

# 4 Approach and methodology

## 4.1 AJACS will work in challenging areas to address S&J service gaps and contribute to longer term recovery for communities

We propose three pilot sites for AJACS interventions in the first six months, being Aleppo, Idlib and Latakia, although final decisions will be based on fresh analysis and rest with the Steering Committee and Secretariat. These sites represent a limited but programmatically informative range of conflict levels and actors, and the sites are currently relatively accessible. All are challenging contexts for S&J programming, with multiple actors, on-going contestation and changes to influence and control. For communities living in these areas, S&J services are typically limited to ad-hoc militia functions. AJACS will work with local stakeholders to take important first steps to stabilisation through providing structured S&J services in opposition controlled areas. In doing this AJACS will help protect communities, build legitimacy of the moderate opposition, counter incentives offered by extremist groups and help catalyse peace.

## 4.2 A flexible delivery model to manage and adapt to complex requirements

This context presents unique challenges to S&J programming, from understanding the political landscape and aligning stakeholders, to work planning under rapidly changing circumstances, and gaining physical access in areas subject to on-going conflict. Our approach addresses these constraints through:



## 4.3 AJACS will be managed a Coffey-led consortium drawing on specialist skills

Coffey will lead the AJACS programme, supported by a core consortium and network partners. Each partner adds extensive experience in governance, security and justice in Syria and FCAS contexts. This structure provides specialist skills to implement core activities, and resources for rapid scaling up or launching of new initiatives. Our

team structure has clear responsibilities, reporting and communication lines across technical and operational staff as well as corporate management. Full details of the team including our core CVs and Syrian resources can be found at sections 12 and 10. Our client liaison and escalation procedures are at section 7.

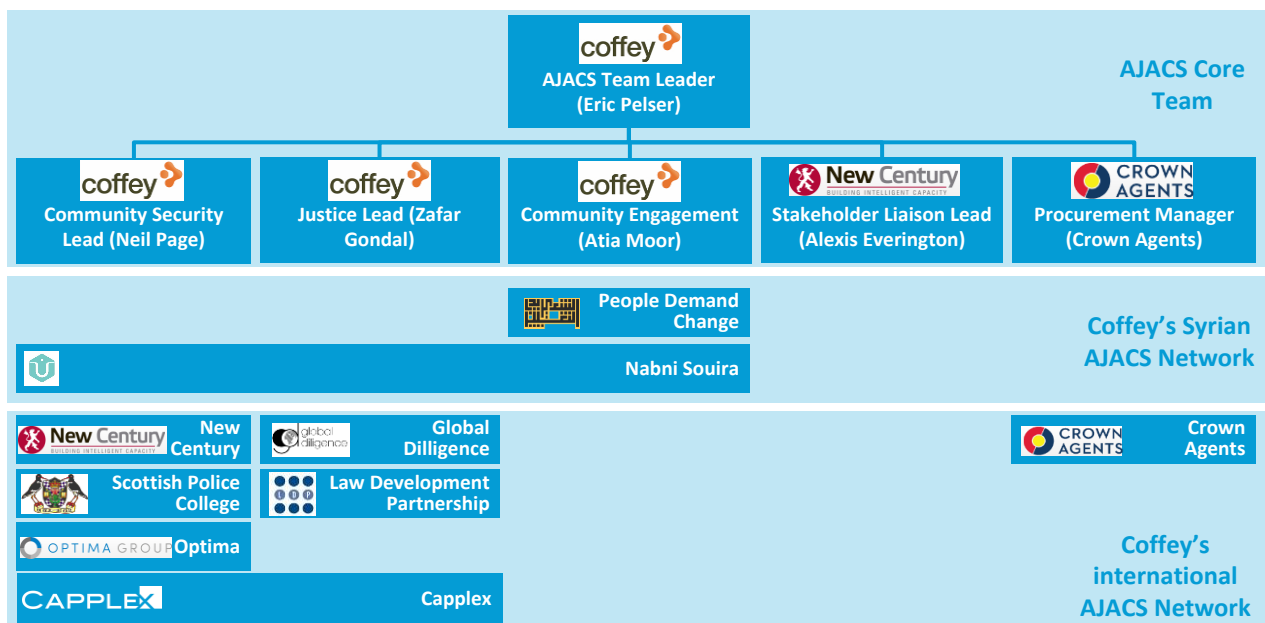


Figure 5 - Coffey's AJACS consortium

## 4.4 Our methodology to implement AJACS services through seven core outputs

Our methodology is organised around seven outputs: (1) stakeholder engagement; (2) capacity building and training; (3) material assistance; (4) transparency, accountability and human rights; (5) community engagement and involvement; (6) coordination, and; (7) analysis. Below we describe how we will deliver each output, including activities and results to be achieved.

### 4.4.1 Stakeholder engagement

For community S&J initiatives to be successful AJACS will bring together actors to be at the forefront of service planning, delivery and oversight. A disconnect exists between the IG and local actors in Syria, and S&J is a sensitive topic. Our approach will work sensitively around these dynamics. The primacy of community-level outcomes will be clearly articulated and work as a common objective around which interests can be aligned. Through good design, technical and material support, successful outcomes with pilots will progressively strengthen cohesion and build impetus to expand S&J services.

Our partner New Century engages governments and donors in some of the most challenging FCAS in the region to plan and improve S&J provision. We will draw on NCC's institutional experience through Alexis Everington, a long term senior NCC partner, and our nominated Stakeholder Engagement lead.

Our advisers will work with stakeholders at pilot sites within Syria (including Local and Provincial Councils (LC/PC)), moderate armed groups, civil society and other community groups) and off-site (principally the IG) to plan and deliver AJACS supported initiatives. Our activities under this component include:

- Given a rapidly changing context, conduct an accelerated mapping exercise conducted over weeks one to three to (a) reconfirm relevant actors; (b) re-examine political economies within and between groups,.
- As part of the handover from previous suppliers, establish contact with ICSP partners in the IG and inside Syria, and ensure momentum and relationships are sustained as AJACS inception work is completed.
- Support the establishment of an IG working group (WG), involving interlocutors under the previous phase as appropriate. Identify personnel from MoJ, MoI<sup>1</sup>, the Judicial Council and other key IG agencies to work with AJACS advisers. Jointly set WG objectives, develop a work plan, communication plan and joint input schedule.

<sup>1</sup> As and when possible – recognising that a MoI structure has been established though key personnel are yet to be appointed at time of writing.  
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- Provide on-going support to IG to: develop a basic policy and strategy framework for AJACS supported S&J functions, including budgets and an executive oversight structure; enhance sector-level dialogue with donors and other programmes; improve communication and transparency with PCs/LCs and civil society, and deepen partnership to plan and deliver S&J services.
- Working through LCs, establish local WGs as the mechanism to engage CSOs, moderate armed groups and other relevant community stakeholders at pilot sites. Provide guidance and support to WGs to plan and roll-out AJACS-supported community S&J initiatives. Foster upwards linkage and cross-representation with IG WG.
- Capacity building and technical assistance, tailored to the context of each pilot site will be provided to individual and combined stakeholder groups (see next section) to further encourage cohesion.

#### 4.4.2 Capacity building and training

Supporting community S&J functions at pilot sites will require a significant investment in structured training programmes, complemented by mentoring to the range of institutions and actors involved. Support will be needed for existing institutions, including the IG, PCs/LCs and community organisations, as well the new institutions that are created to deliver S&J services on-site, including community police, courts and legal aid centres. Our capacity building activities are categorised around our stakeholder groups, as follows:

Under FCO funding in Palestine, Coffey provided structured training to public security agencies from 2011-14. This work was led by Neil Page who will draw on this experience to lead our AJACS Community Security work.

- **Interim Government agencies.** AJACS will support the IG to develop a basic policy, strategy and oversight framework for new S&J services. It will do this through a modular development programme comprising a series of eight structured two-day training courses held every two weeks over four months, complemented by at least two days of direct technical assistance each week provided by AJACS core advisers.
- **PCs/LCs at pilot sites.** Existing local governmental agencies at pilot sites will be supported to lead on the establishment of new, or supporting existing, local S&J service provider organisations. PCs/LCs will need to hold consultative fora with local stakeholders to prioritise community needs, define the approach and organisational structures of S&J services, and select service provider participants. We will build capacity of councils to achieve this through (a) bringing representatives to Gaziantep to participate at key points in IG planning activities; (b) providing leadership and management training to small cohorts of officials from each pilot site; (c) through local consortium partner PDC, provide on-site training to council personnel on basic business processes required to support S&J service providers; (c) AJACS field staff will liaise with lead advisers in Gaziantep to provide day-to-day assistance to councils.
- **Civil society and other community groups.** AJACS will engage a host of community stakeholders to participate in S&J planning, oversight, and certain aspects of service delivery. Although most of these groups are already established, structured community S&J functions are to some a new and unfamiliar matter. We will develop capacity of community groups through: (a) working through our local partners PDC, to conduct initial workshops to raise awareness and promote participation in PC/LC led community S&J fora; (b) conduct AJACS CSO grant application workshops for key partners; (c) provide ad-hoc mentoring by AJACS field staff to support grant applications and grant-funded activity management, and; involve community groups in select training activities delivered to PCs/LCs and S&J service providers.
- **S&J service providers.** Following stakeholder-led planning processes, new S&J service delivery organisations will be established, or existing ones supported, through a structured capacity building programme led by our core advisers and supported by consortium partners and short term consultants. Topics will encompass leadership, operational procedures and cross-cutting principles of gender and human rights, and basic business functions for new organisations, including administration, financial management and human resource management. The following courses will be provided at three pilot sites over the first six months:

##### *Community safety and security service*

- A 10 day foundation course for six leaders from each site, followed by two staggered five day practitioners' courses for half of each original cohort at a time. These courses will be delivered off site in Gaziantep, with IG, LC and CSO representatives attending sessions on oversight, accountability and human rights.

- A cascading officers training programme: this will involve a 15 day Training of Trainer (ToT) course in Gaziantep<sup>2</sup> for five participants from each pilot site. Trainers will subsequently deliver a 15 day foundational course to community safety and security officers on-site.
- Trainers will go on to work as mentors and AJACS monitors. In this role they will facilitate two half day workshops each month to refresh learning outcomes, share experiences and discuss new developments. Representatives from LCs and CSOs will be invited to attend these sessions.

*Community courts* – judicial functions varied in juridical basis, reach and affiliation are already in operation at most sites. Capacity building to develop judicial institutions will therefore be based on site-specific analysis in the inception phase, followed by stakeholder-wide consultation and planning. Once appropriate structures and needs are agreed through IG and local working groups, training can include:

- A 10 day foundation course for four judges from each site, followed by two staggered five day practitioners' courses. These will be delivered off site in Gaziantep, with IG and CSO representatives invited to attend relevant sessions. The course will involve a core module on community ADR applications and methods.
- Court administrators: a cascading programme with ToT for four trainers from each site. Topics will cover legal processes, records management, basic business functions and needs identified by stakeholders.
- Our lead advisers will work through local consultants for on-going technical assistance and M&E functions.

*Legal aid services* - AJACS will build capacity of select CSOs, with consideration given to regional NGOs with relevant local linkages, to develop an open access legal representation service for communities at pilot sites. This will include support to qualified legal practitioners and in-service training covering local defense law applications, non-formal arbitration and key transitional justice issues.

*Prosecutions* – we will work with IG and local-level WGs to identify appropriate approaches, structures and personnel for a basic prosecutions function, or support existing structures where appropriate. AJACS will deploy ST expertise to provide a 20 day training course for four prosecutors from each site.

- **A flexible training facility** will also be provided to respond to ad-hoc and emerging opportunities to support new and existing partners.

#### 4.4.3 Material assistance

Material support will encompass refurbishment, equipment and recurrent funding. We will deploy a full time procurement and banking manager (through Crown Agents) to ensure delivery under this output is time-efficient and scalable as circumstances require. Material goods will be channelled through local border crossings, while options to use unofficial border points will be explored.

Our consortium partner Crown Agents are an official HMG agent for numerous MENA countries and have managed previous material support to parts of Syria. Allowing us to fully draw on this experience, Crown will provide the lead consultant for this output to Coffey on a full time basis.

For **refurbishment and construction** work Coffey, will work with the Syrian Construction Gateway, Buna, to source appropriate resources for each task and site. Buna has access to over 2,500 Syrian companies offering construction, refurbishment and equipment supply services across Syria. For **procurement and funding** we will work through Crown Agents. Crown Agents Bank will be used for the issuance of operational funds and sub-grants. Where necessary, Coffey will supplement the team with grants management expertise. We will maximise sustainability through: ensuring refurbishment and equipment is fit for purpose; accompanied by training and maintenance plans and financing; and supporting IG to link with LCs for future financing planning.

#### 4.4.4 Transparency, accountability and human rights

This output will ensure donor principles are addressed and woven transversally across all activities and results. It will further play an important part in the programme's intervention logic by building community confidence in IG and LC services, and helping to counter the incentives of extremist groups. Working through the Engagement and Capacity building activities described in sections 4.4.1 and 4.4.2, this output will involve the following activities:

- Support the IG to develop a basic executive oversight mechanism for AJACS supported community S&J services. We will also explore the option to expand this function to other IG initiatives in sector.

<sup>2</sup> Should local approval or risk issues present, we have developed a safe and effective mobile platform to support training at alternative locations in Turkey or Jordan with minimal additional funding or resource requirements.



- Foster IG dialogue and collaboration at sector level with donors and other programmes, and locally with Syrian-based stakeholders, to: (a) improve consultation for S&J policy and strategy development, and; (b) transparently share progress and performance information.
- Support PCs/LCs to engage their stakeholders in the IG as well as local actors in AJACS supported community S&J services. Promote community consultation and transparent sharing of performance information.
- With the AJACS supported S&J service providers (community safety and security providers, courts, legal aid centres), build internal oversight and accountability mechanisms into organisational structures and systems.
- With civil society, support organisations representing community interests through grants and technical assistance to participate in S&J service planning processes. Support a CSO at each site to provide an external oversight function, involving receiving complaints from the community and lobbying LCs and IG on key issues.
- With all delivery partners – build human rights awareness and rights-based approaches into training modules, and ensure protection of human rights is integrated appropriately into all policy and service planning processes.

In Pakistan Coffey oversaw an exercise to integrate human rights principles into new annual work plans of our prisons and community policing projects (DFID 2012-16). This work was led by Eric Pelser, our AJACS Team Leader. Our other lead consultants have been selected for their depth of experience in governance and cross-cutting issues on their previous assignments throughout the region.

#### 4.4.5 Community engagement and involvement

This output brings special focus across AJACS' work streams responding to interests of the programme's end-beneficiaries. It will do this through three key steps:

- **Understanding.** Through mapping and analysis we will unpack S&J issues and interests at the grass roots level in pilot sites. Our M&E functions including polling, interviews and focus groups will feed into this. Information gathered will be assessed as activities are designed. Subsequent community-level monitoring will take place throughout implementation and inform changes to activities.
- **Inclusion.** Through representative groups including CSOs, moderate militia, and other groups, communities will be actively involved in AJACS work. They are a key part of local WGs and periodically will attend IG WGs held off-site, thus participate in planning and management of AJACS-supported S&J services. We will support select CSOs to provide legal aid services to the community.
- **Influence.** Through CSOs, we will help communities to voice issues at S&J stakeholder fora, both on-site and with the IG. We will also support civil society to play a vital S&J oversight role by selecting a CSO at each pilot site to operate a community complaints handling service.

In Iraq, Coffey engaged civil society with local government to help stabilise conflict-affected areas in the north (USAID 2001-12). Coffey employed Atia Moor to lead this work. Over the last year, Atia has led a USAID programme in Gaziantep improving linkages between the IG, LCs and CSOs for better local service delivery. He will bring this experience to bear on AJACS leading our Community Engagement output.

#### 4.4.6 Coordination

Effective sector-wide coordination will help maximise what AJACS can achieve with available funds, and help beneficiaries derive the greatest value from their range of partners. Led by our Team Leader, with support from each lead adviser, our team will embed AJACS within sector-wide approach to S&J through: (a) supporting beneficiaries (through WGs) to lead on sector-level coordination; (b) facilitating the Steering Board and Secretariat with donor-level planning and review, and; (c) facilitating exchange of information between key partners. (Details of client liaison and coordination are at sections 6 and 7).

Coffey's Peacebuilding Support Programme in Pakistan (DFID 2012-16) coordinates closely with HMG and international partners to deliver client responsive S&J pilots in the northwest provinces. An in-built Research, M&E component provides analysis of the context and results to guide rapid scaling of pilots and report on results to HMG. We will draw on this experience for AJACS through our Team Leader and Project Director who both provided leadership roles on PSP.

#### 4.4.7 Analysis

Our PMU, core partners and specialist short term expertise will drive systematic research of AJACS' context, dynamics, impacts and opportunities. This will ensure the relevance, responsiveness and sustainability of our work; and provide an important information flow to the Secretariat on AJACS' progress and developments. Key products will include: vetting information; weekly progress and context status reporting; periodic analytical reporting (mid-term and end-term); and regular progress and impact studies (M&E). We will also meet ad-hoc research requests by the Secretariat. (Details of M&E are at section 8).

## 4.5 Tangible results will immediately benefit communities and lay groundwork for future expansion of S&J services

Our deliverables over the first six months are ambitious but grounded in tangible impacts for communities. These are set out along with an indicative timetable in the Appendix below.

### 4.5.1 Appendix – indicative deliverables and timetable for first six months of AJACS implementation

Item	Month:	1	2	3	4	5	6
<i>0. Accelerated inception</i>							
0.1 Mobilisation and transition - deployment, operational setup, handover from previous phase		■					
0.2 Establish working arrangements with Secretariat & Board – governance, liaison & reporting		■					
0.3 Prepare and submit to Secretariat a 6+6 month workplan*		■					
<i>1. Stakeholder engagement</i>							
1.1 Actor mapping and dynamics analysis exercise, identify entry points and stakeholders		■					
1.2 Form S&J working groups (IG and 3 x pilot sites). Convene to plan approach & activities.		■	■				
<i>2. Capacity building and training</i>							
2.1 Support IG, LCs & key stakeholders to plan & roll out community S&J services in 3 x sites			■	■			
2.2 Support CSOs & stakeholders to participate in S&J processes - TA & 6 x CSO grants		■	■	■	■	■	■
2.3 Train to 3 x 6 community police service leaders			■	■	■		
2.4 Cascading officer training - ToT to 3 x 5 trainers, who train 3 x 25 officers			■	■	■		
2.5 Modular training course for 3 x 4 judges				■	■		
2.6 Cascading training to courts - ToT for 3 x 4 trainers, who train 3 x 10 administrators			■	■	■		
2.7 TA and modular training to legal aid centre CSOs			■	■	■	■	■
2.8 Train 3 x 4 prosecutors			■	■			
<i>3. Material assistance - refurbishment, equipment &amp; salary funding to 3 x sites</i>							
<i>4. Transparency, accountability and human rights -</i>							
4.1 Supply side - internal oversight systems & mainstream into training, plans & procedures		■	■	■	■	■	■
4.2 Demand side - stakeholder fora & 3 x CSOs run external oversight mechanism		■	■	■	■	■	■
<i>5. Community engagement - participation in S&amp;J processes, 3 x CSO complaints handling</i>							
<i>6. Coordination - support Board, Secretariat and counterpart WGs for sector-wide coordination</i>							
<i>7. Analysis</i>							
2.1 Logframe, M&E framework & baselines		■					
2.1 Reports to Secretariat - weekly, mid-term & end-term		■	■	■	■	■	■
2.3 Monitoring, impact assessment, analysis of options for next 6+6 monthly workplan		■	■	■	■	■	■

\* With annexes: contextual analysis, rationale for activities, intervention logic (LF and TOC), risk management framework, communication & liaison plan, resourcing plan, 6+6 month operating budget.