>

Our respondents at the interviews proposed similar recommendations for human rights integration as for gender mainstreaming. They also provided some additional concrete recommendations:

- Systematically include a gender lens on CT and P/CVE (via topics, such as gender and terrorism, gendered impact of terrorism, gender's role in radicalization, deradicalization, etc.). Whilst it is recognized that the GCTF has produced separate initiatives and documents on this, the recommendation is to maintain a gender lens consistently in every produced document;
- Widen the scope of participants at meetings, invite participants who are specialized in human rights and gender, as opposed to gender and security. This can be achieved by reaching out to the Gender and Responding to Violent Extremism (GARVE) Network;
- Ensure more gender diversity in participants invited to GCTF meetings. Respondents mentioned a misbalance between the number of women and men who attend GCTF meetings. This statement is based on observations of respondents and currently cannot be corroborated by statistics, as participation lists do not mention gender, whether through a binary framework or through a gender diverse approach. Nevertheless, participant lists have traditionally included gendered titles such as Mr. and Ms., though the GCTF Administrative Unit is moving away from this binary approach to gender identity. This might be included for future M&E purposes.

8 Future Monitoring and Evaluation

There is a general consensus among GCTF Members that M&E is important for the future of the GCTF. There are diverse opinions on how extensive M&E should be. These opinions are very much related to what respondents feel the aim and mission of the GCTF is or should be. For example, those who feel that the GCTF should focus more on implementation of good practice documents want to focus on monitoring their actual implementation and also assess what the impact of that implementation is on the ground.¹¹ Some Members have pointed out that it is important to recognize that the GCTF is an informal, multilateral platform that produces non-binding outputs. The question is to what extent the GCTF would be able to achieve certain outcomes and impact, let alone evaluate them, as it does not have the capacity nor the mandate to implement framework documents. This report could be used as a starting point to formulate the objectives of a future M&E, together with Members. It is important to recognize that monitoring and evaluation means different things in different country contexts. These divergent views should be clarified in the conversation. To help start the conversation, language, terminology, topics, indicators examples and an M&E visual (see Figure 27) are presented in this chapter. It also discusses the necessary preconditions for monitoring and evaluation. Based on the conversation, language on M&E could be added to the *Terms of Reference*.

8.1. What is monitoring and evaluation?

Monitoring and evaluation starts with identifying the problem and relevant target audiences. Which problem is the GCTF trying to address and for whom? Which target audiences experience the problem and in what way? The GCTF can then set up different activities which are organized by the different working groups or initiatives. The output of these activities are the direct quantifiable results, e.g. a meeting on foreign fighters and their families brought together 20 policymakers, 10 people from academia and 10 CSO's from countries X, Y and Z and led to a framework document called A. Outcomes refer to the actual effects that were achieved due to the organized activities. It is possible to identify short, middle and longer term outcomes. An example of a short term outcome is that the knowledge of participants on a specific CT or P/CVE topic – e.g. on families of foreign terrorist fighters – has improved after this specific GCTF meeting and the developed framework document. A middle term effect is that due to the improved knowledge of for example policymakers, they design and implement support interventions for families of foreign fighters along the lines of the framework document. A longer term outcome is that families of foreign terrorist fighters actually receive support. The impact of that support is that radicalization of for example other family members is prevented.

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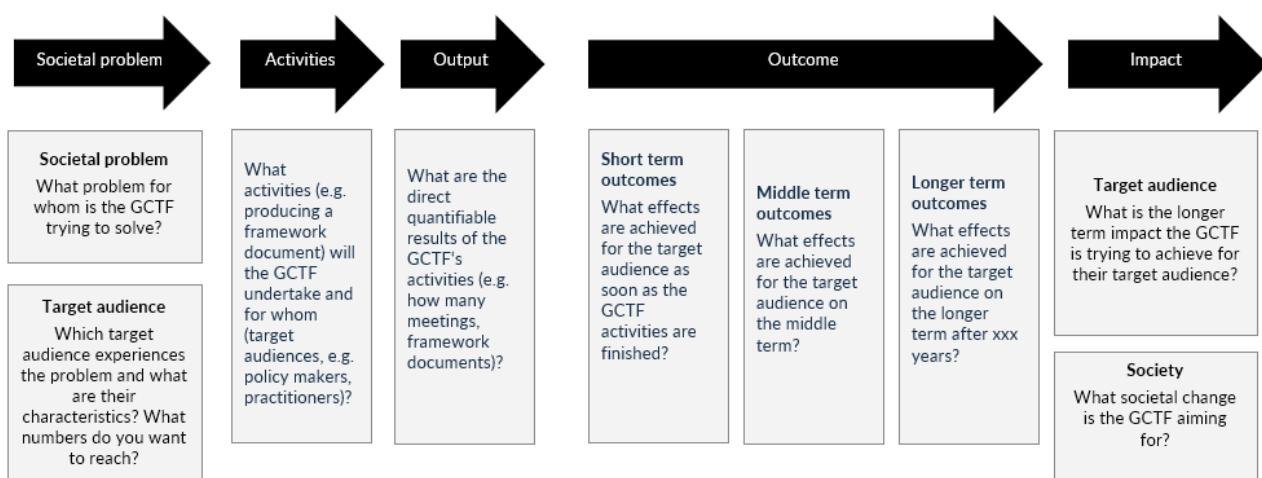


Figure 27. Theory of change for GCTF activities.

11. Implementation refers to the process of putting a plan (in this case a framework document) into action. It looks at whether and how practitioners, policy makers and other relevant partners apply the good practices and recommendations of the framework documents in practice.

8.2. Stakeholders and roles for M&E in the GCTF

Within the GCTF different stakeholders can be identified to ensure, facilitate and/or execute M&E. Based on the interviews and our extensive experience we have identified the following stakeholders. The suggestions we provide are not set in stone, but should be viewed as food for thought to get the conversation within the GCTF going on roles and responsibilities.

8.2.1. GCTF Co-Chairs, Working Group Co-Chairs and Initiative Co-Leads

The annual (Working Group) Co-Chairs' reporting system currently only includes verbal updates at the Coordinating Committee Meetings and a brief description of past and upcoming activities in the Strategic Report. In the current Strategic Report input, concrete indicators which can be used for M&E purposes are lacking. In the interviews suggestions have been made to use the GCTF Co-Chairs' Strategic Report to set concrete goals for the different working groups and initiatives which can be used for M&E purposes. As part of an Annual Report,

Current outlook reporting system	Possible future outlook reporting system for monitoring purposes	Possible future outlook reporting system for evaluation purposes
Working Group Co-Chairs plan to develop Toolkit X which aims to provide practical guidance and advice to support the implementation of the GCTF Good Practices Y.	<i>Ibid.</i> The Toolkit will also include guidance on how to use the toolkit in a human rights compliant way.	<i>Ibid.</i>
Policy Toolkit will be designed to provide practitioners and policymakers with information about current trends and best practices, with case studies to provide practical illustrations, and links to additional guidance and information.	The target audience of the Toolkit are practitioners and policymakers from national/regional/local governments and organizations from the following countries or regions: X.	Practitioners and policymakers that will make use of the Toolkit
To inform the development of the Toolkit, a series of online webinars will be organized in 2020-2021.	To inform the development of the Toolkit XXX number of online webinars will be organized in 2020-2021.	We are aiming for at least 75% of the participants that think the webinars are 'good' or 'very good'. This will be measured with a post-meeting survey.
These webinars will bring together experts and practitioners from government, academia, civil society, and non-government organizations.	These webinars will bring together XXX number of experts and practitioners from national/regional/local levels and from different government departments (foreign affairs, justice, social affairs). It will also include XXX number of people from academia, civil society and non-government organizations. In the selection of participants we are aiming for a balanced gender and global representation, with X percentage of female participants, a balance between western and non-western countries and a balance between participants who have already participated in GCTF meetings and new participants (to avoid only inviting the 'usual suspects'). To ensure the sufficient representation of the human rights perspective XXX number of participants will have a specific expertise on human rights.	As a short term outcome the participants in the webinars should a) have an increased knowledge on the current trends on topic X; b) be aware of specific best practices; c) be aware of where they can find additional guidance and information on the topic and d) feel that they can implement lessons learned in a human rights compliant way. This will be measured in a post-meeting survey. A middle term outcome is that policymakers and practitioners apply their increased knowledge to design policies and interventions that are compliant with the lessons from the Toolkit. Another middle term outcome is that governments include the use of the Toolkit in their funding requirements. A longer term outcome is that participants are able to share success stories of how the toolkit has provided practical guidance on implementing lessons from the Toolkit in their respective governments or organizations. These middle term and longer term outcomes will be shared during the Coordinating Committee and Ministerial Plenary Meeting.
	After the webinars several activities will be undertaken to ensure dissemination of the Toolkit among the target audience: promotion of the Toolkit in the newsletters of the GCTF and the Inspired Institutions (if any), promotion of the Toolkit on multiple occasions on LinkedIn and Twitter by the Administrative Unit and the social media accounts of the Working Group Co-Chairs (if any). We are aiming for XXX downloads from the GCTF website, XXX likes and shares on social media.	

Table 16. Example of current and possible future outlook reporting framework for monitoring and evaluation of the GCTF.

the Strategic Report, together with the new Sustainability Report, could then be used to require more structured input from Working Groups and Initiatives. This should also be part of the workplans of the different working groups and initiatives. The current reporting is mainly backward looking and not aligned per working group and initiative. The below table provides an example of what the current outlook reporting looks like and provides suggestions of what future outlook reporting might look like for both monitoring and evaluation purposes. As this is purely exemplary and meant as food for thought for the conversation among Members, not to criticize existing practice, the current example is anonymized in Table 16. Whatever the eventual choice is it is important to underline that goals could be set in a systematic manner, so there is no discrepancy between the different working groups and initiatives.

8.2.2. GCTF Members

From the M&E reporting example in Table 16 it becomes clear that Members also have a role to play in monitoring and evaluation as they can promote awareness of the document in their respective countries, 1) by sharing the document with relevant policymakers and practitioners; 2) by ensuring that the right people get invited to the online webinars; and 3) by facilitating a feedback loop between national/regional/local policymakers and practitioners and the GCTF. This last point would enable the sharing of success stories during the Coordinating Committee and Ministerial Plenary Meetings. Besides demonstrating impact, Members can also share feedback and criticisms from policymakers and practitioners which in turn can be used to further develop and enhance the document. Such monitoring by Members should be done in a consistent way in the sense that they are provided with a systematic set of questions, e.g.:

- Do you have examples of practitioners and policymakers who are familiar with GCTF product X?
- Do they also make use of it and in what way?
- What elements of product X do they value positively?
- Do they have specific feedback and recommendations?

For future M&E, it is important to take into account the limitations that became apparent in this evaluation. There seems to be a disconnect between the policymakers who participate in GCTF meetings and the target audiences of GCTF framework documents.

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8.2.3. The Inspired Institutions

The Inspired Institutions implement GCTF good practice documents by delivering training for civil society organizations and practitioners (*Hidayah* and *IIJ*) or by providing funding for others to do so (GCERF). The Inspired Institutions themselves have noted that they have internal monitoring and evaluation frameworks for accountability purposes for their own donors. From the interviews it has become clear that the Inspired Institutions therefore have a great potential to contribute to the monitoring and evaluation of the GCTF. The role the Inspired Institutions could play in the monitoring and evaluation of the GCTF could be part of the previously mentioned broader conversation.

8.2.4. The Administrative Unit

In the interviews respondents have expressed that the Administrative Unit could facilitate M&E. However, it is very important to build on the current structure, resources and skills within the Unit. Monitoring meetings for example is possible, but it is important to discuss what the expectations are in terms of data analysis and reporting and if specific training is required for the staff of the Unit and specific M&E software/tools need to be acquired. M&E should preferably be added onto existing activities the Administrative Unit already undertakes for the GCTF Co-Chairs, the Working Groups and Initiatives, as well as its communications, outreach and liaising roles. It should make use of ready-made formats, instead of building new ones.

The Administrative Unit could focus on the following monitoring activities and light evaluation activities, making use of the following tools:

- **Track participation in meetings** (who, from where, what title, what region, how often, diversity (function, gender and other identity factors) to monitor if a diverse group of different stakeholders (policymakers, practitioners, academic experts, civil society representatives, etc.) are invited to meetings and a gender diversity and balanced geographical representation is promoted. The Administrative Unit could do this with a consistent set of indicators built into its work, as well as a process/framework/tool. The Administrative Unit would need to review the information that it collects through the registration process to be able to retrieve the necessary information. Currently each activity has a different non-members list (drawn up by individual working groups and initiatives). Drawing any comparable conclusions therefore might pose challenges, as these lists are put together based on different thematic and/or regional priorities. In addition, non-members lists are separate documents that do not exist on one platform (or in one file), which further complicates making comparisons.
- **Monitor the feedback of participants** (directly) after meetings, what would they want to focus and work on, satisfaction of participants and if they feel their knowledge and skills on topic X or Y has improved after participating in the event. Some of the questions from the survey in Appendix A could be used for this purpose. It is important to note that such a survey should be standardized across activities by using the same set of questions in the questionnaire and not conducted on an ad hoc basis. There are different tools that can be used during the meeting or soon after the meeting. Mentimeter is an interactive presentation software which makes it possible to interact with participants using real-time voting. This software is free and does not require downloads or installations. The GCTF currently hosts its online activities primarily via Zoom and WebEx due to the pandemic. These online platforms offer the possibility to conduct brief surveys during or at the end of the meeting. The advantage of using the interactive survey tool from Zoom or Mentimeter is that it is very accessible, ensures high response rates because people complete the short survey whilst they are still in the meeting and the outcomes are directly presented in a graph. A disadvantage of such tools is that it only offers the possibility to ask a few brief questions. For a post-meeting survey that offers the possibility to ask more and detailed questions, Survey Monkey is an example of an easy-to-use tool to develop and fill in a questionnaire and presents the results in graphs. These tools are in strong contrast with the current password-secured GCTF Portal. Whilst the Portal has the advantage of being secure, it has several disadvantages which became apparent during this M&E exercise which are discussed in Annex 2 of this report.
- **Monitor practical use** of framework documents, good practices and toolkits. The Administrative Unit could reach out to Members and participants of meetings to encourage the sharing of success stories on a voluntary basis.
- **Monitor dissemination.** By tracking social media and downloads of specific GCTF products. Tracing social media activity (likes and shares) is incorporated in the recently developed communications strategy of the Administrative Unit. However, until recently the Administrative Unit did not systematically use Google Analytics for tracking and evaluating online traffic on the GCTF website. The implementer responsible for producing interactive content for the GCTF website currently has no access to Google Analytics, only via the Administrative Unit. This can be easily resolved/organized by the IT-team of the Asser Instituut and is an essential precondition to monitor dissemination. The current analytics presented in *Chapter 3* could be used as a benchmark to set specific goals and indicators for the amount of views and downloads.

8.2.5. Independent entity

Based on the interviews there appears to be a preference among respondents to conduct monitoring internally and evaluation externally by a completely independent entity. This would require additional funding and a selection of criteria for the independent entity. Whereas monitoring should be conducted continuously, Members have suggested conducting evaluation on a periodic basis, either, for example, bi-annually or every five years. As the mandates of the GCTF Co-Chairs and Working Group Co-Chairs are for two-year cycles it would make most sense to conduct the evaluation every two to four years. Every four years would seem the most feasible option in terms of budget, resources and to avoid over asking Members and GCTF participants to contribute to the evaluation. The independent entity could conduct the following M&E activities:

- **Make an independent assessment of the monitoring results.** Based on the data that has been gathered by the Administrative Unit, Members, GCTF Co-Chairs, Working Group Co-Chairs, Initiative Leads, and Inspired Institutions.
- **Evaluate the satisfaction with the functioning of the Forum.** The results of this M&E report could be used as a baseline/benchmark. The current questionnaire in Appendix A could then be re-used in four years' time. This makes it possible to evaluate if the current results have remained the same, improved or decline on the following topics:
 - The protection and importance of the GCTF core values
 - Satisfaction with the different GCTF bodies
 - Clarity on funding
 - Visibility and familiarity with the Inspired Institutions
 - Accessibility, communicative value and user-friendliness of the website
- **Measure the influence of a GCTF document.** This requires setting criteria at the beginning of the development of a new document, set annual goals, track where it is referenced and where the documents 'travels' (e.g. references in UN documents, etc.). This would also contribute to creating a feedback loop on the practical use of the framework documents, which in turn would enable the GCTF to elaborate on topics where it is needed and adequately supplement already existing good practices to make sure the Forum's guidelines remain topical.
- **Integration of CT and P/CVE evidence based principles.** Although evaluation is quite new to the field of CT and P/CVE, it is gaining traction. More and more evaluations of specific interventions and also systematic reviews are being conducted and published. GCTF documents could be analyzed to see to what extent the newest scientific insights and evidence based principles are included.
- **Integration of human rights and gender considerations.** New GCTF framework documents could be analyzed to determine to what extent they contain aligned and consistent language and guidance on human rights and gender.

Whatever choice the GCTF decides to make, one must realize that the effectiveness of an M&E initiative will be commensurate with GCTF capacity (principally administrative and funding questions) and participants' capacity to provide input.

9 Conclusion and recommendations

This is the first time the GCTF as a whole is monitored and evaluated. The most important conclusions and recommendations are presented in this chapter.

9.1. The GCTF story – output of a decade

The GCTF is a multilateral platform of 30 Members. The GCTF works to support and catalyze the implementation of the UN Global Counter-Terrorism Strategy, the UN Secretary-General's Plan of Action to Prevent Violent Extremism and relevant UN Security Council Resolutions and is committed to promoting the involvement of non-GCTF member countries in the Forum's various activities to encourage greater collaboration and to share expertise, experiences and good practices across regions. The practical use and implementation of GCTF framework documents, tools and manuals is the result of efforts by the Forum as well as the engagement of international, regional and sub-regional partners, including the Inspired Institutions: *Hedayah*, the Global Community Engagement and Resilience Fund (GCERF), and the International Institute for Justice and the Rule of Law (IIJ).

Over the past decade, the GCTF held 232 meetings, on average 23 per year with the participation of GCTF Members, as well as over 160 non-member countries and organizations. These non-member countries and organizations include the GCTF Inspired Institutions, several bodies of the United Nations system, international and regional organizations, civil society organizations, academia, as well as representatives of the private sector. While the Forum has a fixed number of members, its apolitical nature and regional priorities encourage a wide participation of non-member countries and organizations to make sure GCTF framework documents are developed taking regional and local priorities into consideration.

The GCTF takes pride in being a flexible and nimble organization that, due to its informal nature and consensus-based decision-making, is able to react swiftly to newly emerging challenges. This is clearly illustrated by the number of initiatives that were launched over the past decade. While in the first years of the GCTF an average of one initiative was running per year, this number has grown to four in recent years. Initiatives can, for example, reflect priorities agreed by working groups, elaborate on an already existing GCTF framework document or address an emerging trend, offering an effective mechanism to provide practical recommendations and guidance. As a result, GCTF working groups and initiatives produced 36 framework documents and four practical toolkits and manuals with over 400 good practices developed to aid practitioners in their work in CT and P/CVE. The framework documents are considered one of the biggest achievements of the Forum, due to their topical nature



Figure 28. Word cloud on the most often mentioned GCTF framework documents. Throughout the interviews these documents were quoted as the most useful, most relevant and most often used documents.

and the consensus-based process through which they were developed. The framework documents that are deemed most relevant and most often used by both Members and non-members are: *The Hague-Marrakech Memorandum*, *Rome Memorandum*, *Neuchâtel Memorandum*, *Rabat Memorandum*, *Abuja Recommendations*, *Glion Recommendations* and the *Good Practices on Addressing the Challenge of Returning Families of Foreign Terrorist Fighters*.

All GCTF framework documents are available in the three working languages of the Forum, Arabic, English and French. Several have also been translated into other languages, such as Russian, Hindi, Spanish or Bosnian with the contribution of both GCTF Member and non-member governments, the GCTF Inspired Institutions, as well as other regional organizations.

9.2. GCTF structure: set-up, added value, funding and online visibility

The relevance of the GCTF is largely due to its ability to identify emerging global CT threats while retaining its apolitical and informal nature and providing a platform for timely multi-stakeholder discussions. Members feel it is important that the nimbleness, and most importantly the apolitical nature of the GCTF is protected, as this is what makes the GCTF unique. The majority of respondents feel that is also important to protect the informal structure, non-binding nature and consensus-based decision making. There seems to be room for improvement in terms of the action-orientation of the GCTF. Among a selection of Members there is a strong desire to focus on the practical use of existing framework documents and good practices.

In general, respondents are satisfied with the GCTF's bodies. Respondents feel that the bodies of the GCTF have a higher added value in comparison to other organizations with a similar focus. There are differences in satisfaction levels between the different bodies. Respondents are most satisfied with the functioning of the Administrative Unit and they do see opportunities for the Unit to take on additional roles and responsibilities. To respondents working closely with the Administrative Unit it is currently unclear what its roles and responsibilities are and what they can and cannot decide on with/without consulting the GCTF Co-Chairs, Working Group Co-Chairs and Initiative Leads. They would find it helpful if this is put in writing and is communicated to Members and implementers. The Coordinating Committee Meeting is considered to have a high added value, but having more substantive conversations on topics discussed in the M&E interviews and in the virtual consultation round of the *Strategic Vision* would be welcome. In comparison to other GCTF bodies respondents seem least satisfied with the Ministerial Plenary Meetings. They feel the Plenary could benefit from branding (to clarify its aim), better political representation, focused discussions and the sharing of success stories by ministers to create a better political buy-in. There are also different satisfaction levels between the different working groups. Respondents are more satisfied with the thematic working groups as opposed to the regional ones. There is a need to better understand the work of the regional working groups, because they do not produce framework documents, so Members might not be involved in their work or present at their meetings as much as with the thematic working groups.

To (further) improve satisfaction levels with GCTF bodies, we suggest the following based on the input of our respondents:

- **Formulate and communicate a Terms of Reference for the Administrative Unit explaining roles and responsibilities, also in relation to GCTF Co-Chairs, Working Group Co-Chairs, Initiative Co-Leads and implementers.**
- **Extend the role of the Administrative Unit for more quality assurance and alignment between working groups, knowledge management (briefing incoming working group co-chairs and initiative co-leads on the GCTF, incl. on funding, processes, the Inspired Institutions, etc.), outreach and communications and monitoring and evaluation (see also Chapter 8).**
- **Ensure sufficient funding and training to add on to the existing roles and responsibilities of the Administrative Unit.**
- **Consider a more coordinating role for Co-Chairs to signal overlap and duplication between working groups and provide guidance on alignment and joint activities between working groups when reviewing their workplans.**

- Allocate time in the agenda of the Spring Coordinating Committee Meeting for more substantive discussions on issues such as funding, monitoring and evaluation and integration of human rights considerations.
- Consider adjusting the format of the Ministerial Plenary Meeting to ensure more political buy-in, e.g. ministers sharing success stories, thematic focus with more substantive sessions and tabletop exercises.
- Consider implementing more (interactive) meeting formats in working group meetings that respondents have positive experience with, e.g. tabletop exercises and scenario based discussions as it promotes inclusivity, enables more dynamic discussions and the emergence of new topics.
- Provide more clarity on the aim and purpose of the regional working groups and how they relate to the activities of the Inspired Institutions and the UN in the region.
- Focus on more practical use of the existing framework documents.

Respondents feel that the GCTF has added value in comparison to other similar organizations in the field. Its core values, flexibility, speed with which it reacts to new trends, the relevancy of its documents and informal nature were most mentioned. They also feel that the GCTF gets things done the UN cannot or would not do. Much appreciated is the ability of GCTF to remain neutral in a very sensitive and politicized world of CT and P/CVE. For the future of the GCTF they see the most added value of implementing existing framework documents. This however, brings a set of questions and challenges. It is understood within the broader GCTF community, that the GCTF was not created to carry out implementation, nor does it develop documents that are legally binding. At the same time, the Inspired Institutions were in fact created with carrying out the implementation of GCTF framework documents as one of their objectives.

Another important aspect of this call for implementation of existing outputs is that it should not take over the well-established function of the GCTF to respond to newly emerging threats. The GCTF takes its pride in being flexible and quick to respond to challenges in the sphere of CT and P/CVE and its Members and partners find this aspect of its work important. Implementation of existing GCTF framework documents therefore should be balanced with further document development and it should not prevent the GCTF from taking on new topics as Members see fit. A number of issues were suggested that the Forum can take on in the upcoming years:

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- Terrorist use of technology;
- Far-right terrorism (white supremacy);
- The negative impact of counter-terrorism measures in general, such as the impacts of arbitrary detention and killings, mistreatment of certain groups of society, the misuse of CT laws to restrict civic space, examined from not just an ethical and legal standpoint, but also from an efficacy perspective;
- Cybersecurity, biometrics, biosecurity;
- The use of Advance Passenger Information (API) and Passenger Name Record (PNR) in maritime security;
- A gender lens on national security, gender and terrorism, the gendered impact of terrorism; the role of gender in radicalization and deradicalization, the role of women's groups and women's rights in counter-terrorism and the possible adverse gender effects of these.

In terms of funding, this evaluation has made clear that most Members and respondents do not know how the GCTF is currently funded, whether the GCTF is financially sustainable and able to address new emerging threats. Nor is it clear what type of possible alternatives there are to funding (e.g. in-kind contributions). There is, however, a strong consensus that GCTF Members should be encouraged to contribute to the Forum's financial sustainability. This brings us to the following recommendations:

- Provide an overview on an annual basis of what it costs to run the GCTF.
- Provide clarity on who currently funds what and concrete examples of what Members could contribute (in kind).
- Put the funding issue on the agenda for the Coordinating Committee Meeting on a structural basis.

Since 2017, detailed website statistics are available on the use of the GCTF website. The GCTF website attracts between 80,000 – 106,000 views (with an average of 94,785 views) on an annual basis by on average between about 20,000 – 30,000 users. These users tend to be mainly from western countries. There is currently no benchmark for how many views and visitors the GCTF should attract. Most of the questionnaire respondents consider the usability, the general quality and the communicative value of the (previous) website average. During this evaluation and on the occasion of the 10-year anniversary of the GCTF, the GCTF website has undergone modernization. This includes a new design (a “new skin”), a more user-friendly navigational structure and layout, as well as a planned trilingual (English, French, Arabic) interface. Among other user-friendly elements, this revamp is mobile and desktop/laptop compatible, does not require high-speed internet, meets website accessibility standards, and has an effective search function. Following calls from Members (as also indicated by respondents to the questionnaire), the GCTF has now established a social media presence with an embedded Twitter feed on the website to enable greater visibility for the Forum and the work of its partners. Not all our interview respondents had visited the revised website, but those that have (mainly Members) were enthusiastic about the new look and feel, the adding of GCTF success stories and feel that framework documents are better accessible. They were also enthusiastic about the GCTF’s social media presence on Twitter. Some also made use of the opportunity to provide feedback to further enhance the website. It was mentioned by some of our respondents that the revamped website seems to be a standalone initiative, lacking a clear communication and branding strategy from the outset: what is the GCTF, what does it want to communicate and to whom? To some of the respondents the website still feels very much oriented to policymakers. Also, the framework documents in other languages (e.g. Bosnian, Hindi) are not prominent on the website and therefore are still difficult to find. What were the metrics (visitors, views etc.) of the previous website and what metrics should the new website strive for? In addition, while the GCTF’s presence on Twitter is considered a major step forward, it also raised the question among some of our respondents why the GCTF is not active on other social media platforms. Specifically LinkedIn was mentioned as a platform that reaches both policymakers as well as practitioners. In sum, some of the respondents feel the GCTF could benefit from an overall communications strategy of which the website and social media presence are an integrated part. This has been developed but only very recently and tackles most of the issues addressed by respondents. Based on the feedback we would propose the following:

- Ensure the accessibility of the website (and GCTF outputs) for different target audiences in different languages.
- Set a benchmark based on this evaluation report for views and downloads, so that the new website and social media presence can be monitored to see if it leads to more traction.
- Ensure that the Administrative Unit has the means to regularly access and adequately evaluate the statistics of the GCTF website.
- Establish a presence on LinkedIn on the short term (which is foreseen in the communications strategy).

9.3. Size, membership, representation and participation

The GCTF consists of 30 Members. Members were selected based on their experience in countering terrorism, resources and expertise in CT and P/CVE, while ensuring regional diversity. Although the *Terms of Reference* would allow for the GCTF to take on new members, there has been no changes to its size since the Forum was launched in 2011, despite interest from some countries in joining. It is commonly viewed that the limited size of the GCTF contributes to its nimble and flexible nature, as well as allowing for discussions to remain apolitical. Many of the Members feel that the GCTF values could be jeopardized if new members would join. Others question whether the current efficacy would really be endangered with adding a limited number of new members. They feel that new members can bring new perspectives to the table, potentially also additional funding and it would give the GCTF better global representation and more relevance. However, based on suggestions from respondents, the GCTF can become more inclusive and relevant without adding new members.

Though data on participation in GCTF meetings is limited, it can be said that generally, almost all GCTF Members are present at the yearly Ministerial Plenary Meetings and biannual Coordination Committee Meetings. GCTF Members’ participation is lower in working group and initiative meetings, with only half of the Members

taking part regularly. Whether these are the same countries or different groups of GCTF Members can be further analyzed. With regards to the participation of partners (non-member countries and organizations), it can be determined that while they make up half of the participants in thematic working group and initiative meetings, there seems to be a higher representation of partners in the meetings of regional working groups, focusing on capacity-building in the East and West Africa regions. The inclusion of local and regional stakeholders in the work of the GCTF is a priority for the Forum in general, but with regards to the regional working groups it is even more prominent given their role in bringing together different stakeholders in their respective regions.

An important task of the GCTF is reaching out to and cooperating with other organizations. Most Members feel that the GCTF undertakes sufficient efforts to contact and cooperate with a wider range of actors. In fact, they praise the GCTF for reaching and engaging a broad array of stakeholders. However, they feel more can be done to engage human rights organizations, the private sector, civil society organizations and academia.

Non-members (CSOs, academia, implementers) have made some very concrete recommendations to promote more inclusivity:

- Partnering with regional organizations (e.g., the African Union (AU), the Association of Southeast Asian Nations (ASEAN), the League of Arab States, the Intergovernmental Authority on Development (IGAD), Sahel⁵). However, this requires an assessment beforehand as to what engagement and collaboration would entail.
- Ensure that Members reach out to other bodies of government for potential participants. Points of contact from the Ministry of Foreign Affairs need to work more closely with other ministries (Interior, Justice, Social Affairs and Education, etc.) and with regional and local governments to identify the right participants.
- Make use of the networks of the Inspired Institutions to avoid inviting ‘usual suspects’ and supplement and expand GCTF contact lists.
- Communicate and implement clear(er) vetting procedures to include participants that are suggested by non-members, have a more streamlined (inclusive) participation process and clarify the role of the Administrative Unit. Also, it seems to greatly differ per working group co-chair, initiative co-lead and implementer who does and does not get invited to the table.
- Pro-actively (offer it in the invitation) provide reimbursement of travel and accommodation to facilitate participation of civil society organizations, academics and representatives from poorer non-member countries. This process for reimbursement should be aligned across working groups.
- Maintain (some) virtual meetings post-pandemic to ensure that participants who would otherwise have to travel for one or two days and cross different time zones can also participate.

9.4. Inspired Institutions

The Inspired Institutions were initially established to carry out the implementation of the GCTF’s framework documents. The answers given to the M&E questionnaire show a general familiarity with them within the GCTF. However, there are Members and partners who, though familiar with who the Inspired Institutions are, do not know what they do and have not used their products. Several others outside of the GCTF, though familiar with the Inspired Institutions, do not connect them to the GCTF.

The IIJ’s work is the most visible out of the three, followed by *Hidayah* and GCERF. This could be attributed to the fact, that the three institutions have a very different scope of work and focus (and by extension relationship to the Forum). Though they were set up in the early years of the Forum, the GCTFs relationship with the Inspired Institutions seems to lack strategic thinking. It is quite unclear to many of our respondents how the different Inspired Institutions relate to the GCTF. The GCTF should aim to define what the purpose of the Inspired Institutions is in relation to the Forum, identify what it means to be ‘inspired’ and define what the ‘privileged relationship’ between the Forum and the three institutions entail. A clear definition of roles and responsibilities from both sides could also result in more visibility for the Inspired Institutions within the GCTF.

This enhanced visibility could then, in turn, also contribute to the financial sustainability of the Inspired Institutions. More clarity on GCTF funding could also raise the awareness of Members on how they can contribute to the work of the Inspired Institutions, whether financially or in kind.

Suggestions were made for both the Inspired Institutions and the GCTF on how they could do better in their interactions with each other.

The GCTF:

- Collectively define what ‘inspired’ means and what role the GCTF wants for these institutions, and how this is aligned with the role the Inspired Institutions see for themselves, as branding is essential.
- Increase the visibility of the Inspired Institutions in GCTF documents and newsletters.
- Involve the Inspired Institutions in document development and launch joint initiatives with them that builds on their expertise.
- Organize a biannual coordination meeting between the Inspired Institutions, and members of the UN Global CT Compact, where GCTF Members can also participate and can also gain a better understanding of the different roles and activities of each organization.
- Focus more on success stories during Coordinating Committee Meetings, enabling the Inspired Institutions to share more of their work.
- Include a session at the Ministerial Plenary Meetings on how GCTF Members contribute to and engage with the Inspired Institutions and present (via the Administrative Unit) opportunities for the ways they could.

Create a community brand, for example a ‘GCTF Alliance’ that could include close partners, non-member countries, as well as the Inspired Institutions to encourage communications and a spread of ideas, while being informal and loosely aligned with the GCTF.

9.5. United Nations

In recent years, there has been a strong focus within the GCTF on building a “mutually reinforcing relationship” with the UN, as set forth in the Forum’s founding *Political Declaration*. The GCTF outlined joint priorities with the UN in the *GCTF Analytical Report – Global and United: Towards an Enhanced GCTF and UN Cooperation* (2018) and have had regular coordination meetings on these priorities dating back to 2017. Though UN representatives have always been invited to participate in GCTF meetings, practical aspects of the cooperation between the two organizations has significantly intensified in the past five years. Since 2015, there has always been a jointly led UN-GCTF initiative and in 2020, two more joint initiatives were launched, raising the number to four in 2021. The Joint UN-GCTF Ministerial Statement of 2018 established a basis for regular coordination meetings, which have become an important pillar of the UN-GCTF relationship. Participation in these coordination meetings have gone up significantly over the course of the past couple of years. As these coordination meetings are held on the margins of the Coordinating Committee Meetings, participation could be affected by the location of such meetings, resulting in a higher participation in the September meetings that are held in New York, which is also one of the headquarters of the UN. It is also important to note that with the introduction of online meetings due to the COVID-19 pandemic, as with all meetings, it has become easier to participate.

The importance of the relationship between the GCTF and the UN was acknowledged and highlighted by almost all respondents of the interviews, from both sides. The GCTF’s flexible and nimble nature, as well as the apolitical environment of its meetings provide for a good working relationship. This is reflected by the fact that multiple UN agencies have expressed a desire for more cooperation, in addition to what the questionnaires also revealed. Responses given to the questionnaire indicate an overall satisfaction with the current working relationship, while there also seems to be an appetite for more cooperation, in the form of enhanced information sharing between the two organizations, or externally through more joint engagement with others, including civil society organizations and the private sector. However, with keeping in mind that more cooperation with the highly bureaucratic UN system could endanger the nimble and flexible nature of the GCTF. Challenges due to the size and set up of the UN, as well as the unbalanced relationship between the two organizations have also been mentioned. On the other hand, more visible and streamlined processes within the GCTF would also benefit the cooperation.

To enhance future cooperation, UN Global CT Compact entities suggested a number of areas for collaboration, where the GCTF can take the lead:

- the nexus between organized crime and terrorism, as the GCTF already has a comparative advantage in this field due to its *Policy Toolkit*;
- victims of terrorism;
- follow up on the *Rome Memorandum* on rehabilitation and reintegration;
- gendered aspects of terrorism;
- malicious use of technology/artificial intelligence (AI), which the UN is also working on.

9.6. Outcomes

Measuring the outcome of the GCTF has proven difficult. This would have required a development of an M&E framework, with concrete goals and a standardized set of indicators, when the GCTF was set-up a decade ago, which then could have been monitored and evaluated throughout the years. Despite the lack of such a framework, it has been possible to gain insight into some important outcomes of the GCTF. GCTF Members and partners consider the knowledge developed by the GCTF useful. Their utility has been reflected in the questionnaires.

We have been able to establish some very concrete examples of how GCTF outputs have been implemented:

- *The Hague Memorandum on Good Practices for the Judiciary in Adjudicating Terrorism Offences* was used to train judges and prosecutors in the Western Balkans, the Middle East, the Czech Republic and Malta;
- *The Hague Memorandum on Good Practices for the Judiciary in Adjudicating Terrorism Offences* was also used as a basis curriculum to train Indian trial court level judges, used for several sessions by the National Judicial Academy in Bhopal, India;
- Several good practices on risk assessment for deradicalization programs were used to improve a GCTF Member's risk assessment in correctional centers for detainees incarcerated for terrorism offences;
- The same Member also used the *Abuja Recommendations on the Collection, Use, and Sharing of Evidence for Purposes of Criminal Prosecution of Terrorist Suspects* to aid the military in capturing and collecting evidence needed for the prosecution of terrorist cases, the *Rabat Memorandum on Good Practices for Effective Counterterrorism Practice in the Criminal Justice Sector* to channel these captured offenders into the criminal justice system and the *Neuchâtel Memorandum on Good Practices for Juvenile Justice in a Counterterrorism Context* for integrating considerations for minors into the criminal justice system;
- A UN Global CT Compact member used the *Policy Toolkit for the Nexus between Transnational Organized Crime and Terrorism* to train a group of law enforcement officials and CSOs in Albania and another similar group online in Kenya;
- A different UN Global CT Compact member used the *Policy Toolkit for the Nexus between Transnational Organized Crime and Terrorism* as part of their training in the Sahel region (in Burkina Faso, Chad and Niger);
- The *Rabat Memorandum on Good Practices for Effective Counterterrorism Practice in the Criminal Justice Sector* and the *Neuchâtel Memorandum on Good Practices for Juvenile Justice in a Counterterrorism Context* were also used by the UN in different trainings.

However, this insight is only limited and a systematic follow-up on what happens with the GCTF's documents after they are endorsed is called for. Providing a feedback loop on the practical use of the framework documents would enable the GCTF to elaborate on topics where it is needed and adequately supplement already existing good practices to make sure the Forum's guidelines remain topical.

It is important to not only focus on the positive effects in outcome evaluation but also on (potential) side effects. We paid specific attention to the integration of human rights and gender consideration. In the first years of the GCTF this topic received little attention. There has been an improvement in the second half of the past decade on both aspects. For further integration of human rights considerations, the following recommendations can be made:

- Be more inclusive: Inviting human rights CSOs to meetings (both as speakers, as well as participants) in addition to NGOs and think tanks. Selection of these organizations should also be on their ability to bring

a human rights perspective to the table as respondents have noticed that some participants and implementers have a more security perspective. The following two groups have been proposed: 1) CSOs who are specialized in advocating for human rights being embedded in CT measures, e.g. Human Rights Watch and Amnesty International and 2) grassroots organizations, as they can share first-hand experience on how they are impacted by measures, both positively and negatively.

- Provide clarity and expectation management on the document creation process, including the silence procedure, to human rights and grassroots organizations invited to GCTF meetings as the final document might feel ‘watered down’ by the end of the process, due to comments made by Members.
- Make use of existing capacity: involve human rights officers from other organizations throughout the document development process, e.g. from relevant UN agencies or the Inspired Institutions.
- Make the Administrative Unit responsible for checking the document creation process and output through a human rights lens (this would require additional training).
- Include guidance in each framework document on how to ensure human rights compliance in a standardized way.

Concrete recommendations for gender mainstreaming in the work of the GCTF include:

- Systematically include a gender lens on CT and P/CVE (via topics, such as gender and terrorism, gendered impact of terrorism, gender’s role in radicalization, deradicalization, etc.). Whilst it is recognized that the GCTF has produced separate initiatives and documents on this, the recommendation is to maintain a gender lens consistently in every produced document.
- Widen the scope of participants at meetings, invite participants who are specialized in human rights and gender, as opposed to gender and security. This can be achieved by reaching out to the Gender and Responding to Violent Extremism (GARVE) Network.
- Ensure more diversity (gender as well as other identity factors) in participants and speakers invited to GCTF meetings. Respondents mentioned a misbalance between the number of women and men who attend GCTF meetings. This statement is based on observations of respondents and currently cannot be corroborated by statistics, as participation lists do not mention gender. This might be included for future M&E purposes.

9.7. Future monitoring and evaluation

There is a general consensus among GCTF Members that monitoring and evaluation is important for the future of the GCTF. There are diverse opinions on how extensive M&E should be. These opinions are very much related to what respondents feel the aim and mission of the GCTF is or should be. For example, those who feel that the GCTF should focus more on the implementation of good practice documents would want to monitor their actual implementation and also assess what the impact of that implementation is on the ground. Some Members have pointed out that it is important to recognize that the GCTF is an informal, multilateral platform that produces non-binding outputs. The question is to what extent the GCTF would be able to achieve certain outcomes and impact, let alone evaluate them. The GCTF organizes activities, sets up initiatives and develops framework documents. The GCTF itself does not have the capacity nor the mandate to implement framework documents. It is up to Members and partners to decide whether and how to make use of the GCTF outputs.

The following recommendations can be made:

- Start a conversation on the objectives of future M&E among Members at an upcoming Coordination Committee Meeting.
- Make use of the language, terminology, topics, indicators and examples that are presented in *Chapter 8* of this report to help start the conversation.
- Based on the outcomes of the conversation on M&E among Members, add language on M&E to the *Terms of Reference* as well.
- Recognize that everybody will have a part to play when it comes to future M&E: the GCTF Co-Chairs, Working Group Co-Chairs, Initiative Co-Leads, Members, the Administrative Unit, the Inspired Institu-

tions and an independent assessment entity.

- Whatever choice the GCTF decides to make, bear in mind that the effectiveness of a future M&E will be commensurate with the GCTF's capacity (principally administrative and funding) and participants' capacity to provide input.

Annex 1: Questionnaire for monitoring and evaluation of the GCTF

November 2020

Introductory questions

1. Do you represent a GCTF-member, Non-member country, Inspired Institution, International or Regional Organization, Academic Institution or Think Tank, NGO/CSO, GCTF Implementer?

- GCTF-member
- Non-member country
- Inspired Institution (GCERF, Hedayah, IIJ)
- International or Regional Organization
- Academic Institution or Think Tank
- NGO/CSO
- GCTF Implementer
- Other, namely

2. Are you filling out this questionnaire as a compiled response on behalf of your country/organization or is this individual input?

- Compiled response on behalf of my country/organization
- Individual input
- Other, namely

3. Have you participated in GCTF activities?

- Yes
- No

4. How often have you participated in GCTF activities?

- 1-5 times
- 6-10 times
- 11-15 times
- 16-20 times
- More than 20 times

5. In what kinds of GCTF activities have you participated?

- GCTF Working Group meetings/workshops
- GCTF Initiative meetings/workshops
- Coordinating Committee Meeting
- Other, namely

A. Set-up and nature of GCTF

To what extent do you agree with the following statements?

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Don't know
1. It is important that the a-political nature of the GCTF is protected	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. The a-political nature of the GCTF is adequately protected	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. It is important that the non-binding nature of the GCTF is protected	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. The non-binding nature of the GCTF is adequately protected	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. The GCTF is sufficiently actionoriented	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. The GCTF undertakes sufficient efforts to contact and cooperate with a wider range of international and multilateral organizations active in the field	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. The GCTF undertakes sufficient efforts to contact and cooperate with civil society organizations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. The GCTF undertakes sufficient efforts to contact and cooperate with human rights organizations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. The GCTF undertakes sufficient efforts to contact and cooperate with the private sector	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. The GCTF undertakes sufficient efforts to contact and cooperate with academia	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. It is important that the informal structure of the GCTF is protected	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12. The informal structure of the GCTF is adequately protected	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13. The GCTF is sufficiently able to identify emerging terrorist threats	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
14. The GCTF has sufficient added value in comparison to other similarly themed organizations or initiatives	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

For questions A1 – A14:

If you ticked ‘disagree’ or ‘strongly disagree’ please explain your answer.

In the above question block you responded to statements about the structure and nature of the GCTF. You have the opportunity here to add to your answers or clarify if you wish.

B. Membership & participation

To what extent do you agree with the following statements?

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Don't know
1. The GCTF's size (30 Members) is adequate	<input type="checkbox"/>					
2. The GCTF's consensus-based decision making should be nonnegotiable	<input type="checkbox"/>					
3. GCTF Membership is sufficiently diverse in its geographical representation	<input type="checkbox"/>					
4. GCTF events involve a sufficiently wide range of global stakeholders	<input type="checkbox"/>					
5. GCTF Membership should be expanded to more members	<input type="checkbox"/>					
6. The GCTF should strengthen regional representation	<input type="checkbox"/>					
7. Participation in GCTF events is sufficiently diverse (national, regional, local, (human rights) civil society organizations, private sector, UN bodies, experts, etc.)	<input type="checkbox"/>					
8. GCTF non-member states have sufficient opportunities to participate in GCTF events	<input type="checkbox"/>					
9. The GCTF should align its activities to focus more on the needs of developing (low and middleincome) countries and help those countries enhance their counterterrorism capacity	<input type="checkbox"/>					

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For questions B1 – B9:

If you ticked 'disagree' or 'strongly disagree' please explain your answer.

In the above question block you responded to statements about GCTF membership and participation. You have the opportunity here to add to your answers or clarify if you wish.

C. Inspired Institutions

The following questions pertain to the familiarity and functioning of what has been referred to as ‘Inspired Institutions’ within the GCTF.

To what extent are you familiar with the role and the functioning of the three Inspired Institutions within the GCTF?

	Not at all familiar	Slightly familiar	Somewhat familiar	Moderately familiar	Very familiar
1. Global Community Engagement and Resilience Fund (GCERF)	<input type="checkbox"/>				
2. Hidayah, the International Center of Excellence for Countering Violent Extremism	<input type="checkbox"/>				
3. International Institute for Justice and the Rule of Law (IIJ)	<input type="checkbox"/>				

To what extent do you agree with the following statements?

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Don't know
1. The Global Community Engagement and Resilience Fund (GCERF) is sufficiently visible within the GCTF	<input type="checkbox"/>					
2. I am familiar with the activities, products and services of The Global Community Engagement and Resilience Fund (GCERF) (such as training courses, workshops, manuals, etc.)	<input type="checkbox"/>					
3. Hidayah, the International Center of Excellence for Countering Violent Extremism is sufficiently visible within the GCTF	<input type="checkbox"/>					
4. I am familiar with the activities, products and services of Hidayah, the International Center of Excellence for Countering Violent Extremism (such as training courses, workshops, manuals, etc.)	<input type="checkbox"/>					
5. The International Institute for Justice and the Rule of Law (IIJ) is sufficiently visible within the GCTF	<input type="checkbox"/>					
6. I am familiar with the activities, products and services of the International Institute for Justice and the Rule of Law (IIJ) (such as training courses, workshops, manuals, etc.)	<input type="checkbox"/>					

7. My organization is using or has used products or services from the Inspired Institutions	<input type="checkbox"/>					
8. The products or services of the Inspired Institutions are useful for my organization	<input type="checkbox"/>					
9. The Inspired Institutions are sufficiently engaged in relation to GCTF activities (namely Working Groups and Initiatives)	<input type="checkbox"/>					

In the above question block you responded to statements about the GCTF Inspired Institutions. You have the opportunity here to add to your answers or clarify if you wish.

D. Relationship with the United Nations (UN)

To what extent do you agree with the following statements?

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Don't know	
1. I am generally satisfied with the GCTF-UN cooperation	<input type="checkbox"/>	86					
2. The GCTF-UN cooperation should include greater information exchange on ongoing activities	<input type="checkbox"/>						
3. The GCTF-UN cooperation should include more engagement with civil society organizations	<input type="checkbox"/>						
4. The GCTF-UN cooperation should include more engagement with human rights organizations	<input type="checkbox"/>						
5. The GCTF-UN cooperation should include more engagement with academia	<input type="checkbox"/>						
6. The GCTF-UN cooperation should include more engagement with the private sector	<input type="checkbox"/>						

In the above question block you responded to statements about the GCTF-UN cooperation. You have the opportunity here to add to your answers or clarify if you wish.

E. GCTF funding

To what extent do you agree with the following statements?

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Don't know
1. I believe that the GCTF is financially sustainable	<input type="checkbox"/>					
2. It is sufficiently clear to me how the GCTF is funded	<input type="checkbox"/>					
3. It is sufficiently clear to me how the Inspired Institutions are funded	<input type="checkbox"/>					
4. The current funding structure of the GCTF makes it possible to address new emerging threats	<input type="checkbox"/>					
5. I am aware of what in-kind and financial contributions to the GCTF look like	<input type="checkbox"/>					
6. In-kind and financial contributions from GCTF Members should be encouraged in order to diversify funding sources and contribute to the Forum's financial sustainability	<input type="checkbox"/>					

In the above question block you responded to statements about the GCTF funding. You have the opportunity here to add to your answers or clarify if you wish.

F. Satisfaction with functioning of GCTF bodies

How would you rate (in general) the functioning of the following GCTF bodies?

Please give a rating between 1 (very poor) and 5 (very good). 1=very poor; 2= poor; 3= acceptable; 4 = good; 5= very good

	Very poor	Poor	Acceptable	Good	Very good	Don't know
1. Ministerial Plenary Meetings	<input type="checkbox"/>					
2. Coordinating Committee Meetings	<input type="checkbox"/>					
3. Administrative Unit	<input type="checkbox"/>					
4. Inspired Institutions	<input type="checkbox"/>					
5. Countering Violent Extremism Working Group	<input type="checkbox"/>					
6. Criminal Justice and the Rule of Law Working Group	<input type="checkbox"/>					
7. Foreign Terrorist Fighters Working Group	<input type="checkbox"/>					
8. Capacity-building in the East Africa Region Working Group	<input type="checkbox"/>					
9. Capacity-building in the West Africa Region Working Group	<input type="checkbox"/>					

In the above question block you rated the functioning of GCTF bodies.

Please add here to clarify your answers. Please also add any suggestions you have for improvement.

G. Satisfaction with added value of GCTF bodies

How would you rate (in general) the added value of the following GCTF bodies in comparison to other similar organizations or activities?

Please give a rating between 1 (much lower added value) and 5 (much higher added value). 1= much lower added value; 2= lower added value; 3= about the same added value 4= higher added value; 5 = much higher added value.

	Much lower added value	Lower added value	About the same added value	Higher added value	Much higher added value	Don't know
1. Ministerial Plenary Meetings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Coordinating Committee Meetings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Administrative Unit	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Inspired Institutions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Counteracting Violent Extremism Working Group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Criminal Justice and the Rule of Law Working Group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Foreign Terrorist Fighters Working Group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Capacity-building in the East Africa Region Working Group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Capacity-building in the West Africa Region Working Group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

In the above question block you rated the added value of GCTF bodies in comparison to other similar organizations or activities. Please add here to clarify your answers. Please also add any suggestions you have for improvement.

H. Satisfaction with GCTF Working Groups in terms of variety of participating organizations and stakeholders

How satisfied are you with the structure of the following GCTF Working Groups in terms of variety of participating organizations and stakeholders?

Please give a rating between 1 (very dissatisfied) and 5 (very satisfied). 1 = very dissatisfied; 2 = dissatisfied; 3 = neither satisfied nor dissatisfied; 4 = satisfied; 5 = very satisfied.

	Very dissatisfied	Dissatisfied	Neither satisfied nor dissatisfied	Satisfied	Very satisfied	Don't know
1. Counteracting Violent Extremism Working Group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Criminal Justice and the Rule of Law Working Group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Foreign Terrorist Fighters Working Group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Capacity-building in the East Africa Region Working Group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Capacity-building in the West Africa Region Working Group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

In the above question block you indicated how satisfied you are with the structure of GCTF Working Groups in terms of variety of participating organizations. Please add here to clarify your answers. Please also add any suggestions you have for improvement.

I. Virtual visibility and access

1. Do you make use of the GCTF website?

never rarely sometimes often always don't know

If ticked 'never' or 'rarely' please explain why. Do you have any suggestions for improvements?

2. How do you rate the usability of the GCTF website?

very poor below average average above average excellent don't know

If you ticked 'very poor' or 'poor' please explain why. Do you have any suggestions for improvements?

3. How do you rate – in general- the quality of the GCTF website?

very poor below average average above average excellent don't know

If ticked 'very poor' or 'poor' please explain why. Do you have any suggestions for improvements?

4. How do you rate – in terms of communicative value – the quality of the GCTF website?

very poor below average average above average excellent don't know

If ticked 'very poor or 'poor' please explain why. Do you have any suggestions for improvements?

To what extent do you agree with the following statements?

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Don't know
5. The GCTF framework documents, tools and manuals and activities are sufficiently visible and accessible via the GCTF website	<input type="checkbox"/>					
6. The GCTF website should be updated to enhance the visibility of GCTF framework documents, tools and manuals and activities	<input type="checkbox"/>					
7. Utilizing virtual platforms for GCTF meetings should be considered in the future for cases where there may be financial constraints or targeted participants are unable to travel	<input type="checkbox"/>					
8. Utilizing hybrid meetings (a combination of a virtual platform and an in-person meeting) should be considered in the future for cases where there may be financial constraints or targeted participants are unable to travel	<input type="checkbox"/>					
9. The GCTF should establish a social media presence (e.g. Twitter account) to allow GCTF Members and partners to share their engagement and raise awareness and visibility around GCTF activities	<input type="checkbox"/>					

J. Improved knowledge

To what extent has your knowledge increased as a result of GCTF activities or products on the following topics:

	Not at all	Little	Somewhat	Substantial	A lot	Does not apply
1. Responses to the “foreign terrorist fighters” (FTF) phenomenon, including returning FTFs (RFTFs)	<input type="checkbox"/>					
2. Human rights-compliant CT practices in the criminal justice sector	<input type="checkbox"/>					
3. The role of the judiciary in adjudicating terrorism offenses	<input type="checkbox"/>					
4. Rehabilitation and reintegration of violent extremist offenders	<input type="checkbox"/>					
5. Multi-sectoral approaches to CVE	<input type="checkbox"/>					
6. Community engagement and community-oriented policing as tools for CVE	<input type="checkbox"/>					
7. The role of education in CVE	<input type="checkbox"/>					
8. The role of gender in relation to CVE	<input type="checkbox"/>					
9. Human right issues in relation to CVE	<input type="checkbox"/>					
10. The role of families in CVE	<input type="checkbox"/>					
11. Preventing and denying the benefits of kidnapping for ransom by terrorists	<input type="checkbox"/>					
12. Supporting victims in the immediate aftermath of a terrorist attack	<input type="checkbox"/>					
13. Preventing and countering violent extremism and terrorism online	<input type="checkbox"/>					
14. Protection of soft targets in a counter-terrorism context	<input type="checkbox"/>					

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In the above question block you indicated for a variety of topics to what extent your knowledge has increased as a result of GCTF activities or products. Please add or clarify here to your answers if you wish.

K. Improved skills

To what extent have your skills increased as a result of GCTF activities or products on the following topics:

	Not at all	Little	Somewhat	Substantial	A lot	Does not apply
1. Responses to the “foreign terrorist fighters” (FTF) phenomenon, including returning FTFs (RFTFs)	<input type="checkbox"/>					
2. Human rights-compliant CT practices in the criminal justice sector	<input type="checkbox"/>					
3. The role of the judiciary in adjudicating terrorism offenses	<input type="checkbox"/>					
4. Rehabilitation and reintegration of violent extremist offenders	<input type="checkbox"/>					
5. Multi-sectoral approaches to CVE	<input type="checkbox"/>					
6. Community engagement and community-oriented policing as tools for CVE	<input type="checkbox"/>					
7. The role of education and CVE	<input type="checkbox"/>					
8. The role of gender in relation to CVE	<input type="checkbox"/>					
9. Human right issues in relation to CVE	<input type="checkbox"/>					
10. The role of families in CVE	<input type="checkbox"/>					
11. Preventing and denying the benefits of kidnapping for ransom by terrorists	<input type="checkbox"/>					
12. Supporting victims in the immediate aftermath of a terrorist attack	<input type="checkbox"/>					
13. Preventing and countering violent extremism and terrorism online	<input type="checkbox"/>					
14. Protection of soft targets in a counter-terrorism context	<input type="checkbox"/>					

In the above question block you indicated for a variety of topics to what extent your skills have increased as a result of GCTF activities or products. Please add or clarify here to your answers if you wish.

L. Implementation of GCTF products and lessons

To what extent has your country/organization/practice implemented GCTF lessons or products (tools, manuals, good practices etc.) in relation to the following topics:

	Not at all	Little	Somew-hat	Substantial	A lot	Does not apply
1. Responses to the “foreign terrorist fighters” (FTF) phenomenon, including returning FTFs (RFTFs)	<input type="checkbox"/>					
2. Human rights-compliant CT practices in the criminal justice sector	<input type="checkbox"/>					
3. The role of the judiciary in adjudicating terrorism offenses	<input type="checkbox"/>					
4. Rehabilitation and reintegration of violent extremist offenders	<input type="checkbox"/>					
5. Multi-sectoral approaches to CVE	<input type="checkbox"/>					
6. Community engagement and community-oriented policing as tools for CVE	<input type="checkbox"/>					
7. The role of education and CVE	<input type="checkbox"/>					
8. The role of gender in relation to CVE	<input type="checkbox"/>					
9. Human right issues in relation to CVE	<input type="checkbox"/>					
10. The role of families in CVE	<input type="checkbox"/>					
11. Preventing and denying the benefits of kidnapping for ransom by terrorists	<input type="checkbox"/>					
12. Supporting victims in the immediate aftermath of a terrorist attack	<input type="checkbox"/>					

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In the above question block you indicated for a variety of topics to what extent you have implemented GCTF products and lessons. Please add or clarify here to your answers if you wish.

We would also much value the identification of national examples (policies, legislation) that have implemented GCTF lessons or products. If you are aware of such examples, e.g. in legislation, please list them here (a hyperlink will suffice).

Annex 2: Limitations of the survey via Portal access

As indicated in the methodology section (see page 15), the questionnaire was conducted via the GCTF Portal. Portal access is only possible with an account. GCTF Members have an account, but most respondents could not remember their password. It is quite easy to reset the password, but we noticed that this creates a high threshold for respondents to even start the questionnaire, with low response rates as a consequence. For every non-member respondent a specific username and password has to be created. This is a time-consuming exercise for the Administrative Unit as this will have to be done for every single participant of every GCTF meeting which means creating hundreds of Portal accounts. It is also very likely that some will lose their password and resetting creates an additional threshold to start on the questionnaire. In terms of analyzing the results the Portal does not generate automatic graphs. For every set of questions, a manual command has to be given in Excel. Even then, the graphs are not always correct. For this evaluation we have spent a good ten working days on creating the correct graphs, quite often with the help of the IT-professional who designed the survey in the Portal. Finally, we have also received complaints from respondents who had completed the questionnaire but were registered as ‘not-completed’. That meant that some respondents had to fill in (some questions) of the questionnaire twice. These disadvantages raise the question whether the advantage of a secured portal outweighs the high threshold to even start filling out the questionnaire and different challenges we experienced.