

# Legacy Paper

## 4 years of the Global Counterterrorism Forum Co-Chairmanship

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**GCTF**

GLOBAL COUNTERTERRORISM  
FORUM

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**Morocco and the Netherlands**



# The Netherlands & Morocco: 4 years Global Counterterrorism Forum (GCTF) co-chairs



Since 2015 the Netherlands and Morocco have developed a strong partnership and worked together to strengthen cooperation in the fight against terrorism



Connecting policymakers to local implementers, civil society organizations, mayors, public prosecutors, police officers, child protection officers, and private sector partners

**30** members

A member driven forum



And investing in new relations:

**100+ non-member countries, international organizations and CSOs**

**The highest priorities**



Sustainability



Flexibility



Implementation

**National Counterterrorism Coordinators meeting 2019**

**Ahead of the curve, action oriented platform**

**Scenario-based discussions**

**2016:** Addressing the three stages of prevention, intervention, and rehabilitation-reintegration  
**2017:** Highlighting current developments and challenges in countering terrorism

**Panel discussions**

**2018:** GCTF & local impact - The role of cities and communities  
**2019:** Safeguarding civil society and humanitarian operations while countering the financing of terrorism



**GCTF**

GLOBAL COUNTERTERRORISM FORUM



**Our members are the driving force behind the GCTF's global civilian CT capacity-building agenda on a national, regional and local level.**

**From policy guidelines to implementation**

**Policy Toolkit** on the Zurich-London Recommendations on Preventing and Countering Violent Extremism and Terrorism Online

**Policy Toolkit** on The Hague Good Practices on the Nexus between Transnational Organized Crime and Terrorism

**Lifecycle Initiative Toolkit**

**Border Security Training of Trainers Curriculum**

**Facts and figures**

**65** expert meetings

**18** policy-guidelines

**GCTF-Inspired Institutions**

**4,000**

IIIJ has trained well over 4,000 criminal justice practitioners.

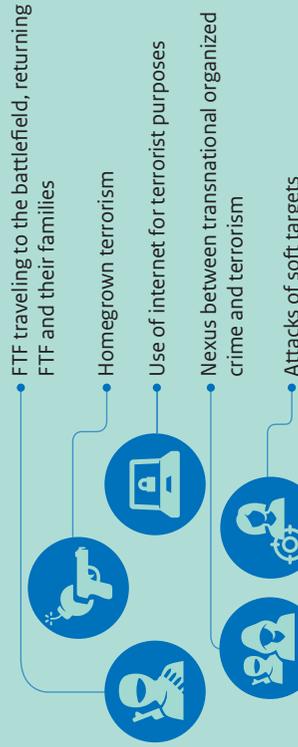
**1,000,000**

GCERF has directly engaged over 1,000,000 people vulnerable to radicalization.

**National plans**

Hedayah has assisted in the development and implementation of National CVE Strategies and reached thousands through social media campaigns.

**Addressing new and emerging threats**







## Legacy Paper

### Co-Chairmanship of the Kingdom of Morocco and the Kingdom of the Netherlands 2015 – 2019

#### Introduction

On 27 April 2015, Morocco and the Netherlands formally submitted their joint nomination to become Co-Chairs of the Global Counterterrorism Forum (GCTF). Throughout their two consecutive mandates, Morocco and the Netherlands have developed a strong partnership and worked closely together to strengthen cooperation and coordination in the fight against terrorism. In this *Legacy Paper*, both partners reflect on the main achievements of their co-chairmanship, highlighting five strategic priorities (the 5Rs):

1. *Reinforcement*: strengthening the capacity of the Forum to supply the appropriate tools to accomplish its objectives
2. *Renewal*: consolidating the ability to anticipate trends in the dynamics of terrorist threats and staying ahead of the curve
3. *Results*: enhancing the impact of the GCTF by supporting Members, as well as non-members, in incorporating GCTF documents in their policies
4. *Relations*: continuing active outreach and partnerships with non-member states and organizations, including the United Nations (UN)
5. *Resources*: working to increase mobilization and commitment of Members by multiplying their efforts and contributions to GCTF activities, as well as increasing sustainability of the work by the GCTF.

#### Reinforcement: aligning policy with expertise in the field

The GCTF is a Forum of 29 countries and the European Union (EU) dedicated to the joint mission of reducing the vulnerability of people worldwide to terrorism and violent extremism. The GCTF has a unique approach that brings policymakers together with experts in the field to develop – appropriate and demand-driven – tools, strategies, and policy recommendations (Good Practices) on how to counter the evolving terrorist threat.

To strengthen the capacity of the GCTF to supply the appropriate tools, over 65 expert meetings have taken place in the past four years, ranging from discussions on the protection of soft targets to addressing the use of Internet for terrorist purposes. Within the GCTF policymakers meet directly with e.g. mayors, child protection officers, civil society organizations, public prosecutors, police officers, and private sector partners to examine and discuss different issues and work together to identify guidelines that will help states develop effective responses to these threats.

The GCTF provides a diverse platform for discussing common challenges, learning from each other, searching for common ground, and developing non-binding good practices, principles, and recommendations. In this setting, discussions take place in an open, informal, non-political framework, focused on fighting terrorism jointly and globally. In the past four years, ministers of the 29 member countries and the EU have agreed on and endorsed 18 Framework Documents, acknowledging the added value of these policy responses, ranging from *Preventing and Countering Violent Extremism and Terrorism Online* to the *Collection, Use and Sharing of Evidence for Purposes of*

*Criminal Prosecution of Terrorist Suspects*. Numerous GCTF Framework Documents have, thanks to generous contributions from Members and non-members, been translated into different languages to broaden their impact. The Co-Chairs have also strongly emphasized promoting implementation of these documents (see “Results”).

### **Renewal: staying ahead of the curve**

The terrorist threat is not diminishing but is evolving continuously, further increasing the importance of the proactive approach and flexible cooperation of the GCTF. Some examples of the new and emerging threats the Forum has addressed in the past four years range from foreign terrorist fighters (FTFs) travelling to the battlefield to returning FTFs and their families and from homegrown terrorism and attacks on soft targets to increasing interlinkage of terrorism and transnational organized crime.

This approach has enabled the Forum to stay ahead of the curve, react immediately to new developments, and act even before they occur, proving again that the GCTF is a pragmatic and action-oriented platform. With the indispensable support of its members and through multiple scenario-based discussions,<sup>1</sup> the GCTF has in the past four years actively addressed various issues at an early stage, exemplified by activities such as:

- In 2015, the GCTF *Initiative to Address the Life Cycle of Radicalization to Violence* was launched. As part of this, an *Initiative on Juvenile Justice*, and the different phases of criminal justice responses, which include prevention, investigation, prosecution, sentencing, and reintegration was developed;
- In 2016 and 2017, scenario-based discussions, focusing on fictitious but realistic scenarios addressing the three stages of prevention, intervention, and rehabilitation-reintegration contained in the Lifecycle Initiative Toolkit, were organized as part of the Tenth and Twelfth Coordinating Committee Meetings. The 2016 scenario-based discussion highlighted the complexity of the responses to the radicalization to violence lifecycle across two channels: the need for individualized and systemic responses to radicalization to violence and the need for policy to be informed by realities on the ground. The 2017 scenario-based discussion was designed to highlight current developments and challenges in countering terrorism, including returning FTFs and their family members, the protection of soft targets, and the nexus between terrorism and organized crime networks;
- In 2017, the GCTF *FTF Knowledge Hub* was launched under the auspices of the GCTF FTF Working Group. For its duration it functioned as a unique mechanism for collecting and sharing relevant data regarding FTF and good practices, among members.
- In 2018, *Good Practices on Addressing the Challenge of Returning Families of Foreign Terrorist Fighters (FTFs)* were endorsed. In that same year, Good Practices were endorsed on *Prevention, Detection, Intervention and Response to Homegrown Terrorism*. The latter document takes into account important reflections from the GCTF *Antalya Memorandum on the Protection of Soft Targets in a Counterterrorism Context*, endorsed in 2017;
- Also in 2018, *The Hague Good Practices on the Nexus between Transnational Organized Crime and Terrorism* were endorsed. This was followed by the presentation of a Policy Toolkit to address the threat of the nexus in 2019.

### **Results: the importance of implementation**

One of the highest priorities of the Dutch and Moroccan co-chairmanship was to enhance the impact of GCTF Framework Documents and tools, focusing on the importance of implementation. The GCTF-

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<sup>1</sup> Supported by expert moderators as well as videos showcasing the cycle of terrorism and policy dilemmas, the videos offer a modern medium for discussing new avenues, challenges, and themes.

Inspired Institutions – the International Institute for Justice and the Rule of Law (IJ), *Hedayah*, and the Global Community Engagement and Resilience Fund (GCERF) – figure prominently here. All GCTF-Inspired Institutions are closely connected and have achieved important results in the past four years, as exemplified in part by the following achievements:

- IJ has trained well over four thousand criminal justice practitioners working in counterterrorism during this four-year period.
- *Hedayah* has worked on drafting and implementing National Action Plans on PVE in Kenya, Nigeria, Pakistan and Somalia, and establishing a joint *UN-Hedayah Counter Extremism Hub* to support countries in developing national action plans.
- GCERF, active in seven countries, supports projects in communities at risk of violent extremism. Its funding has reached more than one million people vulnerable to radicalization directly, and have supported at least a further five million people indirectly.

Efforts by Morocco and the Netherlands to serve the operationalization and implementation of the work by the GCTF include organizing an *Implementing Partners Exposition* in 2017 on the margins of the Twelfth GCTF Coordinating Committee Meeting to bring together experts from the fields with GCTF Members. The Co-Chairs believe that implementing partners are important in furthering and implementing GCTF Good Practices and are a driving force behind the GCTF global civilian counterterrorism (CT) capacity-building agenda nationally, regionally, and locally.

The Co-Chairs also organized a panel discussion at the Fourteenth GCTF Coordinating Committee Meeting in 2018, with the aim of connecting multilateral and local levels by inviting high-level local government officials, local practitioners, and civil society organizations (CSOs). This session offered the opportunity to highlight local challenges and practices in dealing with radicalization and violent extremism and illustrated the role of local stakeholders in common CT efforts.

In March 2019, a Meeting of National Counterterrorism Coordinators took place to further underline the importance of implementation. Given their responsibility for comprehensive domestic CT strategies and first-hand experience in working with partners across governments and integrating first-line local responders with domestic CT efforts, National CT Coordinators deepen multilateral discussions on internationally recognized CT and Countering Violent Extremism (CVE) Good Practices and their national and local implementation.

Connecting the multilateral level with CSOs remains a focus area of Morocco and the Netherlands, as the GCTF greatly values working closely with UN bodies and CT and CVE experts, such as policymakers, practitioners, and CSO representatives. To this end, the Co-Chairs dedicated a session during the Sixteenth GCTF Coordinating Committee Meeting to discussing the possible effects of counterterrorism measures on the work and efforts of civil society and humanitarian organizations.

### **Relations: broad involvement**

As an outward-looking forum, the GCTF benefits from the expertise not only of its 30 Members but also from that of all relevant stakeholders that share its goals and priorities. Non-member states and organizations are regularly invited to participate in GCTF activities. In recent years, the GCTF worked with 100+ non-member countries, international organizations, and CSOs, thereby expanding its impact and using and catalyzing existing knowledge and expertise. The current co-chairmanship has also supported the engagement of over 13 non-members in (co-) hosting regional meetings. In 2017 alone, 18 regional expert meetings were organized in 14 different countries, involving over 80 countries and (sub-) regional organizations around the world, with numerous CSOs and think tanks participating.

The UN is an important GCTF partner; together, they are committed to strengthening their close and mutually reinforcing partnership, as emphasized by the *UN-GCTF Ministerial Statement* endorsed in 2018. This joint commitment manifests via reinforced cooperation to address shared priorities, such as border security, accountability, and the prevention of violent extremism, in particular in regions of mutual interest, such as East and West Africa. The GCTF and the UN meet regularly in the margins of the biannual GCTF Coordinating Committee Meeting. In addition, Co-Chairs of the GCTF Working Groups and the UN Global Counter-Terrorism Coordination Compact Working Groups have expressed their commitment to engage regularly in mutually strengthening CT efforts.

The GCTF continues to reach out to Members, organizations, and other multilateral institutions, such as the EU and NATO, to increase cooperation, improve information exchange and prevent duplicating efforts by identifying key capacities and focusing on the strengths of each organization in the global fight against violent extremism.

### **Resources: commitment, adaptability, and support**

As the terrorist threat continues to evolve, impacting our societies for years to come, so too must our collective response and the GCTF as a Forum. In 2011, the GCTF was launched, with all Members reiterating their enduring and absolute condemnation of all forms and manifestations of terrorism. In 2017, Members reaffirmed their support to the GCTF by endorsing the *2017 GCTF Political Declaration*. They restated the necessity of a comprehensive and sustained response to the threat of terrorism, the need to address the conditions conducive to its spread, and the importance of preventing and countering its appeal.

Preserving the flexibility of the GCTF and ensuring its sustainability have been among the top priorities of the current co-chairmanship. In 2017, this resulted in restructuring the GCTF to ensure that it remains a nimble, action-oriented, and consultative Forum which is able to stay ahead of the curve as the terrorist threat evolves and increase synergies among Working Groups, Initiatives, and partner organizations. The Terms of Reference were also updated in 2017. Discussions on sustainability take place regularly, giving all Members insight into how to support the GCTF and promote its sustainability.

### **Conclusion**

Terrorism is a global threat that no state can address alone. The GCTF is a good practice on the indispensable international cooperation, essential to protect our citizens and strengthen global security.

The GCTF remains first and foremost a member-driven forum. Morocco and the Netherlands are grateful for the commitment, support (both financial and in-kind), and active contributions of the GCTF Members that have greatly contributed toward achieving the results presented herewith.

The Co-Chairs are especially grateful for the work and support of current GCTF Working Group Co-Chairs Jordan, the United States, Nigeria, Switzerland, Algeria, Canada, the European Union, Egypt, Australia, and Indonesia, as well as for that of previous Co-Chairs Turkey, the United Arab Emirates, and the United Kingdom.

The Co-Chairs commend the high standard of work and support by the Administrative Unit, the true engine of the GCTF.

This opportunity to steer this Forum among friends has been a tremendous honor.

## Annex 1: Facts and Figures

With the indispensable support of the GCTF Members, the following activities and results were achieved during the Dutch-Moroccan Co-Chairmanship:

- **Four Ministerial Meetings** were jointly organized and chaired by the Netherlands and Morocco and hosted in the United States. **Two ministerial statements** were endorsed.
- **Eight Coordinating Committee Meetings** were jointly organized and chaired by the Netherlands and Morocco and hosted in Switzerland, the United States, Japan, Spain, and the Netherlands.
- **Good Practice Documents and Recommendations**
  - o *Addendum to the Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent Extremist Offenders, together with the DR Working Group*
  - o *Neuchâtel Memorandum on Good Practices for Juvenile Justice in a Counterterrorism Context*
  - o *Addendum to The Hague-Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon with a focus on Returning FTFs*
  - o *Recommendations on the Effective Use of Appropriate Alternative Measures for Terrorism-Related Offenses*
  - o *Valletta Recommendations Relating to Contributions by Parliamentarians in Developing an Effective Response to Terrorism*
  - o *Good practices for effective border security and management (BSM) in the CT context and to stem the flow of FTFs*
  - o *Recommendations on the Role of Religious Education in Fostering Peace and Countering Violence*
  - o *The Role of Families in Preventing and Countering Violent Extremism: Strategic Recommendations and Programming Options*
  - o *The Antalya Memorandum on Good Practices on the Protection of Soft Targets in a Counterterrorism Context*
  - o *The Zurich-London Recommendations on Preventing and Countering Violent Extremism and Terrorism Online*
  - o *Abuja Recommendations on the Collection, Use and Sharing of Evidence for Purposes of Criminal Prosecution of Terrorist Suspects*
  - o *Good Practices on Addressing the Challenge of Returning Families of Foreign Terrorist Fighters (FTFs)*
  - o *Rabat – Washington Good Practices on the Prevention, Detection, Intervention, and Response to Homegrown Terrorism*
  - o *The Hague Good Practices on the Nexus between Transnational Organized Crime and Terrorism*
  - o *Glion Recommendations on the Use of Rule of Law-Based Administrative Measures in a Counterterrorism Context*
  - o *Addendum to the Good Practices on Women and Countering Violent Extremism*
  - o *New York Memorandum on Good Practices for Interdicting Terrorist Travel*
  - o *Berlin Memorandum on Good Practices for Countering Terrorist Use of Unmanned Aerial Systems.*
- **(Regional) expert meetings:**
  - o In 2016, 18 expert meetings in total took place.
  - o In 2017, 11 expert meetings in total took place.

- In 2018, 13 expert meetings in total took place.
- In 2019, 23 expert meetings in total took place.
- **Working Group Plenary Meetings:**
  - The Foreign Terrorist Fighters Working Group (currently chaired by Jordan and the United States) held four plenary meetings between September 2015 and September 2019.
  - The Countering Violent Extremism Working Group (currently chaired by Australia and Indonesia) held five Plenary Meetings between September 2015 and September 2019.
  - The Criminal Justice and Rule of Law Working Group (currently chaired by Nigeria and Switzerland) held four plenary meetings between September 2015 and September 2019.
  - The Capacity-building in the East-Africa Region (currently chaired by Egypt and the European Union) held two plenary meetings between September 2015 and September 2019.
  - The Capacity-building in the West-Africa Region (currently chaired by Algeria and Canada) held two plenary meetings between September 2015 and September 2019.
  - The former Horn of Africa Capacity-building Working Group (chaired by the European Union and Turkey) held two plenary meetings between September 2015 and September 2017.
  - The former Sahel Region Capacity-building Working Group (chaired by Algeria and Canada) held one plenary meeting between September 2015 and September 2017.
  - The former Detention and Reintegration Working Group (chaired by Australia and Indonesia) held two plenary meetings between September 2015 and September 2017.
- **Tools:**
  - Policy Toolkit on the Zurich-London Recommendations on Preventing and Countering Violent Extremism and Terrorism Online (Australia, Switzerland, and the United Kingdom)
  - Policy Toolkit on The Hague Good Practices on the Nexus between Transnational Organized Crime and Terrorism (the Netherlands)
  - Lifecycle Initiative Toolkit (Turkey and the United States)
  - Border Security Training of Trainers Curriculum

**Other results:**

- In January 2016 a joint meeting was organized on the FTF threat with the Global Coalition to Counter ISIS.
- The Chinese government hosted two GCTF symposiums on Terrorists' Use of Internet (TUI) in Beijing to initiate a process of comprehensive and inclusive dialogue for preventing and countering TUI and to further substantiate the cooperation on the topic within the GCTF. In 2014 the first symposium focused on strengthening international cooperation, while the second, held in 2016, addressed building consensus and expanding cooperation.
- In 2017, under the auspices of the GCTF FTF Working Group, co-chaired at the time by Morocco and the Netherlands, the United States led a "Dialogue on Countering Foreign Terrorist Fighters (FTFs) and Radicalization to Violence in Central Asia" workshop in The Hague, the Netherlands. The Dialogue, launched at the Seventh GCTF Ministerial Plenary Meeting in New York on 21 September 2016, aimed to assist Central Asian states in addressing the challenge of countering FTFs and implementing *The Hague – Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon*.

- Two podcasts and a video were developed to promote understanding and practical use of the GCTF Lifecycle Toolkit.
- For their duration during this co-chairmanship, the International Counterterrorism and Countering Violent Extremism Capacity-Building Clearinghouse Mechanism (ICCM) and the Foreign Terrorist Fighters Knowledge Hub have served as tools for increasing information sharing and knowledge exchange.





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