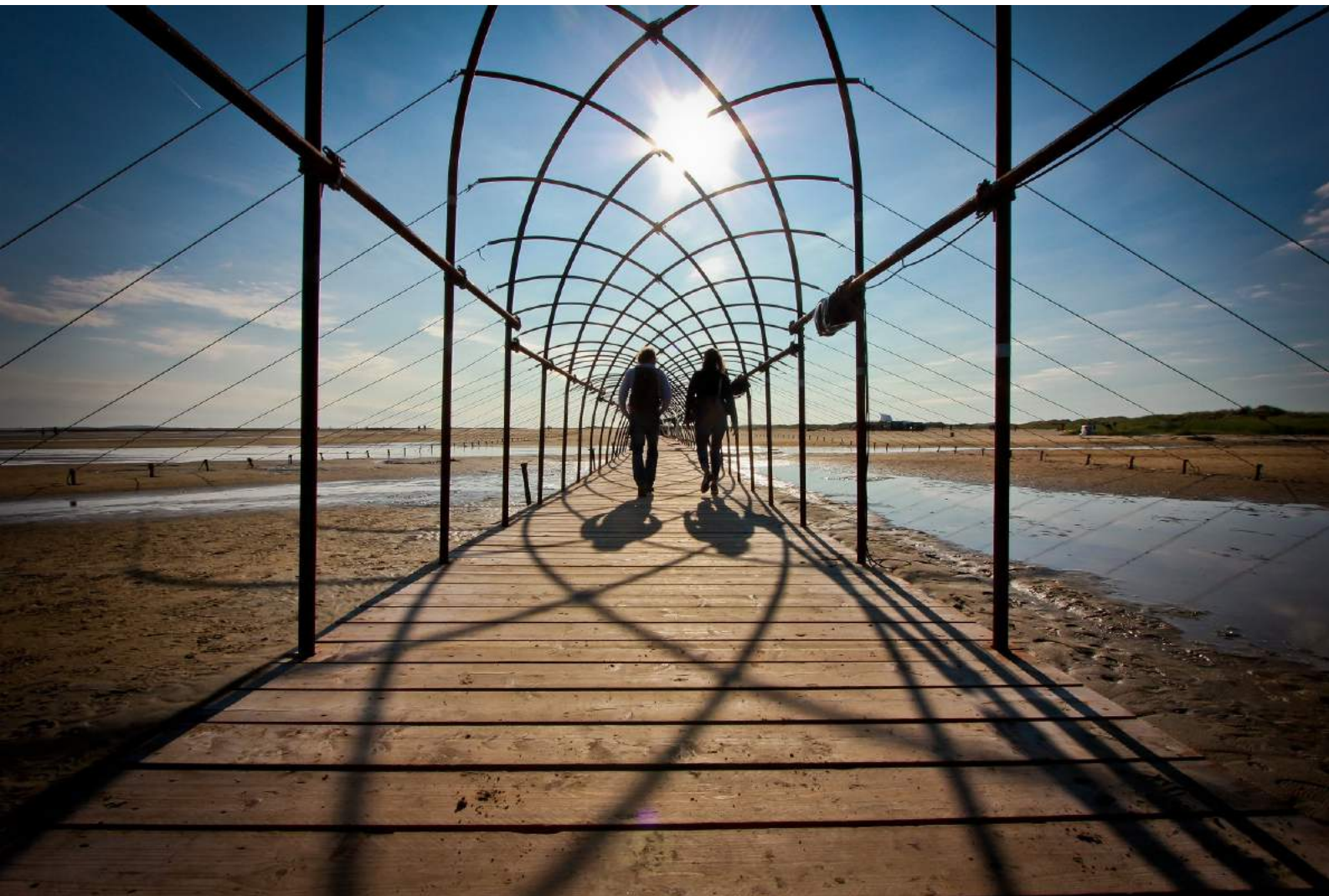


Evaluation on behalf of the National Coordinator for Security and Counterterrorism (NCTV)

Evaluation of Forsa and the Family Support Centre



Date

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Commissioning party

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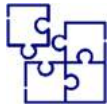
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Summary

IN BRIEF: Evaluation of Forsa and the Family Support Centre



Reasons for this evaluation (Section 1)

- Forsa and the Family Support Centre were set up at the end of 2015 as part of the NCTV-subsidised Action Programme for an Integral Approach to Jihadism.
- Forsa provides support to adults and young people who harbour extremist convictions or who are or have been involved in extremist networks. Participants make use of Forsa's services on a voluntary basis.
- The Family Support Centre mainly focuses on providing support to the family members of radicalised individuals. The centre strives to combat radicalisation of other family members, e.g. brothers or sisters, and to help prevent the perpetration of criminal acts.
- During the process of counselling individuals or family members via Forsa and the Family Support Centre, the municipalities or the Custodial Institutions Agency (DJI)/Terrorist Wing serves as the case administrator. Forsa and the Family Support Centre are under the umbrella of the National Support Centre for Extremism (LSE), although they function as independent facilities.
- Upon conferral of the grant, it was agreed that an evaluation would be carried out after two years. The results of this evaluation are contained in the document at hand.



Evaluation method (Section 2)

The evaluation questions were formulated as follows:

- 1. How effectively are the Family Support Centre and Forsa functioning?**
- 2. What is needed to ensure the structural and long-term continuity of the services?**

The evaluation gives insight into the process used to set up the services of these two facilities, as well as consulting experts and users to measure the results achieved so far. This gives insight into the development of the facilities since their set-up and paints an initial picture of the impact they have made. The second part is an exploratory investigation of how to ensure the structural

continuity of the services in the long-term: what requirements must be met in order to do this?

- The first evaluation question was answered based on consultations with municipalities, other collaboration partners, employees, former employees, clients and the boards of directors of Forsa and the Family Support Centre. In addition, a document study was conducted by AEF.
- The second evaluation question concerning structural long-term continuity was explored via a vision session together with experts from the healthcare and security sectors, ministries and parties directly involved with Forsa and the Family Support Centre.



Degree to which Forsa and the Family Support Centre are fulfilling their intended purpose (Section 3)

The services provided by Forsa and the Family Support Centre fulfil nearly all of the objectives of the mission as formulated by the NCTV:

- Since its establishment in autumn 2015, the LSE has developed into a professional organisation with a multidisciplinary team that possesses substantial and complementary knowledge and skills.
- Municipalities and other network partners indicate that they greatly benefit from the knowledge and expertise provided by the LSE and are generally satisfied with the collaboration.
- The clients are extremely positive about the guidance provided by Forsa and the Family Support Centre and indicate that their support had a tangibly positive effect.
- Forsa and the Family Support Centre work according to an extensive and substantiated methodology that the employees continually evaluate and optimise based on the latest developments and practical experiences.
- To a large extent, the clients of Forsa and the Family Support Centre achieve the desired objectives, as a result of which their lives become more stable and resilient.

AEF has noted the following points for attention with regard to the execution of the mission:

- The process of transferring knowledge to other parties requires further strategic consideration: who needs the knowledge and what kind of knowledge do they need?
- The LSE offers intensive guidance programmes: AEF recommends examining how to optimise the effectiveness of these efforts.
- Communication with case administrators and other collaboration partners regarding what the LSE offers and what client information the LSE is and is not permitted to share is an issue that requires continual attention.



Ensuring structural and long-term continuity of the services (Section 4)

- One particularly distinctive characteristic of Forsa and the Family Support Centre is the highly specialist knowledge required in the field of radicalisation and its multidisciplinary team, which includes counsellors and theologians in addition to psychologists and systemic therapists specialising in radicalisation.
- The execution of the knowledge function and the guidance programme are

closely connected: knowledge is acquired and developed based on the case histories of a relatively small yet nationally distributed target group. To ensure effective service provision, this coherence must be embedded at the organisational level.

- Given the specialist expertise required and the national importance of the services provided, government funding is essential for the execution of the services provided by Forsa and the Family Support Centre as this will guarantee the quality of the services at the national level.
- It would be preferable to work towards combined funding of F&FSC based on national agreements, with the government grant serving as 'insurance' for the minimum scale and quality of the requisite expertise, knowledge development and execution of the service.

AEF

Recommendations (Section 5)

- Both the NCTV and F&FSC should clarify – in consultation with the system managers – what is required in order to partly or fully design F&FSC within regular funding frameworks such as the Youth Act (Jeugdwet), the Social Support Act (Wmo) and the Healthcare Insurance Act (Zvw).
- F&FSC should make suggestions to NCTV concerning optimisation of the mission.
- Invest in scientific research in order to validate the methodology of Forsa and the Family Support Centre: what are the active ingredients?

1 Introduction

The terrorist threat level in the Netherlands is currently 'substantial' (level 4 of 5),¹ although the causes of this elevated level are ever-changing. In the recent past, the focus has mainly been on returnees from jihadist war zones, although a threat is now arising from people who have not travelled to a war zone but were inspired, encouraged or guided within their own country by jihadist organisations or other extremist ideologies (left-wing, right-wing or other). A multitude of factors currently exist at many different levels, from major global terrorist organisations and transnational networks to more small-scale groups and lone wolves.² As a result, national security is facing a complex challenge within a quickly and constantly changing environment. A number of years ago, authorities had little to no experience of controlling and combating radicalisation and violent jihadism. As a result, it is vital that we keep developing strategies and methods to combat radicalisation, extremism and jihadism based on current events and actual developments.

The rapid developments over a very short space of time mean that the professional field in this area is still young, although it is also fast-growing and multidisciplinary. In 2014, the Action Programme for an Integral Approach to Jihadism (hereinafter referred to as the Action Programme) was set up, with the then-cabinet introducing 38 measures to combat jihadism and radicalisation. The Action Programme was established as a strategy to combat the threat of jihadism and prevent terrorist attacks. The main objectives were to tackle the spread of violent ideologies and radicalisation and to prevent a new generation of jihadists from developing.

1.1 Reasons for this evaluation

The National Coordinator for Security and Counterterrorism (NCTV) commissioned Andersson Elffers Felix (AEF) to conduct an evaluation of the services set up based on two interconnected measures from the Action Programme. These measures, which address the issues of deradicalisation and family support, were implemented in the form of exit facility Forsa³ and the Family Support Centre, which were later incorporated into the LSE (National Support Centre for Extremism). The Family Support Centre provides support to family members of radicalised individuals, while Forsa provides individual counselling to people who are or have

¹ Source: Terrorist Threat Assessment Netherlands (DTN)

² Comprehensive Terrorism Strategy Memorandum, 24 November 2017.

³ Named Exits at the time.

been involved in radicalisation or extremism, such as individuals arrested during an attempt to travel to or return from a war zone. The participants make use of the two facilities on a voluntary basis.

The direct reason for the evaluation is the grant requirement that the service must be evaluated two years after its commencement.

The AEF evaluation focuses on the period from October 2015 until the summer of 2018. The researchers primarily focused on the question of whether – and if so, to what extent – the objectives of the Family Support Centre and Forsa have been achieved in this initial period. The first evaluation question gives insight into the quality of the service provided, the results achieved and how effectively the services are being monitored, while the second explores the requirements for ensuring the long-term continuity of the service.

Scope of the evaluation (i.e. what this evaluation does and does not address)

This evaluation is not a comprehensive study into the efficiency or effectiveness of the service provided, nor is it an impact analysis that gives insight into the effects of the service. It is still too early to draw such conclusions, as evidenced by other counterterrorism evaluations which were also unable to establish a clear picture of the effects due to the lack of reference material and the rapid pace of developments in this area in such a short space of time.⁴ However, the evaluation does give insight into the process used to set up the services of these two facilities, as well as consulting experts and users to measure the results achieved so far. This gives insight into the development of the facilities since their set-up and paints an initial picture of the impact they have made.

1.2 About Forsa and the Family Support Centre

Forsa and the Family Support Centre have been integrated into the Fier Foundation

The NCTV formulated a highly focused mission with specific objectives and requirements, and a variety of options were explored with regard to its execution. It was decided that the most appropriate way to conduct this service was to separate it from government. Subsequently, the foundation Fier was approached to run Forsa and the Family Support Centre. Fier was selected as the most suitable party for several reasons: its work already transcended the boundary between the healthcare and security sectors, it already operated within all of the various funding systems (the Youth Act (Jeugdwet), the Social Support Act (Wmo) and the Healthcare Insurance Act (Zvw)), it had a research department and it was enthusiastic to take up the challenge of running this highly sensitive social service.

Collaboration with local and national partners

Within Fier, the primary processes were designed for the execution of the services: we compiled a team featuring all of the necessary expertise and organised the facilities required to enable the team to collaborate at the national level with local network partners such as the municipalities, the Probation Service, the Public Prosecution Service, the Child Care and Protection Board and the Terrorist Wings. We also laid the foundations upon which the methodology for the requested services would be developed.

⁴ For more background information, see the description of the current state of knowledge (included as Annex 1 to this evaluation).

Major steps were taken in this regard by constantly optimising the strategy based on structured case reports and internal evaluations as well as by compiling a list of effective interventions.

Furthermore, vital collaboration with local partners was established within a very short time. From the very start of this collaboration, all parties involved have worked diligently and meticulously to establish an optimal distribution of roles and explore opportunities for information provision in order to boost knowledge sharing. In their capacity as administrator, the municipalities are responsible for combating radicalisation in their area. The level of investment made in developing municipal services in the fields of healthcare and security depends on the degree to which the municipalities have to deal with radicalised individuals and their friends/families. Several municipalities have also been designated as priority municipalities and given extra government funding.⁵

In the event that individuals are being held in the Terrorist Wing at Vught Prison, then the LSE will work together with the therapists there. With regard to prisoners on probation following release from prison, the LSE works together with the Dutch Probation Service.

Two facilities: Forsa and the Family Support Centre

The common denominator of the two measures from the Action Programme is that the service focuses on two directly connected groups of citizens: individuals who have been or are currently being radicalised and the immediate family/friends of these individuals. These groups can benefit from counselling and support from specialists who are up-to-date with developments in the area of extremism. These services will therefore be provided in a cohesive manner by the LSE via the separate units of Forsa and the Family Support Centre.

Forsa

The exit facility Forsa⁶ was set up in October 2015 and focuses on adults and young people who harbour extremist convictions or who are/have been involved in extremist networks. This could include people who are attracted to extremist networks, people who are in contact with active members of an extremist network or people who have left an extremist network and are having difficulty rebuilding their lives.⁷ Participants make use of Forsa's services on a voluntary basis.

Since its establishment, the facility has mainly focused on individuals within the jihadist network, although the exact make-up of the target group is constantly changing. The target group includes people who have travelled to and returned from a war zone, people who were stopped while attempting to travel to a war zone, people who planned to use violence within the Netherlands or people who are in contact with or actively participate in an extremist network.

At first, counselling was predominantly provided to individuals who planned to travel to a jihadist war zone, although in recent years, the focus has been

Measure 13 as described in the Action Programme (part of the 'Reduction of risk from jihadists' section): **A new exit facility must be set up in the Netherlands.**

This measure stipulates that an exit facility must be set up to provide counselling – under strict conditions – to radicalised individuals who wish to leave the environment that influenced them to do so.

⁵ On behalf of both the Ministry of Justice and Security and the Ministry of Social Affairs and Employment, the Minister of Justice and Security has provided 12 municipalities with funds to reinforce their comprehensive strategy to combat jihadist radicalisation. Source: NCTV.

⁶ Over time, the name of the exit facility was changed to Forsa and we will therefore use this name in the rest of the text.

⁷ The description as formulated by the LSE.

expanded to include people being radicalised by a wider range of extremist ideologies. For example, a pilot was recently set up to provide counselling to people involved in right-wing extremism.

Forsa works together with local partners in the region where the individuals in question live, such as municipalities, healthcare providers, security partners and judicial partners. Forsa's counselling programmes are tailor-made.

The services provided by Forsa involve the following aspects, among others:

- encouragement of critical reflection
- trauma counselling
- empowerment in relation to the network/ex-network
- coming to terms with experiences in war zones
- encouragement of social connection via work/studies/work placements
- building/rebuilding of social network
- repairing family relationships
- boosting resilience
- encouraging and promoting openness regarding philosophical and ideological issues.

These counselling programmes can involve individual coaching, building/rebuilding of social networks, career/academic counselling, anger management and/or psychological help.

Family Support Centre

The Family Support Centre was set up in accordance with the measure in the Action Programme that prescribed the establishment of a support facility for the families and friends of people who have been or are currently being radicalised. The Family Support Centre mainly focuses on providing support to the family members of radicalised individuals and its goal is to combat radicalisation of other family members (such as brothers or sisters) and to help prevent the perpetration of criminal acts.

Measure 23 as described in the Action Programme (part of the 'Deradicalisation' section):

All citizens affected must be able to count on support.

Among other activities, this measure prescribes the set-up of a support facility that will counsel family members of travelling combatants or individuals who have been or are in the process of being radicalised, and if desired, bring them into contact with other people who find themselves in the same situation.

1.3 Guide for readers

In this evaluation report, you can find AEF's findings on the current range of services provided and AEF's assessment of the extent to which the LSE is able to fulfil the specified mission. The report also gives insight into what is needed in order to ensure the long-term continuity of the service. The following summary explains what you can find in each section:

- In **Section 2**, you can find more detailed information about the reasons for conducting the evaluation as well as the scope and strategy of the evaluation.
- **Section 3** contains the analysis of Forsa and the Family Support Centre's operations and performance. AEF describes the most important findings regarding the quality of the service based on the grant requirements.
- **Section 4** focuses on the future and describes AEF's findings concerning the requirements for ensuring the long-term continuity of the service.
- **Section 5** contains the conclusions and recommendations for the grant provider (NCTV) and the current operator (LSE) of Forsa and the Family Support Centre.

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In the annex, you can also find an overview and a brief explanation of the current state of knowledge regarding deradicalisation and support in this area. It also includes background information about the LSE and a list of definitions.

2 Evaluation strategy

In this section, AEF gives an explanation of the evaluation questions, the scope of the evaluation and the strategy employed in order to arrive at an expert judgement.

2.1 Investigation questions

The objective of the evaluation is to paint a picture of how effectively the current services are functioning and to what extent the LSE is fulfilling its mission. This involves both the quality and effectiveness of the individual services (F&FSC) and their place within the overall structure of the organisation. The evaluation also gives insight into what is needed in order to ensure the long-term continuity of the service in the future. For this reason, the evaluation is predominantly based on the following questions:

1. **How effectively are the Family Support Centre and Forsa functioning?**
 - To what extent are the objectives set by the NCTV being met?
 - Are the current operations fulfilling the mission as defined by NCTV?
 - How are the primary processes of the Family Support Centre and Forsa structured and how high is the quality of these primary processes?
 - Do the services provided satisfy the needs of the clients, municipalities and partners?

2. **What is needed to ensure the structural and long-term continuity of the services?**
 - What requirements must be met in order to provide these services effectively, to continually optimise them and to ensure their long-term continuity in the future?
 - What organisational structure and funding channels are most suited to this service?
 - How can the Family Support Centre and Forsa's mission be stepped up?

2.2 Scope of evaluation

The evaluation specifically focuses on the service provided by the LSE via Forsa and the Family Support Centre. The LSE provides other services besides Forsa and the Family Support Centre (such as Family Contact), as well as closely collaborating with the JEP (Platform for Prevention of Extremism and Polarisation among Youths) and the RvdK (Child Care and

Protection Board) for the purposes of the LAT (National Advice Team on Minor Returnee Combatants). These services are not included within the scope of this evaluation.

The evaluation period runs from the start of operations in October 2015 until the beginning of this evaluation in the summer of 2018. Initially, Fier received a grant from NCTV for the provision of services for the period October 2015 up to and including April 2017. This grant was then extended until the end of 2020. The results of the evaluation concerning the long-term continuity of the service will provide input for the design and execution of the services after 2020.

2.3 Substantiation of methodology

In order to answer the evaluation questions, a results evaluation and an exploratory investigation were conducted to examine the extent to which the LSE has achieved the objectives specified in the mission (results evaluation) and to formulate requirements for the sustainable and long-term continuity of the services (exploratory investigation). To achieve the desired results, the strategy was divided into three phases consisting of the following activities. These three phases are described in greater detail below.

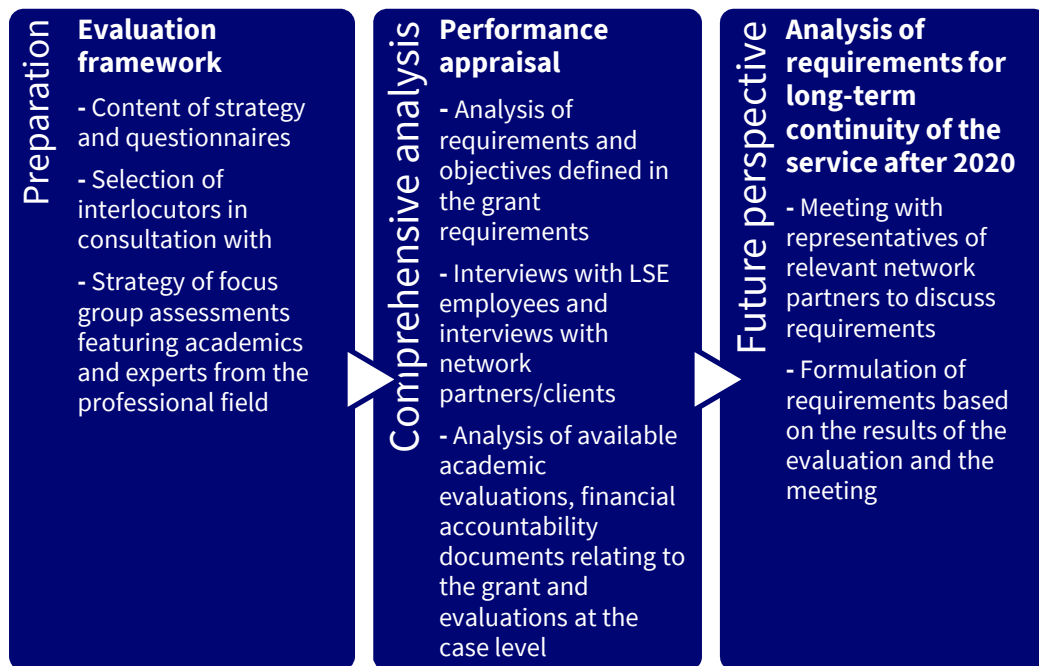


Figure 1 Diagram displaying the phases and structure of the evaluation

1 Preparation: Evaluation framework

In order to ascertain at an early stage whether the right questions have been formulated for the evaluation, a specialist **focus group** was set up consisting of independent academic experts and experts in the field. At the start of the evaluation and during the formulation of the conclusions, this focus group examined the content and strategy as well as the provisional evaluation results. The focus group's role was advisory rather than binding.

The evaluation framework clearly specified the basic principles for the evaluation. A clear picture was established of the mission set by the NCTV, including the **objectives** for Forsa and the Family Support Centre (both the separate objectives and the objectives applicable to both facilities). These objectives are continually referred to in the comprehensive analysis as they serve as its main point of departure. AEF subsequently gives its verdict regarding the extent to which the mission has been fulfilled and whether any questions or points for attention have arisen from the evaluation.

In addition, a summary has been created of the **current state of knowledge** concerning deradicalisation and family support. This summary can be found in Annex 1.

For the purposes of the consultations, AEF created a questionnaire that gave an overview of the concrete questions concerning the main themes. Each of these consultations focused on a different theme, with the particular theme dependent on the LSE's relationship with the interlocutors in question.

During this phase, the selection of the **interlocutors** was made in consultation with the NCTV. Within the LSE, consultations were conducted with a selected group of employees, the Forsa coordinator, the team leader of the Family Support Centre, the manager of the LSE and the board members of Fier. The most important network partners were also consulted (the Probation Service, the Child Care and Protection Board, the Public Prosecution Service, the police, the prison system's Terrorist Wings, the Ministry of Social Affairs and Employment and various municipalities). During the selection of the specific municipalities, it was decided to approach representatives of municipalities that make use of the LSE's facilities in addition to one municipality that does not. The selection also had to include sufficient variation between large and small municipalities and municipalities that do or do not operate their own services in the areas of family support and deradicalisation.

2 Comprehensive analysis: performance appraisal

The services provided by Forsa and the Family Support Centre are part of the development and innovation of deradicalisation policy. Academic knowledge and studies concerning radicalisation, terrorism and jihadism are part of a relatively new academic discipline. Given the pioneering nature of the service, it is not yet possible to set a conclusive assessment framework, and as yet, few empirically tested best practices exist. Due to the lack of scientific validation for the methodologies used, it is not possible to give a comprehensive evaluation of the quality of the service. However, to give an indication of the performance of Forsa and the Family Support Centre, AEF has based this evaluation on the professional opinions of experts from both the academic and professional sectors (the 'best knowledge'). For this purpose, consultations were held with the most important partners in the field as well as a number of clients and employees of the LSE and Fier. A theoretical framework was also formulated (see Annex 1) and an outline file study was conducted.

Assessment of effectiveness and fitness for purpose

In order to assess the effectiveness and fitness for purpose of the services, AEF concentrated on the relationship between input and output at various levels.

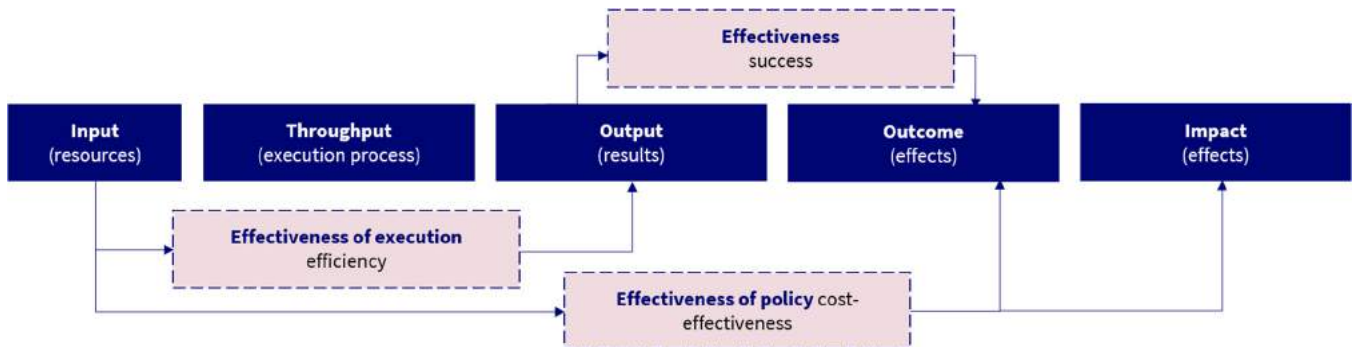


Figure 2: Diagram of assessment of effectiveness and fitness for purpose.

One important factor concerning the assessment of the effectiveness and fitness for purpose of the services is the quality and quantity of the execution process. To investigate the **quantitative** aspect, the number of clients was established based on the LSE's data and the financial accountability documents submitted to the NCTV. Furthermore, insight was given into the organisational staffing of the LSE and how the grant money has been spent.

To examine the qualitative aspect, AEF focused on the performance and effects at the output level (activities), the outcome level (effects connected to activities), and to a limited extent, the impact level (wider effects). At the output level, the methodology adopted by the LSE was analysed and compared with current theoretical knowledge and the results of recently conducted evaluations concerning counterterrorism and deradicalisation. A summary of the rough findings can be found in Annex 1.⁸ Judgements concerning the methodology have been fine-tuned in consultation with the LSE to prevent sensitive information from being published regarding deradicalisation methods.

Given the pioneering nature of this service and the short evaluation period, judgements concerning the effects at the outcome and impact levels can only be made to a limited extent. As a result, the evaluation only provides limited insight into the effects that the services have on the clients and into the wider effects on society. This insight is gained via the analysis of the evaluation documents and files available within the LSE at the case level. Discussions were also conducted with a selected group of clients of Forsa and the Family Support Centre. Based on these discussions and documents, AEF provided a provisional assessment of the initial effects of F&FSC.

3 Future perspective: analysis of requirements for long-term continuity of the service after 2020

What is required to ensure quality of service in the long term? To assess this matter, AEF investigated the requirements that must be met in order to secure the long-term continuity and funding of Forsa and the Family Support Centre after 2020. For this purpose, AEF

⁸ For more background information, see the description of the current state of knowledge (included as Annex 1 to this evaluation).

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facilitated a discussion between experts in the fields of healthcare and security. During this meeting, all organisational and funding-related considerations were discussed and efforts were made to design an initial set of requirements for the long-term continuity of the service. AEF used the results of this meeting, together with the results of the evaluation, to formulate the requirements for the long-term continuity of the service.

3 *Degree to which Forsa and the Family Support Centre are fulfilling their intended purpose*

This section describes the mission as formulated by the NCTV upon conferral of the grant and the degree to which Forsa and the Family Support Centre are complying with the requirements and conditions set by the NCTV with regard to the corresponding activities. The paragraphs are structured as follows:

1. Mission as formulated by the NCTV: the task set for the LSE/Fier has evolved over time. For this reason, the description of the requirements also includes an indication of when each requirement was formulated.
2. The manner in which the LSE satisfies this requirement.
3. Evaluation of the degree to which the LSE is fulfilling the assignment based on information from the discussions, documentation and – whenever possible – academic theories.
4. Recommendations or points for attention (whenever applicable/necessary).

AEF's description of the execution of the assignment is based on discussions with LSE employees, the team leader, the coordinator, the manager and the board of directors of Fier, as well as all available written documentation such as progress reports. In addition, the evaluation is based on:

- Discussions with six municipalities (of which three municipalities also shared their experiences with regard to healthcare and security).
- Discussions with six clients: three Forsa clients and three Family Support Centre clients.
- Discussions with the Dutch Probation Service, the Public Prosecution Service, the Child Care and Protection Board, the Ministry of Social Affairs and Employment and the Terrorist Wing at Vught Prison.

The analysis focuses on the following aspects of the service:

- information provision and consultation
- initiation and content of programmes by Forsa and the Family Support Centre
- knowledge and expertise
- collaboration with partners
- policy monitoring
- funding and organisational requirements
- information exchange
- effect and impact

- points for attention applicable since day one.

3.1 Information provision and consultation function

The LSE distinguishes between the 'information provision and consultation function' and the 'knowledge and expertise function'. The following description relates to the former of the two functions, while the latter is described in Section 3.3.

Mission set by NCTV: information provision and consultation function

Municipalities, municipal professionals, families of radicalised individuals and citizens can contact the support centre or the exit facility⁹ for information or consultation. (12 June 2015: Action Plan)

Citizens can contact the Support Centre or the Exit Facility with regard to general questions concerning radicalisation/deradicalisation and family support/the Exit Programme. (12 June 2015: Action Plan)

Information and consultation can also be provided on an anonymous basis. (12 June 2015: Action Plan)

Execution of the mission by the LSE

- The LSE operates a front office that is available for information and consultation from Monday and Friday between the hours of 09:00 and 17:00. The LSE receives general requests and questions (information requests) as well as questions about specific cases (consultation). Information requests relate to matters such as:
 - the methods used by Forsa and the Family Support Centre
 - the role and duties of Forsa and the Family Support Centre
 - collaboration with other parties (e.g. municipalities)
- The LSE also runs a website with straightforward information for both citizens (via the 'Information for citizens' tab) and professionals (via the 'Information and advice for professionals' tab). The citizens tab contains concrete information, e.g. an overview of radicalisation warning signs. Extensive information for professionals is not provided online: for this purpose, the website provides the LSE's contact details.
- In the event of consultation, the party submitting the request could ask for information such as how to deal with a person who is in the process of being radicalised. The requests are made by family members, healthcare institutions, municipalities, the police and other organisations such as Victim Support Netherlands (Slachtofferhulp) or one of the Community Safety Partnerships (Veiligheidshuizen). Sometimes a consultation can result in an intake interview for a possible programme.
- Upon the set-up of Forsa and the Family Support Centre, a larger volume of information requests was received compared to now. These information requests were often received from municipalities who wanted to know exactly what the LSE has to offer.
- Most of the consultation requests were made by municipalities or Community Safety Partnerships.
- The LSE receives a large number of requests (especially regarding warning signs and how to deal with radicalisation) and whenever useful and possible, refers the parties in question to other parties.

⁹ The term 'Support Centre' (and later 'Family Support Centre for Deradicalisation') refers to the Family Support Centre, while the term 'Exit Facility' (and later 'Exit Programme') refers to Forsa. The names 'Forsa' and 'Family Support Centre' were established after the formulation of these requirements. The checklist is based on the names used in the original documents.

- In total, Forsa answered 90 information requests between October 2015 and August 2018, while the Family Support Centre received 74. The total number of information requests is therefore 164.
- In addition, Forsa answered 90 consultation requests while the Family Support Centre answered 98, making a combined total of 188 consultation requests.

Assessment

Information and consultation function: objectives met

- Callers can ask their questions anonymously.
- Practically all municipal professionals and family members of individuals who have been or may have been radicalised say that the LSE is highly accessible and easy to contact.
- The interlocutors also described the information provided by the LSE as helpful. The LSE's employees are highly knowledgeable: they possess experience of similar cases, they draw upon personal experience working with people previously involved in radical networks and/or they have specific knowledge of the various schools of Islam.
- The LSE responds directly to requests for Forsa or Family Support and provides clear information regarding when the pre-assessment and intake can begin.

3.2 Setting up and initiating programmes: target group and programme requests

Mission set by NCTV: programmes for target groups

The Family Support/Exit programmes are commissioned by and on behalf of municipalities – in other words, the request for a Family Support/Exit Programme is made by the municipality itself (employees or professionals). Of course, family members of radicalised individuals can also submit requests for support, in which case the municipality in question will always be contacted. (12 June 2015: Action Plan)

Exit Programmes will only be initiated in the event an individual has ties to a radical Islamic organisation. Support requests from municipalities, municipal professionals, families or citizens to which this does not apply will be referred to the appropriate chain partners by the Support Centre and the Exit Facility. (12 June 2015: Action Plan)

Exits focus on radicalised individuals who are on Dutch territory; who are active members of a radical network; who harbour, condone and/or propagate extremely violent ideas; who plan on travelling to a war zone; who have returned from a war zone or have been arrested while attempting to travel to or return from a war zone; who are being held in the Terrorist Wing either as a suspect or following conviction; who have doubts about the path they have chosen or see an opportunity to leave; or who have genuinely renounced such an ideology but are having specific problems that are preventing them from living an ordinary life (repentant radicals). (12 June 2015: Action Plan).

Upon request by a municipality, the Centre for Family Support will provide guidance and counselling as part of a family support programme. (12 June 2015: Action Plan)

General execution

- If a municipality has radicalisation-related concerns about a particular individual or family, then the municipality can submit a request for advice (consultation), coaching of local professionals (counsellor training) or a Forsa/Family Support Centre programme (counselling programme).
- The commissioner of these programmes is always the municipality, even if the programme was requested by a family member. If a client is being held in prison, then the DJI (Custodial Institutions Agency) – and more specifically the Terrorist Wing – will function as the commissioner of the Forsa programme. The LSE usually coordinates the initiation of a programme requested by a municipality together with a Public Order and Security policy officer. During case discussions, the municipality often works together with security partners such as the police or the Public Prosecution Service.
- At the start of a programme, the LSE makes clear agreements regarding the working method and the LSE agrees a contract with the municipality in question via a letter. This letter contains agreements regarding the manner in which the LSE will keep the administrator informed and how the LSE will handle the issues of privacy, information exchange and participation in case discussions.
- In the event of a request for a Forsa programme, the Forsa coordinator will conduct a pre-assessment (more information on this matter can be found in the following paragraphs). A Forsa pre-assessment programme costs €4,000, although if it results in a decision to initiate a counselling programme, then the pre-assessment will be free of charge to the commissioning party (municipality or Custodial Institutions Agency). Family support services are entirely free of charge. The reason for the cost of the pre-assessment is that the LSE wishes to use the expertise involved sparingly, as it is an expensive resource requiring the knowledge and skills of specialist experts. By establishing this financial threshold, the LSE ensures the commissioning party is truly committed to initiating a long-term counselling programme rather than just a 'one-off check'.

3.2.1 Forsa counselling programme

For whom are Forsa's counselling programmes?

Forsa focuses on individuals who harbour and propagate violent extremist convictions or are involved in an extremist group, but for whom possibilities of exiting this ideology/sphere exist. Forsa provides services relating to Muslim extremism, right-wing extremism (2018 pilot) and other forms of violent extremism, such as left-wing, sectarian or environmental extremism. Within Forsa's¹⁰ methodology, the target group on which Forsa concentrates its attention is described as follows:

- People who appear to be normalising violence.
- People with excessive interest in a particular ideology and or extremist philosophy who have displayed distinct behavioural changes.
- People who are or have been active participants in a violent extremist network.
- People who legitimise (justify, propagate or carry out) violence based on personal extremist opinions and/or ideology.
- People who plan on travelling to a war zone or have returned (voluntarily or otherwise) from a war zone.
- People who have openly renounced personal extremist opinions and/or ideology but whose past is causing them specific problems and hence creating vulnerability factors.
- People who are being held in the Terrorist Wing, either as a suspect or following conviction.

¹⁰ Forsa Hulp & Advies bij begeleiding uit Extremisme (Forsa Help and Advice for Counterextremist Counselling), LSE, 2018.

- People who find themselves in an isolated environment in which violent extremism is or could be a factor.
- People who have voluntarily left an extremist network or renounced their extremist convictions.

- Forsa counselling programmes are only initiated for voluntary participants who are currently in the Netherlands.
 - The description of Forsa's target group shows that the service focuses on people at different 'stages' of the radicalisation process, such as:
 - People in the initial phase who feel drawn towards certain ideologies and/or extremist philosophies (violent or otherwise).
 - People who endorse or adopt certain ideologies and/or extremist philosophies (violent or otherwise) and who are members of a radical group.
 - People who take action (violent or otherwise) to fulfil what they see as a personal obligation in line with their ideology (e.g. travelling to or returning from a war zone).
- Forsa provides counselling programmes to people who are at these stages of the radicalisation process. The degree of radicalisation of the individual in question determines the type of service that can be provided. As a result, the services provided by Forsa are nearly always individually tailored to the person in question and require a multidisciplinary approach.
- The condition that the individual in question must have links to a radical Islamic organisation has been broadened, as the individual could also be a lone wolf with no direct link to an organisation.
 - Forsa operates at the national level.

Process for Forsa counselling programmes

Registration and intake

Forsa programmes consist of a series of consecutive steps. They begin with a programme request submitted to the Forsa coordinator by a municipality, a family member, the Terrorist Wing at Vught Prison or the Probation Service. Once the request has been made, Forsa will contact the administrator.¹¹ Subsequently, the Forsa coordinator will collect and weigh up the available information. During this phase, the coordinator will assess which Forsa coach would be the best match for the individual in question based on what is considered most suitable to the desired Action Plan for the person in question,¹² for example, a coach who possesses specific ideological and philosophical knowledge, or skills in a field such as psychopathology that are suited to what the individual in question needs.

Next up is the intake phase, which involves interviews with the client him/herself. This is an extensive process consisting of 8-9 interviews, during which the coach will analyse four key aspects of the client's life: General Social/Community Participation, Philosophical Framework, Violent Extremism, and Personality/Psyche.

During the intake, more detailed examination and analysis will be conducted. It is vital that a bond of trust is created between the client and the coach. Based on the analysis, the coach and the client will formulate an Action Plan. The Forsa team will then discuss the Action Plan during a multidisciplinary consultation, which will also address any possible security risks.

¹¹ Administrator or case administrator.

¹² *Forsa Hulp & Advies bij begeleiding uit Extremisme* (Forsa Help and Advice for Counterextremist Counselling), LSE, 2018.

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The team will decide whether a Forsa programme will be appropriate for the client: does he/she meet the criteria and does the programme have a chance of success? For example, a 'no-go' decision may be made in the event the client displays insufficient willingness and motivation for the programme, as the programmes are only initiated on a voluntary basis.

If the Forsa team issues a 'go' decision for the programme, then the Forsa coach will write an advisory letter based on the intake process and discuss it with the client. Subsequently, the letter – including the Action Plan – will be sent to the administrator and the client him/herself. Once both the administrator and the client have given their approval, the long-term counselling programme can start. If Forsa decides that a programme would not be suitable for the individual in question, then Forsa will advise the administrator regarding how to handle this case further.

Counselling programme

Counselling programmes involve a number of phases, with experiences so far showing they can last up to 1-2 years. Forsa counselling programmes involve one-on-one counselling, they are multidisciplinary in nature, they are tailored to the individual and they incorporate current trends and developments. Forsa's objective is formulated as follows:

"...to reinforce protective factors in order to facilitate individuals to renounce extremist violence and/or to distance themselves from extremist networks (disengagement). The objective of this is to cultivate critical reflection on a voluntary basis in order to boost the individuals' intrinsic motivation to give up violent extremism. For this purpose, efforts are made to encourage and reinforce the individuals' empathy and moral compass."¹³

The Forsa coach will conduct interventions that are compatible with the Action Plan. The LSE has a range of 50 interventions and keeps records of the results every time one of these interventions is employed. The objectives of these interventions include:

- Enabling the client to learn to ask him/herself critical philosophical questions and develop intrinsic motivation to leave their network and renounce their ideology.
- Bringing stability to all aspects of the client's life.
- Repairing personal connections and relationships in the client's life and enabling the client to affiliate with a more stable social circle whilst maintaining his/her own identity (possibly including his/her religious identity).
- Encouraging critical reflection concerning international politics and war zones, e.g. by discussing current events.
- Handling personal worries and dilemmas, e.g. regular teenage problems.

Every three months, an evaluation of the counselling programme is conducted, during which the coach and client examine to what extent the objectives of the Action Plan have been achieved and identify any areas requiring specific attention. This gives the coach insight into the degree of deradicalisation and disengagement.¹⁴ The case administrator then receives a letter outlining the progress of the programme.

Aftercare

Forsa counselling programmes switch to the aftercare phase once the client's capacity for reflection has sufficiently increased and their identity has become more stable. In addition,

¹³ Forsa Hulp & Advies bij begeleiding uit Extremisme (Forsa Help and Advice for Counterextremist Counselling), LSE, 2018.

¹⁴ Forsa Hulp & Advies bij begeleiding uit Extremisme (Forsa Help and Advice for Counterextremist Counselling), LSE, 2018.

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there must also be a decline in 'them and us' thinking and the client must renounce violence. Forsa's methodology includes six conditions that the client must satisfy before the decision is made to move from counselling to aftercare:

- No new warning signs or worrying developments must arise.
- The client's protective factors must be reinforced.
- The objectives in the Action Plan must be achieved.
- The client must have made progress in the deradicalisation process.
- There must be no acute risk of relapse or trigger factors.
- The client must give the impression of being intrinsically motivated to renounce his/her violent extremist ideology.

At the beginning of the aftercare phase, the coach and client will make agreements regarding the frequency and type of contact that will follow.

During the aftercare phase, when it becomes clear that the client has sustainably maintained the objectives achieved earlier, then the client and the case administrator will receive a final letter that describes which objectives have been achieved and how, and also takes the client's privacy into account.

The diagram below displays the structure of Forsa counselling programmes:

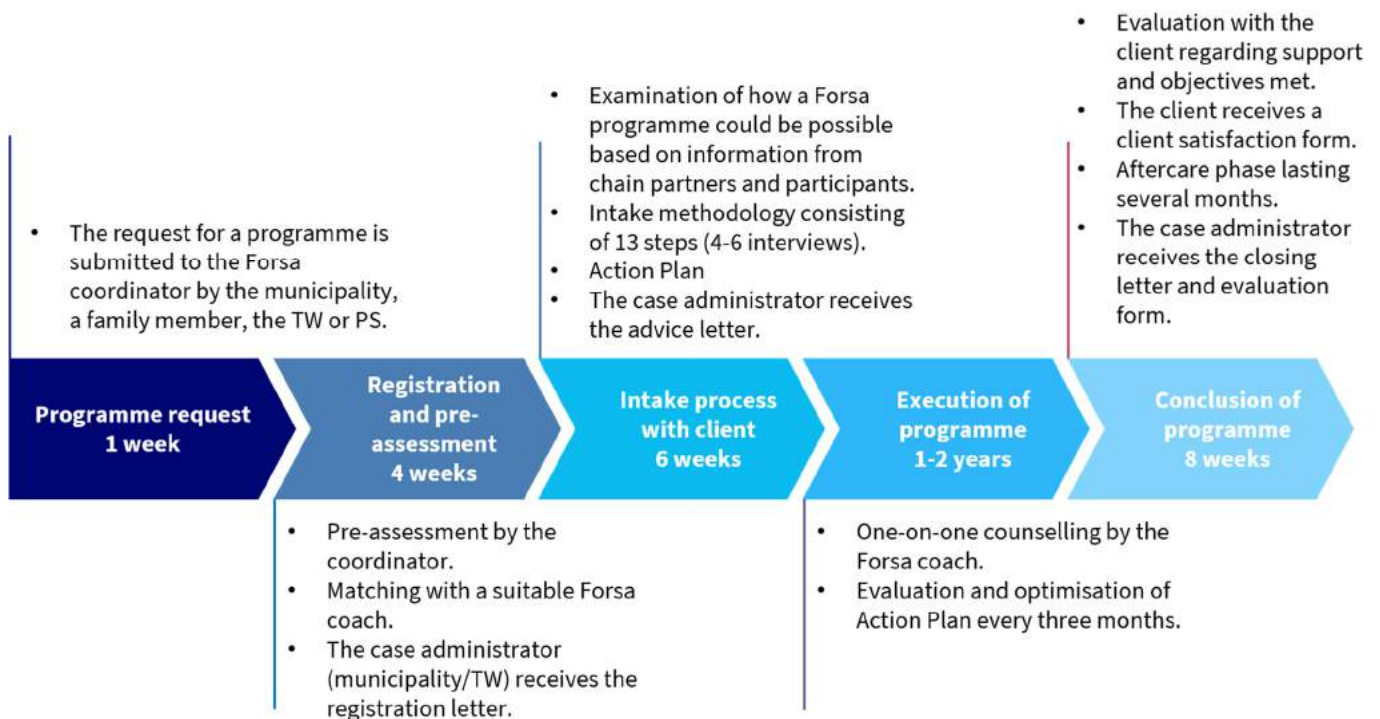


Figure: Forsa's counselling process consists of a series of phases

Forsa's methodology

AEF has examined and inventoried the state of knowledge regarding the most effective ways to combat radicalisation,¹⁵ although it must be clearly stated that academic knowledge in this field is still in its infancy and many questions remain to be answered. This overview of the

¹⁵ Annex 1: State of Knowledge, which describes the current insights into the possible effects of the service.

state of knowledge gives insight into certain elements that may promote deradicalisation of individuals with extremist ideas and aid their rehabilitation into society. The theoretical assumptions state that counselling within an Exit Facility should predominantly focus on the following factors:

- Maintaining intensive and regular contact (relationship with counsellor).
- Organising sufficient support within the family and close social circle.
- Cultivating theological reflection.
- Offering alternatives with regard to networks and participation.
- Enhancing self-esteem.
- Bringing together different groups of people to combat stereotyping.
- Giving guidance to promote reflection and self-examination with regard to the client's identity and decisions made in the past.
- Providing grief counselling and helping clients deal with uncertainty surrounding death.
- A structured approach in accordance with standard criteria to ensure a successful programme.
- Research into methods and exiting.
- Improving connection with society.
- Increasing resilience to discrimination.
- Voluntary participation.

AEF roughly evaluated Forsa's¹⁶ methodology in accordance with the aforementioned factors, all of which are incorporated into the Forsa methodology with the exception of 'bringing together different groups of people'. In addition to the aforementioned elements, the Forsa methodology for counselling programmes is multidisciplinary, individually tailored and incorporates current trends and developments. The Forsa methodology also takes into account the specific context in the Netherlands and is optimally science-based. In addition, the LSE optimises this methodology based on the team's practice-based expertise.

3.2.2 Family Support Centre counselling programmes

- The Family Support Centre provides the following services:
 - Support and assistance concerning family members who have been or are currently being radicalised and how to deal with them.
 - Support in periods of major uncertainty, trauma and/or crisis stemming from family members who have been or are currently being radicalised.
 - Assistance concerning practical problems such as debts, unemployment and isolation.
 - Guidance towards specialist care.
 - Initiation of psychological treatment (if necessary)
- The Family Support Centre provides tailor-made support, although this is done by means of a uniform methodology.
- Family Support is provided on a voluntary basis.
- The Family Support Centre operates at the national level.

For whom is the Family Support Centre intended?

The Family Support Centre mainly focuses on providing support to the family members of radicalised individuals. The Support Centre was set up to help prevent radicalisation of other family members. The Family Support Centre's target group includes:

¹⁶ Forsa Hulp & Advies bij begeleiding uit Extremisme (Forsa Help and Advice for Counterextremist Counselling), LSE, 2018.

- Family members of travelling combatants.
- Family members of actual or possible returnee combatants from conflict zones/war zones.
- Family members of 'home-grown' radicalised individuals¹⁷.

Process for Family Support Centre counselling programmes

Registration

Family Support consists of a variety of phases. The first phase of the Family Support Centre's services is registration of the family. Registration of the family is initiated by the family members themselves, the municipality or other care professionals. Following registration, consultation will be conducted with the family's local municipality at the very least, as the municipality serves as case administrator. During the registration phase, a multidisciplinary consultation is conducted with the LSE, after which discussion is conducted with the municipality regarding what support needs and objectives apply to the family support programme and a decision is made regarding whether or not to initiate the support programme. This decision is made based on the following questions:

- What impact has the individual's radicalisation had on the family?
- What support appears to be required in order to prevent further radicalisation of the family member in question?
- What security risks must the case manager contend with?

Once both the municipality and the Family Support Centre have given their approval for a family support programme, the intake process will begin.

Intake

If the request for family support was not submitted by the family members themselves, then the Family Support Centre, the care professional that submitted the request (if applicable) and the municipality will discuss the best way to contact the family. The basic principle is that the municipality will introduce the family to the Family Support Centre and emphasise the FSC's independence when doing so. A matching process is also conducted during this phase, with the Support Centre examining which case manager would be most suitable for the client.

The case manager will then initiate the intake process. To get a clear picture of the situation and the family's support needs, the case manager will visit the family in a location suitable to their needs and speak to the family regarding various aspects of their lives. In consultation with the family, contact will also be made with the relevant chain partners to inform them that a support programme has been initiated by the Family Support Centre for the family in question.

During the intake process, the case manager will also create an inventory of risk factors and protective factors, e.g. by performing a network analysis and examining use of social media. During the intake, it is important that the case manager clearly explains the frameworks of the family support, the privacy protocol and how contact with the municipality will be conducted concerning the support provided.

The intake process lasts for a maximum of six weeks. The information gained during the intake process is then condensed into an intake document upon which a support decision

¹⁷ 'Home-grown' radicalised individuals are people who were radicalised and inspired by ideologies and/or extremism (violent or otherwise) while living in the Netherlands.

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and an Action Plan will be based. The decision will then be discussed with the family and the municipality, and following approval by both parties, the counselling programme will start.

Counselling programme

Within the Action Plan, the family's support needs and problems are translated into concrete objectives. These objectives largely focus on tackling problems concerning various aspects of the family members' lives. The case manager at the Family Support Centre will immediately respond to any support requests that are directly linked to radicalisation. With the family's permission, consultation will be conducted with the municipality regarding further engagement of partners in order to address other requests for support, such as debt problems or psychological issues. The case manager will give guidance to the family in question regarding these types of care and support.

After three months and after six months, an evaluation of the counselling programmes will be conducted and the progress will be discussed together with the family and the municipality. The Family Support Centre strives to execute the Action Plan and deal with the support requests within six months. In practice, Family Support processes last between six months and one year.

Aftercare

The counselling programmes provided by the Family Support Centre enter the aftercare phase once the family's support requests have been tackled or resolved. At the beginning of the aftercare phase, the case manager and the family will make agreements regarding the frequency and type of contact that will follow. Upon completion of the aftercare phase, the counselling programme is complete and the family and municipality will be informed of the programme's conclusion.

The diagram below displays the structure of the Family Support Centre's counselling programmes.

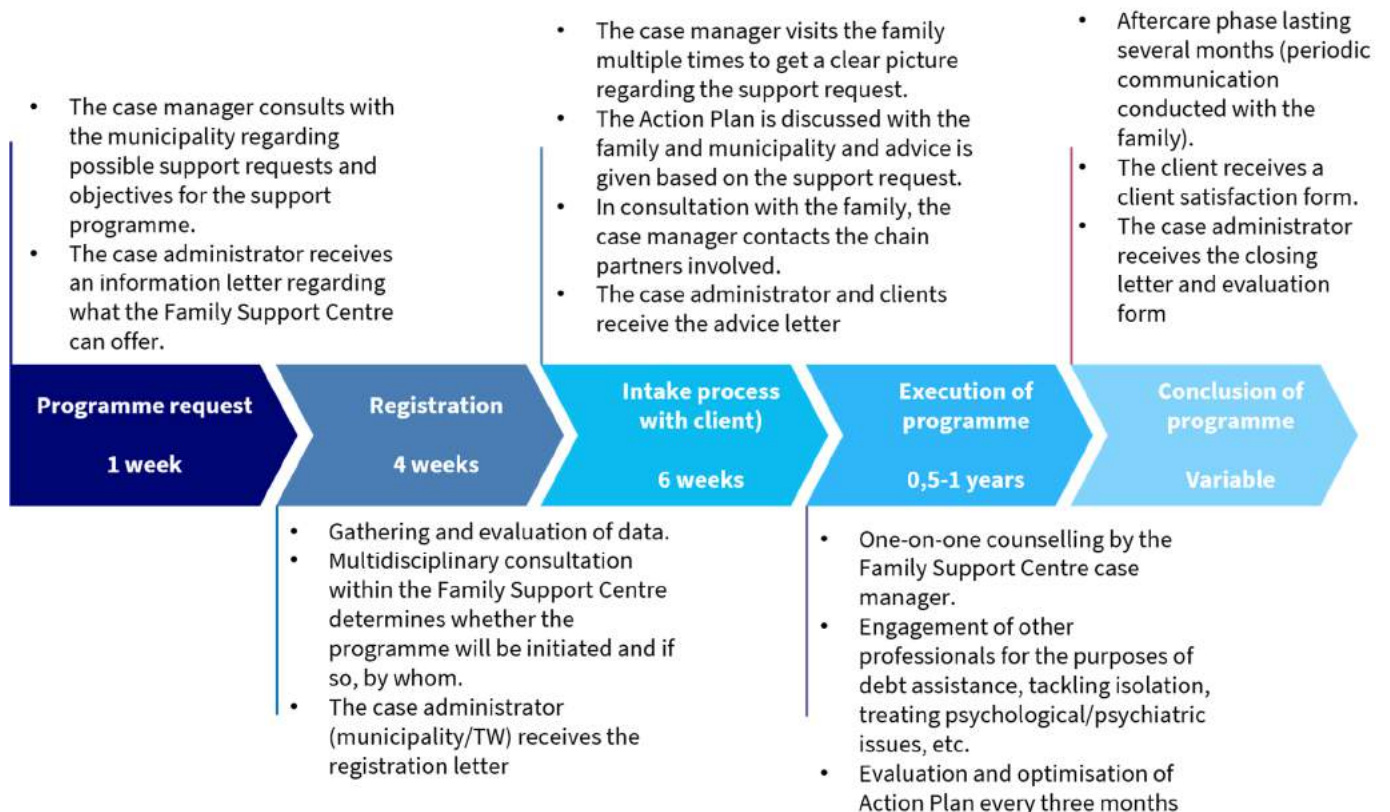


Figure 3 The Family Support Centre's operational process

Methodology of the Family Support Centre

AEF has inventoried the state of knowledge concerning the most effective ways to support families who are dealing with or have had to deal with a radicalised family member (including if the individual in question has travelled to a war zone and/or been killed). The theoretical assumptions state that this support should predominantly focus on the following factors:

- Structured counselling provided by reliable professionals.
- Learning to deal with changing circumstances.
- Making information and knowledge easily accessible

The working methods of the Family Support Centre predominantly focus on the factors that the theoretical assumptions suggest will be most effective.

Assessment

Initiation of programmes

- Upon initiation of a counselling programme by Forsa or Family Support Centre, the LSE will clearly specify who the administrator is to both the clients and the administrator (usually the municipality, although with Forsa, the Terrorist Wing sometimes serves as administrator). Agreements are made via a letter. In the event that family members submit a support request to Forsa or the Family Support Centre themselves, then the LSE will contact the municipality in question to determine who the administrator is and to make further agreements.
- Forsa's target group is defined in the mission as formulated by the NCTV, although the LSE has further specified this description. During the pre-assessment phase, the Forsa coordinator will carefully consider and analyse whether a particular individual belongs to the target group and together with the multidisciplinary team, a 'go' or 'no-go' decision will be made based on all available information. In recent years, the NCTV has conducted a pilot to widen the target group to include both right-wing and left-wing extremist groups. However, few programmes have yet been conducted for people subscribing to such ideologies.
- Forsa and the Family Support Centre both operate in accordance with a self-developed methodology: AEF's conclusion is that these methodologies are sufficiently substantiated by scientific literature (insofar as it is available). The employees also amend the methodologies to incorporate new experience gained during their everyday practice.

Recommendations and points for attention

- The current methodology was developed on the job based on all available knowledge and practical expertise. Validation of this methodology will require structured investigation of the methods applied and the case histories. It would be extremely useful to add this validation process to the LSE's mission.
- The LSE frequently collaborates with municipalities, the Terrorist Wings and the Probation Service. The LSE must regularly examine the role they play in the cases: where it begins and where it ends. It is important that the various collaborating parties are easily able to find each other and keep the overarching objective in mind at all times in order to tackle the problem together.

3.3 Knowledge and expertise function

Mission as defined by NCTV

The facilities provide municipalities, family members and citizens with a knowledge and expertise centre for family support and exit facilitation. (12 June 2015: Action Plan)

The service provision/duties include case-management support during family support programmes, to be provided by a municipal professional. (12 June 2015: Action Plan)

The service provision/duties include further development of the instruments (such as risk assessment). (12 June 2015: Action Plan)

Execution

- The LSE's knowledge and expertise function comprises the following subcategories:
 - Knowledge acquisition via counselling of clients (practice-based knowledge).
 - Knowledge acquisition via construction of a methodology based on scientific insights and validation via practical experience.
 - Knowledge sharing via workshops, presentations and training courses.
 - Knowledge sharing via sharing of experience gained with local professionals.

Knowledge acquisition and knowledge development via academia and everyday practice

- The LSE considers its knowledge and expertise function to be a process of continual and gradual development. The organisation's primary focus is on accumulating knowledge and expertise by gaining experience via the counselling programmes: this is how the methodology was developed. The LSE wishes to offer practice-based knowledge and the instruments were actively developed in line with this ambition. During the initial period¹⁸, it was agreed that the term 'risk assessment' is not befitting as this is an evidence-based methodology that is used within the security chain. The risk analysis is conducted during the intake period: where is the individual at the current moment, what security risks are apparent and would a counselling programme be appropriate?
- In the past three years, the LSE has obtained a large volume of expertise concerning radicalisation, extremism, Islam, left and right-wing extremism and other types of extremism. This knowledge consists of practical experience in addition to the academic knowledge provided by the various experts involved, which the LSE examines and evaluates in the light of the existing range of scientific literature. The LSE possesses a set of 50 interventions and monitors the effects of implementing them.
- The LSE's back office works together with the JEP (Prevention of Extremism and Polarisation among Youths) knowledge platform and actively shares knowledge and expertise.
- Knowledge acquisition is also conducted via a knowledge-exchange platform together with academics (EDEF) that meet twice or three times per year in order to consider developments involving the LSE.
- The employees actively participate in additional education and training in order to continually develop their expertise. These courses both focus on specialist fields (psychopathology, psychopharmacology) and information gathering (courses on Shaam, Madrasas, Islam and War, workshops on right-wing extremism, etc.) In addition, people

¹⁸ Description of Basic Processes of the Family Support Centre for Deradicalisation, October 2015

within the organisation also share the latest developments on extremism and radicalisation via fact sheets.

Knowledge sharing via workshops, training courses and presentations

- Knowledge and expertise on radicalisation and extremism is provided to other parties via workshops, presentations and training courses within healthcare and other institutions and at the Central Agency for the Reception of Asylum Seekers, as well as via meetings in the municipalities or participation in conferences.
- Every year, the LSE conducts an average of 20 training courses, workshops or presentations for a diverse range of organisations: healthcare institutions, the policy, spiritual counsellors, the Child Care and Protection Board, etc. During this evaluation, no explicit questions were asked regarding the participants' opinions of these knowledge-sharing events.
- Sharing of knowledge and expertise is conducted upon request, although the LSE has also approached organisations that provide support to families.
- There is still only limited knowledge and expertise sharing via the website. Specialist information for professionals, for example, is not available online.
- The LSE works together with the State Training Institute for Counter-Radicalisation (ROR) concerning the organisation and execution of training courses.
- The LSE reports its knowledge of developments in the Netherlands to bodies such as the NCTV via its accountability reports.

Knowledge distribution via sharing of experience gained with local professionals

- Municipalities and other parties (such as healthcare institutions) can call upon the LSE for counsellor training to enable them to conduct counselling programmes themselves. Since 2018, counsellor training has been defined as a separate aspect of the service: the LSE also provided assistance and advice in this regard in the past, although this was classified as part of its consultation function. Counsellor training consists of supporting local chain partners for a short period of time to enable them to provide effective counselling to clients.
- The LSE has also given advice to various chain partners regarding effective ways to deal with the target group.

Assessment

Knowledge and expertise function: objectives met

- AEF can see that the LSE has acquired a great deal of knowledge and expertise, and the methodology and interventions that the LSE applies have been extensively substantiated. Thanks to its highly multidisciplinary team, the LSE has access to a great deal of specialist knowledge and skills, such as people who are up to speed with developments in radical networks in the Netherlands, Islamologists, psychologists and social workers. The team also actively shares this knowledge and expertise to enable all parties to learn from each other.
- The LSE works together with relevant partners, such as the knowledge platform JEP and the ROR.
- The experiences described by the municipalities consulted show that they consider the counsellor training to be useful, relevant and competent, and they describe their collaboration with the LSE as pleasant, straightforward and professional. The advice provided by the LSE helps municipalities to proceed effectively with their cases.
- During the consultations with the municipalities, AEF gained insufficient insight into longer-term strategic considerations with regard to the knowledge and expertise function. The LSE is active in the field, although whether or not their knowledge is reaching the correct parties remains insufficiently clear. AEF therefore sees opportunities for improvement with regard to the strategic direction of the knowledge and expertise function: how can the LSE's knowledge find its niche within the existing knowledge landscape in the Netherlands and how can the LSE ensure its knowledge reaches the people who need it?

Recommendations and points for attention

- The grant provider could specify the knowledge and expertise function in greater detail in the grant requirements, for example, by specifying a minimum selection of organisations or institutions to receive the LSE's knowledge/training in order to ensure greater focus of the knowledge and expertise function. This will also require priorities to be set by the LSE, given the limited manpower. How does the LSE's knowledge and expertise relate to the counselling of clients?
- As the target group of Forsa and the Family Support Centre is constantly changing (expanding so far to include home-grown radicals, possible/actual travelling combatants, returnee combatants and family members of such individuals), the LSE must continually update its methodology.

3.4 Case management and programmes

Mission as defined by NCTV

One aspect of the service/duties of Forsa and the Family Support Centre is the provision of concrete exit or family-support programmes (via the pool of experts) relating to the issue of radicalisation. (12 June 2015: Action Plan)

Another aspect of the service/duties is the execution of case management (= counselling programme) as part of a family support programme or exit programme. (12 June 2015: Action Plan)

If any threat to central government is involved, then the counselling programmes will take place via the Support Centre. (12 June 2015: Action Plan)

Execution of mission

- The mission specifies the provision of 'concrete programmes', although this is no longer relevant due to this being incorporated into case management. For this reason, the following paragraph addresses case management only.
- The mission also specifies the term 'threats to central government', which constitutes all people, objects and services that serve the national interest. Responsibility for the safety and security of these people, objects and services is borne by the government. However, this has proven to be an incorrect wording, as clients of the LSE are not included in this category. For this reason, this issue has not been included any further in this evaluation.

3.4.1 Case management: Forsa

A proportion of Forsa's case management process has already been described (see Section 3.2). The following points also apply in addition to this description:

- Case management is an individually tailored process, the design of which depends on what the person in question requires. The support can consist of:
 - assistance with ideological or philosophical issues
 - assistance with ethical issues
 - assistance in dealing with grief/trauma
 - help with family relationships
 - support with religious matters
 - support with identity-related issues
 - promotion of critical reflection
 - building/rebuilding of a social network
 - support with social participation (motivation to study, find a job, etc.)
 - referral to support with financial/debt issues
- The coach and the client will work in accordance with an action plan that will be evaluated every three months. Themes described in the action plan can relate to all aspects of life (e.g. finances, systems, employment, education, relationships, ideological/philosophical frameworks, etc.).
- Forsa's experience shows that a substantial proportion of their clients suffer from psychopathological issues and/or slight mental impairments. As a result, the LSE appointed a small treatment team to enable the LSE to make diagnoses itself and provide treatment in the event of mental-health issues. In addition, LSE sometimes asks chain partners for a diagnosis and a proportion of clients have already been diagnosed.

Psychological, educational and psychiatric knowledge and expertise is available: a systemic therapist, a mental-health psychologist, a specialist mental-health nurse and a psychiatrist (on a zero-hour contract) are available to the LSE, among other professionals.

- The case managers and experts all possess knowledge of specific fields of expertise, such as relationships of dependence, extremism, radicalisation, violence, jihadism and specific schools of Islam, and they are well-informed of current events and geopolitics. In many cases, knowledge of religion proves useful.
- The average duration of the programmes is 1.2 years, although this is of little predictive value due to the high variance: some programmes are successfully completed within 4-6 weeks while others last a year and a half.
- The average amount of face-to-face time that coaches spend with clients is 2 hours per week. There is also frequent contact by phone or via messenger apps, sometimes every day.

Example case: Forsa

In 2017, Stella* was removed from her home by the police as they suspected she would attempt to travel to Syria. At the police station, she was introduced to her Forsa coach: until then, Stella had no idea that organisations like Forsa existed. She had lots of questions, mainly about what she should do next. A case manager from the municipality arranged help with financial issues, although discussions about religion and culture were also important to Stella. In the weeks that followed, she worked together with her Forsa coach to formulate an Action Plan, during which time they talked a great deal about religion. It was helpful that her coach understood this and shared the same background. Stella's coach also talked to her parents about religion and helped build a bridge that enabled Stella and her parents to talk about religion. Forsa's service ultimately helped Stella with her professional life (finances), her studies and the relationship with her parents. Stella said that the service was provided in a very open, honest and transparent manner and that she appreciated how approachable and flexible her coach was (e.g. contact via WhatsApp). The programme ended after approximately 1.5 years and Stella's coach took more of a back seat. They then saw each other on a couple of occasions and then brought the programme to a stable end. The coach sometimes sends her a WhatsApp message to ask her how things are going.

*To ensure this case cannot be traced back to any specific individual, it combines elements of several different cases and a pseudonym has been used.

Number of Forsa intakes and programmes

The table below shows how many Forsa intake processes were conducted and how many of these resulted in a programme being initiated.

	2015	2016	2017	2018	Total
Number of intakes	2	6	19	8	35
Number of go decisions	2	4	12	8	26
Number of no-go decisions	0	2	7	0	9

Table: Number of intakes and go/no-go decisions for Forsa programmes from 2015-2018. The reference date for 2018 is August 2018 and therefore relates to 8 months in 2018.

- A proportion of the intakes did not result in the initiation of a counselling programme. Possible reasons for this include:

- The person was not found to have any link to a type of ideological extremism.
- The person did not have genuine motivation to participate in a programme.
- A security risk was involved.
- The intake period provided sufficient support to resolve the problem.

In such cases, Forsa ensured the client was referred back to the right party (e.g. the municipality or the judiciary) and appropriate advice was provided based on the information obtained during the intake.

- The following noteworthy statistics relate to the group of people who took part in a Forsa counselling programme or for whom counsellor training was given by Forsa:
 - Approximately 42% were minors and 58% were adults.
A large proportion of the people for whom counselling programmes were initiated were adolescents.
 - Over 40% of the potential clients were women.

3.4.2 Case management: Family Support Centre

- A proportion of Forsa's case management process has already been described (see Section 3.2). The following points also apply in addition to this description:
- Case management by the Family Support Centre is an individually tailored process and depends on the needs of the family in question. The support can consist of:
 - information about the radicalisation process and how to recognise warning signs
 - assistance in the event of isolation
 - assistance in dealing with grief
 - help with parent-child relationships
 - a care-avoidance strategy
 - referral of clients to a trauma counsellor
 - referral of clients to professionals for support with finances and debt counselling
- Radicalisation of a family member affects the entire family structure and can cause problems in multiple aspects of life.
- The families assisted by the Family Support Centre's case managers are often multi-problem families with a limited network, limited financial resources and a limited number of daytime activities.
- The case managers provide multidisciplinary support that transcends the boundary between healthcare and security. Having one radicalised family member means that the risk factors are increased for the parents, brothers and/or sisters. These security risks are regularly discussed via multidisciplinary consultations.
- The Family Support Centre's case management actively works to support families as they can be the decisive protective factor for their radicalised family member.
- The Family Support Centre possesses transcultural expertise which it uses to remove any language barriers or cultural obstacles that may exist in order to give the family greater insight into the radicalised family member's religion/ideology.
- The average duration of a Family Support programme is approximately six months to a year.
- The case manager's duties are based on the client's support request. The case manager works according to an Action Plan that is formulated together with the family in question. Themes and objectives described in the Action Plan can relate to all aspects of life (e.g. finances, systems, employment, relationships, ideological/philosophical frameworks, etc.).
- In addition, the LSE can make diagnoses itself and provide treatment in the event of mental-health issues. Psychological, psychopathological, educational and psychiatric knowledge and expertise is available within the LSE.

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It is often very useful if the LSE can engage its in-house treatment team as this reduces reluctance to accept the assistance and the team is experienced in dealing with the target group.

Example case: Family Support Centre

Several years ago, Eric's* parents got the shock of their life when the police suddenly ordered Eric to accompany them to the police station and informed his parents that their son may have been radicalised. His parents had no idea. At the police station, the parents were introduced to a counsellor from the Family Support Centre. They voluntarily accepted the support from the counsellor and appreciated it from the start. Suddenly, the parents had been thrown into the world of the police and the Public Prosecution Service: the experience often drove them to despair and there often seemed to be no way out of this situation. The counsellor helped to calm them down, offered them counselling for their shock and trauma and assisted them with a number of practical matters. It also helped that the counsellor was a Muslim as it helped give the parents more insight into their son's religion. The parents appreciated the counsellor's flexibility and transparency: he contacted all of the parties involved and paid attention to every member of the family. The support programme lasted for just over a year and the parents were extremely happy with the aftercare. Every now and then, the parents and the counsellor contact each other to talk about how things are going.

*To ensure this case cannot be traced back to any specific individual or family, it combines elements of several different cases and a pseudonym has been used.

Number of Family Support Centre intakes and programmes

The table below shows how many Family Support Centre intake processes were conducted and how many of these resulted in a programme being initiated..

	2015	2016	2017	2018	Total
Number of intakes	12	26	23	14	75
Number of go decisions	8	20	23	14	65
Number of no-go decisions	4	6	-	-	10

Table: Number of intakes and go/no-go decisions for Family Support Centre programmes (2015-2018). The reference date for 2018 is August 2018.

- In the last two years, it was possible to initiate a programme for every family as they voluntarily participated, were highly motivated and had a need for support.
- The family support cases were very diverse. Support was most often provided to families of individuals who were in a war zone.
Support was also offered to families for whom the following situations applied:
 - a family member had been arrested with concrete plans to travel to a war zone
 - a family member was in prison
 - a family member had returned from a war zone
 - a family member was involved in an extremist network
- Following a Family Support Centre programme, further support was required for 80% of the families: this additional support was often conducted concurrently with the family support programme. This additional support may involve debt counselling or other support and is provided via the municipality.

Assessment

Case management and programmes of Forsa and the Family Support Centre: objectives met

- AEF spoke with three clients who were participating or had participated in a Forsa programme and three clients who were receiving family support, in addition to analysing 16 client evaluation forms. AEF also asked the interlocutors at the municipalities about feedback they had obtained from clients regarding their LSE programme.¹⁹ All of this information painted the following picture:
- **Clients are very satisfied with the support offered by the LSE.** The clients indicated that the support they received was extremely useful. The following factors were frequently mentioned:
 - An excellent click between the case manager/coach: he or she understands the situation and functions as a truly trusted confidential advisor.
 - Because Forsa's coaches understand Islam, they can help clients to develop alternative, non-radical/non-extremist ideas.
 - The professionalism and involvement of the coaches and case managers make the clients feel safe.
 - Family Support case managers help clients by sharing knowledge about the implications of your child travelling to a war zone, giving up-to-date information about developments in the war zone, etc.
 - The case manager provides much-needed stability during turbulent times: "I don't know what I'd do without my case manager."
 - The case managers help clients to find their way with many issues that are difficult to deal with under the circumstances (housing, finances, work, benefits, etc.).
 - The case managers and coaches are extremely accessible via WhatsApp and answer questions very quickly. They have a good sense of when the clients are having a particularly difficult time.
 - Programmes are concluded with due care and attention and the case manager/coach always gives advance notice of when the end of a programme is approaching. In addition, the case manager/coach regularly contacts the client in the period following completion of a programme.

- As yet, there are no waiting lists and the intake begins within one week of registration: this period is usually only exceeded in the event that the introduction of the client to the LSE requires coordination with the municipality.

- Any possible security risks – either involving clients who may resort to violent activities that will be damaging to the Netherlands or risks faced by the employees involved – are handled with the utmost care. The team proactively discusses any risks that they identify and if necessary, the LSE will involve the police.

¹⁹ It is possible that the people who were enthusiastic to speak to AEF were highly positive about the LSE and that this could bias the perception of the LSE. This is why the evaluation forms and client feedback received by the municipalities were also evaluated.

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- During the consultations, AEF was impressed by the skill and commitment displayed by the LSE's employees, coordinators and manager. We have great admiration for the manner in which all parties involved with the LSE carefully consider what the clients need, recognise the person behind the problems and devise creative solutions. However, AEF has identified a pitfall in this regard: the work performed by the employees is extremely intensive and is conducted under severe political and media pressure. The employees are often available to their clients in the evening and at the weekend, and the extent to which employees absorb themselves in their work can result in excessive workload.
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- The LSE works very intensively in the interests of its clients. As the service provided does not fit within the regular healthcare or security systems, time and resources have been allocated to it. This is what gives the approach its unique strength, as the LSE can do exactly what the situation demands. However, this also creates a problem, as there is never a definitive indicator of when you have done enough. The employees coordinate their duties with their team leader or coordinator. As a result, the time investment per client is highly varied and also differs from case to case
-

Recommendations and points for attention

- The objective of the Family Support Centre is twofold: to provide support to families and to prevent radicalisation within them. The families receiving counselling always run a higher risk of other family members being radicalised, both due to the influence of the radicalised family member and the experiences of these family members resulting from the radicalisation of this family member (e.g. possible traumatic experiences during a police raid). For this reason, this factor is extensively examined during the intake process. The LSE estimates that only a small proportion²⁰ of cases involve a concrete risk of radicalisation of family members. For the rest of the families, there is no risk of radicalisation, but other security risks apply, e.g. parents transferring money to a child in a war zone, a child indicating that he/she will be coming home, etc.
- It is not yet possible to estimate the average cost of a programme as the duration and intensity of the individual programmes differs greatly. AEF advises the grant provider to work together with the LSE to explore what constitutes a targeted and effective deployment of expertise and resources for a single programme: how exactly will the programme benefit society and what resources and expertise would be proportional to these benefits?
- In line with the aforementioned recommendation, examination should be conducted of how the number of programmes that the LSE has conducted compares to other types of care and how proportional it is to the available manpower. To answer this question, you must first calculate the number of hours allocated to each programme for direct client work, indirect client work (travelling time, multidisciplinary consultations, etc.) and knowledge development/the knowledge function.

²⁰ Further file studies must be conducted in order to investigate the exact increase in risk of radicalisation of families receiving support from the Family Support Centre.

3.5 Collaboration with partners

Mission as defined by NCTV

The Centre for Family Support and the Exit Facility operate on the instructions of the municipalities and the Terrorist Wing. When working with the Terrorist Wing, collaboration is conducted with both facilities and – just like for municipalities – examination will be conducted of which professionals and opportunities for counselling are available within the existing structures (e.g. the TW's Spiritual Care Department) and what care will be provided by the Exit Facility or the Terrorist Wing itself. (12 June 2015: Action Plan)

All Exit Programmes will be conducted via the Exit Facility, although Exit Programmes that work with a Terrorist Wing will also involve collaboration with the Custodial Institutions Agency (in this case its Spiritual Care Department). (12 June 2015: Action Plan)

This facility can be described as a secondary-care organisation. For collaborations with municipalities, the facility will work with the Public Order and Security policy officer. (12 June 2015: Action Plan)

The facility has close ties with the existing initiatives relating to family support. (12 June 2015: Action Plan)

Execution

- For a large proportion of Forsa/Family Support Centre programmes, the municipality is the commissioning party, although when the clients are being held in prison, the commissioning party is the Custodial Institutions Agency/Terrorist Wing. The Probation Service usually handles the cases involving the Terrorist Wing, with the Terrorist Wing mainly making use of the LSE's expertise function.
- Collaboration with the municipalities is usually conducted via the Public Order and Security policy officer, as was mentioned earlier in the paragraph describing the service.
- The LSE's employees indicate that collaboration with municipalities demands a great deal of cooperation: the decentralised nature of municipal government means the municipalities work in different ways, which places different demands on each collaboration. One specific obstacle that the LSE has to deal with is when clients move from one municipality to another. In such cases, the municipality of origin must hand over the case to the client's new municipality, although this process is not always conducted in an optimal manner, and in one particular case, the new municipality wanted the Forsa programme to be terminated.
- In practice, the collaboration is therefore mainly conducted between the municipal case administrators and municipal professionals who receive support from the LSE via counsellor training.
- In the early days, it was expected that Forsa would be able to initiate a natural collaboration with the Custodial Institutions Agency's Spiritual Care Department in the case of clients being held in the Terrorist Wing. However, in practice, things worked out differently: spiritual counsellors are bound by confidentiality rules, which means very little knowledge exchange is possible.
- Therefore, coordination efforts are mainly conducted in consultation with the therapists at the Terrorist Wing.
- The mission specifies that the LSE must ensure close collaboration with existing initiatives relating to family support, although few initiatives like these exist in the

Netherlands. One primary collaboration partner is SMN, with whom a telephone hotline was set up for parents of radicalised children, among other measures.

- In addition to municipalities, the Terrorist Wing and the Probation Service, the LSE also works together with the Public Prosecution Service, the JEP (Prevention of Extremism and Polarisation among Youths) platform, the ROR (National Training Institute for Counterradicalisation), the Child Care and Protection Board, the police and secure youth care institutions.

Assessment

Collaboration with partners: objectives met

For the purposes of this evaluation, the chain partners were asked to share their experiences of F&FSC. The following paragraph provides a summary of these experiences:

The municipalities are mainly positive regarding their collaboration with the LSE. The municipalities said they had a positive experience concerning the collaboration with the LSE. The LSE is easily contactable, very approachable and keeps its promises.

The municipalities are very satisfied with the LSE's service and expertise. The LSE employees establish new inroads with clients that the municipalities are unable to find and provide specific expertise with regard to deradicalisation and Islam that the municipalities do not possess. Another positive factor reported by the municipalities is that the LSE employees build up long-term relationships with people, which enables clients to truly change. The municipalities also say that it is extremely useful that the services provided by F&FSC is largely free of charge, although it was mentioned that the fee of €4,000 for a pre-assessment feels somewhat "random" given that any programme following it is free.

The municipalities and partner organisations lack feedback concerning the progress of programmes. At the start of the programme, the LSE counsellor in question formulates a plan together with the client(s) and shares this plan with the municipality. The municipality is then given information on this plan in each quarterly evaluation and upon conclusion of the programme, the municipality is given feedback on the course of the programme. In recent years, the municipalities and partner organisations involved in local security consultations (the Public Prosecution Service, the police, the Probation Service) have observed that feedback on Forsa programmes has become increasingly customised. Over the course of the evaluation period, the feedback provided by LSE has improved and increased in accordance with the municipalities' needs and wishes, although according to the municipalities, feedback remains a continual point for attention. They express a desire for more substantive evaluation that not only describes the process but also gives information on the content of the programme. They would also appreciate more interim feedback concerning the progress of the intervention: is it bearing fruit and have developments been made that the municipality and the partners should take into account?

Awareness of the LSE's working methods remains limited. The interlocutors indicate that there is insufficient awareness among the municipalities and partners concerning the services provided by the LSE and particularly with regard to the LSE's working methods. The partners say that more information would be useful about exactly what the LSE has to offer and what its working methods are: what information is and is not shared by the LSE and how exactly are partnerships with the LSE structured? This opinion is particularly held by security partners involved in local security consultations who are not the administrator. The consultations show that awareness of Family Support programmes is greater than Forsa programmes and that the many different names (Family Support Centre/Family Support, Forsa/Exits, LSE, Fier, LAT) confuse the situation.

Collaboration between the LSE and the Probation Service is suboptimal, although it is slowly improving. All parties – the Probation Service, the municipalities, other partners and the LSE themselves – say that collaboration between the Probation Service and the LSE is suboptimal. One municipality said that they had wanted to initiate a Forsa programme, but were unable to do so as the Probation Service was already involved in the case in question. Parties within the Probation Service question the value of the LSE's involvement when the Probation Service is already involved in the case. In addition, it is important to the Probation Service that information regarding a programme can be shared in reports for use in court, which can be a sticking point for the LSE due to its duty of confidentiality. The Probation Service's role and responsibilities are different to those of the LSE: the PS's job is monitoring clients and giving account to the Public Prosecution Service, while the LSE is more of a confidential advisor to the clients. However, the LSE and the Probation Service do say that the collaboration has been revitalised recently and they are now working together on one particular case.

The partners say it is a good thing that the LSE operates independently of the NCTV. All partners recognise that it is both useful and vital that the LSE is independent of the NCTV, as this makes it clear that the support provided is not 'a government programme', which makes clients feel safer. The majority of the interlocutors say that in their opinion, a care organisation is a logical party to perform this function, as this makes it clear that the service provided truly is a care service and enables it to be used more broadly, e.g. within a judicial context.

Recommendations and points for attention

- The municipalities say they are happy with their collaboration with the LSE. The main point for attention concerns the municipality's local partners, such as the police and the Public Prosecution Service. The LSE communicates with the municipality via the designated administrator. In the future, it would be advisable to make the administrator responsible (to the extent that this is not already the case) for communication with other partners via local case consultations.
- With regard to the collaboration between the Probation Service and the LSE, it may be useful for the grant provider to more clearly specify the minister's desired situation: what methods are desired by the system manager and what will benefit society and clients the most?

3.6 Policy monitoring

Mission as defined by NCTV

The service includes monitoring (including policy-related monitoring) of family support/exit programmes (12 June 2015: Action Plan)

Execution

- The NCTV and the LSE conduct regular consultations. The LSE also gives the NCTV insight into policy-related developments via progress reports.

Assessment

Policy-related monitoring: objectives met

- The LSE monitors policy-related developments and discusses these with the NCTV and any other partners involved, such as the Public Prosecution Service and the police.
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3.7 Funding and organisational requirements

Mission as defined by NCTV

The operations of the Centre for Family Support and the Exit Facility are funded by central government (until 01 January 2017), although care provided during a support programme via the local care services will be funded via the municipality. (12 June 2015: Action Plan)

The Exit Facility and the Family Support Centre for Deradicalisation are two separate facilities that operate under different, recognisable names. (Cover letter for Fier's grant application, 4 May 2017)

Once every / months, a strategic meeting will be held between the Ministry of Security and Justice's Director of Counterterrorism and a member of the Fier Board of Directors as well as either the manager or the coordinator of both facilities. (Cover letter for Fier's grant application, 4 May 2017)

For each meeting, consideration will be made of whether other parties should be invited, and the meetings will discuss progress and policy-related aspects concerning both facilities' operations and further development. (Cover letter for Fier's grant application, 4 May 2017)

Once every six weeks, a progress review will be conducted between the NCTV file administrator at both facilities and the manager and/or the Family Support/Exits coordinator. These meetings will only discuss operational issues relating to both facilities' everyday operations: no substantive matters will be discussed. (Cover letter for Fier's grant application, 4 May 2017)

In addition, Fier will provide timely and adequate information regarding any potentially media-sensitive or politically sensitive developments in the files, taking into account any legal data-protection obligations. (Cover letter for Fier's grant application, 4 May 2017)

Fier will actively and demonstrably strive to enable continuity of its operations without a government grant as of 1 January 2021 or sooner, via methods such as embedding of activities into the regular healthcare services. Fier will actively provide progress reports on this matter to the NCTV in a timely manner. (Cover letter for Fier's grant application, 4 May 2017)

Execution

- The Family Support Centre's case managers engage other professionals for help and support concerning specific issues affecting clients, such as debt counselling or psychological care (although the latter is sometimes provided by the LSE itself). These matters are automatically funded via regular funding channels (e.g. the Social Support Act (Wmo) or the Healthcare Insurance Act (Zvw)). At the same time, it is not always possible for case managers and coaches to refer clients to other professionals as these professionals indicate that they lack the knowledge and skills required to respond to specific problems faced by clients. As a result, in some cases²¹ the LSE is involved for longer and also performs some activities that could also be provided by regular healthcare and welfare providers.
- Forsa and the Family Support Centre are two separate facilities, although some counsellors can be engaged by both facilities.
- The LSE provides a written progress report to the NCTV every year regarding the execution of each programme.
- The consultation structure matches the description above, although consultations are sometimes held less frequently than is specified.
- The organisation will provide timely and adequate information regarding any potentially media-sensitive or politically sensitive developments in the files, taking into account any legal data-protection obligations.
- The NCTV has instructed Fier to actively and demonstrably strive to ensure its activities can be continued after the grant funds run out, e.g. via embedding of its activities into the regular healthcare and welfare system, among other methods. The LSE has made a start in the process of embedding its services into the regular healthcare system and activities that naturally belong to these structures are already partly funded via regular channels, such as psychological treatment via the DTC structure or counselling by employees of the regional teams via the Social Support Act (Wmo).

Operations and position within Fier

- Forsa and the Family Support Centre have been incorporated into Fier, meaning that Fier is responsible for the 'back office', e.g. staff costs, ICT facilities, etc. For this purpose, a sum of €31,000 per FTE is charged, which includes all indirect costs stemming from the management of the team, support, accommodation, depreciation and other costs. This amount also includes start-up costs, which is one of the reasons for the amount being quite large. It also includes training costs (which are high for new facilities) and travel expenses (which are substantial for ambulant teams operating at the national level).
- The financial reports of Forsa and the Family Support Centre are somewhat brief and there is limited accounting for certain costs, such as the high costs of the activities by the Board of Directors. Further enquiry clearly shows the origin of the costs, namely that the Board of Directors spent a great deal of time solving a wide variety of obstacles faced by the LSE (staff issues, media attention, etc.). Given the frequent contact between the LSE and the NCTV, it is understandable that no extensive written explanation of these costs has been formulated.
- The main challenge for Fier is whether or not to hire staff for the LSE. Ideally, the LSE would be the employer of these professionals, although the LSE currently has a temporary structure funded by a grant that will eventually run out. In such cases, Fier will have hired the staff but may not be able to find an alternative position for them within the organisation.

²¹ Further file studies are necessary in order to specify the extent of and the exact reasons why extra activities are performed by the LSE within the regular healthcare and welfare system.

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- When recruiting staff, the collective labour agreement for the healthcare and welfare sector must be taken into account, as must the different pay scales for Fier employees and LSE employees. For example, theologians usually work in scale 10 or 11, while Fier employees operate within scale 8 or 9. For this reason, it was eventually decided that the LSE can operate its own personnel policy.
- It is also strategically important to determine whether and to what extent flexible engagement of self-employed professionals would be advisable, e.g. due to changing circumstances. For example, theologians are currently in demand to deal with religious extremism, although if the threat posed by right-wing extremists was to become greater, then other professionals would be required.

Assessment

Funding and organisational requirements: objectives partly met

- Fier frequently updates the NCTV regarding fulfilment of the mission by means of consultations and written reports.
- The objective to ensure the long-term continuity of the service once the grant funding runs out has been partly addressed by the LSE. The first step is the provision of referral-based psychological treatment, which would be funded via the regular DTC structure.
- LSE employees indicate that they sometimes want to pass cases on to a regional team but they are unable to do so as the regional team is unwilling or unable to handle clients with these specific problems. The LSE is taking action in this regard by providing counsellor training, which enables local professionals to counsel the clients themselves.
- However, the aforementioned measures are only first steps: at the moment, the LSE's services are still deeply embedded within the LSE itself. Given the scope of the mission, this is not unusual, as it takes time to design and construct facilities and develop the necessary expertise. At the same time, there is a very explicit need to ensure that eventually, the service is carried out without government grants to the greatest extent possible. The LSE will have to devote a great deal of attention to this matter in the years to come and will in any event have to conduct dialogue with the system managers (the Ministry of Health, Welfare and Sport, the Ministry of Social Affairs and Employment and the Ministry of Justice and Security). For more information on this matter, see the section on structural long-term continuity

Recommendations and points for attention

As professionals at the local level often lack the necessary knowledge and skills to deal with cases involving radicalisation and radicalised individuals, the counselling provided by the LSE sometimes overlaps with regular public services. In addition, the target group counselled by the LSE requires specific knowledge and expertise. As mentioned in the description of the knowledge and expertise function, the LSE's sharing of its knowledge and expertise with professionals is a point for attention. The issue of funding is an issue for the municipalities involved, as they are responsible for the healthcare and welfare of the residents of their municipality and the counselling services provided by the LSE are partly the responsibility of the municipalities:

- Municipalities are responsible for all healthcare and support provided to children and adolescents under the age of 18 (in accordance with the Youth Act (Jeugdwet)), which includes issues such as reinforcing the environment within which children are raised and educated. This matches the objective of the counselling that the LSE offers to parents in order to deal with children/grandchildren who have been or are in the process of being radicalised.

- The municipalities are responsible for supporting people who are unable to support themselves (pursuant to the Social Support Act), a duty they fulfil via counselling and daytime activities. This clearly overlaps with the LSE's objective to boost self-reliance, resilience and identity in order to enable citizens to participate in society.

Together with national parties such as the VNG (Association of Netherlands Municipalities) and the Ministry of Health, Welfare and Sport, exploratory investigation is required into how the services provided by the LSE can be integrated into these regular funding structures. It would be advisable to explore whether the LSE's counselling services can be funded via personal care budgets. These PCBs were specifically designed to enable the funding of care that the client considers useful but that is not funded by the municipality. AEF estimates that the majority of the LSE's services are covered by the Social Support Act (Wmo) and the Youth Act (Jeugdwet). The psychiatric treatment offered by the LSE is already funded via the Healthcare Insurance Act (Zorgverzekeringswet).

As is already stated in this report, this requires the LSE to show how many hours of counselling are provided as part of a programme so that cost estimates can be made in the event that, for example, a personal care budget is allocated. It is also important to show exactly what activities are conducted as this will clearly demonstrate the value of the services provided to the parties that fund them and show why the costs are higher on average than regular care services.

3.8 Information exchange

Mission as defined by NCTV

The facility will share no content from the file/case with other organisations, except in the following cases: (1) the family or individual in question gives their permission to share this data, (2) sharing of this data is necessary in order to protect the safety/security of the family, case manager or care providers, (3) an official report of child abuse or a different crime or serious situation is made, or (4) agreements regarding sharing of this data are made as part of an Exit programme. (12 June 2015: Action Plan)

Execution

- The LSE's basic principle is confidentiality, which is an important factor in building a relationship of trust. This is a customary practice in the healthcare sector, although it is much less frequent in the security sector.
- At the start of a programme, the LSE agrees with the client that general progress reports will be provided to the administrator: if this requirement is not met, the programme cannot be initiated.
- The LSE will send an introductory letter to the administrator in which it will specify how it handles the issues of data sharing and privacy.
- If the counsellor or coach requests access to specific information (e.g. previous diagnoses) or wishes to share information with third parties, then he/she must ask for the client's permission to do so.
- In the event a security risk is apparent or a criminal offence has been committed, then the LSE can initiate a security alert without the client's permission: this must also be included in the LSE's privacy regulations.
- For this reason, the Family Support Centre's case managers and Forsa's coaches prefer not to participate in case consultations with the municipality and security partners as this

would involve the exchange of confidential information. In the event such consultations are requested, then the LSE observes the following rules:

- The case manager/coach will ask for the client's permission to participate in the case consultation and to share information.
- The case manager/coach can notify the client of all information obtained during the consultation.
- Case managers of the Family Support Centre can only participate in a case consultation without the client's permission in the event of a security risk. In the event of a security risk, the Forsa coordinator will participate in the case consultation instead of the coach).

Assessment

Information exchange: objectives met

- The LSE complies with clear basic principles and rules with regard to the sharing of information with third parties and has specified these rules and principles in its privacy regulations.
- In the event the coach or counsellor is in doubt about whether or not to initiate a security alert, then he/she will discuss this with the coordinator, who will then consult with the manager if necessary.

3.9 Effect and impact of the LSE

As stated in the introductory section, this evaluation primarily focuses on the quality of the LSE's execution of the mission as set by the NCTV. The analysis therefore concentrates more on the output than the outcome. However, the outcome – i.e. the LSE's effect and impact – is the underlying objective for which the Family Support Centre and Forsa were set up. For this reason, we include a section on what we can say about the effect and impact of the LSE so far.

Objective of Forsa and the Family Support Centre: security via care

The National Coordinator for Security and Counterterrorism (NCTV) protects the Netherlands against threats that may disrupt society. One of the objectives of Forsa and the Family Support Centre is therefore to boost the level of national security via the provision of specialist care. They provide support to individuals and families to help them with various aspects of life and therefore make them less vulnerable to radical and extremist ideologies. This kind of resilience can be boosted by broadening people's social networks, promoting employment or other productive daily activities, improving self-image, etc.

Participation in the service is voluntary

Forsa and the Family Support Centre provide services to willing participants. During the formulation of the mission prior to the set-up of F&FSE, this principle was debated: should individuals be obliged to undergo counselling given the severity of the security risks? However, the decisive argument for voluntary participation was made at an early stage, namely that there must be a cognitive opening in order for the counselling to have a chance of success. This is consistent with the existing theoretical knowledge in this area, which states that this cognitive opening is a precondition for a successful deradicalisation process.²²

²² Multiple sources: see the description of the state of knowledge in Annex 1.

During the consultations with the LSE's network partners and the analysis of the methodology, it became clear that intrinsic motivation is required in order to offer this service voluntarily. The intake process (and the process of introduction to the LSE) is an integral part of the methodology. In the period prior to the individual counselling programme, the LSE pays a great deal of attention to how the service will be conducted in order to optimally meet the needs of the individual or family in question. The introductory process is vital to achieving the aforementioned cognitive opening, particularly for Forsa programmes. In consultation with the municipality and other professionals who have had contact with the individual or family in the past, the coach/counsellor will search for the best way to initiate discussion of possible counselling. Once dialogue has been established with the LSE, the LSE's professionals have been trained to encourage the individual's intrinsic motivation to cooperate in order to establish the needs of the individual as the central focus of the counselling programme.

One point for attention in this regard is that very little experience has been gained so far regarding the judicial imposition of Forsa services, e.g. as part of a punitive measure. As a result, AEF cannot give any assessment of the effectiveness of the service in a non-voluntary context.

Can this evaluation give any insight into the effect and impact of Forsa and the Family Support Centre?

The core strategy of Forsa and the Family Support Centre is to boost resilience, reinforce individual identity and achieve stability in various aspects of life. These objectives apply to all of the LSE's counselling clients and the coordinators of Forsa and the Family Support Centre report that these objectives are met for the vast majority of clients.

With regard to the issue of security, we can say the following about Forsa::

- A file study found that for 90% of clients who completed a long-term counselling programme (i.e. a programme was initiated following the intake process), there was no short-term risk of them using violence fuelled by extremist motives. For the other 10%, there is definitely a decreased risk, although it cannot be said with certainty that a consistent decrease is achieved across the board.
- None of the clients travelled to a war zone either during or after the programme.
- None of the municipalities said that any concerns had been raised about clients following completion of a programme.
- No former clients have had to be readmitted to a programme.

The following conclusions can be made regarding the programmes provided by the Family Support Centre:

- The majority of the predefined objectives have been achieved for all clients. The objectives that were not achieved are often the result of choices made by the clients, e.g. the Family Support Centre advised the client to get psychological help but the client did not wish to do so.
- As far as the Family Support Centre are aware, none of the clients they have counselled have been radicalised.
- Furthermore, none of the clients counselled by the FSC have travelled to a war zone.

However, conclusions regarding the effect and impact of the FSC are limited due to the following factors:

- The facilities have only been operating for a short time and no conclusions can be made regarding relapses or recidivism among clients/families in the long-term, as the LSE does not monitor cases further following the completion of the aftercare phase.

- There is still uncertainty regarding the degree to which the LSE's counselling contributes to the clients' deradicalisation and/or decision not to travel to a conflict zone as other factors also apply. In order to draw conclusions regarding the effect of the counselling, further investigation of the clients' specific situations would be required.

Effectiveness of the services in relation to the total population

- The LSE estimates they are aware of a large proportion of the total population of travelling combatants and high-profile cases via Forsa, the Family Support Centre and the counsellor training provided to municipalities. However, there is also a hard core of individuals who have been or are currently being radicalised who the LSE cannot address as these individuals are not willing to participate voluntarily.
- With regard to the Family Support Centre, the LSE estimates that they are merely dealing with the 'tip of the iceberg' and that there is a huge number of other families who fit the profile of the intended target group. Among many other factors, this is due to the LSE's cautious attitude towards active profiling. Another reason could be that municipalities may wish to initiate their own programme rather than an LSE programme.

3.10 Points for attention since day one

From the very start, the LSE has contended with the following developments and obstacles:

- **Continuity and clarity of management:** Since 2015, the LSE has had three different managers, which causes instability within a fledgling organisation. In addition, external interlocutors indicate that the first manager's communication regarding the LSE's position did not always have a positive effect on connection between the parties.
- **Working with experts:** In the initial phase, the LSE worked with experts on a freelance basis, which created a certain dynamic. Although it was a 'team', there was a definite distinction between the various parties. In addition, there was a distinction between 'care workers' and 'experts' that eventually became unworkable as the employees took up both roles. For this reason, the decision was made in the last six months to hire case managers and coaches as employees rather than on a freelance basis. In the event that specific expertise is required that the team does not possess, the LSE has a pool of experts that can be engaged for one-off activities and purposes.
- **Staff recruitment:** It is not easy to find staff that possess all of the required knowledge, skills and expertise. The organisation needs people who can function as care workers, facilitators of communication and connection, and experts in jihadism (or other forms of extremism), as well as being security sensitive and willing to travel all over the country. Working for the LSE therefore requires employees to work effectively under pressure (e.g. from the media, politics, etc.). The LSE would ideally like to strengthen and expand its team.
- **Media attention and political pressure:** The LSE will always have to operate under close scrutiny. In recent years, many individuals and families who have been counselled by the LSE have been targeted by the media (with one particular case receiving widespread focus), which has caused a great deal of unrest. The media attention on and political sensitivity of the clients' issues means that the LSE's work and everything relating to the LSE must be carefully considered and that the employees, coordinators, manager and Board of Directors must be extremely mindful of their actions.

4 Scenarios for the structural and long-term continuity of the services

The activities of Forsa and the Family Support Centre will be funded by the NCTV until the end of 2020. The second half of this evaluation therefore focuses on the question of how F&FSC will continue after this period.

In this section, AEF describes the results of the exploratory investigation into the requirements for ensuring the structural long-term continuity of the service after 2020: how can the current service be characterised? In this regard, the service is consistently viewed from a comprehensive perspective, unless the services provided by Forsa and the Family Support Centre give cause to examine their continuity from different perspectives.

This exploratory investigation begins with a description of the characteristics of the services and specification of the degree to which the services differ from the regular care and security services. This is followed by an initial exploration of the requirements for structural long-term continuity. The exploration of these requirements focuses on the position of F&FSC within the organisation and the existing opportunities to use regular funding channels as an alternative to the current structure, within which the service is 100% funded by the NCTV.

Finally, AEF outlines several scenarios concerning future demand based on the rapid developments in recent years, as the continuity of the service is inextricably linked to the question of what exactly is needed.

4.1 Characteristics of the services

Within the LSE, the service focuses on individuals who have been or are currently being radicalised and the immediate family of these individuals. The service involves:

- **Counselling programmes**
 - Deradicalisation of individuals (Forsa).
 - Support for family members to help prevent radicalisation (Family Support Centre).
- **Knowledge and expertise provision, which includes the following:**
 - Information and consultation: general information and consultation requests.
 - Counsellor training: supporting local professionals with individual cases.
 - Training courses and workshops for the purpose of knowledge acquisition.
 - Methodology development.
 - Assembly of a team of specialists

The counselling programmes and the knowledge and expertise function are the two core tasks relating to the mission as defined by LSE, and the execution of these core tasks is closely related. The execution of the counselling programmes provides the case histories necessary for the development of knowledge and methodologies, while the knowledge and expertise function brings together and embeds the expertise required for the development, sharing and validation of knowledge. This knowledge function also enables the LSE to help develop a strong knowledge landscape at both the local and regional level by sharing its knowledge with professionals at these levels.

In the following paragraphs, we describe the specific characteristics of the service. In order to explore what will be needed to ensure the long-term continuity of the service, we also briefly examined similar services relating to the fields of care and security and explained how the services provided by Forsa and the Family Support Centre differ from these regular forms of care, support and assistance.

4.1.1 Counselling programmes

The services relating to counselling programmes transcend the boundary between the care sector and the security sector. Forsa and the Family Support Centre's target group is extremely small and spread across the entire country. Forsa's target group differs from those of regular nationally operating public services in the care and security sector due to the high security risks involved and the major national and social impact that these risks could have. Both the Family Support Centre and Forsa are characterised by the need for highly specialist knowledge combined with more general knowledge relating to the provision of support and counselling. Due to the pioneering nature of the services, the required knowledge and skills have been developed primarily based on experiences gained from previous cases. As a result, a certain scale is required in order to develop knowledge.

In the healthcare sector, services comparable to those provided by **Forsa** include care for high-risk patients and mentally disturbed individuals as well as the tackling of abuse within relationships of dependence (such as honour-related violence or domestic abuse). These types of assistance involve risks to the safety of the individual in question and/or the people close to them and require a tailor-made approach in order to find a solution that brings about an optimally stable situation. The counselling requires specialist expertise, particularly in the fields of mental healthcare and assessment of risk. A similar strategy is also operated with regard to care avoidance, with a great deal of attention being paid to boosting the individuals' intrinsic motivation to accept the desired or necessary support. All of these forms of care transcend the boundary between the healthcare and security sectors and are often funded via a combination of the Healthcare Insurance Act (Zvw) and municipal structures (the Social Support Act (Wmo), the Youth Act (Jeugdwet) and the Participation Act (Participatiewet)). As a result, the execution of these forms of care is decentrally organised, which means that the strategy differs at the local and regional levels.

Characteristics of counselling programmes

- Very small target group at the national level
- Based on voluntary participation
- 100% customised services, including local professionals whenever possible
- Client-specific strategy
- Initial focus on building trust
- Avg. programme duration of 6-12 months, with evaluation and strategy adjustment every 3 months
- Forsa: intensive counselling plus treatment if necessary
- Family Support: support plus treatment if necessary
- Contact maintained following the more intensive counselling phase (finger on the pulse).

Andersson Elffers Felix

Family Support can be compared to the broader social support services provided by the municipalities under the Social Support Act (Wmo) and the Youth Act (Jeugdwet), as well as support provided by professional and volunteer organisations in the fields of welfare, health and self-reliance. Due to the need for up-to-date information and clarification required with regard to radicalisation and extremism, Family Support is more specialist than the broader forms of social support, which require more generalist knowledge and skills. It would be interesting to compare Family Support to the support provided to the families of criminalised individuals: a form of care for which no legal basis currently exists and that is mainly carried out in a private capacity at the expense of the parties in question.

Requirements for the execution of counselling programmes

Based on the aforementioned information, AEF has formulated the following prerequisites for the execution of counselling programmes by Forsa and the Family Support Centre:

- Highly specialised knowledge of the subject matter at various levels, such as theological/ideological/philosophical knowledge, knowledge of current events and trends concerning international extremism and radicalisation, knowledge of options and opportunities relating to care, support and assistance that transcend the boundary between the healthcare and security sectors.
- A multidisciplinary team with complementary and mutually beneficial knowledge and expertise.
- A team consisting of professionals who come from a diverse range of cultural backgrounds and possess a high level of cultural sensitivity to ensure optimal compatibility with the clients' culture.
- The composition of the team is dependent on current events and developments concerning the target group.
- Able to operate independently of the government (guarantees privacy and removes reluctance to work with the government).
- Highly stress-resistant professionals with the flexibility to respond quickly and deviate from the script if necessary.
- Highly skilled professionals who can 'convince and entice': ability to gain trust, relax clients, make them feel safe and give answers to their questions.
- Professionals with a high level of professionalism based on providing a service rather than assistance: able to delegate to local professionals and organise support as near to or as far away from the client as the situation requires.
- Cohesion between knowledge-acquisition activities and deployment of expertise by Forsa and the Family Support Centre to enable cross-pollination of execution, development of services and gathering of knowledge based on case histories.

4.1.2 Knowledge function

The LSE's knowledge function focuses on **knowledge acquisition** (based on practical cases), **knowledge development** (methodology development) and **knowledge sharing** (provision of knowledge to network partners such as care providers and municipalities). The LSE's knowledge acquisition – an integral aspect of its knowledge function – is heavily dependent on the professionals' practical experience. The methodology is developed on the job and further fleshed out and optimised with every new case. The team conducts regular multidisciplinary evaluations with regard to the development of the methodology. The knowledge-acquisition process is therefore significantly dependent on professional practice, as practical developments progress faster than academic developments. A characteristic aspect of the knowledge function is the major demand for specialist expertise at the local and regional level due to local professionals lacking the knowledge and skills required to handle such cases. Knowledge provision to professionals should ideally follow the 'tempered-glass

principle': targeted and effective deployment of one type of expertise enables targeted and effective deployment of the other.

The LSE fulfils its knowledge function as part of its duty to acquire knowledge based on practical case histories. The make-up of the team is also determined with this in mind: the methodology development is mainly conducted by the team leader, coordinator and case managers (coaches and counsellors) who are supported in this regard by several advisors within academia who have insight into national and international developments in the fields of extremism, radicalisation and deradicalisation. This sets the LSE apart from other knowledge institutions such as universities or specialist knowledge platforms such as KIS or Phrenos, which predominantly organise their knowledge-acquisition process via project-based research conducted by a larger number of academic researchers. This structured methodology-development strategy is solidified by means of regular internal evaluations of the services conducted within the multidisciplinary LSE team (case managers from a variety of different backgrounds + advisers from the academic sector).

Requirements for the execution of the knowledge function

Based on the aforementioned information, AEF has formulated the following prerequisites for the execution of the knowledge function by Forsa and the Family Support Centre:

- Experience with practical cases is required for the necessary knowledge-acquisition process.
- A multidisciplinary team with complementary and mutually beneficial knowledge and expertise.
- The composition of the team is dependent on current events and developments concerning the target group.
- National specialist insight into developments is required in order to continually develop the range of services offered.
- Monitoring, validation and normalisation of methodology.
- National expertise centre that provides knowledge to local/regional professionals.

4.1.3 Cohesion

A distinctive characteristic of Forsa and the Family Support Centre is the required specialist knowledge in the field of radicalisation within a multidisciplinary team that includes psychologists and systemic therapists specialising in radicalisation in addition to theologians and counsellors. A small proportion of the services match public services provided within regular care processes, e.g. under the Social Support Act (Wmo) or the Youth Act (Jeugdwet). This will be initially provided via Forsa or the Family Support Centre in order to build trust with the individual or family in question or to offer an independent sympathetic ear that is separate from the local government. Any available opportunities to engage local professionals will also be implemented into the strategy with the aim of embedding the programme at the local level both during and after it.

The LSE has an in-house team of mental healthcare specialists to enable them to provide this type of care if desired. The reason for appointing this in-house team is to make use of their expertise during the interpretation of cases during the intake process and during the course of the programmes. The in-house specialists also make mental health treatment more accessible and acceptable to clients, which speeds up the programmes (referral to an in-house colleague is easier and prevents dependency on waiting lists in the regular mental health sector). Whenever possible, the mental healthcare will be scaled down to the local level and treatment will be provided via the DTC structure.

Over the past few years, the team's specific composition and expertise has been continually adjusted and amended based on the demand for expertise stemming from the case histories. The set-up of an in-house treatment team was not specified in the original plans for the facility, although it proved necessary to provide further assistance with psychological and psychiatric issues and basic knowledge for the purposes of diagnosing mental health issues and slight mental impairments. The engagement of spiritual professionals is also a later addition to the initial assumptions of what would be necessary to fulfil the intended services.

One important requirement to ensure the quality of the desired services is the combination of the various professionals' expertise as part of a multidisciplinary collaboration within both Forsa and the Family Support Centre. This is in contrast to comparable organisations based abroad within which these two facilities are organised within different institutions and at different levels. For example, in Germany, family support is provided at the local level, which means the service is executed in a fragmented manner and that there is no cohesion with services relating to deradicalisation of individuals.

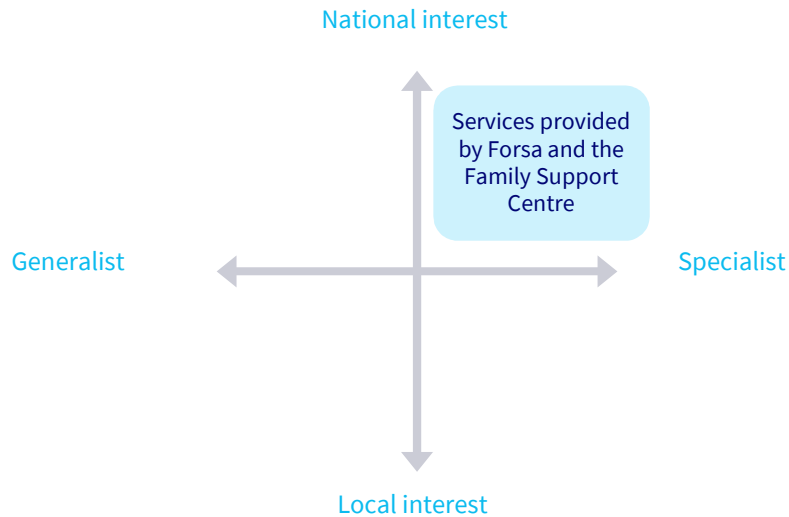
The knowledge function and the execution of the counselling programmes are closely interrelated, which results in the following continual dilemmas in the design of the services:

- **Balancing care and security:** providing appropriate and effective care that ties in with the local policy whilst remaining continually alert of any national security risks involving major social impact that require government control at the national level.
- **Balance between knowledge acquisition and knowledge sharing:** internal knowledge acquisition and knowledge development on the one hand and knowledge sharing and knowledge transfer on the other. The second aspect is impossible without the first, although the second aspect is often more important in achieving a comprehensive knowledge landscape via the aforementioned 'tempered-glass principle': targeted and effective deployment of one technique enables targeted and effective deployment of the other.

4.2 Requirements for structural and long-term continuity

When an activity has a small target group, requires highly specialist expertise and requires management at the national level, then phasing it out is extremely risky, and leaving it to find alternative sources of funding can also be dangerous. The knowledge and expertise must be embedded in a clear and accessible location. If a service is generalist and its importance is at the local level, then leaving it to other funding sources or funding it via decentralised channels is a more logical course of action as the importance of the service is in line with local and/or regional interest. In such cases, the risk of no longer providing the services is borne by the municipalities or regions in question, who can make their own decisions regarding what services to provide.

In the case of Forsa and the Family Support Centre, the services provided are highly specialist, and involve major national interests in relation to national security. This is shown by the following diagram.



In the event of decreasing national security risks and decreasing demand for expertise at the national level, the national interest for these services will decrease, while the local interest and the local initiatives with regard to these services will proportionally increase. In addition, funding from local or regional funding channels will increase. It is important to consider the basic service (the expertise and knowledge function) as a form of insurance and ensure it is maintained. The function of this basic service will be to make knowledge and expertise available and to execute a sufficient number of interventions to keep this knowledge and expertise optimally state of the art.

4.2.1 Organisational requirements

Whatever developments take place, the aforementioned special characteristics of the services and requirements for the execution of the services will result in a number of reservations regarding the organisation of Forsa and the Family Support Centre. The **embedding of expertise at the national level** is a basic organisational requirement for the services, given their specialist nature and their national scope. One question in this regard that has not yet been answered by this evaluation is 'what is the most suitable distribution of capacities for the execution of the counselling programmes and the knowledge function?' Flexibility in the composition of the team should also be facilitated in order to anticipate current developments.

With regard to making connections between the national service and the local and regional levels, AEF considers the following requirements to be vital to the success of the services. This list also contains a number of additional requirements with regard to the current situation:

- The knowledge acquired by LSE must be made accessible and transferable (investment in validation of the methodology required, abstraction of knowledge acquisition and knowledge sharing via publications, teaching of structured strategy to professionals).
- Clear agreements must be made with municipalities and network partners regarding sharing of information and privacy protection (on a large scale via signing of a covenant with municipalities that is also used by the Child Care and Protection Board and SAFE).

- Maintaining and reinforcing prevention and early identification via local partners including the education sector and social teams, e.g. by providing greater support to Community Safety Partnerships in this regard.
- Interdepartmental management to set a broader substantive course (broader at the strategic level than the current management by the NCTV).

4.2.2 Opportunities and obstacles regarding the full or partial use of alternative funding channels for the services

Based on the current situation, the following scenarios for the long-term continuity of the services after 2020 are conceivable:

- Fully state funded via government grant (continuation of the current situation).
- Combination of a government grant as the basic source of funding supplemented by regular funding for specific parts of the service.
- Combination of regular funding as the basic source of funding supplemented by a government grant for specific parts of the service.

Some aspects of the services provided by Forsa and the Family Support Centre overlap with the care, support and assistance provided via local and regional funding, such as the municipal funds for enactment of the Youth Act (Jeugdwet) and the Social Support Act (Wmo) and care funded under the Healthcare Insurance Act (Zvw). Embedding these services into regular funding channels in the care and security sectors in order to ensure the long-term continuity of the service is desirable from the perspective of national security, as this will mean the service is not entirely dependent on national political attention for this theme. The highly specialist and national nature of the service means that relying completely on these decentralised funding channels can make the services vulnerable, as these local channels do not take into account national security concerns.

Therefore, it would be advisable to establish multiple sources of funding, with the necessary basic level of expertise guaranteed at the national level and additional agreements made at the local and regional levels regarding necessary supplementary funding. Further definition is required of exactly what else is needed (from a financial and organisational perspective) in order to ensure this 'basic level' of knowledge and expertise in the long term: this is a general question that is not addressed in this evaluation (it is outside the scope of the research).

Further specification is also needed regarding how decentralised funding can be secured for the desired services given that the demand for services and the available funds varies between the different municipalities and regions. For this purpose, more detailed research is required into the cost of counselling programmes provided by Forsa and the Family Support Centre: a calculation that is not yet a core criterion for provision of the grant and which is difficult to pin down due to the highly varied levels of intensity of the individual programmes.

Partial funding based on national agreements would be desirable in order to maintain a minimum level of control over the structure of the supplementary funding channels and to continually monitor cohesion between the national grant and the decentralised funding channels. One important factor of this alternative funding structure is that monitoring of the quality of service is maintained at both the national and regional levels in order to enable central government to make accurate estimates of the national security level. The foundations for this structure could be laid by expanding the current agreements concerning nationally allocated support funds for priority municipalities. Agreements must also be made with health insurers regarding opportunities in relation to the Healthcare Insurance Act (Zvw).

4.3 Trends in demand post-2020

A decisive factor in the question of how the structural long-term continuity of the services can be guaranteed is the extent to which this continuity is required, i.e. how will the demand for the services develop after 2020?

The current threat level is substantial, meaning demand for these services is high. The main source of this threat stems from jihadist terrorism, which has now become an ongoing threat. Even if the threat level were to be lowered, then it would be very risky to phase out the existing expertise as this would hamper our ability to rapidly respond to sudden developments. After all, modern jihadism is a dynamic phenomenon. The need to embed these services is therefore independent of the threat level or the short-term demand for such services.

Finally, in order to substantiate the need for long-term continuity of the services after 2020, AEF also roughly examined possible developments in demand for the services. This did not include a scenario in which there is no longer any demand for the services: this is due to the aforementioned expectation that jihadist terrorism will pose a constant threat in the years to come. AEF has outlined three possible scenarios and their consequences for the long-term continuity of the services and the demand for this continuity.

Scenario 1: Changing demand

Regardless of whether demand increases or decreases over time, the situation faced by the target group – and therefore also the demand for the services of Forsa and the Family Support Centre – is always subject to change. In recent years, there has been a shift in focus from travelling and returnee combatants to radicalised individuals in general. Current trends that are attracting attention are signs of a rise in right-wing extremism as well as increasing levels of issue-related extremism, such as increasing intimidation and radical activities against the construction of wind farms in certain parts of the Netherlands.²³ In addition, other extremist groups may arise in the future. Since the set-up of Forsa and the Family Support Centre, the services have gradually adjusted to meet the needs with regard to team composition and further development of the methodology. The ability to anticipate and adapt to new developments remains a vital factor with regard to the design and structure of the services.

In this scenario, it is vital to the long-term continuity of F&FSC that in the event of a rise in demand for the services, the correct expertise and practical experience is immediately available in order to adjust the methodology to suit the specific target group and provide services to this target group at very short notice. At the moment, demand for specialist pre-assessments is high due to the rise of new types of extremism, a trend that is expected to continue. When it comes to dealing with individuals who have been or are currently being radicalised, the professionals responsible frequently lack the necessary knowledge, skills and understanding of the radical religious or ideological convictions behind this radicalisation. Currently, the LSE offers consultation services, counsellor training and extensive intake procedures that can lead to the set-up of counselling programmes. In the changing-demand scenario, this specialist service will still be required at the national in order to enable rapid response to sudden developments that will result in more local-level knowledge and skills gaps in the future due to the rapid pace of developments.

²³ Terrorist Threat Assessment Netherlands (DTN) 48, NCTV, September 2018. P.9.

Scenario 2: Increasing demand

In this scenario, the current scale (the members of the target group who are currently participating in the counselling on a voluntary basis), which is currently relatively small, undergoes substantial growth. This scenario offers opportunities for more professionals to gain experience with the target group, which will put greater emphasis on knowledge sharing and knowledge validation within the LSE.

If the increase in demand is rapid enough, then it is feasible that so many skills gaps will open up that F&FSC will no longer be able to satisfy demand for the services. To enable F&FSC to respond to increases in demand, greater emphasis should be placed on a structured service-provision and management strategy within LSE and the knowledge and expertise function should be executed on a larger scale.

Scenario 3: Decreasing demand

Finally, we considered a scenario in which radicalisation remains an issue but the political importance of the service – and therefore its funding – declines at the national and/or local/regional level. As the issue of radicalisation is so unpredictable, the security risks it poses will be ever-present, and it is possible that political attention will only return in the event of another attack. After all, we usually only lock the stable door once the horse has bolted. The lack of attention can result in a failure to maintain the basic level of knowledge, which would make it impossible to anticipate and adapt to new developments and engage the necessary expertise sufficiently quickly in order to deal with dangerous individuals/groups or to provide support to their immediate families.

5 Conclusions and recommendations

In this final section, AEF will present its conclusions and recommendations stemming from this evaluation. The main questions of this evaluation are as follows:

1. **How effectively are the Family Support Centre and Forsa functioning?**
 - To what extent are the objectives set by the NCTV being met?
 - Are the current operations fulfilling the mission as defined by NCTV?
 - How are the primary processes of the Family Support Centre and Forsa structured and how high is the quality of these primary processes?
 - Do the services provided satisfy the needs of the clients, municipalities and partners?

2. **What is needed to ensure the structural and long-term continuity of the services?**
 - What requirements must be met in order to provide these services effectively, to continually optimise them and to ensure their long-term continuity in the future?
 - What organisational structure and funding channels are most suited to this service?
 - How can the Family Support Centre and Forsa's mission be stepped up?

The conclusions to these two main questions are provided in the subsequent paragraphs, with the first question serving as the main focus for the evaluation of the services provided. The section then concludes with a number of recommendations.

5.1 Conclusions regarding the performance of Forsa and the Family Support Centre

The consultations held with the parties involved in the LSE, clients, municipalities and other collaboration partners paint a clear picture of the performance of Forsa and the Family Support Centre.

The provision of service by Forsa and the Family Support Centre fulfils nearly all of the objectives of the mission formulated by the NCTV:

Since its set-up in autumn 2015, the LSE has established itself as a professional organisation:

- The team features an extremely diverse and complementary range of knowledge and skills. The team members actively share all of their experiences and learn from each other to ensure the team remains optimally **effective and multidisciplinary**.

- **Municipalities and other network partners indicate that they greatly benefit from the knowledge and expertise provided by the LSE** and are generally satisfied with the collaboration.
- The LSE is **highly accessible** to both citizens and professionals.
- **The clients are extremely positive** about the guidance provided by Forsa and the Family Support Centre and indicate that their support had a tangibly positive effect.
- Forsa and the Family Support Centre possess an **extensive and substantiated methodology** that the employees continually evaluate and optimise based on the latest developments and practical experiences.
- To a large extent, **the clients of Forsa and the Family Support Centre achieve the desired objectives**, as a result of which their lives become more stable and resilient.
- The LSE has made **clear agreements with regard to privacy, information exchange and the security** of employees.

AEF has noted a number points for attention with regard to the execution of the mission

- The current knowledge and expertise function focuses on both knowledge development and knowledge transfer. **The knowledge-transfer process requires further strategic consideration:** exactly what kind of knowledge do professionals and organisations need, what is the LSE's primary target group with regard to knowledge transfer, and how does the LSE's knowledge relate to the general knowledge landscape?
- The LSE offers intensive guidance programmes. Currently, no limit applies regarding investment of the employees' time. AEF recommends more explicit determination of **how much time and resources the LSE wishes to invest in each case**. What constitutes an 'effective investment'?
- Despite the LSE's efforts to establish clear communication with the administrators and partners regarding what they offer, **there is still a lack of clarity among these parties regarding exactly what the LSE does and does not offer and how much client information the LSE is permitted to share**.
- This issue requires continual attention during collaboration with local partners.
- The LSE has taken steps to explore how much of the services can be funded via regular funding channels such as the Healthcare Insurance Act (Zvw), the Youth Act (Jeugdwet) and the Social Support Act (Wmo). However, it must still develop a structure that will make F&FSC less dependent on grant-based funding after 2020. **Further specification is required of how to ensure the long-term continuity of the services without government grants, in consultation with the system managers** (the Ministry of Justice and Security, the NCTV, the Ministry of Social Affairs and Employment, the Ministry of Health, Welfare and Sport and the Association of Netherlands Municipalities).

5.2 Conclusions regarding long-term continuity and funding

Long-term continuity

The NCTV is currently considering ways in which to ensure the long-term continuity of deradicalisation services. Based on an initial exploratory investigation among parties within the LSE, the municipalities and the system owners, AEF considers the following options to be conceivable:

- Regardless of any possible developments in demand for the services of Forsa and the Family Support Centre, it is **advisable to maintain a minimum basic level of expertise and service** as 'insurance' in order to guarantee national security in the long term. After

all, a decline in demand (shrinking of the target group) does not necessarily mean a decline in national security risks.

- Based on this guiding principle, AEF has formulated the following requirements to ensure the structural and long-term continuity of the range of service provided. **The specific characteristics of the services provided give rise to specific requirements concerning the organisational positioning and funding of these services.** What exactly constitutes the desired 'minimum' level of service requires further specification.

Specific requirements concerning execution of the services

- The services provided by Forsa and the Family Support Centre are **highly specialist** compared to similar forms of care, support and assistance relating to both the care and security sectors. **The service requires knowledge and skills in the field of care provision in addition to specific knowledge of extremism and radicalisation:** this demands a multidisciplinary team that possesses complementary knowledge and carries out its duties cohesively.
- A particularly distinctive aspect of the services provided is the level of **cutting-edge expertise in the fields of extremism and radicalisation** that is required in order to continually estimate security risks, to provide the necessary counselling to individuals who have been or are currently being radicalised (Forsa), and to reassure, support and counsel the family members of these individuals while they come to terms with what has happened (the Family Support Centre).
- As the service contributes to national security, it is classified as **servicing the national interest**, while services with similarly small target groups mainly serve local or individual interests.
- Clients participate in the services on a **voluntary and small-scale basis**, allowing a small group of professionals to gain experience with this specific target group and explore best practices.
- **The knowledge-acquisition process is strongly based on experience gained during past cases**, as the pioneering nature of the fields of counterterrorism and deradicalisation means that only limited academic knowledge is available in these areas. As a result, optimal acquisition of knowledge from practical cases must be ensured in order to enable continual development of the methodology and proactive anticipation of changes within the target group.
- **In order to optimise knowledge development and transfer, the knowledge function must be executed at the national level.** When municipalities conduct the learning and development process at the local level, it is impossible to gain a complete picture of all developments at the national level. The knowledge has to be validated and made optimally transferable in order to create a solid knowledge landscape and enable training of more professionals in the event of increasing short-term demand for these services.

Funding requirements

- Given the specialist expertise required and the **national importance** of the services provided, **government funding is essential** for the execution of the services of Forsa and the Family Support Centre as this will guarantee the quality of the services at the national level. However, full state funding presents a risk to the services as in the event of declining political importance, the NCTV would not be guaranteed to receive the resources required to maintain the necessary expertise. However, fully decentralised funding would also present a risk as decisions regarding how and which services are provided would have to be made at the local and regional level and central government would be unable to gain insight into the quality of the services.

- It would be preferable to work towards **combined funding** of F&FSC based on national agreements, with the government grant serving as 'insurance' for the minimum scale and quality of the requisite expertise, knowledge development and execution of the service. In addition, further examination should be conducted into grounds on which decentralised funding channels in the areas of care and security can be engaged in order to finance the desired services, such as the Youth Act (Jeugdwet), the Social Support Act (Wmo), the Healthcare Insurance Act (Zvw) and the support funds for the priority municipalities (also see Section 3.7).

5.3 Recommendations

AEF has made the following recommendations for the future:

Advice for the NCTV

- **Clarify what the NCTV expects from the LSE with regard to securing the long-term continuity of the services without grant funding.** Over the past few years, the LSE has worked hard to set up the services it provides and in the next few years, it will also have to work hard to secure the continuity of its services following the grant period. This objective requires a clear task description and frameworks. What does the NCTV wish to establish as the minimum level of service in order to ensure national security? Discuss with other ministries how these services can be embedded at both the national and local levels. The instructions for the LSE in this regard could include any of the following:
 - Increase emphasis on counsellor training, especially in large municipalities that should eventually be capable of conducting the services independently.
 - Clarify how much a programme run by Forsa or the Family Support Centre will (or could) cost to enable the possibility of funding future programmes via local resources.

Advice for the LSE

- **Submit ideas to the NCTV regarding optimisation of the mission.** What is needed in order to validate and further disseminate the LSE's knowledge and expertise and how does the validation and transfer of knowledge relate to the practical counselling of clients? Or in other words, what priorities should be set with regard to the investment of the employees' time?

General advice

- **Invest in academic research (e.g. action research) in order to validate the methodology** of Forsa and the Family Support Centre. Forsa and the Family Support Centre are unique in Europe and have handled a substantial number of cases since their set-up. What elements of their strategy were successful?

Appendix 1. State of knowledge

AEF has compiled an overview of the current state of knowledge and best practices with regard to deradicalisation and family support, which constitute the theoretical foundations upon which the services of Forsa and the Family Support Centre were developed. This framework is based on an analysis of the most relevant available sources, including university studies and international best practices.

The framework displays the current level of insight into the possible effects of deradicalisation methods. The sources show that academic opinions are divided with regard to the impact of these methods and it follows that there isn't a single 'ideal' deradicalisation method, but that a variety of methods should be used in order to achieve optimum results. The framework also gives insight into the current limitations of academic knowledge and professional practice in this area, which demonstrate why this evaluation was unable to draw extensive conclusions regarding the substantive quality of the services provided.

Current state of knowledge

Prevention of radicalisation is an important strategic factor within the NCTV's National Counterterrorism Strategy 2016-2020. With regard to this goal, two objectives have been outlined:

- (1) To boost the resilience of vulnerable groups and the people close to them.
- (2) To intervene in the process of radicalisation of individuals.

In order to strive towards these objectives as effectively as possible, it is essential that knowledge, information and best practices are shared with national and local partners (NCTV, 2016). Due to the rapid rise in extremism and radicalisation within a short time, there is still only a limited number of best practices available at the international level. By trial and error, a variety of EXIT programmes such as the Swedish EXIT-Fryshuset and the German Hayat Programma have made some progress in determining effective ways to stem the tide of polarisation and radicalisation. The services in the Netherlands build upon the insights gained via these programmes.

Despite increasing levels of interest and research, it is still difficult to evaluate the effectiveness of rehabilitation programmes for radicalised and extremist individuals. This is due to a number of factors, e.g. the objectives on which the programme is based are not clearly formulated, the programmes have a small target group and there is still a great deal of uncertainty regarding recidivism. In addition, there is a lack of agreement regarding what exactly constitutes success.

Do you declare a programme successful once an individual renounces violence, once he/she gives up their radical beliefs, or both? The criteria can only be formulated once this question has been definitively answered.

A variety of methods exist for evaluating the success of rehabilitation programmes. Unfortunately, few studies have been conducted so far that can empirically prove the impact of these programmes, although a number of qualitative methods are available with which success can be substantiated. One of these methods is measuring objective goals, i.e. by examining factors such as success finding a job, going back to school, etc. (Feddes, Mann, & Doosje, Scientific Approach to Formulate Indicators & Response to Radicalisation, 2013). Another possible criterion is to examine how the programme has been implemented in practice compared to how it is specified in the programme documentation: has it gone according to plan? Examination is then conducted of the programme's hypotheses and process, which involves analysis of the documents that describe the programme, analysis of the employees' first impressions, interviews with manager/former clients, etc. Interviews are also held with people within the client's immediate social circle (Feddes & Gallucci, A Literature Review on Methodology used in Evaluating Effects of Preventive and De-radicalisation Interventions, 2016). The programme is considered a success when it is executed according to plan. Often, these types of evaluation are conducted by the organisation itself, although this method is also employed when too little subject matter is available in order to measure objective goals based on case studies.

It is also possible to use questionnaires to quantitatively evaluate rehabilitation programmes. The RAN Centre of Excellence (2018) recommends two particular questionnaires: the 'Revised Religious Fundamentalism Scale' and the 'Violent Extremist Risk Assessment (VERA) tool'. The Revised Religious Fundamentalism Scale is based on psychometric scales and enables you to determine whether changes have been made in an individual's extremist belief system. However, it is difficult to make a causal connection between the programme and these changes. The VERA is intended for individuals with histories of violent extremism and determines the risk of these people using violence again in the future. The programme can be considered a success if the VERA shows a substantially reduced risk following completion of the rehabilitation programme. Another available quantitative measure is the 'Child and Youth Resilience Measure (CYRM)'²⁴ (Molenkamp & Wouterse, 2018).

Theoretical assumptions

The mission of Forsa and the Family Support Centre is based on a number of basic principles/assumptions concerning the possible impact and results of the services for both the clients involved and society as a whole. The following theoretical framework, which is based on the current state of knowledge, is an important factor in evaluating this type of programme.

How do the current theories define success with regard to deradicalisation and family support services?

²⁴ For more information, see RAN Center of Excellence (2018). The article also describes the necessary criteria for an effective evaluation of rehabilitation programmes.

Forsa

Important cornerstones of the counselling and deradicalisation processes include an intensive, person-based approach that is tailor-made to the individual's needs and situation. According to the theory, the counselling process should focus on the following factors, which are described in greater detail in the following paragraphs:

- Maintaining regular and intensive contact.
- Organising sufficient support within the family and close social circle.
- Cultivating theological reflection.
- Offering alternatives with regard to networks and participation.
- Enhancing self-esteem.
- Sharing experiences in groups.
- Giving guidance to promote reflection and self-examination with regard to the client's identity and decisions made in the past.
- A structured approach in accordance with standard criteria to ensure a successful programme.
- Improving connection with society.
- Increasing resilience to discrimination.

Maintaining regular and intensive contact

- Any doubts that clients may have about the radical decisions they have made can be amplified via positive family interaction and positive family memories. (Weggemans, Van der Zwan, & Liem, 2018)
- It is important that effective communication is maintained with potential travelling combatants, even if they have already travelled abroad. (Weggemans, Van der Zwan, & Liem, 2018)
- Unfortunately, this approach is not without risk: various studies have shown that the travelling combatants in question often try to convince family members to join them in the conflict zone. (Weggemans, Van der Zwan, & Liem, 2018)

Organising sufficient support within the family and close social circle

- According to socioecological theory, personal problems and feelings of social deprivation can be remedied by encouraging radicalised youths to repair connections with their social circle. The people in the clients' social circle are specifically encouraged to positively influence the radicalised individual. When the individual sees his/her family and friends as an alternative and positive network, the risk of the individual getting involved in radical or extremist movements again is reduced. (Lub, 2013)
- The basic philosophy behind this approach is that parents are able to influence their children and that the radicalised individual is open to positive influences from others. (Weggemans, Van der Zwan, & Liem, 2018)
- Sometimes, the radicalised individual is not open to influence from others: as the individual in question may have had to work hard to be accepted as part of a group, he/she will be less willing to see the group in a negative light. As a result, the individual may well ignore information or arguments that doesn't tie in with the group's narrative. (Colaert, 2017)
- The family plays a key role in this approach by providing support and forming a close social bond with the radicalised individual by taking care of children/grandchildren, helping them to find a job, etc. (Weggemans, Van der Zwan, & Liem, 2018)
- It can be difficult for returnee combatants to find a job or be accepted for a study programme. For this reason, it is important that families are given sufficient support from government organisations (e.g. information and advice) to facilitate their search. (Weggemans, Van der Zwan, & Liem, 2018)

Enhancing self-esteem

- The more self-confidence a person has, the more resistant they are to the ideology of radical groups. This concept is also known as self-esteem enhancement. (Lub, 2013)
- The effects of this approach are disputed: while some academics support the approach, multiple studies have shown that enhancing the individuals' self-esteem can also have a negative impact, e.g. higher levels of aggression or antisocial behaviour. (Lub, 2013)

A structured approach in accordance with standard criteria to ensure a successful programme

- Within in programmes like Forsa, it is essential that a good relationship is established between the counsellor/organisation and the clients based on mutual trust. (Van der Heide & Schuurman, 2018)
- It is important that the employees involved possess sufficient knowledge and expertise regarding the target group. For example, employees with knowledge of religion can have a deeper conversation with the clients and identify the key aspects. (Van der Heide & Schuurman, 2018)
- The approach/treatment must be sufficiently flexible so it can be customised to suit each individual. A fixed process cannot be used. (Van der Heide & Schuurman, 2018)

Cultivating theological reflection

- To enable deradicalisation, it is vital that people can talk to the individual about his/her world view and the theological ideology that underpins their radical beliefs. (Van der Heide & Schuurman, 2018)
- It is therefore important that one or more theologians are involved in the counselling process who can ask the individual and other parties involved about the core aspects of their world view, encourage critical thinking and delegitimise the use of violence in their minds. (Van der Heide & Schuurman, 2018)
- For this purpose, it is important that the individual can establish a personal bond with the theologian as this helps created the trust necessary to change this world view and curb these radical beliefs. (Van der Heide & Schuurman, 2018)
- One of the main reasons why individuals leave extremist groups is because they are disillusioned with the leaders and find out that members of the organisation are less reliable than they had expected. Within this context, a theologian can help to sow the seeds of doubt and accelerate the process of 'letting go'. (Doosje et al., 2016)

Providing grief counselling and helping clients deal with uncertainty surrounding death

- Grief and fear of death are important emotions that can motivate people to join radical groups.
- If a family member dies as a result of actions by people viewed as 'the enemy', this can provoke great rage.
- In some cultures, aggression and violence is used to restore honour. As a result, revenge may motivate individuals in these cultures to join a radical group.
- These emotions are also amplified by people's existential fear of death: the higher the fear of death, the more likely people are to cling to their world view as it gives them a sense of security. This concept is also known as Terror Management Theory.
- As a consequence, people are more likely to dehumanise others who do not share their world view, which makes it easier for them to resort to violence. (Monahan, 2012)

Greater research into exit methods

- A great deal of attention and research has been focused on risk factors that influence people to get involved in extremist groups. (Decker & Pyrooz, 2015)
- It is important to examine the thought process that causes people to leave extremist groups. (Decker & Pyrooz, 2015)
- Often, people don't know how to go about leaving a group they have joined. They are often threatened with violence if they leave or are told that secrets they may have or crimes they may have committed will be made public. (Bovenkerk, 2011)
- By collecting information about the experiences of ex-terrorists – particularly how they left the group – professionals can give more effective advice on how to get radicalised individuals to leave radical groups. (Decker & Pyrooz, 2015)

Offering alternatives with regard to networks and participation

- Deciding to leave a radical group often results in the individual in question falling into a 'social black hole': their friends in the group will no longer have anything to do with them and they lose their entire social network. (Feddes, Mann, & Doosje, Scientific Approach to Formulate Indicators & Response to Radicalisation, 2013)
- Interviews with ex-radicals show that it is vital to fill this social void. (Feddes, Mann, & Doosje, Scientific Approach to Formulate Indicators & Response to Radicalisation, 2013)
- This can be done by finding a new place to live, getting a new job, going to a different school and building a new social network. (Weggemans, Van der Zwan, & Liem, 2018)
- The families can play an active role in this process, although they must receive sufficient support from the municipality (assistance, training, etc.). (Weggemans, Van der Zwan, & Liem, 2018)

Giving guidance to promote reflection and self-examination with regard to the client's identity and decisions made in the past

- The concept of community coaching is an integral part of the German deradicalisation programme. (Van der Heide & Schuurman, 2018)
- As part of community coaching, former extremists/terrorists attend workshops that encourage them to reflect on their identity and choices. (Van der Heide & Schuurman, 2018)
- This reflection helps the workshop participants to redefine their past and their identity. (Van der Heide & Schuurman, 2018)

Sharing experiences in groups

- A great deal of aggression between different groups is caused by a lack of understanding. Bringing these groups together within a safe and protected environment can help to combat stereotypes and improve relations between individuals and groups. (Lub, 2013)
- However, the effect of group counselling is disputed, with some studies showing that the therapeutic effect of these talks can have a negative effect and ultimately reinforce stereotypes. (Lub, 2013)

Improving connection with society

- One of the main factors that motivate people to get involved in a radical group is the perception of an 'out-group threat'. Polarisation within society can make people feel that their culture and identity are under threat. (Feddes, Mann, & Doosje, Scientific Approach to Formulate Indicators & Response to Radicalisation, 2013)
- This can result in a collective feeling of superiority over groups perceived as 'the enemy', which can serve to justify ideological violence in the minds of the group members.

(Feddes, Mann, & Doosje, Scientific Approach to Formulate Indicators & Response to Radicalisation, 2013)

- Research shows that the more connected to society people feel, the greater their feeling of citizenship of the country in question. As a result, people are less likely to perceive 'out-group threats' or resort to ideological violence. (Feddes, Mann, & Doosje, Scientific Approach to Formulate Indicators & Response to Radicalisation, 2013)

Increasing resilience to discrimination

- To reduce the perception of 'out-group threats', it is vital that individuals learn to deal with discrimination. (Feddes, Mann, & Doosje, Scientific Approach to Formulate Indicators & Response to Radicalisation, 2013)
- Teaching people to handle such situations can help to reduce polarisation. (Feddes, Mann, & Doosje, Scientific Approach to Formulate Indicators & Response to Radicalisation, 2013)
- This in turn helps to dampen the appeal of radical groups and reduces the risk of recidivism. (Feddes, Mann, & Doosje, Scientific Approach to Formulate Indicators & Response to Radicalisation, 2013)

Family Support Centre

Important cornerstones of effective family support include trust in government institutions and a visible support centre that families can approach if they have any questions or concerns regarding the return of a travelling combatant in their family. According to the theory, the counselling process should focus on the following factors, which are described in greater detail in the following paragraphs:

- Structured counselling provided by reliable professionals.
- Learning to deal with changing circumstances.
- Making information and knowledge easily accessible

Structured counselling provided by reliable professionals

- A basic requirement of family support is reliability and a professional approach as this helps to maintain the family's faith in the government and make them less likely to turn to alternative parties for help, which would deepen the problem and decrease insight into developments. (Weggemans, Van der Zwan, & Liem, 2018)
- Recent studies have shown that families who have questions about radicalisation are not always taken seriously by institutions due to the lack of specialist knowledge and skills. As a result, the families' trust in the government is decreased. (Weggemans, Van der Zwan, & Liem, 2018)

Learning to deal with changing circumstances

- When a family member such as a partner, child or grandchild is radicalised, this has a major impact on the immediate and wider family. In addition, it is often difficult to have conversations about radicalisation. (Weggemans, Van der Zwan, & Liem, 2018)
- This can result in discussions of the consequences of radicalisation within the family being avoided as well as reducing social interaction within the family and causing friction. (Weggemans, Van der Zwan, & Liem, 2018)
- To prevent this, it is important that family members are able to talk to someone about changing circumstances, radicalisation and the effect this has on their family. (Weggemans, Van der Zwan, & Liem, 2018)

Making information and knowledge easily accessible

- It is important that people know that there is a support centre that they can turn to if they have any questions about radicalisation. (Weggemans, Van der Zwan, & Liem, 2018)
- The return of a travelling combatant can create a great deal of uncertainty within families and it is therefore important that any questions about their return and rehabilitation are answered as quickly as possible. (Weggemans, Van der Zwan, & Liem, 2018)
- If the family is not sure who to turn to, then they will be less willing to seek external help. (Weggemans, Van der Zwan, & Liem, 2018)
- This can result in tension within the family which is detrimental to the returnee combatant's rehabilitation. (Lub, 2013)

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Appendix 2. List of definitions

Action Programme	The Action Programme for an Integral Approach to Jihadism (2014)
Deradicalisation	By means of person-specific interventions, it is possible to prevent individuals from committing acts of terrorist violence.
Exits	Working title for Forsa, used during the formulation of its services.
Extremism	Ideologically motivated violence involving people or groups who are willing to deliberately commit illegal acts in order to act upon their convictions.
F&FSC	An abbreviation of Forsa and the Family Support Centre used for the purposes of this evaluation.
Jihadism	An extreme political ideology that attempts to comply with the obligation (believed to be divinely inspired) to spread Islam around the world.
Knowledge function	Objective as defined by the LSE with regard to knowledge acquisition, knowledge development or knowledge sharing.
LSE	The National Support Centre for Extremism (Landelijk Steunpunt Extremisme), run by Fier.
PPS	Public Prosecution Service
Radicalisation	The process leading up to the perpetration of terrorist activities.
CCPB	The Child Care and Protection Board
PS	The Probation Service
TW	The Terrorist Wing: a highly secure wing at Vught Prison.
Terrorism	The ideologically-motivated threat, preparation or use of serious violence against human beings, or against material property in an attempt to destabilise society, to strike fear into the hearts of the population or influence political decision-making.
Wmo	The Social Support Act (Wet maatschappelijke ondersteuning)
Wlz	The Long-Term Care Act (Wet langdurige zorg)

Zvw

The Health Insurance Act (Zorgverzekeringswet)

The definitions as formulated in this list are nationally applicable definitions formulated by bodies such as the NCTV.