

1.2.4 Methodology

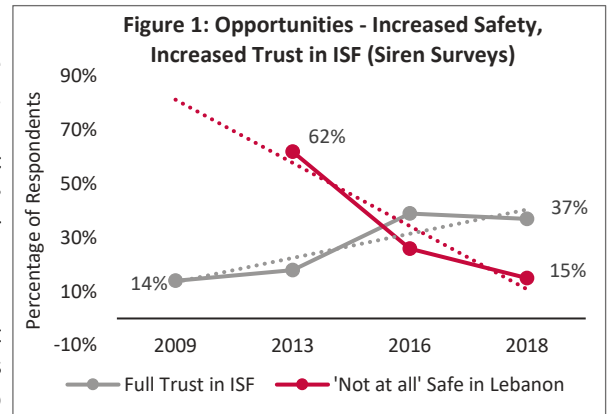
Overall Approach

Bringing dynamic, innovative, and evidence-driven solutions to the programme, Siren will help the ISF reshape and rethink its approach to policing, enabling it to enhance public safety, build trust and deliver more effective and accountable policing services. Our proposed methodology builds on ten years of experience as the main technical implementer of HMG assistance to the ISF, making Siren uniquely positioned to help deliver the ISF transition from a police ‘force’ to a police ‘service’. Siren is partnering with Integrity, who bring industry-leading monitoring, evaluation, and learning mechanisms to ensure sustainable impact to security in Lebanon and key expertise on gender and conflict sensitive delivery.

Strategic Threats and Opportunities

Lebanon’s security situation has improved since the beginning of the Syrian crisis, as the border with Syria has been largely secured by the LAF, internal conflict in Aarsal and Tripoli has been mostly neutralised, and iterative nationwide surveys conducted by Siren reveal increased public feelings of safety and security and greater confidence in the ISF (*Figure 1*). The new government’s drive to undertake difficult reforms and major donor commitments under CEDRE provide an opening to embed stability.

Despite the opportunities, key threats remain, including heightened refugee/host tensions, latent sectarian conflict, and the continued threat of terrorism. Civil unrest, catalysed by economic instability, has resurfaced as a possible destabilising factor. As the LAF continues to secure the Lebanese border, the need for a transition to normalised internal security arrangements will become more pressing. **These challenges will need to be met within a new political paradigm characterised by government austerity, public hiring freezes, and limited resources. We will support the ISF to capitalise on these opportunities within emerging constraints, providing strategic and operational support to the ISF’s transition to a more effective and accountable policing service.** Our interventions will be structured around four interconnected outcomes, captured in a programme level theory of change linked to key activities (*Figure 2, p.5*).



Outcome 1: Ministry of Interior and ISF provide effective governance to ISF strategic transition to a community-security provision oriented policing model

Threats and Opportunities: The ISF Strategic Plan 2018-2022, the ISF’s inaugural strategy developed with the support of Siren, provides the agreed framework for the ISF’s change programme over the next four years. **The proposed methodology builds on this opportunity through continued strategic support to the implementation of the ISF Strategic Plan.** A joint SWOT analysis with Siren and the head of the ISF Strategic Planning Team (SPT) identified three critical threats:

- **Donor coordination:** The newly appointed Minister of Interior and Municipalities (MoIM) has highlighted poor donor coordination as a major issue. Her vocal commitment to address this presents a significant opportunity.
- **Governance & alignment:** According to SPT metrics, administrative delays are the second most commonly cited reason for delayed implementation of the strategic plan, stemming from poor governance processes and misalignment between the annual strategic planning cycle and key corporate processes (e.g. budgeting).
- **Leadership & management capabilities:** Best practices in leadership and management need to be further embedded in the ISF command structure over the long term.

Approach: **Karin Delin (Siren)**, building on previous success assisting the ISF in developing their inaugural Strategic Plan, will continue to provide strategic guidance to the Plan’s implementation. Capabilities already established in the ISF SPT will be effectively transferred to the Central Administration and Staff Units (**Activity 1**). The programme will also extend support to the office of the MoIM; at her request, assistance will target improved donor coordination around key strategic priorities of her office. Continued advising to the minister will be coupled with the deployment of a customised ICT platform capable of providing the minister with real-time visibility on key indicators, project progress, and analytics relevant to her office (**Activity 2**). Support will enable the ISF and Lebanese government to better align internal capabilities and donor activity with the organisation’s efforts to become a more responsive, community-oriented policing service.

Outcome 2: ISF responds to the security needs of different communities based on effective strategic and operational capabilities

Threats and Opportunities: The ISF, with the support of successive FCO projects implemented by Siren, has developed a community policing model operational across the First Territorial Company in Beirut, supported by a state-of-the-art Command and Control Centre. The success of this model has galvanised additional support from the United States Government, UNDP, and EU. The ISF are now working to roll-out the model: an additional nine police stations are included in Year 2 of the ISF Strategic Plan. **Critically, the ISF lack the capacity to effectively manage the roll-out of community policing across Beirut and the rest of Lebanon, threatening continued roll-out.** Roll-out that does not address the following threats will result in limited impact on community safety and public trust:

- **Lack of institutionalised standards.** This includes building standards and technological specifications.
- **All parties must understand the full scope of the community policing model, avoiding a sole focus on construction.** Standard operating procedures, systems and processes, and community engagement policies must be embedded at a strategic level.
- **Poor human resource management:** A recent ISF Strategic Plan progress report found that human resource issues account for 35% of delays in the implementation of the Strategic Plan, recommending ‘the ISF develop clear human resource policies’ to support community policing. Ensuring more efficient use of personnel is a necessary response to government austerity measures and hiring freezes; community expectations will remain the same despite less ISF officers.

In addition to the need for structural reforms, the ISF must respond to emergent threats, particularly in Tripoli: in a 2018 public survey conducted by Siren, 40% of respondents from the north stated that security has deteriorated in their region. Meanwhile, the potential for further terrorist activity remains high as former combatants from Syria return to Lebanon. Threats will need to be met with limited resources: Tripoli has less than half the per capita manpower than Beirut, with each officer managing three times as much crime.

Approach: In recognition of the geopolitical importance of Tripoli to internal security in Lebanon, Siren will spearhead roll-out expansion to Tripoli, implementing a system-wide approach (Activity 6). **Marc Maouad (Siren)**, who has led the community policing roll-out, will drive delivery, taking account of key lessons learnt (*Box 3*). Adopting recommendations from Siren’s Tripoli Security & Policing Assessment, we will establish a Command and Control Centre at Tripoli Territorial Headquarters; collocate and redesign two stations (Bab Ramel and Tal) according to the model policing standards (including disability access and women’s facilities); install Fenix™ across all police stations, leveraging the already existing automated case management system technology; and lead ‘light touch’ refurbishment to six other stations in Tripoli, prioritising detention cells and interrogation rooms. Siren, with established networks and ongoing activity in Tripoli, is uniquely positioned to deliver conflict sensitive community engagement activities, assisting the ISF to develop and deliver a Community Safety Plan with relevant local stakeholders, including Siren’s key local partner, MARCH (*Box 2*). **This approach will allow for the limited resources available to Tripoli Territorial Command to be used effectively to counter threats and respond to community needs within a rights-based framework.**

Siren will also expand current capacities in Beirut to ensure continued and improved responsiveness to community safety needs (**Activity 5**). Given the demonstrable impact of the Command and Control Centre, ISF ownership of the community policing model in Beirut is now secured across unit command. **Siren is therefore in a position to push for structural changes that transform the way in which Beirut police respond to community needs.** **Carole Alsharabati (Siren)**, Automation and Analysis Lead, will prioritise the introduction of innovative technologies that optimise police deployments tasking and coordination to make best use of existing resources, including an Automatic Number Plate Recognition (ANPR) pilot, enhanced ARCGIS mapping capabilities, and digitally-enabled patrol vehicles and officers. **Ann Collins (Integrity)**, the Human Resource Technical Lead, as part of an overarching human resource review, will provide technical leadership in a pilot restructuring of Police of Beirut current resource deployments against demand, agreed with the Chief of Police of Beirut (**Activity 7**). And Siren will leverage broad local networks to assist the ISF in delivering inclusive, representative, and conflict sensitive community safety planning at command and territorial level.

Box 1: Gender Mainstreaming

Human resource reform must address challenges to the integration of women in the ISF. Siren helped drive the initial recruitment of women in 2011 and their appointment to 30% of posts in the Ras Beirut Pilot Police Project. However, persistent challenges to full integration include re-assignment of women to administrative roles, high attrition rates, discriminatory policies, inadequate facilities, and gender stereotypes that hamper women’s control over resources. Despite support for the inclusion of women in the ISF (61% of survey respondents in 2018 thought the presence of women would improve trust in the ISF), no formal plan to address these issues exists. **Kathryn Lockett (Integrity)**, Gender and Conflict Advisor, will deliver a Gender Gap Analysis and Gender Mainstreaming Action Plan that compliments the broader human resource reform output, outlining short, medium, and long-term actions to prepare for women integration and promotion in line with best practice (including the CSSF Gender Note to Suppliers). The Gender Mainstreaming Action Plan will be launched as part of a ‘Women in Policing’ conference in Lebanon, hosted by the MoIM and incorporating similar initiatives within the Lebanese Municipal Police (UNDP project) as well as regionally, leveraging Siren’s ongoing project with women in the Jordanian Gendarmerie (**Activity 8**).

Box 2: Conflict Sensitive Community Engagement Strategy

Building on Siren – MARCH (local NGO with a strong record of peacebuilding programming in Tripoli) research on pathways of radicalisation, Siren prioritises conflict sensitive community engagement in Tripoli to address root drivers of conflict and violent extremism. Through improved community-ISF relations, we will maximise the effect of the programme on peacebuilding:

- **Enhanced capacity to detect and combat** violence through an analysis, tasking, and coordination model successful in Beirut.
- **Community engagement as a preventive mechanism:** Siren will sub-contract MARCH to implement a Young Community Leaders program with vulnerable youth to improve their communication, mediation, problem solving, and leadership skills. They will then lead joint community trust building and safety exercises, undertaken with the ISF, LAF, and municipal police.
- **Addressing economic insecurity as a root cause of violent extremism:** Utilising BEDCO, an HMG supported MARCH initiative focused on job creation and vocational skills for youth, as the construction company for refurbishment works in Tripoli.
- **Addressing detention conditions as a grievance driving radicalisation:** Begin to humanise the pre-trial detention process across the city of Tripoli as a key driver of potential radicalisation towards violent extremism.

Addressing long-term sustainability, Siren will capitalise on previous experience and established relationships to institutionalise the model standards and catalyse further roll-out (**Activity 3**). **Ziad Nasr (Siren)**, lead architect of the Ras Beirut Station and subsequent roll-out, and **Gabriel Khoury (Siren)**, ICT Lead on community policing, will work to ensure relevant standards are embedded; Siren will provide assistance to the Public Relations Department (building on a current Siren project) and Service and Operations Department to enable synergies between strategic, operational, and community engagement outputs (**Activity 4**). Roll-out will be further catalysed and coordinated by the establishment of a Steering Group on Roll-Out of Community Policing.

Box 3: Siren's Track Record Proves the Value of our Approach and Demonstrates Capacity to Deliver

Evidence of impact: Siren's proposed approach is based on evidence gathered over a decade of programming support to the ISF.

- The Ras Beirut Policing Pilot Project led by Siren resulted in **improved human resource management** (2016 Impact Assessment noted "higher productivity, given that human resources were more adequately used"), **reduced crime** (crime fell by 30% in year 1) and **increased trust in police** (21% in 2013 to 46% in 2017). It also led to **greater inclusivity**, including the first women investigators in the ISF and the **first government facility with full disability access**, demonstrating the value of the model.

Recognising the limitations of a single community policing station (due to crime displacement & lack of control over patrol resources, leading to a recent erosion of increased trust levels), Siren broadened the approach to include the development of a Command and Control Centre enabled by Fenix™, Siren's custom-built incident management and analysis software now operational across the city. The impact of this broader programme provides crucial evidence to inform our methodology:

- More **efficient and effective policing**, with over 50,000 individual and 9,000 vehicle profiles entered in the searchable automated system in 2018, contributing to increased execution of arrest warrants and crime clear-up rates.
- Greater **transparency and accountability**, as failure to execute judicial decisions now results in automatic alerts being forwarded to relevant commanders, creating disincentives for corrupt interference in the judicial process.
- A culture of **performance management and continued professional development**, as the Command and Control Centre now has a quality assurance system in place to monitor investigation reports, identify recurrent issues, and then train, mentor and, if necessary, take remedial action to sustain improvements.
- Improved **human rights compliance**, with real-time data on detention cell occupancy rates.

Commitment to lessons learned: Siren is committed to flexible programming and our methodology responds to lessons learnt.

- **Isolated community policing roll-out will have limited impact:** Greater security is best delivered via a combined approach of community policing and a command and control function, enabled by automation. As a result, Siren proposes a multifaceted roll-out approach to Tripoli, centered on a Command and Control Centre with light refurbishment across all stations.
- **Economies of scale:** Restrictions on human resources mean that roll-out should focus on identifying stations that offer potential merger of functions to allow more resources to be allocated against community demands to increase impact. Bab Ramel and Tal Police Stations, based on a combined impact / efficiency assessment, will be relocated to one structure.
- **Knock on impact:** Additional functionality should be considered during any automation effort to induce positive externalities in terms of police accountability, transparency, and human rights compliance. Fenix™ will be rolled-out across all Tripoli stations, with further functionality accounting for women and juvenile custody procedures (*see Outcome 3 Approach*).

Outcome 3: ISF provides policing that is human rights compliant and accountable to citizens and the rule of law

Threats and Opportunities: Overcrowding and detention remains the preeminent threat to human rights in Lebanon. Occupancy rates in prisons regularly exceed 250%; police station detention occupancy rates have exceeded 600%. Recent deaths in custody threaten to undermine the ISF's transition towards an accountable policing service. Commitments from the ISF and MoIM to address this issue present an opportunity. Siren's Framework for Reducing Overcrowding, commissioned by the British Embassy Beirut (BEB), provides an evidence-base for addressing drivers of overcrowding and improving protection of vulnerable groups:¹

- Pre-trial detention, which accounts for approximately 65% of all detainees, is the main driver of overcrowding.
- Overcrowding puts women and juveniles at increased risk of human rights violations, as they are detained alongside men, overseen by male staff. The ISF Director General has issued a memo that requires all regions to establish separate detention facilities for women and juveniles; there is a clear opportunity to support this with considerable potential impact.²
- Human rights principles are not yet effectively mainstreamed across the ISF, and more must be done to quality assure all training delivery for basic human rights compliance and develop specific competencies around key human rights issues.

There is a strong need to continue to improve accountability and transparency measures. In successive public surveys conducted by Siren, corruption and political interference have remained the key drivers of mistrust in the ISF. Despite efforts to improve citizen reporting mechanisms, public uptake remains low, driven by persistent beliefs that complaints will not be effective.

Approach: Declan O'Brian (Siren), who produced the Framework for Reducing Overcrowding and leads on support to the ISF Human Rights Division, will leverage existing ISF capabilities and established relationships across the criminal justice sector to introduce practical interventions that address drivers of overcrowding and deliver positive human rights impact.

¹ The findings and conclusions regarding pretrial detention are further corroborated in an internal Ministry of Justice report by Judge Raja Abi Nadr, Head of the Prisons Directorate: *Pre-Trial Detention in Lebanese Prisons* (2017).

² Memo no. 9589 dated 7/2/2018

At the request of MoIM, Siren will develop a National Action Plan to Reduce Overcrowding (**Activity 9**). This will be underpinned by several pilot projects to reduce delays in the pre-trial detention process, including expanding the Police of Beirut incident management system to the prosecutor's offices, developing a fast-track system for first time drug offenders, and piloting a video-link system between the Roumieh courthouse (already established, not in use) and the Mount Lebanon Justice Palace in order to alleviate ISF resources while ensuring due process for detainees (*Table 1*) (**Activity 10**). We will also assist the ISF in designing a model approach to the management of women and juvenile detainees, implemented in Tripoli as part of broader roll-out (**Activity 11**). Siren will continue to drive human rights mainstreaming in the ISF, supporting Academy quality assurance processes and expanding already-established inspection capabilities and automated tools to the Anti-Torture Committee, maximising value for money (**Activity 12**). Siren, capitalising on the new MoIM demands for greater accountability, will also ensure that the public complaints system is launched and that automation is extended to her offices (**Activity 13**).

Annual escort missions from Roumieh Prison	=	~ 6,000
Roumieh Prison Escort Section Personnel	=	103
Monthly number of detainees not escorted to court due to lack of staff & vehicles (03/19)	=	221
Percentage of cancelled escort missions due to unavailability of staff and/or vehicles	=	50%

Outcome 4: ISF works effectively with other security agencies to counter public safety challenges and respond to security threats

Threats and Opportunities: The ISF and other state security actors must address multiple threats to public safety, including the recent increase in public order incidents, clear weaknesses in the ISF's ability to effectively respond, and a lack of joint critical incident planning between the LAF and ISF. There is also a need to respond to the strategic opportunity presented by the LAF securing the northern and eastern border and prepare for the long-term transition of internal security responsibilities to the ISF. **However, given current austerity measures and high pressures on existing ISF resources, this transition cannot focus on replacing LAF deployments with ISF deployments.** Instead, novel approaches to policing, combining community driven safety planning with innovative technologies, must be used.

Approach: **Robert Broadhurst (Siren)**, former Metropolitan Police Service Commander, will expand the Public Order Manual of Guidance (developed under the current programme) to include interagency operability with the LAF on critical incidents (**Activity 14**). The BEB, having spearheaded both the LAF efforts to secure the border and ISF's transition, is well positioned to lead efforts at greater optimisation across state security actors. As the longstanding CSSF supplier driving the ISF's transition, Siren is eager to maximise this opportunity alongside BEB. **Jonathan McIvor (Siren)**, who has driven ISF strategic change over the past decade in Lebanon and has military and police experience, will lead the establishment of a joint plan for security optimisation; **General Njeim (Siren)**, former ISF head of Mobile Forces who initiated the current public order workstream, will provide strategic advising. Working closely with senior ISF and LAF representatives, partner suppliers of the CSSF LAF programme, and the BEB, Siren will agree a strategic framework centred on joint approaches for delivering policing differently (**Activity 15**).

Monitoring, Evaluation, and Learning

Sarah Raslan (Integrity), Programme RMEL Lead, will design, develop, and deliver research, monitoring, evaluation, and learning (RMEL) facility that ensure conflict sensitive, results-oriented delivery of the programme. Mechanisms will include **clear processes and procedures for the valuation of the effectiveness and efficiency of support delivered to the ISF** and aligned communications plan to share findings with beneficiaries and BEB. An elaborated theory of change and results framework will be delivered in support of the Programme Delivery Plan in the inception phase. Results will be monitored at both the output-level (weekly and monthly) and outcome level (quarterly) against agreed indicators, with structured learning processes built in to the reporting process at the quarterly and annual level in order to ensure adaptive programming in response to success.

Procedures will also be put in place for the evaluation of community perceptions of trust and public support of the ISF. Integrity, building on experience measuring major CSSF change programmes in conflict and post-conflict settings, will adopt a multifaceted approach to measuring public perceptions to ensure conflict sensitive, relevant delivery. Integrity will deliver a baseline, followed by quarterly atmospheric reports, which utilise a mixed-method approach combining annual public perception surveys (building on what Siren has already developed) with ongoing qualitative data collection focused on Beirut and Tripoli in order to provide up-to-date conflict analysis, gap analysis, stakeholder mapping, and community perceptions. Data will be presented as highly visual dashboards, facilitating the use of data by BEB, Siren, and the beneficiary in making strategic adaptations to the Programme Delivery Plan within quarterly SPMCs; **further support is available to ensure all survey results are adequately transferred to the ISF and to build surveying, analysis, monitoring and evaluation capabilities within the ISF (applicable to strategic planning and community engagement activities).** The RMEL facility has additional capacity to produce Targeted Thematic Research in support of the programme and BEB priorities, providing a flexible mechanism to quickly explore important topics.

Kathryn Lockett (Integrity), as Gender and Conflict Sensitivity Advisor, **will be ultimately responsible for ensuring conflict sensitivity, gender sensitivity, and inclusivity throughout delivery.** This includes the design and delivery of a conflict sensitivity plan and gender plan, as well as the deployment of context-specific data collection tools within the RMEL framework. Gender-disaggregated data will be collected and key indicators will measure the implementation of conflict and gender sensitivity, ensuring the programme does no harm to any gender group. The RMEL facility will be designed to identify risks associated with conflict and insecurity and help the wider BPSP delivery team design programme interventions that avoid them.

PROGRAMME THEORY OF CHANGE

