4.2 Approach and Methodology

AJACS is one of the most ambitious and complex programming efforts conceived and delivered by western donors in Syria to date. It seeks to establish institutional structures in an active conflict zone with extremism on the rise and without a legitimate national government authority or transitional political agreement. Through a team of 164 staff based in Syria Turkey and Jordan, ASI and our US partner Creative Associates are implementing the project on behalf of five donor governments. We have learned how to provide the flexibility, responsiveness and reliability that such a complex programme requires. We know we can do more and this approach and methodology attempts to set out our plan for doing so for the new contract period from September 2016.

In the past 20 months, our team has made solid progress in building trust and mutual respect between security providers and communities and improving the capacity of our partner institutions: the Free Syrian Police (FSP), the National Documentation Office (NDO) and Civil Registry Centres (CRCs), and community bodies. We have demonstrated progress towards inculcating the attitudinal changes required for durable and inclusive reform, and communities are increasingly embracing the idea of community-led security. In Idlib and Aleppo, 53% of community respondents have named the FSP as their most trusted security provider, ahead of other armed groups and extremist-run policing forces. 72% believed that the FSP's performance had improved over the previous year. By March 2016, requests for critical documentation services had nearly tripled compared to six months previously. Aleppo CRCs have preserved more than 200,000 vital civil records.

Managing the complex implementation of AJACS requires an integrated approach to programming that leverages assets across multiple donor streams. We propose a continuation of our successful joint management and implementation model, where European and U.S. donor funds contribute to a single, fully integrated team structure, strategy and implementation approach under the management of the joint donor secretariat and the multinational steering board. Led by David Robson as Team Leader (on an ASI contract) and Alexandra Bean as Deputy Team Leader (on a Creative contract), this approach ensures that implementers do not duplicate efforts and magnifies the contributions of individual donor governments to ensure greater impact.

Pillars of our Approach

Syria is no longer a new conflict. The environment in which security and justice (S&J) providers operate remains fragmented by an array of powerful armed actors and a disjointed network of local and provincial governing bodies. Extremism within the Syrian opposition is on the rise. Front lines are shifting and opposition territory has shrunk. Political transition remains a distant possibility. Different scenarios may play out in response to these dynamics, from the maintenance of the status quo leading to successful peace negotiations to the shrinkage of opposition territory and the rise of extremist Islamist groups (EIGs). Establishing S&J institutions in this context requires sophisticated strategies and expertise. Below we present the pillars of our approach that will inform the next phase of AJACS.

Recover and reform Syrian institutions: In AJACS' next phase one of our guiding principles will be to simultaneously recover pre-2011 institutions according to legal and regulatory precedent and reform them in line with principles of legitimacy, accountability, best practice, and international human rights and gender standards. Alongside our efforts to engage and empower communities, we will support the FSP and NDO in retrieving what structures and processes worked and in filling in the gaps of what did not.

Recovery allows our Syrian partners to take advantage of systems and structures already in place; demonstrates the continuity of service delivery by the opposition rather than the regime or extremist organizations; and ensures the flexibility and familiarity to endure the challenges inherent in service delivery in a conflict. Not only will this be a valuable framework for capacity development in line with Syrian government norms and functions but it will also offer consistency between emerging police forces across opposition Syria, facilitating their future integration at the right moment.

It will furthermore serve to prepare Syrian institutions for a peace agreement and transition. The Syrian opposition has declared that security sectors require reform and the Geneva Communique (2012) calls for 'the preservation and reform of state structures'. AJACS can inform as well as respond to the political process. Presenting a functioning yet consistent model in Syria's liberated areas will strengthen the opposition and be the basis for a new civilian-led and accountable state security architecture.

Build community accountability and responsiveness: AJACS makes a break with pre-2011 Syrian policing norms by encouraging a relationship between the FSP and communities based on trust and accountability. Decades of fear of regime law enforcement – and more recent efforts by extremist organizations to impose their own brand of authoritarianism – have left communities scarred and deeply distrustful of even talking about security and justice. Building new relationships between security providers and the communities they serve is an ongoing process in which small successes gradually shift attitudes and perceptions.

To this end we have supported the establishment of community security working groups (CSWGs) in locations with FSP presence in northern Syria as a basis for responsiveness and community participation. In southern Syria, where

governance and conflict dynamics vary from those in the north, we have applied a slightly different model of consultative mechanisms. In the second phase of AJACS we will initiate the transition of CSWGs from mechanisms to implement grants projects into bodies that hold more permanent community-FSP relationships, for example police boards or LAC sub-committees. By doing so, we will deliver the community element of a plural policing framework and involve communities in security and justice service provision.

Communications and the challenge to EIGs: Demonstrating credibility in service delivery and gaining the trust of Syrian communities as well as the international community requires effective communications. The FSP and NDO must build Syrian ownership of and confidence in their role and capability to deliver a consistent message. AJACS-supported communications should be by and about Syrians and Syrian institutions. Efforts should target Syrians in-country and in the diaspora as well as the international community. Social media and web-based communications have proven to be the most effective media channels to date.

There is also a unique opportunity for the FSP and NDO to challenge EIGs, Jabhat al-Nusra (JN) especially, in the S&J space. By accepting and closely managing a higher level of risk, we can help our partners to contest the influence and legitimacy of EIGs by increasing their resources and effectiveness in close coordination with other implementers. This approach was successful when AJACS expanded into Azaz, Kafr Takhrim, and Jarjanaz, preventing JN from doing so first. Challenging the narrative of EIGs in the security and justice sphere is critical to giving credence to the moderate opposition, not least in peace negotiations.

Technical and geographical expansion: The shifting front lines of the Syrian conflict mean that the FSP (or an independent police force) and AJACS must be ready to respond quickly when new stations are needed within current frontlines or when territory changes hands. We will maintain two avenues for geographical expansion. The first is through routine AJACS expansion, as exemplified in the case of Dera'a in southern Syria. The second supports the FSP, primarily in Aleppo, to develop the Police Response Unit: a flexibly deployable capability as part of a comprehensive stabilisation approach. In both cases the pace and scale of expansion must be balanced with the need for FSP consolidation.

Progress on civil documentation offers opportunities to expand AJACS involvement in other areas of justice. The FSP already collaborates with informal court structures, for example the SJC and Islamic Committee for the Administration of Liberated Areas, transferring cases and detainees to them and carrying out arrests and warrants on their instruction. Failing to engage with the courts structure undermines the credibility of the FSP and cedes ground to EIGs. General Shallaf of the Aleppo FSP argues that support to courts can boost FSP credibility and challenge EIGs. Should the policy environment permit, we will explore activities in support of a wider justice system. This could consist of a dialogue with the Supreme Judicial Council (SJC) to investigate a broader engagement, specifically to see which courts are international human rights compliant and what assistance would be appropriate.

Methodology

We have built our methodology around the key priorities and principles outlined in the SoR. At the national and provincial level, AJACS support will continue to build the capacity of Syrian security and justice institutions, so that they can better manage and organise themselves to plan and resource increasingly effective services. At the local level, AJACS will continue to support S&J service delivery, engage community S&J stakeholders to articulate needs and hold service providers to account, and engage in the planning and delivery of security focussed communications campaigns and activities.

Permeating all of this is AJACS' support for the recovery, reform, formalisation and integration of the structures and institutions it supports, as well as the enabling of stabilisation, governance and humanitarian interventions from other programmes. These strands of support combine to serve the programme's longer-term objective: supporting our partners to provide an alternate model to regime and extremist-led institutions and influence the process of security and justice sector reform during a future political transition. These lines of effort are summarised in this diagram.
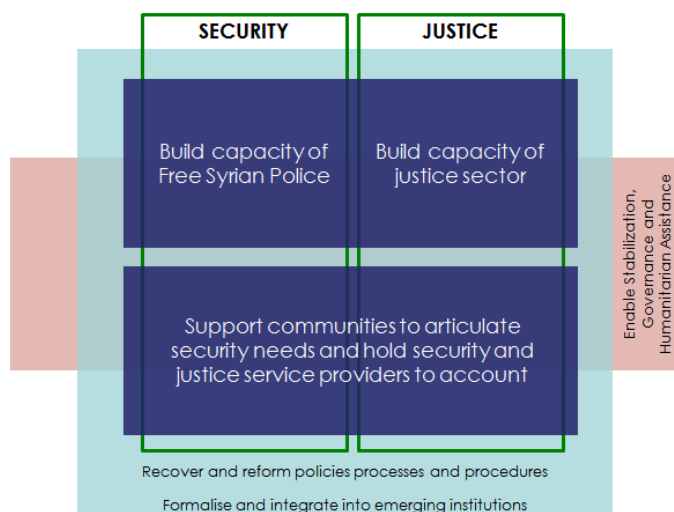
In the next phase of AJACS our team will continue to expand and deepen the work already underway with our partners, helping to standardize processes and set achievable goals for S&J service provision. We see many of these activities as mutually reinforcing: interventions described in one activity lay the foundation for and reinforce subsequent activities. A significant area of change will be the focus on programming in communities in southern Syria. As AJACS looks to expand into south Syria in the communities of Busra al-Sham, Saida, and Herak in Dera'a province, our team will build on the work done and lessons learned by AJACS in Aleppo and Idlib – using a community-driven approach to ensure community buy-in and support the establishment of a police force. Throughout the programme we will expand our work with women and internally displaced persons (IDPs) to ensure greater representation and access. All these groups are especially vulnerable during times of conflict and AJACS has adopted a gender strategy that aims to strengthen women's access to, and participation in, justice and policing by tailoring gender mainstreaming and gender-based programming.

We will also step up our coordination with other donor programmes. AJACS' five donors cover the vast majority of stabilization and transition work in opposition Syria. ASI and Creative implement multiple programmes in support of moderate state structures, and AJACS' joint donor governance structure is unique in international Syrian programming. We will continue to coordinate (and avoid duplication) with Tamkeen, the Stabilisation Response Mechanism (SRM), May Day, NEA's Building Legitimate Local Councils programme, CSSF strategic communications programmes, and others. Coordination will be achieved via shared platforms for research, M&E, finance and security. It may also lead to shared approaches to the stabilisation of places such as Aleppo City, expansion into newly liberated territory, and challenging extremism.

This methodology seeks to build on the strengths of the first iteration of programme design – while acknowledging the weaknesses and lessons learned therein – and highlight areas of departure from the current AJACS methodology. We start by presenting engagement criteria and our research capability. We then present, step-by-step, how we will meet the core objectives for each technical component team over the new contract period. We conclude with descriptions of our key cross-cutting components: communications and M&E.

In April 2016 AJACS adopted a six-monthly work planning process to improve programme planning and resource allocation, critical to AJACS' complex multi-donor architecture with four or five funding nations, each with different financial years and funding requirements. The donor secretariat review and approve each component strategy. By the start of the next contract, should we be awarded it, the work plan for the October 2016 / March 2017 period will have been prepared. In many ways, the methodology presented here represents the thinking that we are already building into the next six month work plan.

Community Selection and Engagement Criteria

On a complex programme like AJACS, clear engagement criteria will ensure the programme is mitigating risks and maximising opportunities for engagement in full compliance with programme and donor red lines. Ambiguous and overly caveated engagement criteria can lead to confusion, missed opportunities and/or poor mitigation of risks. The decision to engage or cease engagement in a community is invariably taken in partnership with the secretariat, with the secretariat having the last word.

We plan, with secretariat approval, to reduce the original five criteria (agreed in early 2015) to four, simplifying the language used, and better matching them to the current operating environment in Syria. The previous criteria were drafted in large part to facilitate the formation of CSWGs in communities that had an FSP presence. They did not address FSP expansion to new areas, or provide a framework for us to support our partners to challenge extremist groups for operating space. These streamlined criteria better reflect donor red lines regarding EIGs, help plan programme expansion into new communities and into Dera'a, and provide the foundation for more relevant, responsive and compliant AJACS activities.

CRITERIA	WHAT THIS CRITERIA ALLOWS US TO DO
1. The community must be held by an entity with which AJACS is permitted to engage under donors' national policies	This criterion captures the policy limitations on AJACS programming. Specifically, this speaks to the caveat on engagement in SDF-held territory
2. Where there is EIG/Designated Terrorist Organisation presence, there is scope to compete in providing services.	This criterion captures the need to ensure that when challenging an EIG for space there is sufficient weight of effort by AJACS, and other programmes when present, to compete for the community, and not just contribute to an EIG's delivery of services.
3. The community's governance and power dynamics are sufficiently functional to enable the model of community-led governance	This aims to capture the programme objective to support legitimate and credible moderate opposition. It also conveys the principle that the moderate opposition holding community is not enough, the community must have sufficient coherence so that the efforts are not lost in local chaos
4. The FSP are willing to establish a presence in the community or are already operating there, and/or there are plans to establish an AJACS justice activity	Communities must have either already bought into the model or be open to the concept

Our Research Capability

Which services and requirements indicated in the SoR does this component address?

Activity 1 – Stakeholders; Activity 6 – Analytical Reporting

In a context as fluid as Syria, donors and programme leadership teams require a constant flow of accurate and reliable information and analysis from the field in order to make informed decisions on when, where and with whom to engage. In our experience, this information often needs to be a timely summary and analysis of the key facts following an incident affecting an AJACS community, but can also be a more in depth report on longer-term trends and implications around a key issue. To cater for these varying needs we have invested in – and will maintain – the in-house production of the following research and products and services:

Community Profiles: Our researchers on the ground evaluate the viability of AJACS engagement based on the evaluation criteria outlined above. Through the collection of community-level data, AJACS community profiles (formerly known as the accelerated rapid assessment process or ARAP) analyse power dynamics, perceptions of community policing and influential stakeholders. They provide a full picture of a target community, including the current presence and capacity of security services, local governance mechanisms, civil society organizations, and other bodies, in addition to the overall community atmospherics and community perceptions. Once a community is deemed viable for engagement, these community analyses become a key resource for informing programme implementation. To date, the AJACS team has produced over 50 profiles, which have informed decisions to engage, withdraw or continue AJACS support.

Stakeholder Mapping: Our research team's stakeholder mapping products identify key figures from the FSP, local councils, Civil Defence, civil society organisations, moderate armed actors and members of local and national opposition institutions. They are an invaluable reference tool for the creation of stakeholder groups inside Syria.

Ongoing atmospherics and conflict analysis: Our fortnightly written and verbal briefings to donors analyse significant events, developments and trends within the Syrian conflict and assess their impact on the programme.

Spot Reports: These products provide timely updates on specific incidents that affect the programme – normally within 12 hours of an incident occurring. As well as providing details and implications of an incident, they detail the resources AJACS has provided in the area and make recommendations regarding immediate next steps for the programme and the donors.

Requests for Information: We produce these reports in response to ad-hoc requests from the Secretariat or AJACS component teams. They respond to developments inside Syria, and provide additional information and analysis on topics that may affect programme implementation. Key recent examples include ideological shifts in the Dar al-Adl court network, the shift in FSP service delivery focus to IDPs and the advances of Jaysh al Fateh in southern Aleppo.

Knowledge Management System (KMS): The AJACS KMS is a database that maps all communities where the programme is engaged. The KMS enables us to access all related research and programmatic information about programme-targeted communities. It provides summaries of the equipment provided to each community and holds full records of beneficiaries who have passed vetting. It is an activity approval system, ensuring that no money is spent without the requisite programme and donor approvals. It also acts as an important compliance and risk management tool, ensuring that resources are not provided to beneficiaries that have not passed vetting or communities that have not been cleared for engagement. Further uses of the KMS are described in detail in the M&E section below.

AJACS Technical Components

Police Development

Which services and requirements indicated in the SoR does this component address?

Activity 1 - Stakeholders; Activity 2 - Capacity Building and Training; Activity 3 - Material Assistance; Activity 4 - Transparency, Accountability, and Human Rights Mechanisms; Activity 5 - Supply and Demand Side Community Engagement

In the early days of AJACS, programme support to the FSP was mostly transactional and short-term, with communication between the two entities based primarily around managing FSP requests for equipment, stipends and other resources. The nascent organisational structure and limited planning ability of the FSP necessitated AJACS inputs to be relatively short-term and focussed on providing the FSP with the tools for basic service delivery. The net result was a primary focus on supporting operational/delivery functions (the training, doctrine, strategy, tactics, techniques and procedures that inform the day-to-day activities of the FSP) without sufficient attention paid to the administrative/support functions (including finance systems, payroll and budgeting, inventory control, people and information management, audit, inspection, support and research) needed to make the FSP a more independent, effective and sustainable organisation.

The FSP must continue as an important moderating and beneficial force within the opposition. AJACS support during the new contract period therefore needs to be more coherent, long-term and sustainable, in recognition of the gradually increasing organisational maturity of the FSP and the growing demand for their services. To consolidate the progress

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International

made in the AJACS-FSP relationship, for the new implementation period we would employ an Expandable Policing Model (EPM): a flexible, community centric, policing framework and support package that balances operational and administrative functions, serves FSP capacity development priorities and enhances the rate of professionalization within stations across northern and southern Syria.

The Expandable Policing Model

The EPM links directly to the four strategic pillars of our approach. As well as supporting the recovery and reform of Syrian police processes policies and procedures, it seeks to better link FSP Stations to the communities they serve. The EPM recognises the constant interrelation between supporting operational/delivery and its administrative/support functions, and provides support across these functions to give FSP decision makers the tools to expand or contract their services in response to the needs of the community.

The EPM also operates on the premise that any functioning police force needs to calibrate its operational goals so that they sit within the resource constraints facing the organisation. For example, if the FSP wants to increase the frequency of patrols or question a certain number of suspects following an incident, they must be capable of evaluating how much this will cost in terms of staff time and station resources. Similarly, the FSP will be unable to meet their operational goals if they are incapable of recruiting and retaining the right quality and number of staff, and training/equipping them to deliver services that respond to local needs.

The model supports a tiered hierarchy of organisational capacity and capability within the FSP at three levels: Level 1 – Local, Level 2 – Regional and Level 3 – National. In the absence of viable national level institutions, AJACS will focus its efforts on Level 1 and Level 2 support. We have consulted the FSP about the EPM to ensure it aligns with its needs and has received the FSP's sanction. We have agreed that the inputs of knowledge, systems, sources and people assets must inform the FSP's approach to service delivery at all levels.

The EPM is intended to be scalable and sustainable and is fully compatible with our Integrated Legitimate Structures (ILS) methodology: it is designed to help the FSP in Idlib and Aleppo recover and/or reform worthy pre-existing Syrian police structures and practices, and introduce international policing best practice where a compatible gap exists.

Recovering district level command structures

During the next phase of AJACS implementation, defining and strengthening the connections and relationship between Level 1 and Level 2 of the FSP organisation is critical. For the FSP to consolidate its role as a provider of non-contentious police services, we must support them to build a district command layer (a pre-existing feature of policing in Syria) between Level 1 and 2. Doing so will enable greater operational flexibility and control for the FSP. This is challenging at present with two provincial command teams that are simultaneously AJACS and donor facing, and undertaking policy and planning functions whilst trying to maintain day-to-day operational oversight of 84 FSP stations.

Supporting district level commands to manage and oversee the work of multiple FSP stations will help station level plans and requests for resources become more rationalised, and feed into the provincial planning process. This will also ensure strategic provincial plans reflect realities on the ground, and give Level 1 station commanders more of a stake in the organisational development of the FSP. Critically, it will also introduce a level of accountability from below for the provincial command teams, by developing FSP people assets through a progression in command levels.

Developing FSP Capacity

Throughout AJACS' first phase, we focussed attention on organizational development (mainly through support to planning and financial processes) and the provision of training, equipment and stipends. During the new phase of AJACS implementation, we will continue to collaborate with the FSP to assess their capacity building needs in their operational/delivery and administrative and support functions. Capacity development is a multi-dimensional activity that encompasses traditional classroom and/or workshop learning and complements them with a range of other techniques designed to reinforce training with practice, coaching and mentoring. We will adopt more of a comprehensive approach to FSP development based on nine key aspects: **D**octrine, **O**rganisation, **T**raining, **M**ateriel, **L**eadership, **P**ersonnel, **F**acilities **P**olicy and **I**nteroperability (DOTMLPFPI). We will thus expand the scope of AJACS from the four previous workstreams to cover the FSP's conceptual framework, sustainability, logistics, command and so on.

The table below presents five phases of FSP organisational development. Phase 1 represents the genesis of the FSP in 2012 as an initiative of a small number of defected regime officers. Phase 2 represents the start of the FSP with the support of ICSP. Phase 3 represents the current development of the organisation with AJACS support. Phase 4 represents the development of the FSP during the forthcoming contract period, and Phase 5 shows the FSP as a standalone organisation, with background support provided by donor governments.

Our intention is for AJACS to support the development of relevant operational functions within the FSP and to transfer the required support functions from AJACS to the FSP to ensure over time the full integration of Syrian law, policy, doctrine, organisation, training, and equipment related capacity and capability. Below we describe the assistance that AJACS will provide to the FSP over the short to medium term objectives to build Phase 4 capacity and capability within the FSP.

EPM Assets	DOTMLPF-PI	PHASE 1 FSP only	PHASE 2 (Start Up) FSP with ARK	PHASE 3 (Initial Development) FSP with AJACS	PHASE 4 (Stabilisation & Development) FSP & TBD Partner	PHASE 5 FSP sustainment
People **Sources** **Systems** **Knowledge**	Doctrine	None	None	Low	Medium/High	Over Watch
	Organisational development	None	None	Low	Medium/High	Over Watch
	Training	Low	Low	Low/medium	Medium/High	Over Watch
	Materiel	None	Low	Low	Medium/High	Over Watch
	Leadership and education	None	Low	Low/medium	Medium/High	Over Watch
	Personnel	None	Low	Low	Medium/High	Over Watch
	Facilities	None	Low	Low/medium	Medium/High	Over Watch
	Policy	None	Low	Low	Medium/High	Over Watch
	Interoperability	None	None	Low	Medium/High	Over Watch

Level 1 – Station and District Level Support

As outlined in the FSP Code of Conduct, individual FSP officers are responsible for the protection of life and property, the prevention and detection of crime and the maintenance of public order through a range of clear organisational standards. To date, AJACS has trained and equipped the majority of the FSP to fulfil their responsibilities as a community-focussed Phase 3 police service. At station and district level, we would expect the FSP to fulfil the following objectives.

〉 An organisational and administrative structure in line with EPM development that includes station duty performance standards; patrol standards; investigation standards; record keeping; equipment management; communication; community engagement; systems management and audit.

〉 A disseminated Code of Conduct and vision, mission and values statements and methodologies for implementation.

〉 Station level performance standards including 100% of officers trained in module 1 basic policing skills and on duty for each day or shift; the number of officers reporting for duty in uniform; the number of officers at the station and patrol officers completed.

〉 An appropriate level of equipment for the station to fulfil its primary function and a completed monthly equipment and logistics record.

At district and station level, to achieve these objectives during the next contract period we will combine in-person and remote technical assistance to provide the following support.

〉 **Station and district level plans:** We will seek to engage directly with district and station level commanders to support the production of FSP station level plans that adopt the EPM approach of community problem solving, leading to tactical plans embracing prevention, intelligence and enforcement options. Station level plans should include an organisational chart; written tasks and duties of officers at each level of the station command; a defined operating budget and an accurate station payroll list for stipends.

〉 **Cascade Training Delivery:** To date, AJACS has worked with the FSP to develop two modules of video training packages (VTPs): basic police skills and core specialist police skills. We have supplemented this with a 'training of trainer' (ToT) approach: engaging ten FSP training managers in Gaziantep, who have in turn delivered module 1 basic policing skills training to 1,868 officers at three training centres. The use of VTPs is a key tool for ensuring FSP training is compliant with international human rights best practice.

For the new contract period, we will continue the sustainable and cost effective ToT approach, increasing the cadre of FSP trainers to deliver module 1 and 2 training, with the support of AJACS-produced VTPs. The Idlib and Aleppo FSP training leads will organise in country training and provide feedback, verification and evaluation in the form of trainer observations, trainee evaluation sheets and visual documentation. We have consulted the FSP and set priorities for VTP production for the next phase of AJACS. New and existing training topics are below.

Managing civilian evacuation	Crowd Control	Scenario Training for Crime Investigation.
First Aid	Vehicle and Person Search	Officer Safety
Community Policing	Care and Custody at police premises	Police Patrol
Crime Scene Management	Setting up checkpoints	Communications
Incident Management	Use of Force	Narcotics

Policing IDP Communities	Dealing with Juveniles and Women	Human Rights

> **Addressing Needs of Women and IDPs:** We would consolidate the shift in service delivery focus towards women and IDP populations seen in 2016. Aleppo FSP has piloted the first women's police station in 2016 with six female police officers and a revised FSP Code of Conduct includes guidance on gender-sensitive policing. FSP stations have facilitated re-settling and property protections. By better enabling the FSP to police camp areas and meet the specific needs of women and IDPs we are ensuring their service delivery remains relevant to the Syrian context. Increasing the number of women police officers and supporting the FSP to develop standard operating procedures for women and IDP focussed policing services will also be an effective way of formalising this shift in service delivery focus during the next contracting phase.

> **Investigations:** Recovering and building investigations capacity amongst station and district level commanders will be a priority for the next phase of AJACS. We will support the FSP to develop investigation standards for the most common crime complaints they receive, and systems to record and examine evidence in order to establish criminal intent. This will help the FSP to act as a deterrent against the conduct of low-level crime in the communities they serve.

> **Forensic Support to Crime Scene Management and War Incidents:** We would undertake a needs assessment for a basic forensic exhibits storage and examination capability to support Level 1 station investigation capacity. For war incidents where the FSP are often first responders beside Civil Defence teams, we would continue to build interoperability within the FSP through enhanced training and equipment support.

> **Equipment:** AJACS will continue to provide equipment to FSP officers and stations, with procurement being handled by our US partners, Creative Associates. In the course of the first phase of AJACS we provided equipment worth £2.4 million to the FSP including cars, bikes, radios, uniforms, boots, traffic equipment, first aid equipment, office furniture, logbooks and stationary. Delivery will continue in line with the FSP planning process to ensure AJACS support meets FSP needs and priorities.

> **Stipends and Operational Costs:** FSP personnel currently receive between $100 per month and $400 per month depending on rank and experience. We will continue to deliver stipends on a monthly basis. We will consider slightly increasing monthly stipends and operational costs from the rate established in 2013 to reflect the high rate of inflation.

Between AJACS, the donor secretariat and the third party monitor, we need clear and agreed criteria to measure the effectiveness of AJACS support for the FSP. For the new contract period, we will integrate a measurable standard for successful delivery of community policing services that is consistent with the objectives outlined above. This will be particularly important for south Syria, where we are effectively supporting the creation of a police force from scratch, and must ensure that operational standards are consistent with those in the north.

Level 2 – Provincial Level Support

At the provincial level, AJACS has so far focussed on the provincial planning process and on the establishment of rudimentary finance, recruitment and HR functions. At Level 2, we would expect the FSP to fulfil the following objectives:

> An organisational and administrative structure in line with the EPM development that includes procurement; human resources including recruitment and vetting; gender and diversity strategy; transportation; medical and welfare; training policy; communications and media; ICT; and systems management and audit.

> Disseminated vision, mission and values statements and methodologies for implementation, in full support of Level 1 policing and partnership activities.

> A provincial policing plan, updated every six months, which presents strategic objectives and a plan of action to achieve them; an organisational chart; written tasks and duties of officers at each level of the command; a defined operating budget and list of further requirements; and an accurate payroll for stipends.

> A training plan to achieve collective and 100% individual Level 1 and Level 2 trained status;

AJACS will maintain support to the FSP provincial commands along the following lines.

Operational Planning: Supporting the Idlib and Aleppo commands to produce Provincial Police Plans (PPPs) was a key achievement of the first phase of AJACS. During the most recent PPP review, key strategic priorities included establishing a new training centre and seven more stations, expansion of FSP presence in IDP camps; and growth of the female police force in Aleppo and establishment in Idlib. We will continue to support the development and revision of FSP provincial plans every six months. To ensure consistency between the PPP process and the EPM development schedule, we will also undertake a full review of the structure of the monthly command, development and implementation (CDI) meetings between AJACS and the Idlib and Aleppo provincial planning teams.

Training Delivery: Together with the FSP AJACS has developed a course of specialist police training targeted at the FSP provincial level. Some courses have been delivered as part of the monthly CDI meetings, for example in public communications and media. We plan to continue to deliver training in specialist topics, which are designed to support the advancement of both operational and support capacities of the FSP.

Police Duties and Responsibilities in War	Public Communications and Media

Command and Control Interoperability	Gender Inclusion and Human rights
Conflict De-escalation and Dispute Resolution	Scenario training for leadership skills including command and control
Professional Standards and discipline	Strategic and Operational Planning

Equipment Procurement and Inventory: We will continue to delegate decisions on equipment procurement to the FSP leadership teams at CDI meetings to ensure alignment with plans. When developing equipment lists with the FSP command teams, we will continue to share AJACS budget limits to ensure they prioritise their equipment needs within the resource constraints on AJACS. Where feasible, we will support the FSP to conduct procurement of equipment inside Syria. As well as being efficient and cost effective, this builds the administrative and support capacity of the FSP, increases their understanding of the constraints they face and maximises their ability to make the best use of available resources. To date, AJACS has supported the successful in-country procurement of more than £230,000 worth of equipment, including radios, vehicles, uniforms and boots.

We will provide the technical support to ensure that equipment procured in Syria and internationally aligns with the training strategy and implementation plan agreed with the FSP. All equipment delivered to the FSP will be part of the HMG-approved gifting list for the 2016/17 financial year, and any proposed changes submitted to the secretariat for approval. We will support the FSP in maintaining a full inventory of equipment across both provinces and to account for any loss.

Establish an ombudsman and complaints function: AJACS will work with the FSP provincial command to institute reporting mechanisms to share complaints with the appropriate level of command. The system ought to address complaints raised within the FSP as well as those made by Syrian communities about FSP activities. While we do not want to foster distrust between the communities and FSP, ensuring that complaints are addressed is a crucial aspect of accountability.

Audit and Financial Management: Transferring more responsibility from AJACS to the FSP for auditing, financial management and reporting is a critical component of building mechanisms for transparency and accountability within the FSP. We will mentor the Idlib and Aleppo finance teams to ensure they are able to meet minimum standards of auditing and financial management, and agree indicators and timelines against which to measure FSP capacity in this area.

HR and Recruitment: Recognising that building a full HR and recruitment system is a long-term challenge, which is greatly complicated by the ongoing civil conflict in Syria, we will work with the FSP to build on the work done to date around job descriptions and recruitment processes. Such processes, even in their most basic form, must be in place to ensure the FSP is transparent and publically accountable for how it selects its officers.

Police Response Unit (PRU): To help the FSP support stabilisation, crisis response and maximise opportunities for expansion, we will support the FSP to train and equip a cadre of specialist FSP officers to provide an expansion capability. As long as minimum engagement conditions are met, this force would deploy at short notice to enable stabilisation and support the delivery of governance and humanitarian assistance.

Community Engagement

> **Which services and requirements indicated in the SoR does this component address?**
>
> Activity 1 - Stakeholders; Activity 2 - Capacity Building and Training; Activity 3 - Material Assistance; Activity 4 - Transparency, Accountability, and Human Rights Mechanisms; Activity 5 - Supply and Demand Side Community Engagement

To mitigate the risk of FSP stations becoming disconnected from their communities, a key early design feature of AJACS has been Community Security Working Groups (CSWGs): Temporary consultative bodies (visualised in the adjacent diagram) comprising the FSP, LAC, community leaders, and other stakeholder representatives concerned with security provision. CSWGs consult the community to draft a prioritized list of community security needs to the FSP. These priorities feed into the FSP's planning processes and operational delivery.

CSWGs are also responsible for coordination with local actors and the implementation of small, security-related grants and activities. These activities, for example street lighting or shelter construction, may lie outside the core responsibilities of the FSP but still fall under the banner of 'plural policing' in a broader sense.

The primary purpose of CSWGs has been to serve as a local responsiveness and accountability mechanism between communities and the FSP and to give communities more of a stake in the design and delivery of security services. They aim to embed the functions that an empowered 'demand side' would have, by giving residents a say over what security

services are required, a right to know what services are available and at what standard they should be delivered, and the opportunity to raise concerns if those standards are not being reached.

These objectives can be distilled down into the principles of:

- **Participation:** by increasing public participation in the assessment of local community security needs and the design and delivery of S&J services, we have helped strengthen the link between S&J institutions and the communities they serve.

- **Transparency:** by establishing a platform for dialogue and direct engagement between communities and S&J institutions, we have created the conditions for transparent communication about the content of FSP operational plans, and actions they can and cannot take to address the needs of their local communities.

- **Accountability:** by fostering demand for more responsive S&J service delivery, we have set the conditions for communities to hold the FSP and other providers accountable for the services they have committed to deliver.

For the next phase of AJACS, in recognition of maturing relationships between communities and service providers, we will maintain these principles but shift the functional focus away from the provision of grant funding towards community needs prioritisation and scrutiny of the FSP response. We will thereby reinforce our ongoing support of a participatory police planning process at the station and provincial level. CSWGs evolve to become a formal subcommittee of the LAC or a community police board, a progression that has already begun in AJACS' southern Syria pilot.

Following the four key pillars set out in our approach, the priority activities for the next phase of AJACS community engagement are follows.

Prioritising function over form: Our objective is to support the evolution of CSWGs towards LAC sub-committees or community policing boards within FSP stations. In doing so, we seek to embed local representation and accountability within the emerging civil administrative framework in opposition-held Syria. As well as mitigating the risk that the CSWG becomes a 'parallel structure' that competes with emerging governance institutions for control of resources and influence over service delivery, the transition away from standalone CSWG groups provides the necessary flexibility for community actors to incorporate the *function* of the CSWG in the most appropriate *form* for their community.

The transition away from CSWGs will happen gradually, and will likely depend on the relative strengths of – and dynamics between – the key individuals and institutions in each community. For example, where there is a particularly strong and effective FSP station commander, they would likely have the authority and reputational capital to establish a police board within their station. Similarly, a legitimate and representative LAC would likely be able to incorporate the CSWG function as a formal sub-committee of the council. Our Field Officers will have a crucial role to play in negotiating and facilitating this transition.

This flexibility is particularly important for AJACS in south Syria, where the programme faces a different set of challenges and community dynamics from the North. The community of Busra al-Sham – the AJACS south Syria pilot community – has elected to embed the CSWG function within the nascent police station to provide community input to the code of conduct and early operational priorities of the Police in Dera'a.

The gradual institutionalization of responsiveness and accountability will embed the mechanism that enables citizens in opposition-held communities to provide inputs to station plans and exercise some accountability over the implementation of these plans. Combined with the establishment of a district command layer within the FSP, we will support the creation of a tiered hierarchy of community-based policing capacity and capability.

Establishing broader and more effective community-FSP consultation mechanisms: Developing a more informed and transparent demand/supply side relationship is a 'reform' intervention, and we must take a suitably long-term view of the results that can be achieved in the lifetime of the AJACS programme. With that in mind, we will build on the achievements of the first phase of community engagement to create broader consultation mechanisms that feed into the FSP station level plan and community CSAP process.

During town hall meetings where CSWGs gather feedback on their lists of priority needs, we would seek to ensure that the FSP stations present their station plans and Code of Conduct, and articulate what they can and cannot do to address the needs of the community. This will ensure that communities' expectations of their FSP station are grounded in reality, and that community needs are incorporated into FSP station plans. The opportunity to provide some inputs into station level plans would also incentivise ongoing community-FSP engagement in a manner that goes beyond CSWG implementation of grants programmes.

Improving systems for information sharing between communities and the FSP: Developing a more systematic process and timetable for communities to review FSP actions against their commitments is critical for the next phase of AJACS. We will develop basic, minimum standard processes and procedures for two-way information sharing for all FSP local stations with their community. The goal is to shift FSP-community dialogue and information sharing towards being more service delivery focussed and linked to the core deliverables for Level 1 FSP performance standards, including adherence to the code of conduct and mission/vision/values statement, statistics around patrols and investigations and the management of stipends and equipment.

Increasing the effectiveness of communications campaigns for S&J service providers: We will provide further training to our field officers to support FSP and Local Council communications efforts via social media and online news outlets. Doing so will increase local understanding of the roles and responsibilities of moderate security and justice institutions and publicise and cultivate more positive images of their service delivery activities.

Broadening the thematic scope of CSWG needs assessment and activity planning: In the next phase of AJACS implementation, we will work via our field teams to broaden the thematic scope of CSWG consultation. This will produce initial community security needs assessments – and associated action plans – that specifically reference gender inclusion, marginalised people, IDPs and youth issues, as well as civil registry services, justice mechanisms and associated awareness campaigns.

Access to Justice

> **Which services and requirements indicated in the SoR does this component address?**
>
> Activity 1 – Stakeholders; Activity 2 - Capacity Building and Training; Activity 3 – Material Assistance; Activity 4 – Transparency, Accountability, and Human Rights Mechanisms; Activity 5 – Supply and Demand Side Community Engagement

To date, AJACS support to the justice sector in Syria has focussed on recovering civil registry services: the issuing of documents for births, marriages, deaths, family books and other vital identity documents. These services are an essential building block for policing, justice and every other aspect of life in Syria. Donor red lines and risk thresholds have so far precluded engagement in other parts of the sector, including alternative dispute resolution mechanisms and criminal and transitional justice. We have conducted extensive research in these areas and are prepared to expand programme engagement, should conditions allow.

AJACS supports eight Civil Registry Centres (CRCs) in Aleppo and six in Idlib. The core objective of this support is to provide Syrians with access to the services and documents outlined above, back up vital documents and data and enable the retrieval of documents or data from multiple locations. The system of civil documentation is designed to preserve and recover Syrian structures where possible, and be fully compatible with the work of other donor funded civil registry efforts.

To oversee the work of CRCs, we will continue to support the National Documentation Office (NDO) – a Gaziantep based, Turkish registered NGO – staffed by Syrian lawyers, judges, finance and administration staff. In addition to developing and reviewing national level policies and procedures for civil documentation, the NDO provides general coordination, financial management and M&E oversight of the CRCs, and advocates around documentation issues at a national and international level. The organisational structure of the Civil Registry System is as follows.
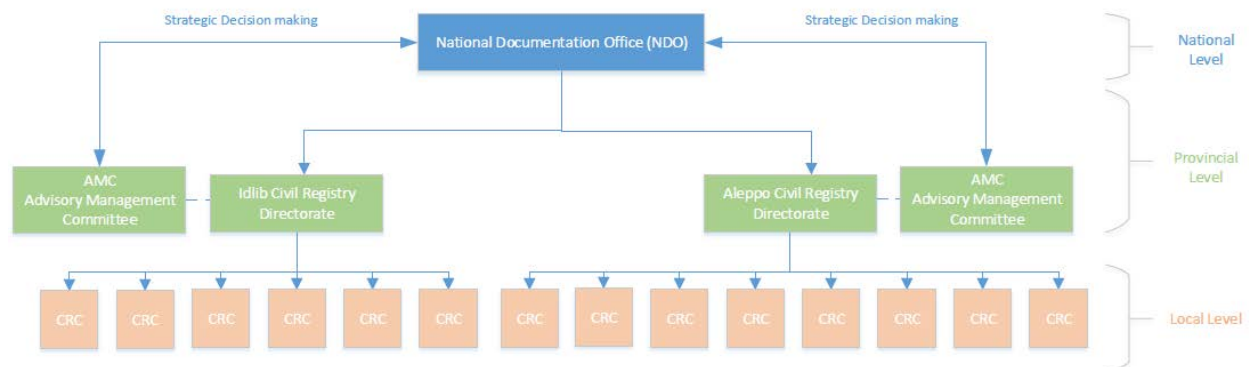
Before the conflict, local Civil Registry Centres reported to Provincial Directorates. The National Directorate for Civil Affairs – part of the Ministry of Interior – assumed overall responsibility for the delivery of civil registry services. We have sought to recover this pre-existing political and management structure as much as possible. In the absence of a viable national level government, opposition bodies (most notably the National Coalition) have mandated the NDO and provincial management committees to make decisions where appropriate, and to develop mechanisms for coordination across provinces, and internationally if possible.

Our work in the justice sector thus far has sought to achieve consistency or convergence with the government structures of pre-2011 Syria, and streamline the processes and procedures of service delivery. In the new contract period, we will use the four pillars of our approach – recovery & reform, accountability and responsiveness, demonstrating successful service delivery, and technical/geographical expansion – as a framework for dividing AJACS support to the justice sector across the following lines of effort:

> Consolidating existing recovery and reform efforts of:

>> Civil registry institutions;

>> Civil registry policies, processes and procedures;

> Expansion of existing activities into new geographical areas;

> Expansion into new technical areas.

Institutional Consolidation

Strengthening the internal management capacity of the NDO: Over the course of the new contract period we will progressively shift funding of NDO from direct payment of staff salaries and expenses to a monthly lump sum transfer to the NDO as its internal structures, processes and procedures become ready. This delegation of authority will ensure the NDO becomes more effective and sustainable as an institution.

Establish a representative board structure for the NDO: The intention here is to create a board of stakeholders to advise and oversee the work of the NDO. The board structure would be an effective way of integrating civil society stakeholders into the NDO governance structure, and is part of our effort to fully integrate the International Legal Assistance Consortium (ILAC) – another implementer supporting civil documentation work in Aleppo – into the Civil Registry management structure.

Policy, Process and Procedural Consolidation

Strengthening monitoring and control over issuance of valuable documents: We plan one or several workshops with NDO, Aleppo and Idlib advisory committees and the Civil Affairs personnel to design and implement identity verification and security procedures to enhance verifiability and reliability of NDO-supported documents. We have had no issues with reliability to date but given that the demand for NDO/Directorate documents has grown rapidly since October 2015 we prefer to strengthen safeguards before any issues develop.

Document Facilitation at the Turkish-Syrian Border: Statistics from the first six months of the intervention show strong and growing demand for documents issued from AJACS-supported civil registries. Part of this demand is from refugees currently in Turkey seeking documents from inside Syria to support legal filings inside Turkey. Currently, personnel from management office for the civil registries in Aleppo carry requested documents over the border on an ad hoc basis in response to applications received. We propose to support up to three new staff members for NDO based at the Syrian border near major refugee populations, who would receive and review document request applications from Syrians in those areas, transmit those requests to the appropriate civil registries inside Syria, receive the requested documents at the border and then provide to the applicant. This adjustment would dramatically increase the responsiveness of CRC service delivery for Syrian refugees – where community security and justice needs are often particularly acute.

Geographical Expansion

We will conduct further research to determine how permissible the environment would be to rehabilitate and support civil registry services in Dera'a, Homs, Hama and Rif Damascus. Of these locations, the fact that AJACS has initiated police and community engagement activities in Dera'a suggests that supporting the delivery of civil registry services in that province is the most viable and appropriate expansion option for AJACS to prioritise.

Technical Expansion

Progress on civil documentation offers opportunities to expand AJACS involvement in other areas of justice. We have worked with our Syrian partners to identify opportunities for technical expansion, as part of a wider effort to develop a unified vision of how justice services could be organized and supported in opposition Syria. With the consent of the secretariat, and development of suitable engagement criteria, AJACS would support critical justice services, starting with lower risk activities in lower risk areas, and expanding the engagement as circumstances permit.

Legal notarial services: These include such services as notarizing legal documents, and recording significant real or moveable property transactions. As with Civil documentation there is a clear need for notarial services in opposition held Syria – it is a keystone service upon which other justice activities rely. We would identify, vet and train 1-2 notaries for each CRC, to work alongside the personnel currently providing civil registry services. An administrative separation (designated as the "Directorate for Notarial Services") would reflect the different legislative authorization, and as with the civil registrars, the notaries would be answerable to the Provincial Advisory Committee and the NDO.

Property Documentation: The Syrian property documentation system is another area of significant need. Under the law, property records are maintained by the local council or Ministry of Agriculture, depending on location and nature. Many of these records are at risk due to war. Only one international actor, The Day After, funded by Denmark, is currently backing up at-risk property documents, and the need far exceeds the current resources of TDA. No international actor is engaging with preservation of land record systems in a systemic fashion, although some programmes are supporting specific land registry offices through support to local councils. AJACS would work with TDA, UN Habitat, and any others involved in the sector to develop a coordinated approach to preservation of both land records and the land records system. AJACS would focus its own efforts on support for current operations and improvement in function of existing land registry offices through stipends, equipment and capacity development.

Judicial Records Recovery: Judicial records relate to criminal records of past court judgments. Under Syrian law, retention of these records is a function of the Ministry of Justice. Many of these records have been lost or destroyed in Idlib and Aleppo. Possession of these records in a searchable format would be an invaluable resource to AJACS-supported security and justice structures. CRCs already perform a recovery function for civil registry documents, so would be

capable of expanding to the recovery of judicial records with relative ease. There are several other actors – most notably the Commission for International Justice and Accountability (CIJA) - involved in judicial records recovery; we have engaged with CIJA and remain ready to cooperate further at the direction of the donors.

Civil Status Review Board: Syrian law only permits CRC employees to enter data and issue documents in accordance with the letter of the law. To grant exceptions (such as late registration of a birth) or to correct errors, the issue must go in front of a specialized court, the Civil Status Review Board. We would therefore seek to recover this function by conducting a detailed assessment of how this court function operated, and consult with our partners on how to feasibly and practically support a Civil Status Review Board in the current context, and start stipends and operational support to review board staff (pending donor approval).

Medical Examiners: This service is an expert function that administratively falls under the Syrian Ministry of Justice. The function is analogous to a public medical examiner or coroner in most countries. Medical examiners have the authority to pronounce someone deceased, determine cause of death, determine that death warrants investigation, collect forensic evidence, and testify in court. The service fell apart in northern Syria in 2012 and the FSP, civil registry employees and other AJACS partners repeatedly identify its absence as a serious problem. After agreeing with the donors and our Syrian partners the most viable and appropriate way of supporting medical examiners, we would seek to pilot support to a small number of them, potentially attached to an FSP district command. If we could demonstrate the effectiveness of this support, we would seek to expand the role of medical examiners more across a wider geographical area.

Prosecuting Magistrates (Niyaba): Niyaba are the key interface between the Syrian Police and Judiciary. They assume specialised functions including: leading investigation of criminal cases; ordering/authorizing pre-trial detention beyond 24 hours; ordering/authorizing search and seizure; ordering release of suspects from police custody; preparing/presenting criminal cases at trial and supervising custody (by Ministry of Interior) of post-trial convicted persons.

Historically, Niyaba have been the primary legal institutional check on police action, so there is a clear need to support the recovery and reform of this function. We would conduct a detailed assessment to determine what is left of the pre-war Niyaba, and where Niyaba are still working to assess the political context of those officers. We would then solicit views from AJACS partners and other Syrian institutions on how support for Niyaba might be structured, and – like with medical examiners – seek to pilot support to a small number of Niyaba who are attached to a district FSP command.

The Supreme Judicial Council: General Shallaf, of the Aleppo FSP, cited a permissible and functioning court as a key missing piece of AJACS engagement which would help officers under his command provide a more credible and legitimate service. Finding such a court has been complicated by the general lawlessness in opposition held communities, which has opened the door to penetration by extremist actors. JN in particular has invested heavily in moving court structures away from pre-existing law to conform to its extremist ideology. However, a complete failure to engage with the courts structure undermines the credibility of the FSP and cedes ground to EIGs. Should the policy environment permit, we will explore activities in support of the wider justice system. This could consist of a dialogue with the Supreme Judicial Council (SJC) to investigate a broader engagement, specifically to see what courts are international human rights compliant and what assistance would be appropriate.

Integrated Legitimate Structures (ILS)

> **Which services and requirements indicated in the SoR does this component address?**
>
> Activity 1 – Stakeholders; Activity 2: Capacity Building and Training; Activity 4 – Transparency, Accountability, and Human Rights Mechanisms

AJACS-supported structures and institutions operate in an extremely complex political and security environment. The absence of national-level executive legislative and judicial oversight bodies means there are structural limitations and shortcomings inherent in the level of service delivery that the FSP and CRCs can achieve. Some of these problems are beyond AJACS' control. Nevertheless, the programme has the opportunity to support our partners to recover and preserve pre-existing policies, procedures and services that are fit for purpose, and work on reforming those that are not.

As part of this process, AJACS Syrian partner organisations have the chance to formalise and integrate themselves into an emerging alternative institutional framework, which is distinct from that of the regime by being more community driven, accountable to citizens, and abiding by international human rights and gender equality standards.

As demonstrated throughout this section, the ILS concept of recovery and reform permeates the approach and methodology of all other AJACS technical components. The ILS focus on institutional integration at the provincial and national level also means that it acts as an 'umbrella' across the police development, community engagement and access to justice work.

During the next phase of AJACS, our goal is to continue preparing our partner institutions to be part of a broader cohesive and resilient moderate opposition that could serve as a viable alternative to the regime and extremist groups, thus preparing them for a post-conflict political transition.

Recovery and Reform

The diagram below outlines the different levels of governance at which AJACS seeks to support institutional recovery, reform, formalisation and integration. It is compatible with the Level 1, 2 and 3 approach to capacity development of the FSP that we have put forward as part of the Expandable Policing Model in the police section of this methodology, and with the local, provincial and national framework for civil documentation we are currently supporting. Our ILS work will identify and explore opportunities for recovering national-level police oversight functions in the form of a General Directorate as well as further opportunities for integration between provincial policing, civil documentation and council bodies. The governance structure outlined is, crucially, consistent with the legal structure of government in Syria pre-2011. Maintaining this consistency will help prepare all our Syrian partners – in northern and southern Syria – for incorporation into a future transitional government.
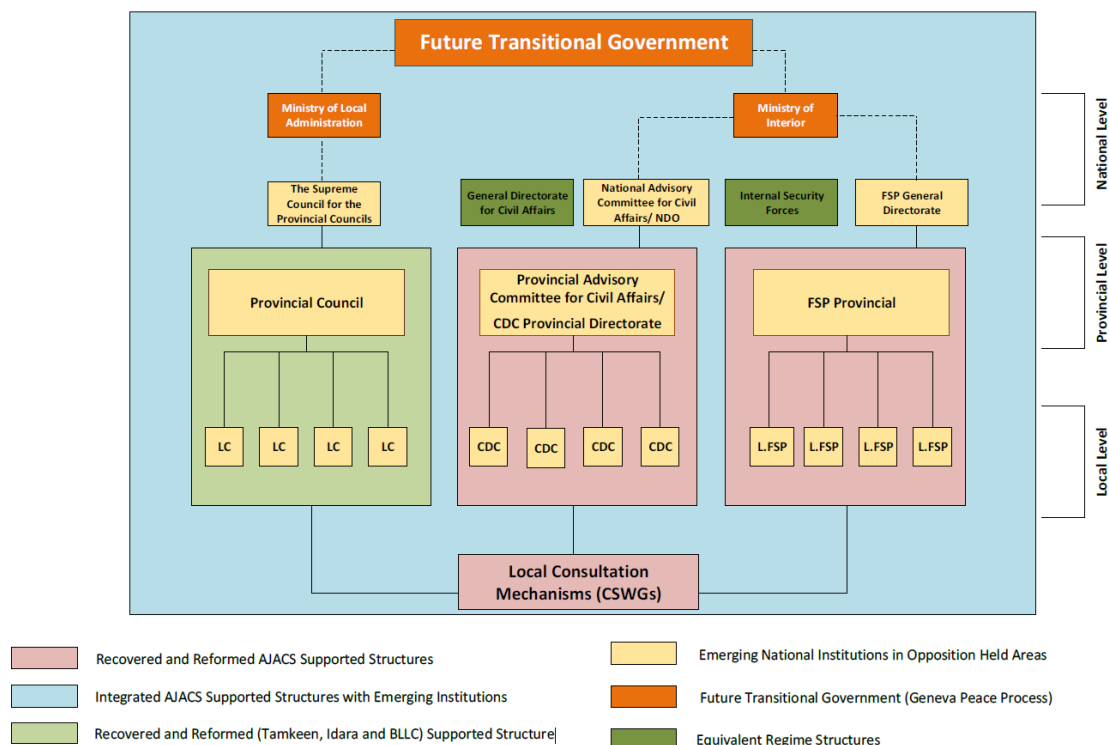
Recovery

Recovery of physical locations, former structures and functions will enable citizens to perceive services delivered as a continuation of former state justice and security services, but managed by the opposition. It will also enhance the institutional capacity of these structures and facilitate integration with emerging institutions.

> Rehabilitate and use (where possible) the same physical locations of justice and security institutions prior to the conflict.

> Recruit former employees who have knowledge of and experience within the previous system and train new employees on existing laws, procedures and processes. Recover internal organisational structures, services, and functions to avoid unnecessary alienation from former structures, and allow flexibility to survive the current challenges generated by the conflict.

> Support the standardization of recovered structures and functions, including procedures, processes, tools and systems across the institutions.

Reform

While expectations of reform should be modest during the on-going war, the conflict provides an opportunity for AJACS-supported structures to distinguish themselves from regime institutions. In the process of reforming, we will encourage our partner institutions to focus on the following:

> Local ownership: enhance public participation in and support for other local entities (LAC, CSOs, and other civilian institutions)

> Good governance: focus on enhancing accountability, transparency, legitimacy, professionalism and adherence to international human rights and gender equality standards.

> Responsive Service delivery: shift the attitude of service providers from being authoritative to being responsive to community needs (e.g. FSP attitude from being a law enforcement entity into a civil services provider).

> Management and sustainability: focus on the establishment of effective and sustainable financial management systems, Human Resources systems, and training programmes to strengthen middle management. The goal would be

to reduce power concentration at the top of these institutions and promote a culture of teamwork and delegation of responsibilities. Training programmes should target the leadership (focus on the importance of delegating tasks) and lower level employees (to empower them to participate in decision making).

Below we outline the recover and reform activities we will undertake at each level of governance during the new contract period.

Local Level

Growing numbers of citizens have turned to alternative forms of community security and justice mechanisms based on Syrian law (supported by AJACS and other programmes). To maximise the effectiveness of these mechanisms – and enable them to compete for operating space with extremist-led service delivery actors – we would undertake the following activities during the contracting period:

> Facilitate the signing of agreements both between and among AJACS-supported structures (FSP Stations CRCs and CSWGs) and other institutions (Local Councils and other civil institutions such as Syrian Civil Defence). When possible, agreements will reflect the nature of the relationships between the various actors under the former Syrian system: recovering the institutional relationship among these actors and reforming it where necessary. These agreements may define the relationship (roles and responsibilities) and the procedures to be followed for more effective coordination. We will provide technical assistance to ensure agreements are detailed, written down, disseminated and clearly communicated to all involved actors.

> Increasing levels of local participation in S&J initiatives and supporting a more informed and transparent supply/demand side relationship are key reform objectives for AJACS. We will build support with our partners, and other programmes, for the AJACS effort to better utilize CSWGs as platforms for information sharing, needs assessment and coordination between governance, security and justice actors.

> In addition, we will encourage and monitor levels of inclusion of marginalized and displaced groups including Syrian Civil Defence, CRCs, and marginalized groups in CSWGs.

Provincial Level

We will further facilitate the integration of AJACS-supported structures at the provincial level by fostering agreements to define the relationship among AJACS supported structures and between these structures and other institutions at provincial level, including Provincial Councils. This is a key recovery/reform objective for AJACS. Despite institutional weakness of the Provincial Councils, they are important to AJACS programming insofar as they do partially fulfil a legal role vacated by the central government. In the justice sector, we have found that the "Provincial Advisory Committee" concept, including the president of the PC, FSP provincial commander and member of judiciary is an institutional structure that is accepted as legitimate. Successful integration agreements could be replicated in the South, where AJACS is seeking to support a security and justice institutional framework compatible with that developing in the north.

We will also improve the engagement of AJACS supported structures with other entities and CSOs, whose endorsement is essential for stronger integration. Joint committees similar to the PAC could be established where AJACS supported structures coordinate and collaborate with other entities to enhance security and justice service delivery.

National Level

We will support the effort of the FSP and NDO to establish organisational layers that sit above the provincial level (See above diagram). The FSP have proposed the establishment of a General Directorate and NDO proposed the establishment of a Board of Directors structure to guide and oversee the direction of CRC services in Syria across different implementers.

We will support our partners to develop strategies based on different scenarios in order to prepare for integration at the national level. Security and justice structures that are community based, less centralized, with no political or ideological dominance, and responsive to international human rights and democratic principles will be more likely to receive international support and recognition.

Preparing for Transition

If the currently faltering Geneva negotiations between the regime and Higher Negotiations Committee (HNC) gain traction and produce an agreement and roadmap for political transition, AJACS' Syrian partners will need to contribute to the process of rebuilding state institutions and social contracts after a protracted and brutal civil conflict. Doing so is essential for both the security and stability of the Syrian successor state and for wider regional and global security. In these respects, AJACS is not an end but a means to contribute to future stability and development in Syria.

We will support our partner institutions to make the necessary preparations to influence the process of disarmament, demobilisation and reintegration, and the necessary security sector reform during a future transition. During this process, political tension among competing entities (current regime or opposition forces) will increase once negotiations over the integration of security and justice sectors in the future governance structure begin. Thus, relevant Syrian opposition actors, including the Syrian Coalition and HNC should be kept updated on AJACS-supported structures.

Communications

Which services and requirements indicated in the SoR does this component address?

Activity 4 – Transparency, Accountability, and Human Rights Mechanisms; Activity 5 – Supply and Demand Side Community Engagement

Building trust between Syrian communities and S&J service providers and consolidating moderate S&J provision vis-à-vis that of extremist groups remains a challenge. While AJACS has seen improvement in the public perception of both the FSP and the CDCs, there is still considerable work to do. Of particular concern is the trust and access gap for women, minorities and IDPs. Fewer than 4% of women stated they had approached the FSP with a complaint. IDP populations are even more vulnerable due to a lack of social cohesion and dislocation and even more in need of policing and documentation services.

Addressing the communications challenge requires working though trusted community-based organizations and councils as well as S&J providers. We have assembled a four-strong in-house communications team to support our Syrian partners – primarily the FSP, CSWGs and the NDO – to develop communications and messaging to local communities, as well as creating and maintaining positive and effective relationships with Syrian opposition media outlets.

Our communications support to Syrian partners will directly address publicising and cultivating positive images of moderate security and justice institutions; increasing local understanding of the roles and responsibilities of security and justice institutions and stakeholders, and contributing to the accountability and transparency of moderate security and justice actors. Our priority communications activities for each component during the next contracting phase are as follows.

Police Development: Effective and regular FSP communication with communities constitute the core of accountability and legitimacy. During the current phase of AJACS, the Aleppo FSP command and various FSP stations have experimented with communication mechanisms including posting incident reports on Facebook, holding regular meetings in public spaces, and providing security updates and interviews on local radio and internet.

As part of the increased standardization of policing efforts, in the next contract period AJACS will support the provincial FSP commands to review the communications efforts of all stations and develop a suite of standard public outreach mechanisms. These will include the presentation of local crime statistics, the FSP Code of Conduct, an ombudsman/ complaints system, service delivery commitments from station level plans and cooperation between the FSP, LACs and other S&J service providers. Different issues and messages will be addressed at provincial, district or station level, and dedicated messages and channels will be made available for women, IDPs and marginalised groups. We will also support the FSP to effectively engage Syrian media in-country and in the diaspora as well as international media.

Community Engagement: Communications support to CSWGs has been critical in the first phase of AJACS. CSWG workshops and media appearances (for example in the newspaper Moubader) have made the collaboration and responsiveness of S&J providers, LACs and communities to be more visible to Syrians. Our careful use of Arabic branding in the field has ensured the programme has assumed a Syrian identity. At the same time, we have deliberately maximised the use of LAC and FSP branding around our community engagement activities, to avoid creating the impression of CSWGs as parallel structures that compete with established governance institutions for control of resources.

Going forward, we will provide further communications training to our Field Officers, with the objective of developing basic minimum standard processes and procedures for two-way information sharing between communities (including marginalized groups) and FSP stations and CRCs. We will support public information campaigns to raise awareness of the FSP and the community's role in security with a special focus on women and IDPs. As well as increasing community understanding of the services they can and cannot expect from their local providers, training will support the process of incorporating the function of CSWGs (as an accountability and representation mechanism) within LACs or FSP stations.

Access to Justice: AJACS communications efforts to date have focussed on supporting Civil Registry Centres to advertise their opening hours and the services they provide. We would maintain this support during the next phase of AJACS implementation, especially for CRCs in Idlib and new areas of Aleppo, emphasising the availability of civil registry services for all population groups. In addition, we will expand our communications support to the NDO, with the objective of further highlighting its status as a coordination mechanism across multiple donor-funded civil registry programmes.

If conditions permit AJACS to expand into other areas of the justice sector, communications support will be of critical importance to raising awareness of new services. Issues of criminal or transitional justice may become increasingly important during the next phase of AJACS. Although documentation of regime transgressions is not part of the NDO's mandate, it must be prepared to coordinate with opposition institutions engaged in this activity. This would be part of a greater AJACS communications effort to support partner institutions to form a coherent position on security and justice sector reform priorities as part of a political transition process.

Monitoring and Evaluation (M&E)

The established tools for managing the quality of our work are incorporated into our existing M&E framework. This framework sets out the standards that our technical outputs should meet and the outcomes that those outputs seek to

achieve. Importantly, the M&E framework puts the quality of technical output in the context of the project's objectives and therefore links quality firmly to relevance. The AJACS M&E system will assure that the process for tracking, monitoring, evaluating and reporting the success and process of AJACS is tailored and adapted to a rapidly changing environment. Via our established field monitoring team we will verify reported activities and determine results and changes in attitude and behaviour relating to AJACS activities among partners and beneficiaries. This is an essential function of the required fortnightly, quarterly, midterm and final reporting framework.

Logical Framework: The logframe is the key M&E and performance management tool on the programme. It presents quantitative and qualitative output, outcome and impact targets for each technical component over a defined period, against which the donors judge results and performance. Currently AJACS has four outputs, one for each component, four intermediate outcomes, one outcome and an impact statement. As part of the transition to a new AJACS contract, we propose a full log-frame review with the donor secretariat to assess the wording of targets and indicators and adjust them where necessary to ensure the logframe reflects the realities with which AJACS is engaging on the ground.

Theory of Change: Without a well thought out Theory of Change, the basic underpinning of how we expect our inputs and activities to translate into results will be absent. Similarly, without understanding the causal relations between outputs and outcomes – and the evidence and assumptions to support these relations – our ability to effectively monitor and evaluate the project will be limited. During the transition period from the current to the new contract, we propose a workshop to review the AJACS Theory of Change, following which we would present suggested logframe and ToC edits to the secretariat and third party monitor, which evidence causal links between outputs and outcomes, and highlight assumptions. The intended result of this exercise is for the AJACS ToC to play the more active role in strategic management we believe a programme of this complexity requires.

Output Indicators: Output indicators, some examples of which are below, track the technical and material assistance provided by AJACS to our Syrian partners. We currently measure this assistance routinely. For the past 20 months our Field Monitoring Officers (FMOs) have measured and verified statistics on FSP and CRC training, the volume of equipment and stipends delivered to the FSP, numbers of CSWGs formed and activities completed, and the extent of documentation between the FSP, NDO and provincial councils.

In the next phase of AJACS we will need to revise the indicators in accordance with the revisions to the logframe. Indicators will, for example, need to take into account EPM Level 1 Indicators. FMOs will visit all FSP stations every six months to complete FSP station profile observation forms and gather quantitative and qualitative data to measure performance against the FSP Level 1 policing standard. Indicators might also look at CSWGs as they transition. Alongside the existing routine monitoring of CSWG activity implementation, FMOs will focus on assessing the extent to which accountability and responsiveness are being met.

Our Access to Justice monitoring will examine developments in the NDO's policies, procedures and systems and its ability to oversee and direct the work of existing and CRCs, as well as act as a coordination mechanism with other donor funded documentation efforts. Our M&E design involves mainstreaming gender-sensitized indicators into key outputs, and disaggregating data by gender so that the programme can understand the different experiences of women and girls in the areas where we work.

Outcome Indicators: These will measure the direct effects of the delivery of technical and material assistance as laid out in the table below, They reflect the extent of capacity development and behaviour change in our Syria partners; the effect that has on their ability to deliver effective services and be responsive and accountable; and the confidence that Syrian communities have in that ability. We will measure the outcome level via field monitoring and beneficiary and partner feedback surveys, which will then be compiled into programme evaluations midway through and at the end of the programme. Impact indicators measure how and whether moderate civilian actors in Syria's opposition-held areas serve their communities as viable alternatives to the regime and extremist groups, representing a challenge to their narratives and preparing Syrians for transition by setting the conditions for inclusive, locally accountable governance.

Technical Progress Updates: In addition to the fortnightly meetings between the AJACS leadership team and the donor secretariat, we will continue to provide written progress reports that cover the salient achievements, success stories, challenges and forthcoming priorities for each technical component team during the two-week period. We also submit quarterly reports, which provide a more in-depth assessment of each component's performance against its logframe targets and evaluates the spending of the programme against its contracted budget.

Knowledge Management System: AJACS has invested substantially in an integrated Knowledge Management System that provides a single platform for storing, presenting and accessing all forms of AJACS data. Given this investment and the importance of providing value for money across a portfolio of programmes, we propose our M&E reporting continues to utilise the KMS to host outputs and outcome results, beneficiary information as well as vetting and equipment tracking and research reporting.

Inputs	Outputs	Intermediate Outcomes	Outcomes	Impact

Inputs

Technical Expertise

Methodology

Project Management

£

Outputs

1. Community Engagement

1.1 - Formation of participatory groups
1.2 - Participatory groups assess security needs
1.3 - Participatory groups define actions required to address needs
1.4 - Participatory groups implement or oversee implementation of actions required

2. Police Development

2.1 – FSP develop provincial policing plans
2.2 – FSP deliver critical policing services
2.3 – FSP engage effectively with communities
2.4 – AJACS provides FSP with appropriate operational assistance – stipends, training, equipment and organisational development support

3. Access to Justice

3.1 – Standardised Civil Registry system developed
3.2 – Civil Registry Centre personnel trained
3.3 – Stipends delivered to Civil Registry Centre personnel
3.4 – Number of civil registry records issued

4. Integrated Legitimate Structures

3.1 – AJACS-supported structures have basic, technical institutional foundations in place and they are openly available to the public
3.2 – AJACS-supported structures have meaningful engagement with non-government institutions
3.3 – Increased understanding of the roles and responsibilities of AJACS-supported structures

Intermediate Outcomes

1. Representative community groups with increased capacity to engage communities and articulate their security and justice (S&J) needs to deliver increasingly effective and coordinated S&J services

2. FSP has increased capacity to plan and deliver more effective security services, to the benefit of engaged communities, that responds to community security priorities

3. Appropriate community justice service delivery and access to civil administrative services improved

4. Relevant and more formalised security and justice structures with improved capacity to integrate into emerging institutional frameworks

Outcomes

AJACS Outcome Statement

More people in opposition-held Syria respect and experience civilian security actors that better respond to their communities' security needs, increasingly coordinating more with non-extremist led civilian governance structures

CSSF Outcome 1

Increased capacity of governance structures at local and provincial level to plan and provide key services (including education, security); improved vertical and horizontal linkages which are compatible with likely future state structures.

CSSF Outcome 3

Increased capacity of moderate opposition and civil society to build confidence, deliver improvement to peoples' lives and communicate success.

CSSF Outcome 9

Strengthened understanding and relationships between civil society, communities, opposition structures and armed groups, provide a good grounding to peacefully address the sizeable challenges of building one Syria at the end of the war.

Impact

AJACS Impact Statement

Moderate civilian actors in Syria's opposition-held areas serve their communities as viable alternatives to the regime and extremist groups, representing a challenge to their narratives and preparing Syrians for transition by setting the conditions for inclusive, locally accountable governance.

CSSF Impact Statement

Moderate Syrian structures institutions and representatives are recognised as credible, effective, legitimate and equitable, able to deliver basic services, sustain/build an embryonic economy that-will increase the resilience of Syrian communities resisting regime and ISIL abuses, and encourage/ reassure all Syrians that alternatives to extremism and Assad are viable.