



The International Institute for
Justice and the Rule of Law



ANNUAL REPORT 2019

5
YEAR
ANNIVERSARY
2014 - 2019



Our Mission is to enhance and strengthen the competencies of criminal justice practitioners and other stakeholders to address terrorism and related transnational criminal activities within a rule of law framework, and to promote cooperation and information exchange on a national, regional and international basis.

Our Vision is to be an internationally-recognised training institute and a regional knowledge hub for practical and sustainable rule of law-based capacity-building for lawmakers, judges, prosecutors, law enforcement, corrections officials, other criminal justice practitioners and relevant stakeholders. The IIJ will continue its core geographic focus on North, West and East Africa, the Middle East, and other select regions. The IIJ's continued growth will include developing, implementing and operationalising international good practices, and developing new strategies and techniques to fully address the contemporary manifestation and evolving nature of global terrorism.



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Message from the Executive Secretary



June 2019 marked the fifth anniversary of the establishment of the International Institute for Justice and the Rule of Law. Much has been accomplished in this short period with the support of our Governing Board of Administrators, an expanding donor base and partner network, IJ alumni and supporters, and the dedicated IJ team.

The IJ has provided capacity-building training for well over 4,500 criminal justice practitioners from 123 countries and continues to serve as a unique practitioner-oriented platform for countering an evolving terrorist threat that often includes broader transnational security issues. On behalf of the entire IJ team, I would like to thank you for your support of the IJ's mission and mandate.

As the IJ enters the next five years, our focus is firmly on sustainable growth, impact and innovation. To this end, I am pleased to advise that the IJ team is achieving impressive results. In 2019, the IJ team will have implemented 38 programs with strong deliverables tailored to the needs and priorities of beneficiary and donor countries.

As the IJ enters the next five years, our focus is firmly on sustainable growth, impact and innovation

2019 saw the development of a new IJ Core Curriculum and delivery of the first iterations of two new Core Courses: *Using Information Derived from Intelligence to Generate Evidence for Terrorism Investigations and Prosecutions* in July; and *Successful Prosecutions of Counterterrorism Cases* in September. Both produced successful outcomes and were well-received by all who attended. The IJ Core Curriculum is an important step towards broadening the IJ training approach to one that provides even more sustainable and long-term linkages between IJ thematic and regional foci, and relevant GCTF rule of law implementation efforts. This broader approach includes a greater focus on incorporating regional and international counterterrorism frameworks and policies from partners such as the United Nations, African Union, League of Arab States, European Union, and others.

Similarly, the IJJ designed and offered – in partnership with the University of Malta’s Mediterranean Academy of Diplomatic Studies – an exciting and timely fee-based IJJ-MEDAC Mediterranean Security & Rule of Law Course. We were delighted to welcome both H.E. Dr. George Vella, the President of Malta, and the Hon. Carmelo Abela, Malta’s Minister of Foreign Affairs & Trade Promotion, as keynote speakers. This course is one of many innovative initiatives under the *IJJ Sustainability Strategy*.

In September 2019, we bid farewell to Ms. Kathleen O’Connor, IJJ Director of Programs since 2017, seconded from the U.S. Department of Justice’s Office of Overseas Prosecutorial Development Assistance and Training Program (OPDAT). We thank and congratulate Kathleen for her valuable contribution to the IJJ during her posting, particularly her stewardship of the new IJJ Core Curriculum.

Judge Tamer Soysal, who has served as an IJJ Senior Judicial Advisor since 2018, finished his posting in 2019. Judge Soysal was seconded from Turkey’s Ministry of Justice, and will be followed by a third such secondment from the Government of Turkey as part of its generous support to the IJJ as a founding Board Member.

We also thank Mr. Joe Connell, IJJ Senior Investigations Advisor, seconded from the United Kingdom’s Foreign & Commonwealth Office, who will depart in 2020.

The IJJ is very grateful for the important contributions made by our seconded colleagues, and welcomes and encourages other such national secondments.

Finally, I am pleased to report that 2019 saw the Inaugural Meeting of the new IJJ Advisory Board – a dynamic board of 25 subject-matter and practitioner experts who are already actively identifying work streams and contributing to the future trajectory of the IJJ. We are proud to welcome the Advisory Board to the IJJ team and excited to draw on and benefit from their expertise and experience. Concurrently, work is progressing on other Communications projects, including an IJJ Alumni Network, which we look forward to unveiling in 2020.

Five years on, much has been achieved by the IJJ team. A strong foundation has been laid upon which we are building an exciting, forward-leaning and sustainable organisation responsive to the evolving landscape. We thank you for reading this report and for your continued support of the IJJ.



Mr. Thomas A. Wuchte
Executive Secretary

The International Institute for Justice and
the Rule of Law

Overview of the IJ

At the June 2012 Ministerial Plenary Meeting of the Global Counterterrorism Forum (GCTF), members called for the establishment of the IJ as a key platform to deliver innovative and sustainable training to implement the counterterrorism-related, rule of law-based good practices developed by the GCTF. G8 leaders welcomed the proposed establishment of the IJ at the June 2013 G8 Summit. A range of governments and international, regional and non-governmental organisations then collaborated on developing the IJ's mandate and structure. The IJ was formally inaugurated on 18 June 2014, in Valletta, Malta.

The IJ designs and delivers training courses, workshops, expert meetings, and other capacity building activities tailored to the needs of criminal justice sector practitioners.

All IJ programs have at their core a commitment to advancing the legal framework through which criminal justice practitioners pursue justice for terrorism and related activity by integrating human rights, justice and the rule of law.

The IJ pursues its mission by providing tailored capacity building programs and activities that help governments and practitioners address – in a practical, effective and coordinated manner – the evolving and multifaceted nature of contemporary terrorism and related transnational crime.

The IJ is addressing pressing challenges, including:

- Addressing prevention, detection, intervention and response to homegrown terrorism.
- Supporting terrorism investigations and prosecutions through enhanced interagency, regional and international judicial cooperation.
- Strengthening terrorism investigations through tailored skills training and development.
- Addressing challenges on using battlefield evidence in civilian criminal investigations and prosecutions of terrorism crimes.
- Supporting judicial actors in their handling and management of terrorism cases within a rule of law framework.
- Supporting the integration into national frameworks of international good practices and standards for juvenile justice in a counterterrorism context.
- Empowering and strengthening the crucial roles that parliamentarians play, including in developing and implementing rule of law-based counterterrorism legislation.
- Strengthening prison management to reduce further radicalisation and establishing effective and sustainable rule of law-based rehabilitation and reintegration programs for violent extremists.
- Addressing the myriad complex challenges posed by returning foreign terrorist fighters and their families.

In June 2019, the IJJ proudly celebrated five years of operation. In this short time, the IJJ has made great strides towards fulfillment of its mission and vision:

5

YEARS

5000+

PRACTITIONERS
HAVE COMPLETED
IJJ TRAINING

150+

CAPACITY BUILDING
WORKSHOPS AND
ACTIVITIES

>50%

IJJ PROGRAMS
HELD IN BENEFICIARY
REGIONS

123

PARTICIPATING
COUNTRIES

26

INTERNATIONAL
GRANTS

13

GBA MEMBERS

11

INTERNATIONAL
DONORS

25

ADVISORY BOARD
MEMBERS

INTRODUCING VIGOROUS PROGRAMMATIC MONITORING & EVALUATION
TO ENSURE SUSTAINABLE IMPACT OF IJJ CAPACITY BUILDING

DEVELOPING INNOVATIVE CURRICULA TAILORED TO THE NEEDS OF
PRACTITIONERS AND THE EVOLVING THREAT ENVIRONMENT

IJJ PROGRAMS ARE CONNECTING PRACTITIONERS
WITH MORE THAN 80% OF GCTF MEMORANDA





The IJJ and the GCTF

The GCTF is an international forum of 30 members (29 countries and the European Union) with an overarching mission of reducing the vulnerability of people worldwide to terrorism by preventing, combating and prosecuting terrorist acts, and countering incitement and recruitment to terrorism. The GCTF brings together experts and practitioners from countries and regions around the world to share experiences and expertise, and to develop tools and strategies to counter the evolving terrorist threat. The GCTF is recognised by key international partners as a framework of reference in the global counterterrorism and countering violent extremism architecture. For more information, visit: <https://www.thegctf.org/>.

The IJJ is one of three GCTF-inspired institutions, along with:



The Global Community Engagement and Resilience Fund (GCERF), headquartered in Geneva, is a public-private partnership established to serve as the first global effort to support local, community-level initiatives aimed at strengthening resilience against violent extremist agenda. Operating at the nexus of security and development, GCERF works in partnership and consultation with governments, civil society, and the private sector in beneficiary countries to support national strategies to address the local drivers of violent extremism. For more information, visit: <https://www.gcerf.org/>.



Hedayah, the International Center of Excellence for Countering Violent Extremism based in Abu Dhabi, is a key operational delivery arm for the GCTF's CVE efforts. It is an essential partner in the development and implementation of the Abu Dhabi Memorandum on Good Practices for Education and Countering Violent Extremism, including through the ongoing GCTF-OIC initiative on CVE and religious education. Hedayah manages the GCTF's FTF-related CVE and Returnee Programs under the auspices of the FTF Working Group, which serves as a living resource for interested states. For more information, visit: <http://www.hedayahcenter.org/>.

Since the IJJ's inauguration in 2014, the IJJ has supported the GCTF by:

- Supporting the development of many GCTF framework documents, including: the *Rabat-Washington Good Practices on the Prevention, Detection, Intervention and Response to Homegrown Terrorism*; the *Neuchâtel Memorandum on Good Practices for Juvenile Justice in a Counterterrorism Context*; and the *Valletta Recommendations Relating to Contributions by Parliamentarians in Developing an Effective Response to Terrorism*.
- Designing and delivering capacity building programs for practitioners that support implementation and operationalisation of GCTF framework documents.
- Hosting GCTF programs, expert meetings and workshops, and contributing to GCTF Coordinating Committee and Working Group activities.
- Cross-promoting and implementing GCTF framework documents across IJJ workstreams and proactively seeking opportunities to connect GCTF workstreams with relevant strategies, policies and frameworks developed by partners.



The IJJ and the United Nations

The IJJ works closely and proactively with the United Nations and its subsidiary bodies to establish meaningful linkages and connections between efforts in the counterterrorism and rule of law fields. The United Nations (UN) is a close partner of and participant in GCTF and IJJ activities, and the IJJ actively supports implementation of the UN Global Counter-Terrorism Strategy and relevant UN Security Council Resolutions across IJJ initiatives and workstreams.

The IJJ works collaboratively with many UN bodies, including:

- UN Office of Counter-Terrorism (UNOCT)
- Counter-Terrorism Executive Directorate (CTED)
- UN Development Programme (UNDP)
- UN Interregional Crime and Justice Research Institute (UNICRI)
- UN Office on Drugs and Crime (UNODC)
- Office of the High Commissioner for Human Rights (OHCHR)

Examples of IJJ-UN collaboration since the IJJ's inauguration include:

- Under the IJJ Global Central Authorities Initiative, the IJJ has collaborated with UNAFEI and UNODC to integrate and cross-promote IJJ and UN tools, programmes and training curricula to enhance international judicial cooperation in terrorism-related investigations and prosecutions.
- Under the IJJ Juvenile Justice Initiative, the IJJ has worked with both UNICRI and UNODC, co-hosting workshops and providing opportunities to present workstreams that promote and support juvenile justice in the counterterrorism context, including on the critical roles that criminal justice actors play in P/CVE, and techniques and good practices on effective interventions for at-risk individuals, including juveniles.



- Under the IJJ Prison Management Initiative, the IJJ has worked with both UNICRI and UNODC, co-hosting and inviting participation in capacity building training to help mitigate opportunities for terrorist recruitment and radicalisation to violence in the prison context.
- Under the IJJ Returning FTFs Initiative, the IJJ has worked with UNDP and UNICRI on efforts related to the rehabilitation and reintegration of returning FTFs, and the role of probation and parole officers in supporting effective and sustainable re-entry.
- The IJJ has been pleased to present at UN Security Council Briefings, including on topics related to the *IJJ Good Practices for Central Authorities* ahead of the adoption of UNSC Resolution 2322.
- The IJJ has also participated in Special Meetings of the UN Counter Terrorism Committee, including High-Level Conferences of Counter-Terrorism Agencies of Members States, on themes such as strengthening international cooperation to combat the evolving terrorism threat, including FTFs, and Technical Consultations on international judicial-law enforcement cooperation.

IJ Core Initiatives

The IJ is currently implementing programmes under eight IJ Core Initiatives. All of the IJ Core Initiatives support implementation and operationalisation of relevant GCTF memoranda, the UN Counter-Terrorism Strategy, relevant Security Council Resolutions, and regional and international policy frameworks. All IJ Core Initiatives prioritise the cross-implementation of GCTF memoranda and seek to establish connections with other relevant external workstreams to ensure that IJ programmes are not only comprehensive, but are leveraging broader efforts and maximising benefits for participant practitioners, donors and implementers. The eight IJ Core Initiatives are as follows:

1 Addressing Homegrown Terrorism: Supporting implementation and operationalisation of the GCTF's *Rabat-Washington Good Practices on Prevention, Detection, Intervention, and Response to Homegrown Terrorism*, and other related tools and policy frameworks, focusing on the practical steps governments can take – across the prevention, detection, intervention and response phases – to effectively tackle in a coordinated way the challenges posed by homegrown terrorism.

2 Global Central Authorities: Promoting judicial cooperation and the building of networks between Central Authorities and justice stakeholders at the inter-agency, regional and international levels. Programmes support implementation and operationalisation of the *IJ Good Practices for Central Authorities* (elucidating good practice 9 of the GCTF's *Rabat Memorandum on Good Practices for Effective Counterterrorism Practice in the Criminal Justice Sector*). The *IJ Good Practices* are a set of internationally-recognised good practices for Central Authorities addressing the institutional, legal and practical considerations needed to facilitate effective international cooperation in terrorism and transnational crime cases.

3 Investigations: Enhancing skills and working practices through internationally-accepted investigation methods, including intelligence development and evidence gathering in both physical and digital/cyber domains against current and potential terrorist threats. Working practices are underpinned by the cross-implementation of many GCTF memoranda, including the *Recommendations for Using and Protecting Intelligence Information in Rule of Law-Based, Criminal Justice Sector-Led Investigations and Prosecutions*, elucidating good practice 6 of the GCTF's *Rabat Memorandum on Good Practices for Effective Counterterrorism Practice in the Criminal Justice Sector*.

4 Judicial Capacity Building: Supporting trial judges, prosecutors, investigating magistrates and defence counsel in their handling of terrorism cases within a rule of law framework through the implementation and operationalisation of the GCTF's *The Hague Memorandum on Good Practices for the Judiciary in Adjudicating Terrorism Offenses*, and related IJJ and other tools.

5 Juvenile Justice: Supporting implementation and operationalisation of the GCTF's *Neuchâtel Memorandum on Good Practices for Juvenile Justice in a Counterterrorism Context* through regional capacity building and the development of tailored, sector-specific tools for criminal justice practitioners.

6 Parliamentarians: Supporting the implementation and operationalisation of the GCTF's *Valletta Recommendations Relating to Contributions by Parliamentarians in Developing an Effective Response to Terrorism*. Building the capacity of parliamentarians to develop counterterrorism legislation for, and provide oversight of, effective rule of law-based counterterrorism frameworks, and emphasising the need to work collaboratively with criminal justice practitioners and security agencies.

7 Prison Management: Supporting the implementation of the *IJJ Prison Management Recommendations* and the GCTF's *Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent Extremist Offences*. Working with practitioners to promote the development of effective, rule of law-based rehabilitation and reintegration programmes for violent extremists, and effective prison management strategies to reduce further radicalisation, including with regards to vulnerable populations.

8 Returning Foreign Terrorist Fighters (FTFs): Supporting the implementation of the GCTF's *Addendum to The Hague-Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon, with a focus on Returning FTFs*, the *Rome Memorandum*, and the *Good Practices on Addressing the Challenge of Returning Families by FTFs*.

IIJ Workstreams

In addition, in 2019 the IIJ commenced work on three innovative standalone workstreams

Developing an IIJ Core Curriculum

The IIJ is developing an exciting new IIJ Core Curriculum, with two initial Core Courses - *Using Information Derived from Intelligence to Generate Evidence For Terrorism Investigations and Prosecutions*, and *Successful Prosecutions of Counterterrorism Cases*.

The IIJ Core Curriculum has been designed in partnership with adult education experts, judicial and prosecutorial training specialists, and criminal justice practitioners with deep subject-matter expertise and experience. The first iterations of both courses were delivered successfully in 2019. For more information, see page 46.

Battlefield Evidence

Collecting, analysing, sharing and using battlefield evidence effectively is essential to holding those who commit terrorist actions or support terrorist organisations accountable through civilian criminal investigation and prosecution. The IIJ is proud to be leading efforts to promote implementation of the *Non-Binding Guiding Principles on Use of Battlefield Evidence in Civilian Criminal Proceedings* (hereafter *Guiding Principles*), developed by the U.S. Departments of State, Justice and Defense in response to concerns raised by counterterrorism partner countries regarding the collection, sharing, analysis and introduction of such evidence into terrorism cases.

The *Guiding Principles* were first presented publicly at the *IIJ Battlefield Evidence Global Workshop* in January. The *Guiding Principles* are available on the IIJ website. For more information, see page 49.

IIJ-MEDAC Pilot Course

An innovative pilot program under the *IIJ Sustainability Strategy* that offers professionals from government and the private sector an opportunity to take part in a three-day, fee-based course addressing the various security challenges affecting the Mediterranean region, with a particular focus on the issue areas of terrorism, migration and human security. For more information, see page 51.





IJJ Core Initiatives

IJJ Addressing Homegrown Terrorism Initiative

The global community continues to face the threat of homegrown terrorism. ISIL/Da'esh, al-Qa'ida, al-Nusrah Front and their cells, affiliates, splinter groups or derivatives, as well as other transnational terrorist groups, use their experience to direct, enable, inspire and/or incite individuals to commit deadly terrorist attacks. In lieu of luring FTFs, these groups encourage individuals to perpetrate attacks in their own countries to instil fear and promote polarisation within society.

Under the auspices of the GCTF, and the direction of Initiative Co-Leads the Governments of Morocco and the United States, in 2017-2018 the IJJ led the development of the *Rabat-Washington Good Practices on the Prevention, Detection, Intervention and Response to Homegrown Terrorism* (hereafter *Rabat-Washington Memorandum*).

Challenges addressed by these good practices were first identified at a launch event in Malta, followed by two practitioner workshops, which focused on drawing out specific good practices, first in the prevention and detection phases, and then in the intervention and response phases. GCTF members reviewed the good practices at a meeting in Rabat, Morocco, ahead of their endorsement by the GCTF in September 2018.

The *Rabat-Washington Memorandum* is a set of good practices focusing on the practical steps governments can take – across the prevention, detection, intervention, and response phases – to effectively tackle in a coordinated manner the challenges posed by homegrown terrorism.



The *Rabat-Washington Memorandum* serves as a complementary resource to the GCTF's *The Hague-Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon* and the *Addendum to The Hague-Marrakech Memorandum focusing on returning FTFs*, providing a comprehensive response to the current terrorism landscape.

For more information, see the GCTF website: <https://www.thegctf.org/>

In 2019, the IJJ continued its focus on addressing this phenomenon by supporting the implementation and operationalisation of the *Rabat-Washington Memorandum*.

Working with criminal justice practitioners and civil society, the IJJ convened a *Global Launch* followed by a thematic workshop to promote multi-stakeholder capacity-building in this area. A second workshop will identify challenges and opportunities to support policymakers and practitioners to address racially- and ethnically- motivated homegrown terrorism.



Global Workshop: Implementing the GCTF Rabat-Washington Good Practices

In January 2019, criminal justice practitioners from 19 countries gathered in Malta for a *Global Workshop on Implementing the GCTF Rabat-Washington Good Practices on the Prevention, Detection, Intervention, and Response to Homegrown Terrorism* (hereafter *Rabat-Washington Memorandum*).

The workshop produced a set of practitioner-generated recommendations for the implementation of the *Rabat-Washington Memorandum*. These recommendations include: a need to focus more on the role of family, and especially women, in the radicalisation cycle; a request for future workshops tailored to regional challenges in the area of homegrown terrorism; and an opportunity to discuss in depth innovative intervention and rehabilitation programmes in the context of national legal frameworks.

The recommendations helped guide and shape the curriculum for a series of workshops in 2019-2020 that are promoting implementation and operationalisation of the *Rabat-Washington Memorandum*.



Workshop on Implementing the GCTF Rabat-Washington Good Practices, Focus on Intervention

In July 2019, the IJJ welcomed to Malta criminal justice practitioners and stakeholders to a *Workshop on Implementing the GCTF Rabat-Washington Good Practices, with a Focus on Intervention*. Practitioners from 22 countries across Africa, Asia, Europe, the Middle East, and North America, along with international organisations, examined and discussed intervention models and techniques, legal frameworks for intervention programmes, alternative measures, intervention tools during rehabilitation and reintegration phases, and a holistic community engagement approach to P/CVE as a method of early intervention with high- and at-risk individuals.

The workshop also supported implementation of complementary GCTF memoranda, including the *Addendum to the Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent Extremist Offenders*, the *Good Practices on Women and Countering Violent Extremism*, and the *Good Practices on Community Engagement and Community-Oriented Policing as Tools to Counter Violent Extremism*.





2

IJJ Core Initiatives

IJJ Global Central Authorities Initiative

Central Authorities – the national entities responsible for mutual legal assistance and extradition – play a critical role in facilitating international cooperation in criminal investigations and prosecutions.

The IJJ Global Central Authorities Initiative is strengthening international judicial cooperation in counterterrorism investigations and prosecutions by building and enhancing the capacity of Central Authorities. Launched at a Justice Minister's Meeting on International Cooperation in Morocco in November 2015, the IJJ's Initiative aimed to develop a set of internationally-recognised good practices for Central Authorities and, in so doing, strengthen rule of law-compliant responses to international terrorism.

With support from the Government of the United States, the initial phase of this Initiative engaged Central Authorities from across four regions – Sahel-Maghreb, Southeast Asia, Horn of Africa, and South Asia – along with GCTF members, partner organisations, and in collaboration with the Governments of India, Indonesia and Tanzania, in a series of regional workshops. This collaborative process produced the *IJJ Good Practices for Central Authorities* (hereafter *IJJ Good Practices*).

The *IJJ Good Practices* expand on and elucidate Good Practice 9 of the GCTF's *Rabat Memorandum on Good Practices for Effective Counterterrorism Practice in the Criminal Justice Sector*, which calls for practices and procedures to encourage international cooperation in counterterrorism matters.

Good Practice 9 focuses, in part, on strengthening formal international assistance, especially extradition and mutual legal assistance; designating a single Central Authority; and fostering flexible cooperation to promote the "real-time" effective exchange of information, consistent with relevant laws and regulations.

The *IJJ Good Practices* also support the implementation of UN Security Council Resolution 2322, which seeks to strengthen international judicial cooperation in countering terrorism, including through the designation of Central Authorities, and Resolution 2396, which calls for enhanced judicial measures and international cooperation in the FTF context.

Published in September 2018, the *IJJ Good Practices* (available on the IJJ website in Arabic, English and French) serve as a guide for Central Authorities and provide a framework of institutional, legal and practical considerations for establishing and supporting the work of these important institutions.

In 2019, the IJJ launched phase two of the Initiative, developing a tailored curriculum to support the effective implementation and operationalisation of the *IJJ Good Practices*, followed by regional implementation workshops.



GCAI Curriculum Development Meeting

In January 2019, the IJJ welcomed to Malta criminal justice experts from eight countries and international organisations to contribute to the development of a dynamic new curriculum to support the implementation and operationalisation of the *IJJ Good Practices for Central Authorities*.

During the curriculum development meeting, national criminal justice experts, along with representatives from UNODC and UNAFEI, identified and exchanged views on challenges to effective international judicial cooperation common in regional criminal cases and developed practical case studies addressing these challenges for use in forthcoming workshops. Participants also formulated suggestions on how Central Authorities should operate – including in regard to sharing evidence (formally and informally) and responding to extradition requests – to be highlighted at the regional events.

Regional Workshops for the MENA Region and East Africa

In 2019, the IJJ delivered two regional workshops based on the new curriculum designed to enhance regional and international cooperation between criminal justice sector stakeholders in terrorism cases.

In June, the first workshop for practitioners from the MENA region was held in Cairo, Egypt. The workshop brought together Central Authorities, prosecutors and investigators from nine countries across the region, including Algeria, Bahrain, Egypt, Jordan, Kuwait, Lebanon, Morocco, Saudi Arabia and Tunisia.

In September, the IJJ convened in Malta the second workshop for practitioners from the East Africa region, bringing together participants from Djibouti, Ethiopia, Kenya, Somalia, Tanzania and Uganda.

These regional workshops highlighted the importance of establishing effective international judicial cooperation for prosecuting and adjudicating terrorism cases and encouraged participating countries to adopt legislation, policies and procedures consistent with the internationally-recognised good practices set out in the *IJJ Good Practices*.

In breakout and plenary sessions, participants applied the *IJJ Good Practices* to a hypothetical scenario that included many of the real-world challenges facing investigators and prosecutors in terrorism cases. The practitioners actively shared challenges, experiences and case studies on issuing, receiving and affording MLA and extradition requests, and agreed on next steps for improving judicial cooperation in the respective East Africa and MENA regions.





3

IJJ Core Initiatives

IJJ Investigations Initiative

Intelligence-led investigations ensure focused and proportionate responses to terrorist threats and encourage the appropriate sharing of relevant information.

As terrorist strategies, capabilities and tactics evolve, it is vital that law enforcement's strategies, capabilities and tactics in gathering and developing intelligence produce best evidence and present such evidence to deliver fair and successful prosecutions and convictions.

The IJJ Investigations Initiative continues to deliver strong results in building and strengthening terrorism investigations through tailored skills training and development.

With a focus on cross-border investigations and returning FTFs, the Initiative is supporting implementation of a range of GCTF good practices, including the *Rabat Memorandum on Good Practices for Effective Counterterrorism Practice in the Criminal Justice Sector*, the *Rabat Memorandum Explanatory Note Recommendation 6*, and the *Abuja Recommendations on the Collection, Use and Sharing of Evidence for Purposes of Criminal Prosecution of Terrorist Suspects*.

The IJJ Investigations Initiative is also supporting actions called for in UN Security Council Resolution 2396 to strengthen international investigation cooperation in countering terrorism.

The Investigations Initiative has been generously supported by the Government of the United Kingdom's Foreign & Commonwealth Office and implemented by the IJJ Senior Investigations Advisor, a UK secondee.

In recent years, programmes under this initiative have included the scoping, design and delivery of immersive practical training exercises for Cameroon, Egypt, Iraq, Jordan, Lebanon, Morocco, Nigeria and Tunisia.

Using interactive scenario-based models, the IJJ worked with practitioners from intelligence, law enforcement, border security, prosecutorial and judicial backgrounds, resulting in robust and dynamic interagency cooperation and sustainable relationship building. In 2018, the IJJ continued to support capacity building through ongoing mentoring.

In addition, the IJJ has responded to requests from donor and beneficiary countries to develop bespoke, tailored capacity building activities. For example, in 2018, the IJJ was invited by the Government of Trinidad and Tobago, with support from the United Kingdom, to design and deliver discrete, tailored interagency training accompanied by a tabletop exercise to develop the counterterrorism investigative and prosecution capacities of national practitioners. This programme has contributed to the formation of Trinidad & Tobago's first Terrorism Interdiction Unit (TIU). Ongoing IJJ support includes specialist training for prosecutors and judges and mentoring the further development of the TIU.

In 2019, with further support from the United Kingdom, the IJJ delivered a national capacity-building workshop for counterterrorism officials in Malta. In addition, at the request of the Government of Australia, and in partnership with relevant ministries in Tunisia, the IJJ designed and delivered a tailored national workshop on investigating and prosecution cases in Tunisia.

Malta Police Counterterrorism Unit Training

In March 2019, with support from the United Kingdom, the IJ convened a three-day capacity building workshop for counterterrorism officials from Malta.

This bespoke training programme focused on multi-agency, intelligence-led and evidence-driven counterterrorism investigations, and included a three-day investigation exercise, based on a regional threat scenario, and supported by expert presentations on joint operations between police, intelligence, prisons, immigration and prosecutors.

The training provided an interactive forum to identify and discuss intelligence and evidentiary opportunities and challenges; strategic and operational command and control of counterterrorism operations; good practices for developing best evidence; sharing and developing international intelligence and evidence; and handling international threat warnings.

Tunisian National Workshop on Investigating and Prosecuting Terrorism Cases

In June 2019, with support from Australia's Department of Foreign Affairs and Trade, the IJ designed and delivered a bespoke *National Workshop on Investigating and Prosecuting Terrorism Cases within a Rule of Law Framework* in Tunis, Tunisia.

In collaboration with the Government of Tunisia's Ministries of Foreign Affairs, Interior, and Justice, the IJ's interactive and interagency-focused workshop addressed national and regional challenges and promulgated good practices in investigating and prosecuting terrorism cases in the context of international good practices and Tunisia's Counter Terrorism Law of 2015.

The workshop addressed two priorities identified in collaboration with the IJ's Tunisian partners: the handling and securing of evidence, including digital data, in terrorism cases within a rule of law framework; and

establishing efficient inter-agency and international cooperation mechanisms for effective investigations and prosecutions.

Drawing on relevant GCTF good practices, the *IJ Good Practices for Central Authorities*, and contributions from the Australian Federal Police, France's CIVIPOL, CT MENA and UNODC, the workshop robustly addressed these national priorities through substantive lectures, plenary discussions, and interactive and practical exercises.

Cameroon: Multi-Agency Intelligence Led, Evidence-Driven Counterterrorism Investigation Capacity Building

In July 2019, with support from the United Kingdom, the IJ met with senior stakeholders from Cameroon's justice, law enforcement and intelligence agencies to develop multi-agency intelligence-led, evidence-driven counterterrorism investigations training and capacity building. Productive discussions were held with leadership figures from the Ministry of Justice, Police, Gendarmerie and Intelligence agencies and led to a scoping workshop involving diverse operational disciplines from within those agencies.

The outcome, underpinned by GCTF and other international good practices, will form the basis of three phases of multi-agency training and development. Phase one focuses on addressing identified skills gaps and raising awareness in the areas of financial investigation, open source and digital media investigation, and the management of intelligence and chain of evidence in joint agency operations. Phase two involves the delivery of a multi-agency investigative exercise putting into practice phase one skills, among others.

Phase three comprises of a comprehensive debriefing of the agencies to identify good practices and future requirements. This in-country activity complements and is building synergies between broader IJ multilateral learning and development initiatives.





4

IJJ Core Initiatives

IJJ Judicial Capacity Building Initiative

Judicial actors – judges, investigating magistrates, prosecutors and defence counsel – play a central role in the conduct of fair trials, including by encouraging robust prosecution, ensuring that defendants' rights are protected, and delivering effective verdicts.

The IJJ Judicial Capacity Building Initiative – one of the IJJ's oldest and most diverse Core Initiatives – encompasses a variety of programmes and workshops through which the IJJ is supporting capacity building for criminal justice practitioners in the IJJ's geographic focus areas. Through these workshops, the IJJ promotes implementation of internationally-recognised good practices and encourages judicial actors to engage in cross-border dialogue in an effort to respond effectively to terrorism within a rule of law and human rights framework. These peer-to-peer exchanges equip judicial actors with the technical skills to efficiently pursue, manage and navigate cases fairly, impartially and independently, in an area that is highly sensitive and impacted by political and security concerns.

With the support of donors such as the European Union, Canada, Germany, Switzerland, and Turkey, and often in collaboration with regional and international partners, the IJJ is designing and delivering capacity building tailored to and addressing the needs of practitioners in the Sahel, Horn of Africa, East and West Africa, and the Southern Mediterranean regions. The programmes have at their foundation the good practices articulated in the GCTF's *The Hague Memorandum on Good Practices for the Judiciary* and the *Rabat Memorandum on Good Practices for Effective*

Counterterrorism Practice in the Criminal Justice Sector, along with relevant regional and international policy frameworks from the United Nations, European Union and beyond.

The IJJ is also developing tailored, practitioner-oriented tools to guide future training and support sustainable capacity building. The *IJJ Judicial Guidelines on Good Practices for the Judiciary in Adjudicating Terrorism Offenses in the Horn of Africa Region* guided a dynamic *Horn of Africa Regional Workshop* in November 2018, generously supported by Turkey's Ministry of Foreign Affairs and Ministry of Justice. Turkey continues to support this Initiative through consecutive grants, implemented by the IJJ Senior Judicial Advisor, a secondee from the Ministry of Justice. In 2019, with support from the European Union, the IJJ published a new tool tailored to the needs of practitioners in the Southern Mediterranean and neighbours in the Sahel and Horn of Africa regions. The *IJJ Prosecutor Outline* (available on the IJJ website in Arabic, English and French) addresses specific challenges that prosecutors are facing in light of an increase in cross-border terrorist threats, RFTFs and homegrown terrorism.

Moreover, the Government of Germany continues to provide invaluable support for this Initiative. In 2017-2018, Germany supported capacity building for judicial training schools in the Sahel-MENA region and, in 2019, Germany is funding tailored training for magistrates in Francophone and civil law-based countries in the MENA, Sahel and West Africa regions, on coordinating and managing effectively the investigation that begins immediately after a terrorist attack.

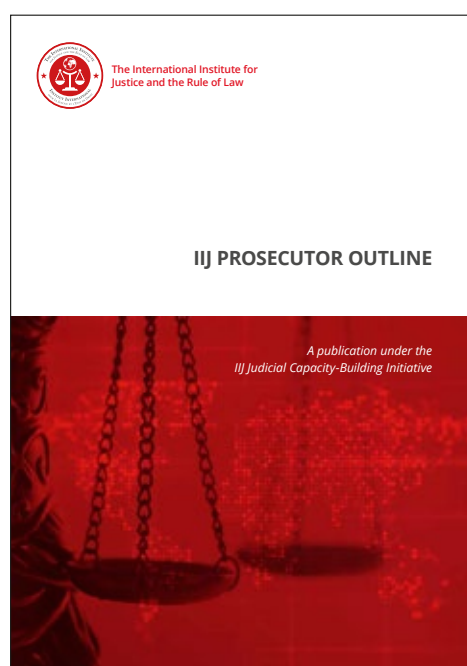
Expert Group Meeting – IIJ Prosecutor Outline

In January 2019, in partnership with the European Union, the IIJ convened an Expert Group Meeting in Beirut, Lebanon, to review and finalise the *IIJ Prosecutor Outline* developed over the course of 2018 under a project focused on *Prosecutors and Investigative Magistrates in the Southern Extended Mediterranean Region*.

The *IIJ Prosecutor Outline* addresses priorities, challenges and recommendations faced by practitioners, as identified by the participating prosecutors, investigative magistrates and other criminal justice sector practitioners.

The Outline includes references to applicable international counter terrorism and human rights instruments and rule of law considerations, and builds on guidance published by the EU, then GCTF and other international organisations.

With this document, the IIJ aims to provide prosecutors with practical guidelines based on international standards and good practices to assist them in dealing with some of the key issues they face in their efforts to respond to terrorism and related crimes.



West Africa Workshop on Evidence

In June 2019, the IIJ co-hosted with the Government of Senegal, and with support from the Governments of Canada and Switzerland, a *West Africa Workshop on Evidence* in Dakar, Senegal.

The training, delivered to 54 practitioners from across the region and a representative from UNODC, supported implementation of the GCTF's *Abuja Recommendations on the Collection, Use, and Sharing of Evidence for Purposes of Criminal Prosecution of Terrorism Suspects* (hereafter *Abuja Recommendations*), which offers guidance to investigators and prosecutors of terrorism cases on how to build solid cases based on strong and admissible evidence.

This was the first IIJ workshop which included military officers in its core audience, an important step for IIJ training in regions in which the military is assigned a quasi-law enforcement function and is often first on the scene in disrupting terrorist plots or responding to attacks.

His Excellency Maître Malick Sall, Senegal's Minister of Justice, opened the workshop with inspiring remarks calling on the practitioners to work together across borders to put the GCTF's guidance into practice.

During the three-day training, practitioners shared and discussed case studies with a focus on three main types of evidence covered by the *Abuja Recommendations* — physical forensic evidence, electronic evidence, and witness testimony — as well as battlefield evidence and judicial cooperation. Participants exchanged their own experiences in collecting, sharing, and using such evidence, and applied the *Abuja Recommendations* to a series of tailored hypothetical exercises. They identified major challenges to effectively using evidence in terrorism cases and discussed strategies for doing so in their own national criminal justice systems.





5

IJJ Core Initiatives

IJJ Juvenile Justice Initiative

Juveniles may be affected by terrorism in several capacities: as victims, witnesses and/or offenders. The increasing involvement of minors in terrorism-related activity is a pressing international concern. Counterterrorism legislation and related emergency measures often give insufficient consideration to the fact that increasing numbers of suspected or alleged 'terrorists' are under the age of 18.

In 2015, the IJJ launched the IJJ Juvenile Justice Initiative to examine existing criminal law frameworks in the terrorism context in light of the vulnerability of juveniles and to support the integration and implementation of international standards of juvenile justice.

With the support of the Governments of Switzerland and the United States, and under the auspices of the GCTF's Criminal Justice and Rule of Law Working Group, the IJJ led the development of the *Neuchâtel Memorandum on Good Practices for Juvenile Justice in a Counterterrorism Context* (hereafter *Neuchâtel Memorandum*) as part of the GCTF *Initiative to Address the Life Cycle of Radicalization to Violence*. Endorsed by the GCTF in September 2016, the *Neuchâtel Memorandum* articulates good practices across five key areas:

(i) the status of children and their protection under international law and juvenile justice standards; (ii) prevention; (iii) justice for children; (iv) rehabilitation and reintegration; and (v) capacity development, monitoring, and evaluation.

In 2016, the IJJ launched the next phase of this important initiative, disseminating and supporting implementation of the *Neuchâtel Memorandum*. This phase included an international strategy meeting to set forth a roadmap for implementation to address the unique challenges posed by juveniles involved in extremism and acts of terror, and produced the *IJJ Juvenile Justice Toolkit* (available on the IJJ website in Arabic, English and French), a practical reference document to support the work of international organisations and states to promote and protect the rights of juveniles in the counterterrorism context.

Phase three commenced in 2017 and will run through 2020. In this phase, with support from the Governments of Canada, Switzerland and the United States, the IJJ is leading the development and implementation of tailored sectoral *IJJ Juvenile Justice Practitioner Notes* for investigators, prosecutors, defence counsel, judges and corrections officials, to support the operationalisation of the *Neuchâtel Memorandum*.

Each note captures and builds on discussions, presentations and the experience and input from practitioners who participated in five regional workshops. Once finalised, the *IJJ Juvenile Justice Practitioners' Notes* will be compiled into a single resource document to assist states in their efforts to operationalise the *Neuchâtel Memorandum* through their respective national frameworks.



Practitioners' Notes – Focus Group Meeting

In March 2019, the IJJ convened a *Practitioners' Notes – Focus Group Meeting* under the auspices of the IJJ Juvenile Justice Initiative. The meeting brought together 38 practitioners and experts with deep experience with juvenile justice in a counterterrorism context. The participants included investigators, prosecutors, judges, defence attorneys, and corrections officials from Algeria, Australia, Cameroon, Ethiopia, Ghana, Jordan, Kenya, Kuwait, Mali, Mauritania, Morocco, Nigeria, North Macedonia, the Philippines, Senegal, Serbia, Tanzania, the United Kingdom and the United States.

During the three-day meeting, participants reviewed and provided input on the new *IJJ Juvenile Justice Practitioners' Notes*.

Meeting participants also made a substantive contribution to the development of a training curriculum based on the sector-specific Practitioners' Notes. The IJJ is offering this training to practitioners from mid-2019 until 2020.



Sectoral Workshop for Prosecutors and Investigating Magistrates

In July 2019, building on the Focus Group Meeting in March, the IJJ delivered a *Sectoral Workshop for Prosecutors and Investigating Magistrates* attended by 51 prosecutors, investigative judges and stakeholders from 22 countries across Africa, Asia, Europe, the Middle East, and North America.

The workshop provided a platform for practitioners to examine and apply to national experiences the ten sector-specific recommendations and examples for how prosecutors and investigative magistrates can operationalise the *Neuchâtel Memorandum*.

The workshop also featured case presentations on diversion, confessions by minors, and prosecutor-led investigations. Practitioners engaged in robust discussions during breakout sessions as they worked through four hypothetical scenarios that track the *Neuchâtel Memorandum* good practices and address common challenges faced by practitioners.





6

IJJ Core Initiatives

IJJ Parliamentarians Initiative

Parliamentarians play a critical role in the counterterrorism context, responsible for incorporating international counterterrorism legal frameworks into national legislation. They have the capacity to make counterterrorism efforts more effective by enhancing accountability mechanisms, encouraging civic participation, and promoting adherence to international good practices.

Legislators can also directly impact the effectiveness of antiterrorism measures through the allocation of national budget resources, oversight of justice sector institutions and existing legislation, public statements, and the overall setting of national policy. Their independent role requires informed judgment to guarantee transparent anti terrorism legislation that seeks a balance between individual rights and the rule of law.

In 2015, the IJJ launched phase one of the European Union-supported IJJ Parliamentarians Initiative. Under this Initiative, the IJJ led the development of the *Valletta Recommendations Relating to Contributions by Parliamentarians in Developing an Effective Response to Terrorism* (hereafter *Valletta Recommendations*), endorsed by GCTF members in 2016. Eighty-eight parliamentarians from 25 countries and five inter-parliamentary fora, together with international and nongovernmental organisations, contributed to the development of these Recommendations.

As part of this project, the IJJ produced an analytical report on the initiative, *The Role of Parliamentarians in Developing an Effective Response to Terrorism*, which was presented to a group of 50 international parliamentarians



The Role of Parliamentarians in Developing an Effective Response to Terrorism

Valletta Recommendations Relating to Contributions by Parliamentarians in Developing an Effective Response to Terrorism

The International Institute for Justice and the Rule of Law



at the Parliament of Malta in November 2016. The report is available on the IJJ website in Arabic, English and French.

Building on the success of phase one, in 2017 the IJJ launched a second phase focusing on the nexus of parliamentarians and criminal justice actors in counterterrorism. With continued support from the European Union, the IJJ designed and implemented a project to assist parliamentarians and, with the help of justice practitioners - particularly judges - from countries in the Middle East and Africa, to develop and pursue effective counterterrorism policies.

The objective of this new phase was to promote trust between legislative and judicial institutions in order to achieve criminal justice practices that can respond effectively to terrorism within the rule of law and pursue long-term counterterrorism policies that reflect the shared vision of a country's legislature and judiciary.

Drawing on the GCTF's *Valletta Recommendations* and cross-implementing other relevant GCTF memoranda, participants shared investigative, prosecutorial and criminal justice procedural rules in terrorism cases, exposing legislators to the breadth of challenges in such cases to help support the legislators in establishing independent counterterrorism interagency bodies that comply with human rights norms.

The IJ convened two regional workshops – the first, in collaboration with the Arab Parliament at the Headquarters of the League of Arab States in Egypt, which drew together 61 participants from 18 countries, five inter-parliamentary fora, and four international organisations. The second was held in Malta, with 35 practitioners from the Southern Mediterranean region, along with Eurojust, European Commission, League of Arab States Liaison Office, OSCE Parliamentary Assembly, Pan African Parliament, Tech Against Terrorism, University of Malta and UNODC.

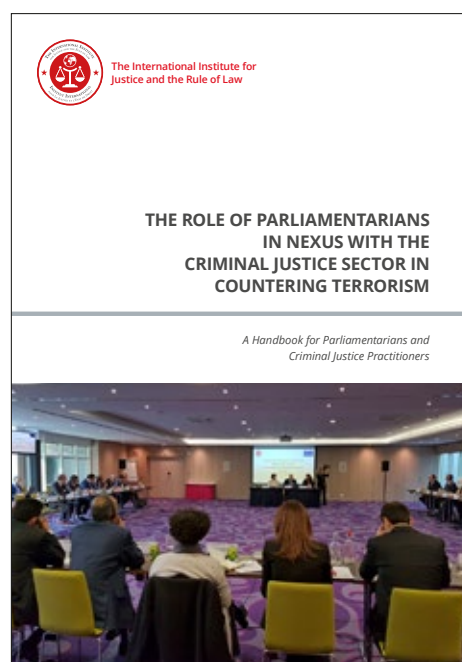
A final symposium attended by more than 40 parliamentarians and senior justice practitioners and representatives from CT MORSE, EEAS, NATO Parliamentary Assembly, Arab Parliament, Tech Against Terrorism, Westminster Foundation, and the Secretariat of Parliamentarians for Global Action was held in Brussels, Belgium.

The Role of Parliamentarians in Nexus with the Criminal Justice Sector in Countering Terrorism: A Handbook for Parliamentarians and Criminal Justice Practitioners

In parallel, the IJ produced *The Role of Parliamentarians in Nexus with the Criminal Justice Sector in Counter Terrorism – A Handbook for Parliamentarians and Criminal Justice Practitioners* (hereafter *IJ Practitioners' Handbook*).

This practitioner-oriented handbook draws on the input and expertise of parliamentarians and criminal justice practitioners from the more than 30 countries and seven inter-parliamentary fora that participated in the workshops and symposium.

The *IJ Practitioners' Handbook* highlights the different areas of collaboration between both sectors in combatting terrorism, providing practical case studies and references to regional and international legal instruments relevant to the important role played by parliamentarians in counterterrorism.





The *IJJ Practitioners' Handbook* is divided into four chapters:

- The first presents key areas of engagement for parliamentarians in the context of security and counter-terrorism, and provides definitions and references to regional and international frameworks used in the development of counterterrorism measures.
- The second chapter elaborates on the role of parliamentarians to enable the implementation of international counterterrorism obligations and good practices at the national level and to support international judicial cooperation.
- The third chapter elucidates the role of parliamentarians in the oversight of the security and intelligence services and limitations.
- The fourth chapter covers cross-cutting issues and the role of parliamentarians in addressing and preventing the root causes of violent extremism.

Designed in part by *parliamentarians for parliamentarians*, the handbook is primarily intended to assist current and new parliamentarians in their role in developing and implementing counterterrorism legislation and its oversight.

However, it will also serve as a useful tool for parliamentary staff, civil society organisations, judicial systems, and other criminal justice practitioners and actors involved in the counterterrorism field seeking to understand how to engage with parliamentarians on this topic in order to support their efforts in the formation and implementation of counterterrorism strategies.

The *IJJ Practitioners' Handbook* is available on the IJJ website in Arabic, English and French.





IIJ Core Initiatives

IIJ Prison Management Initiative

Prisons can be breeding grounds for radicalisation to violence of disenfranchised individuals, and some recent attacks have raised concerns that the perpetrators may have been radicalised to violence (or further radicalised) while in prison. Prisons with weak management processes and procedures are particularly at risk of becoming recruitment grounds for terrorist organizations. The risks for such recruitment could expand as returning FTFs and other potential violent extremists are detained or imprisoned. Effective and efficient prison management requires innovation and adaptability.

The IIJ launched its IIJ Prison Management Initiative at an expert meeting in 2015 at which prison wardens and administrators, policy-makers and programme managers worked in unison to develop a set of recommendations to counter and address prison radicalisation. These recommendations – the *IIJ Prison Management Recommendations to Counter and Address Prison Radicalisation* (hereafter *IIJ Prison Management Recommendations*) – formed the basis of the IIJ's forward-leaning work in this area throughout 2016-2017, implementing sixteen recommendations across five sections pertaining to:

- (i) operations, administration and management;
- (ii) screening, assessment, classification and case management;
- (iii) discipline and accountability;
- (iv) security and intelligence;
- and (v) programmes and aftercare.

In 2017-2018, under this initiative, the IIJ supported implementation of the GCTF's *Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent Extremist Offenders*, and actions called for in UN Security Council

Resolutions 2178 and 2396, including measures to maintain a safe and human environment, and tools to assess and help address radicalisation to violence and terrorist recruitment within prisons. Working with UNICRI and with emphasis on incorporating complementary workstreams being led by partners such as the Council of Europe and UNODC, these workshops focused on critical areas such as prison intelligence and safeguarding HUMINT in the prison context, recruiting and using informants, and the benefits of multi-agency approaches to prison intelligence.

Effective Prison Management of Violent Extremist and Terrorist Offenders, including Vulnerable Populations

In July 2019, with support from the Governments of Morocco and the United States, the IIJ delivered a workshop in Marrakech on effective prison management with a particular focus on vulnerable populations. The workshop, with participants from 14 countries, provided a platform for practitioners to share good practices and lessons learned on a range of challenges, including: risk assessment and classification tools; the housing of terrorist offenders and the impact of separation, integration and dispersal; rehabilitation and re-entry efforts; specific approaches in prison management of female and juvenile violent extremist and terrorist offenders; and prison intelligence. Participants discussed and provided national contexts for the implementation of the *IIJ Prison Management Recommendations*, UNSCRs 2178 and 2396, and the *UNODC Handbook on the Effective Management of Violent Extremist Prisoners*. The successful workshop concluded with a study visit to a prison that houses terrorist offenders, including females and juveniles.





IJJ Core Initiatives

IJJ Returning FTFs Initiative

In 2015, the IJJ launched the IJJ Foreign Terrorist Fighters (FTFs) Initiative, focused on implementing the GCTF's *The Hague-Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon* and actions called for in UN Security Council Resolution 2178. The overall objective of the IJJ FTFs Initiative was to enhance the capacity of the justice sectors in countries in the Sahel, Maghreb, Middle East, and other regions to address the FTF phenomenon. The IJJ FTFs Initiative received generous support from the Governments of Canada, the Netherlands, Switzerland, the United Kingdom, and the United States.

In 2016, as the threat and challenges faced by governments and practitioners shifted more to returning FTFs (RFTFs), the IJJ reoriented the initiative and its capacity building posture to address the evolving landscape.

The IJJ RFTFs Initiative is a targeted and comprehensive initiative focusing on building inter-agency approaches to leverage a variety of disciplinary backgrounds to respond to the rehabilitation and reintegration of terrorist fighters. The Initiative aims to support the development of coherent national policies jointly pursued by policy-makers and practitioners at the local and national levels.

The IJJ RFTFs Initiative also supports the use of administrative procedures where appropriate, both within and outside the criminal justice system, as recommended and endorsed by the GCTF in the *Addendum to The Hague-Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon, with a focus on Returning Foreign*

Terrorist Fighters, and the *Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent Extremist Offenders*.

The Initiative is further supporting actions specified in UN Security Council Resolutions 2178 and 2396, and – to remain responsive to the evolving threat picture – implementation and operationalisation of the GCTF's *Good Practices on Addressing the Challenge of Returning Families of Foreign Terrorist Fighters*.

Rehabilitating and Reintegrating Terrorist Fighters: Chad and Mali

Throughout 2018 and 2019, with generous support from the Government of the Netherlands, the IJJ designed and implemented an exciting multi-phased bespoke programme in partnership with the Governments of Chad and Mali. The program focuses on the rehabilitation and reintegration of terrorist fighters, and supports implementation of the GCTF's *Addendum to The Hague-Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon, with a focus on Returning FTFs*, and other relevant GCTF good practices, in the respective contexts of the two countries.

Through a series of tailored workshops, three each in Chad and Mali and a final joint workshop with practitioners from both countries, national practitioner representatives (judges, prosecutors, investigators, corrections officers, gendarmerie, social workers and religious leaders) have drafted recommendations for how to include rehabilitation and reintegration in their respective countries' National CVE Policies and generated ideas for agency-specific Action Plans.



Through facilitated discussions and interactive group exercises, practitioners shared their knowledge and expertise on rehabilitation and reintegration programmes, the importance of community outreach, and the role that various stakeholders play in effective rehabilitation and reintegration programmes.

Criminal Justice Responses to Returning or Repatriated FTFs and their Accompanying Family Members

In February 2019, with support from the Government of the United States, the IJ convened a global workshop focused on supporting implementation of the GCTF's *Good Practices on Addressing the Challenge of Returning Families of Foreign Terrorist Fighters*, endorsed by GCTF members in September 2018.

The workshop focused on practical approaches to assessing, investigating, prosecuting, adjudicating, rehabilitating and reintegrating RFTFs and their accompanying family members.

More than 50 practitioners, including judges, prosecutors, investigators, prison officials, and rehabilitation and reintegration specialists from Algeria, Canada, Cameroon, Chad, Djibouti, France, Germany, Jordan, Kazakhstan, Kyrgyzstan, Kenya, Kosovo, Malaysia, Mali, Mauritania, Morocco, the Netherlands, Niger, Nigeria, Tunisia, the United

Kingdom, the United States, Uzbekistan, and several multilateral and international organisations participated.

Workshop sessions addressed the full spectrum of criminal justice responses that can be used to address RFTFs and their accompanying families, including: strategies to effectively detect and handle returnees and their families; relevant evidentiary challenges and means to address these challenges; specialised risk and needs assessments for women and juveniles; and various rehabilitation and re-entry programmes in custodial and non-custodial settings.

In addition to the *Good Practices on Addressing the Challenge of Returning Families of FTFs*, the workshop promoted implementation of other GCTF framework documents, such as *The Hague-Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon* and the *Addendum focusing on Returning FTFs*, the *Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent Extremist Offenders* and the *Rome Addendum on legal frameworks*, as well as the *Neuchâtel Memorandum on Good Practices for Juvenile Justice in a Counterterrorism Context*.



New IIJ Workstreams

In 2019, the IIJ developed a new IIJ Core Curriculum that will deliver skills training and professional development for justice sector practitioners in two areas crucial to effective, rule of law-based counterterrorism responses:

Using Information Derived from Intelligence to Generate Evidence For Terrorism Investigations and Prosecutions

Successful Prosecutions of Counterterrorism Cases

The curricula for these two IIJ Core Courses were developed in collaboration with adult education experts, judicial and prosecutorial training specialists, and criminal justice practitioners with deep subject-matter expertise and experience. Through this collaborative process, the IIJ has developed an optimal training structure and content that is addressing effectively the real-world challenges faced by practitioners.

The IIJ Core Curriculum draws on, and supports implementation and operationalisation of relevant international and regional good practices and policy frameworks, and provides a foundation for capacity building programmes under the eight IIJ Core Initiatives.



Using Information Derived from Intelligence to Generate Evidence For Terrorism Investigations and Prosecutions

In February 2019, the IJJ invited 20 practitioners and experts from 13 countries across Africa, Europe, the Middle East, and North Africa, to a *Curriculum Development Expert Meeting* for a new IJJ Core Course on *Using Information Derived from Intelligence to Generate Evidence For Terrorism Investigations and Prosecutions*. Adult education specialists, judicial and prosecutorial training specialists, judges, prosecutors and investigators provided invaluable input to the curriculum.

Discussions addressed challenges that practitioners from different regions face in using intelligence information and materials in civilian criminal investigations and prosecutions of terrorism crimes, and similarities and differences in how both common and civil law systems address the twin challenges of protecting the sources that collected intelligence and methods of collection while at the same time ensuring that a defendant's right to a fair trial is upheld. The experts made a significant contribution to the development of the new curriculum, the first iteration of which was delivered successfully **in July 2019**.

Successful Prosecutions of Counterterrorism Cases

In March 2019, the IJJ held a second *Curriculum Development Expert Meeting*, this one for a new IJJ Core Course on *Successful Prosecutions of Counterterrorism Cases*. The Expert Meeting brought together 27 practitioners – including investigators, prosecutors, judges, and defence attorneys from 23 countries across North, West, and East Africa, Southeast Asia, Europe and North America – all with invaluable experience in terrorism cases.

The practitioners shared their experiences and challenges in investigating, prosecuting, defending and adjudicating terrorism cases. They presented real-world cases in which they themselves had played a role, sharing how their respective legal systems address key challenges that arise in terrorism prosecutions.

The practitioners provided a significant contribution to the development of the new Core Course on Successful Prosecutions, the first iteration of which was delivered successfully **in September 2019**.



New IJJ Workstreams

IJJ Battlefield Evidence

Battlefield evidence - materials and information gathered by military forces - can play an essential role in holding those who commit terrorist actions or support terrorist organisations accountable through civilian criminal investigation and prosecution, but collection, analysing, sharing and using such evidence can be complex and challenging.

In 2019, the IJJ commenced work on an exciting new workstream on Battlefield Evidence that is promoting awareness and supporting implementation of a new set of *Non-Binding Guiding Principles on Using Battlefield Evidence in the Civilian Criminal Investigation and Prosecution of Terrorism Crimes* (hereafter *Guiding Principles*). The *Guiding Principles* - available on the IJJ website - were developed by the U.S. Departments of State, Justice, and Defense in response to concerns raised by counterterrorism partner countries. The IJJ is proud to be paving the way for future capacity-building work on this critically important issue.

Global Workshop

In January 2019, the IJJ convened a *Global Workshop on Battlefield Evidence* in Malta with the support of the Government of the United States. The workshop brought together 65 practitioners from 25 countries across Africa, Europe, the Middle East, and Southeast Asia, as well as 10 international organisations including the European Union, INTERPOL, NATO and the United Nations.

The workshop marked the public launch of the *Guiding Principles*. During the two-day workshop, practitioners presented on their own successes and challenges in collecting battlefield evidence, storing and analysing such evidence, introducing it in civilian proceedings, sharing it domestically and across borders, and conducting outreach and

education on its importance. Participants discussed the major challenges their own national criminal justice systems face in these areas, and identified capacity gaps requiring future training.

Judges Workshop

In April 2019, following the successful *Global Launch*, the IJJ convened a *Battlefield Evidence: Judges Workshop* in Malta. The workshop brought together 53 practitioners and experts, among them representatives of 21 different countries from across Africa, Europe, the Middle East, and Southeast Asia, as well as international organisations such as AFRIPOL, CIJA, EUROJUST, NATO, and several United Nations agencies. The core audience for this follow-on workshop was comprised of judges, magistrates and investigative judges, who have the important but challenging responsibility of ensuring that judgments in terrorism cases are based on authentic and reliable evidence.

Practitioners exchanged their experiences in collecting battlefield evidence, sharing it domestically and across borders, and introducing such evidence in real-world cases involving terrorism offenses. Participants worked through a hypothetical case study in groups, applying and contextualising the *Guiding Principles*, and identified major challenges their own national criminal justice systems face in this area that require future training.

An IJJ-led High-Level Event on Battlefield Evidence held in Malta in December 2019 serves as a capstone to a year of international cooperation to advance this project, bringing together senior representatives from the European Union, INTERPOL, NATO, the United Nations, and 30 countries. The IJJ will continue this work, on a regional basis, in 2020.



New IIJ Workstreams

IIJ-MEDAC Pilot Course

In June 2019, the IIJ – in partnership with the University of Malta's Mediterranean Academy of Diplomatic Studies (MEDAC) – launched in Valletta, Malta, an innovative new workstream – the **IIJ-Mediterranean Security & Rule of Law Certificate Course**.

This three-day, fee-based pilot course provided participants with an in-depth understanding of the various security challenges currently affecting the Mediterranean region, with a particular focus on the issue areas of terrorism, migration and human security. The inaugural course brought together professionals with diverse backgrounds and expertise from countries in Asia, Europe, the Middle East, North Africa, and North America.

The course was led by migration and counterterrorism experts and featured high-level speakers, such as: H.E. Dr. George Vella, President of Malta; the Hon. Carmelo Abela, Minister for Foreign Affairs and Trade Promotion, Malta; Dr. Michael Frendo, former Foreign Minister and former Speaker of Parliament of Malta; H.E. Ambassador Hamid Boukrif, Ministry of Foreign Affairs, Algeria; and representatives from the Office of the UN High Commissioner for Refugees (UNHCR), the European Asylum Support Office (EASO), the UN's International Organization for Migration (IOM), the Asia-Pacific Foundation, the IIJ and MEDAC.

The course featured academic lectures, interactive discussions with high-level policy makers, and a dynamic migration simulation training exercise that put practitioners in the seats of heads of government.



Participants engaged in robust exchanges on migration, Mediterranean multilateralism, emerging security challenges, the evolving terrorist threat, regional and international efforts to counter terrorism through the rule of law, enhanced border security mechanisms, and macro and community-led efforts to counter violent extremism and radicalisation.

The course received considerable media attention, with H.E. Dr. George Vella, President of Malta, remarking that the Mediterranean still remains the perfect laboratory for cooperation. The Hon. Carmelo Abela, Malta's Minister for Foreign Affairs and Trade Promotion, noted that the course provided a platform for exchanging viewpoints on fighting terrorism, enhancing security and stability in the Mediterranean, which is key to economic prosperity in Europe.

The pilot IIJ-MEDAC course is an initiative under the *IIJ Sustainability Strategy*, which charts a path forward for the IIJ through to 2023, and which emphasises diversified funding sources and innovative approaches.

Sustainable Impact

Since its inauguration in 2014, the IJJ has trained more than 4500 criminal justice practitioners from more than 123 countries. In 2018-2019, the IJJ delivered more than 60 individual training events, reaching over 1100 criminal justice practitioners from 68 countries.

Monitoring and Evaluation

As the IJJ enters its next phase, it is doing so with increased focus on and investments in monitoring and evaluation (M&E). A comprehensive M&E strategy is of particular importance in the area of criminal justice capacity building where it is often difficult to identify tangible results. The IJJ's increased focus on M&E includes a framework to enhance the coherence of the Institute's evaluation activities, and reporting against an expanded set of meaningful indicators to measure progress towards programmatic, institutional and donor-set objectives.

This enhanced focus on M&E is helping the IJJ team to understand better the strengths and weaknesses of its programmes and to develop effective corrective measures to increase the sustainable impact of its capacity building efforts. The framework also provides additional metrics through which to report to donors the team's progress and outcomes delivered under their respective grants.

In addition to more rigorous quantitative assessment, the IJJ is gathering more nuanced qualitative data through which we can develop a more holistic and comprehensive assessment of the IJJ's sustainable impact. This qualitative data includes capturing actions taken by alumni following their participation in IJJ programmes. For example, following participation in an IJJ Juvenile Justice Initiative programme, a participant initiated significant change in Mali's corrections system. He successfully proposed a prison reform plan in line with the GCTF's *Neuchâtel Memorandum's* good practice on keeping minors and adults in separate units.

The plan was adopted and implemented by the Government of Mali, increasing from 5% to 80% the number of prison facilities in Mali with dedicated housing for minors.

Investing in M&E is a crucial step forward for the IJJ's maturation as a training hub, for our participants, and for our donors and partners. Through this investment, the IJJ team is strengthening the foundation upon which we are designing, developing and delivering effective capacity building in furtherance of the IJJ mission and vision.

Gender

Closing the gender gap across all IJJ programming is another area of focus, and the IJJ team is actively working with partner countries to encourage greater female participation in IJJ workshops and programmatic content. In 2018, there was a marked increase in female participation across many IJJ Core Initiatives and Workstreams. In 2019, the IJJ convened a regional workshop under the Global Central Authorities Initiative which received, for the first time, a *majority* of registrations from female practitioners.

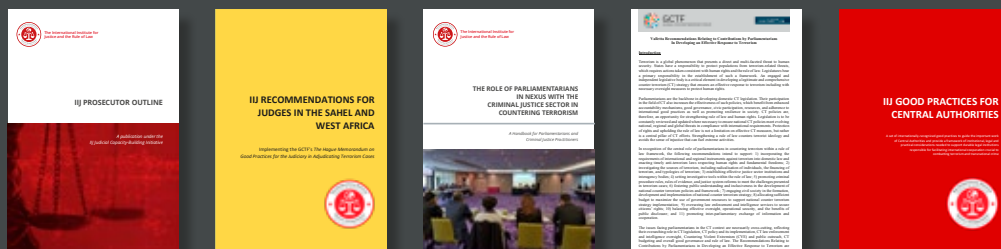
Alumni

The IJJ continues to focus on diversifying its participant base and, in turn, the reach, impact and sustainability of IJJ programming. In the past year, IJJ programmes have attracted practitioners from the judiciary, judicial schools, civil society, defence counsel, parliamentarians, prosecutors, law enforcement and corrections officials, government policy-makers, and regional and international organisations. In 2019, work commenced on an exciting new IJJ Alumni Network – a forum through which to continue our engagement with practitioners, to serve as a practitioner network, and a platform through which to shine a light on criminal justice practitioners in this important field. The IJJ Alumni Network will be launched in 2020.

Tools and Publications

A range of IJJ-developed tools and publications are available on the IJJ website www.theijj.org, including:

IJJ Practitioner-Oriented Tools



Factsheets about the IJJ and the IJJ Core Initiatives



IJJ Annual Report and Quarterly IJJ Newsletters





The IJJ and Malta

Malta

Malta provides a neutral learning environment where sensitive topics can be discussed in a constructive manner, and its central location in the Mediterranean is accessible for participants from across Africa, the Middle East, and other regions. The IJJ is grateful for the Government of Malta's continued support and commitment to the IJJ mission and vision.

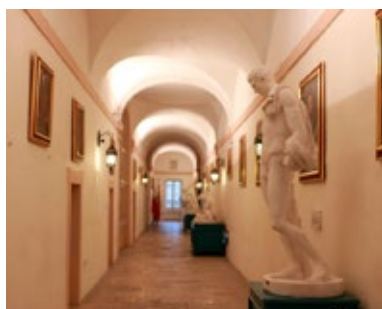
The IJJ – Valletta Campus

The University of Malta's Valletta Campus - popularly known as the Old University Building - is a culturally and historically significant 16th century palazzo located in Valletta, the beautiful capital city of Malta. Construction on the Old University Building began in 1595, under Grand Master Martino Garzes. Its exterior was re-designed in a Baroque style in 1647.

The IJJ holds the majority of its Malta-based programmes at the Old University Building, which can accommodate up to 60 participants in conference settings, as well as a range of other venues for breakout groups and smaller events.

In 2018, the IJJ Governing Board of Administrators determined that the IJJ would make its long-term home at the Old University Building. In January 2019, the IJJ signed a Memorandum of Understanding with the University of Malta securing a 15-year lease for the IJJ at the University's Valletta campus, and continuing the invaluable partnership between the IJJ and the University.

In 2019, engineering works commenced to enhance and tailor the facilities to the IJJ's operational and training needs. Plans include restoration works, improvements to office functionality, additional security features, as well as other modern and energy efficient upgrades. In addition, the IJJ is working with the University of Malta to upgrade and refurbish the Aula Magna, the IJJ's main training facility, and other ancillary conference spaces used for IJJ programmes.



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