

Republic of Indonesia

FY2016 Ex-Post Evaluation of Technical Cooperation Project

“The Project on Enhancement of Civilian Police Activities/The Project on Enhancement of Civilian Police Activities (Phase 2)”

External Evaluator: Ito Haruo, ICONS Inc.

## 0. Summary

“The Project on Enhancement of Civilian Police Activities” (hereinafter referred to as “Phase 1”) had since 2002 aimed to support the transformation of the Indonesian National Police (hereinafter referred to as “INP”) into a civilian police force through the promotion of civilian police activities (POLMAS<sup>1</sup>) mainly in the Police and Civilian Partnership Center (hereinafter referred to as “BKPM”<sup>2</sup>) under Bekasi Police Resorts (hereinafter referred to as “BPRs”<sup>3</sup>). Based on the results of the development of the civilian police activity model in Phase 1, “the Project on Enhancement of Civilian Police Activities Phase 2” (hereinafter referred to as “Phase 2”) was commenced in 2007. During Phase 2, the framework and system for the appropriate civilian police activities was established according to regional characteristics of various parts of Indonesia through strengthening civilian police activities at BPRs and establishing the police training system outside Bekasi area.

The purposes of Phase 1 and Phase 2 (hereinafter referred to as “the Project”) were consistent with the “National Mid-term Development Plan,” “National Police Basic Strategy,” the development needs for promoting civilian police, and the Japanese “Country Assistance Policy for Indonesia,” and the approach was also appropriate, so the Project is highly relevant. The project purpose has mostly achieved the target except for some indicators at the end of the Project. Furthermore, although “the Project on Nationwide Capacity Development of Police Officers for POLMAS - Indonesian Civilian Police Activities” (October 2012 to September 2017) (hereinafter referred to as “Phase 3”) has some influence on the evaluation results, the system for dissemination has been developed by the continued generation of the project outputs, which thereby achieving the overall goal of nationwide dissemination. From the above, the effectiveness/impact are evaluated as high. Regarding efficiency, the project period was within the plan, but the

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<sup>1</sup> Indonesian civilian police activities (Perpolisian Masyarakat: POLMAS) (See Annex 1)

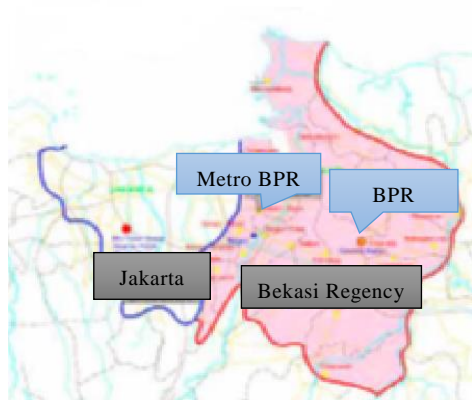
<sup>2</sup> Police and Civilian Partnership Center (*Balai Kemitraan Polisi dan Masyarakat*: BKPM). As a base for civic police activities such as “24-hour work” by shifting system, “responsible area” system, listening to residents' requests and implementing “door-to-door visits” for crime prevention advice, the project named “BKPM” was intended to make a difference with existing police station “Polsubsector.” Currently, the civilian police activities in BKPM are spread within the BPR-controlled areas, and the functions of BKPM and conventional Polsubsector have not differed. Therefore, in recent years, BKPM was unified under the name “Polsubsector” in the areas covered by BPRs.

<sup>3</sup> The target site was the former Bekasi Police Resort (the location of the current Metro Bekasi Police Resort) at the start of Phase 1 in 2002. Thereafter, in October 2004, the former Bekasi Police Resort was divided into the Metro Bekasi Police Resort (hereinafter referred to as “Metro BPR”) and the Bekasi Police Resort (hereinafter referred to as “BPR”), and both police resorts became the target sites for the Project. The expression “Bekasi Police Resorts” (BPRs) in the report refers to both Metro BPR and BPR.

project cost of Phase 1 exceeded the plan, so the efficiency is fair. Concerning sustainability, consistency with existing related policies and plans was confirmed. In terms of the organizational aspect, personnel in the BPRs have also been strengthened, and regarding the technical aspect, the capacity development of BPRs and educational institutions under the Police Education Institution in the INP has been continued by the establishment of the instructor-training system and training modules. Furthermore, since the budget for the civilian police activities of the INP and BPRs is sufficiently secure, sustainability is high.

In light of the above, the Project is evaluated to be highly satisfactory.

## 1. Project Description



Project Locations



Door-to-Door Visit by Police Officer

### 1.1 Background

For the past 30 years, the national army had been responsible for keeping security in Indonesia, but due to the decision of the National Council in August 2000, the police forces separated from the national army and were transferred to the INP under the direct control of the president. After the INP's separation and independence, maintaining national security, securing safety of residents in response to frequently occurring general crimes, and providing services as civilian police trusted by resident citizens were the main issues for the INP. In response to the request from the INP for cooperation on the introduction of civilian police activities, Japan has been offering support by providing multiple inputs through "the Indonesia National Police Reform Support Program" such as dispatching individual experts as advisors for the chief of INP and training in Indonesia and in Japan since 2002 (See Annex 1, Figure 2). As a core support component of the program, Phase 1 was implemented from August 2002 for five years based on the BPRs in the field of the organizational operation (police station activity), on-the-scene criminal identification, and communication and command control. As a result of Phase 1, improvement of technical capacity for on-the-scene criminal identification was promoted

through the establishment of BKPM, which is a base of civilian police activities at the field level. The capacity for on-the-scene criminal identification staff was improved through on-the-job training from experts, training in Japan, and so on. Based on the results of Phase 1, Phase 2 was implemented aimed at establishing BPRs as a model for civilian police and disseminating the model throughout Indonesia.

## 1.2 Project Outline

Table 1: Project Outline

Overall Goal		<p><u>Phase 1</u> System of civilian police established by police resorts and police officers is deployed throughout the country.</p> <p><u>Phase 2</u> The effective mechanism for spreading appropriate civilian police activities through police resorts and police officers in every area of Indonesia according to each regional peculiarity is established.</p>
Project Purpose		<p><u>Phase 1</u> Civilian police activities are implemented at Bekasi Police Resorts (BPRs) as a “model police resorts.”</p> <p><u>Phase 2</u> Civilian police activities for earning people’s basic trust in BPRs are strengthened as “model police resorts.”</p>
Outputs	Output 1	<p><u>Phase 1</u> Management of BPRs, model police resorts, is improved to ensure the civilian police activities.</p> <p><u>Phase 2</u> Administrative and management capacity of each commissioned officer at BPRs is enhanced.</p>
	Output 2	<p><u>Phase 1</u> Practice on on-the-scene criminal identification in BPRs is improved.</p> <p><u>Phase 2</u> The functions of on-the-scene police activities (at the Police-Citizen Partnership Center (BKPM)/Polsubsector, etc.) towards civilian police are improved at BPRs.</p>
	Output 3	<p><u>Phase 1</u> Communication and command control system of BPRs is improved.</p> <p><u>Phase 2</u> Good partnership with local residents in Bekasi and local government agencies is established.</p>
	Output 4	<p><u>Phase 1</u> Training programs in “police station management,” “on-the-scene criminal identification,” and “communication and command control” are improved.</p> <p><u>Phase 2</u> The training system in relation to police activities towards civilian police is improved in collaboration with the JICA Program</p>
Total Cost (Japan side)		<p>Phase 1: 634 million yen</p> <p>Phase 2: 575 million yen</p>
Period of Cooperation		<p>Phase 1: August 2002–July 2007</p> <p>Phase 2: August 2007–July 2012</p>
Implementing Agency		Indonesia National Police (INP), Jakarta Metropolitan Regional Police Department, Metro Bekasi Police Resort, and Bekasi Police Resort
Other Relevant Agencies/ Organizations		None
Supporting Agency/ Organization in		Metropolitan Regional Police Department

Japan	
Related Projects	<ul style="list-style-type: none"> <li>· Technical cooperation project</li> <li>“Enhancement of Civilian Police Activities for Bali Regional Project” (2005– 2007)</li> <li>“Drug Control Project” (2005–2007)</li> <li>“Project on Building a Society with a Sense of Safety in Bali” (2007–2012)</li> <li>“Project on Nationwide Capacity Development of Police Officers for POLMAS - Indonesian Civilian Police Activities” (Phase 3) (2012–2017)</li> <li>· Grant Aid</li> <li>“Project for Enhancement of the Civilian Police” (Exchange note: September 2004)</li> <li>“Project for Capacity-building of the Indonesian National Police” (Exchange note: September 2005)</li> <li>· Individual project (expert dispatch)</li> <li>“Training Course Planning/Program Coordination” (2008–2012)</li> <li>“Long-term Expert in the field of POLMAS (Community Policing in INP)” (2010–2013)</li> <li>“Advisor to the Chief of Indonesian National Police/Program Manager for Reform of Indonesian National Police” (2009–2019)</li> <li>· Individual project (country-specific training)</li> <li>“Training Course Planning” (2009–2012)</li> <li>“Counterpart Training Course on Enhancement of Community Policing (POLMAS) Activities” (2010–2013)</li> <li>“Police Organization management” (2011–2013)</li> <li>“Comparative Study of Police System for the Republic of Indonesia” (2009–2015, 2016–2020)</li> </ul>

Source: Documents provided by the Japan International Cooperation Agency (JICA)

### 1.3 Outline of the Terminal Evaluation<sup>4</sup>

#### 1.3.1 Achievement Status of Project Purpose at the Terminal Evaluation (Phase 2)

In both Phase 1 and Phase 2, the evaluations of activities of BKPM/Polsubsector by Bekasi residents and changes in police officers’ awareness of civilian police were set in those indicators. The residents evaluated to a certain degree the activities of BPRs, and the improved awareness of police officers as civilian police was observed. Thus, the civilian police activities in BPRs were evaluated as being strengthened, and the achievement of the project purpose was expected.

#### 1.3.2 Achievement Status of Overall Goal at the Terminal Evaluation (Phase 2)

Recognition of the INP was getting deeper, and the BKPM manual created by the Project was adopted as an official textbook by the Police Education Institution of the INP and Jakarta Metropolitan Regional Police Department. Moreover, the Department of Detectives and Criminals in the INP initiated approval of on-the-scene criminal identification instructors and institutionalized the examination for national certification on on-the-scene criminal identification skills. The achievement of the overall goal was expected because of the appropriate measures concerning “civilian police activities,” which were the indicators that the overall goals were being implemented.

<sup>4</sup> Since Phase 1 and 2 were implemented continuously, this ex-post evaluation refers to the outline of the terminal evaluation of Phase 2.

### 1.3.3 Recommendations from the Terminal Evaluation (Phase 2)

In order for the BPRs to develop project outputs and disseminate their own initiatives nationwide, there are issues beyond the framework of one police resort, so the following items were proposed to the INP:

- (1) Institutionalize the work management system,<sup>5</sup>
- (2) Set the national accreditation system for on-the-scene criminal identification instructors and provide technical allowance as an incentive,
- (3) Adopt officially training modules and teaching materials developed by the Project,
- (4) Utilize the BPRs as field of practice for civilian police activities (incorporate them into the training program of the Police Education Institution in the INP),
- (5) Strengthen collaboration with “Indonesian Police Sakura Association” (hereinafter referred to as “Ikatan Sakura Indonesia: ISI”) members located nationwide<sup>6</sup> for the dissemination of the model.

## 2. Outline of the Evaluation Study

### 2.1 External Evaluator

Haruo Ito, ICONS Inc.

### 2.2 Duration of Evaluation Study

This ex-post evaluation study was conducted under the following schedule.

Duration of the Study: August 2016–August 2017

Duration of Field Study: November 6–December 19, 2016, February 26–March 16, 2017

### 2.3 Constraints during the Evaluation Study

At the time of ex-post evaluation, a technical cooperation project, Phase 3, which is a successor of the Project to be evaluated, has been implemented. The main purpose of this successor project is the nationwide dissemination of civilian police activities, but it has also partly supported strengthening the function of BPRs implemented in Phase 2 (in terms of being established as a model of nationwide dissemination). As a result, it was difficult to evaluate only the effect of the target project.

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<sup>5</sup> The work management system means that police executives take control of actual on-site activities of *Babin* (uniformed police officers are allocated in villages; 57 *Babin* in Metro BPR and 187 *Babin* in BPR were assigned in 2016) and police officers in BKPM/Polsubsector, and improve capacity and motivation of *Babine* and police officers by providing appropriate supervision, instruction, and awards. Through strengthening the on-site activities, securing regional security and improving resident trust are expected to be realized by the work management system.

<sup>6</sup> The organization spontaneously established by trainees of “Police Administration Seminar” (individual project, composed of 601 members as of the time of the ex-post evaluation) who studied the concept of Japanese police administration and citizen police activities. Information exchange between members has been carried out at regular meetings.

### 3. Results of the Evaluation (Overall Rating: A)<sup>7</sup>

#### 3.1 Relevance (Rating: ③<sup>8</sup>)

##### 3.1.1 Consistency with the Development Plan of Indonesia

Consistency with the Indonesian government's laws, plans, and strategies was confirmed from the planning stage of Phase 1 to the completion of Phase 2. In addition to the following, a number of notices by the chief of INP have been issued on the promotion of civilian police activities supported by the Project.

① At the planning stage of Phase 1 (2002)

“New Police Law” (enforced in 2002)

The promotion of civilian police is clearly stated.

② Phase 1 completion, Phase 2 planning stage (2007)

“National Mid-term Development Plan” (2004–2009)

The plan aimed at the improvement of security and order, and promotion of crime reduction. The “Police Development Program” based on the plan stipulated the development of INP human resource capacity.

“National Police Strategy” (2005–2025)

Three stages of actions (trust building, developing partnership with stakeholders, and pursuing the transcendent) were announced by the INP based on public needs.

③ At the completion of Phase 2 (2012)

“New Police Law” (enforced in 2002)

“National Mid-term Development Plan” (2010–2014)

“Creation of safety, peace, and unity” was stated as one of the priority sectors, and the roles of the police were mentioned.

“National Police Strategy” (2005–2025)

The second stage of the strategy (2011–2015) intended “building partnership with stakeholders.”

##### 3.1.2 Consistency with the Development Needs of Indonesia

At the time of Phase 1 planning, the INP was separated from the national army by the decision of the National Consultation in August 2000, and the transition into a civilian police force was launched to maintain the security of Indonesia for the promotion of investment and economic stability by gaining the public's trust. At the time of Phase 2

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<sup>7</sup> A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

<sup>8</sup> ③: High, ②: Fair, ①: Low

planning, reform of the base of police operations was confirmed as being necessary for the rebirth of the INP as a civilian police force. For that purpose, it was agreed to practice civilian police activities in BKPM, which is the equivalent of the police station in Japan. At the time of Phase 2 completion, police officials pointed out that promotion of civilian police activities, collection of information from residents by the establishment of communication and command control and improvement of on-the-scene criminal identification skills introduced by the Project contributed to the reduction and prevention of complicated crimes caused by deteriorating security due to terrorism, mass demonstrations, and religious and ethnic conflicts. Police officials also suggested that the preventive aspect such as coping with little incidents eventually leads to prevention of major incidents and a reduced police budget. Although the notice of the chief of INP of the “Policy and Strategy on Operation of POLMAS in the INP” was recommended to implement the police and civilian forum for the promotion of civilian police, patrol area system, and door-to-door visits, there are regional disparities in the system and operational aspects for activities on the ground. The Project, which showed the concrete models of institutionalization, human resource development, and civilian police activities toward nationwide dissemination, was consistent with the needs of the INP.

### 3.1.3 Consistency with Japan’s ODA Policy

The Project was positioned as “Support for Good Governance in the Promotion of Various Reforms” in the “Economic Cooperation Policy Consultation” (September 2001), which was an additional support policy of the Japanese “Country Assistance Policy for Indonesia” (February 1994) executed at the time of the ex-ante evaluation of Phase 1. At the time of the ex-ante evaluation of Phase 2, the active support for the police reform was stated as “Governance reform” in “Democratic and fair social structure,” which is one of the priority areas of the “Country Assistance Program for Indonesia” (November 2004). In addition, since the objective of the Project was aligned with the “Governance Reform Support Program” in the “JICA Country Project Implementation Plan” (2006), the Project was consistent with Japanese policy.

### 3.1.4 Appropriateness of the Project Plan and Approach

The Project was positioned as a part of the “National Police Reform Support Program in Indonesia” of JICA, and a synergistic effect was generated with grant aid projects, dispatch of individual experts, and individual training. Particularly grant aid projects called “the Project for Enhancement of the Civilian Police” (2004) and “the Project for Capacity-building of the Indonesian National Police” (2005) for the establishment of BKPM and the provision of communication and command control and

on-the-scene criminal identification equipment to Police Sectors,<sup>9</sup> which are in charge of BKPM, has provided synergistic effects with the activities related to the door-to-door visit, communication and command control, and on-the-scene criminal identification activities supported by the Project. In addition, training participants who learned the concepts of Japanese police administration and civilian police activities in the “Police Administration Seminar” (individual project) established ISI and are allocated nationwide as executives of the police organization. Thus, civilian police activities in other provinces were promoted smoothly.

Regarding target site selection, Metro BPR covers the commercial and urban areas in the southwest part of Bekasi where development was relatively advanced in the early stage. On the other hand, BPR covers agriculture and fishery village areas, small commercial areas, emerging residential areas, and industrial parks. By selecting police resorts, which covered diverse areas as target sites, it was intended to develop the highly versatile model for dissemination nationwide.

From the above, the Project is fully consistent with the development policies of the Government of Indonesia, development needs, and Japan's ODA policy, and the approach of the Project was also appropriate. Therefore, its relevance is high.

### 3.2 Effectiveness and Impact (Rating: ③)

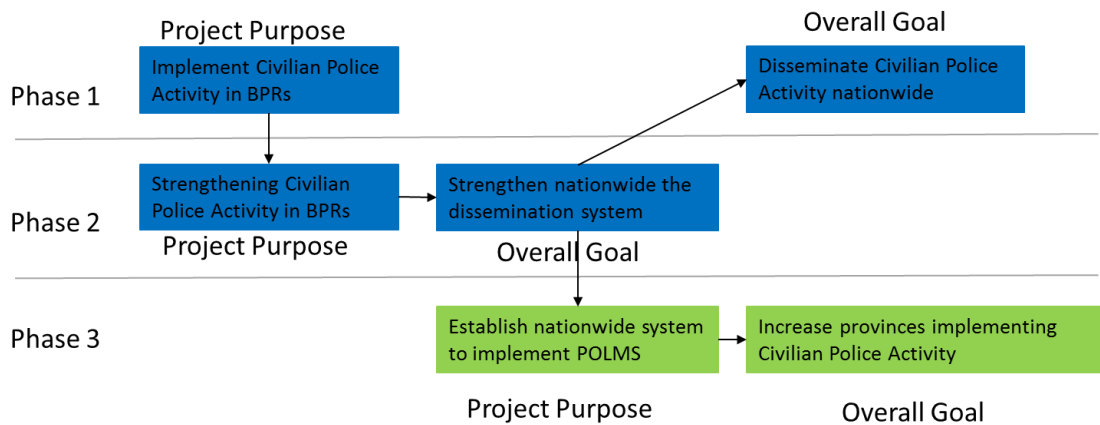
The project purposes have a consistency of the approach among two projects, developing a model of civilian police activities in Phase 1 and strengthening the model in Phase 2. On the other hand, Phase 1 was aimed at developing the model in the BPRs, and no activities were planned for the promotion of nationwide dissemination stated as overall goal. Moreover, among 453 police resorts nationwide, only two, Metro BPR and BPR, were targeted in the Project; thus, it is judged that achieving the overall goal, national dissemination, in five years after the completion of the Project was too ambitious. For this reason, in this comprehensive evaluation of both phases, although the overall goal achievement of Phase 1 was analyzed, the impact of the Project was evaluated mainly based on the overall goal achievement of Phase 2.

Figure 1 shows the relationship between project purposes and overall goals of the Project and Phase 3.

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<sup>9</sup> The Police Sector is an organization positioned between the police resort and BKPM/Polsubsector (or police station), and there are 25 Police Sectors in BPRs (BPR 17, Metro BPR 8).





Source: Developed by the evaluator based on the documents provided by JICA

Figure 1: Relationship of Project Purposes, Overall Goal of the Project, and Phase 3

In addition, the indicators of the outputs, project purposes and overall goals related to effectiveness and impact, were added and materialized in accordance with the actual activities at the time of the project mid-review (Phase 1: 2005, Phase 2: 2009), and the revised contents were also confirmed as appropriate.

### 3.2.1 Effectiveness

#### 3.2.1.1 Project Output

Although the achievement levels of both Phase 1 and Phase 2 were confirmed separately, the achievements of same or similar indicators of both phases were evaluated together as follows.

#### Output 1

Police officers were increased significantly at the BPRs during the implementation of the Project. In addition, by the introduction of the work management system in the BPRs, the on-site activities have been strengthened because executives have become able to grasp the progress of activities of police sectors and BKPM/Polsubsectors, and thus they have provided appropriate supervision, guidance, and awards, resulting that police officers' skills and motivation have been improved. The introduction of regular "Analysis and Evaluation" (ANEV) meetings to report the implementation status of the door-to-door visits and the "monthly event for strengthening civilian police" have been attributed to a strengthening of civilian police activities and formulating of the organizational operation model in BPRs.

#### Output 2

Regarding civilian police activities, door-to-door visits and problem-solving

activities by BKPM/Polsubsectors were promoted. For communication and command control, Metro BPR has newly established the command center, which did not exist before the Project, on a trial basis, and the implementation system has been developed by formulating operational rules. For on-the-scene criminal identification, the number of on-the-scene criminal identification and controllable fingerprints has increased. The learning and utilization of on-the-scene criminal identification technology have been promoted by the training with Japanese methods using inexpensive equipment and reagents available locally.

### Output 3

A variety of initiatives were implemented to build the relationship with residents such as holding a police/citizen partnership forum (police station operation committee), seminars with local governments and residents, public relations activities by magazines, and regional crime prevention activities in cooperation with vigilant organizations.

### Output 4

Training modules of “organization management,” “on-the-scene criminal identification,” and “communication and command control” were developed, and instructors in the fields of civilian police activities and on-the-scene criminal identification were trained. Since the in-house training (hereinafter referred to as “IHT”) and training in police schools utilizing the civilian police activity modules developed by the Project were implemented by counterparts, the training system for the promotion of civilian police was developed.

The achievement level of each output indicator is shown in Annex 2.

#### 3.2.1.2 Achievement of Project Purpose

Although the indicators of each phase are confirmed individually, the achievement of the project purposes was comprehensively evaluated based on the achievement of indicators through both phases, because project purposes of each phase were consistent, as the project purpose of Phase 1 was the implementation of civilian police activities, and that of Phase 2 was strengthening of those activities. Regarding the indicator of residents’ awareness of the police commonly applied in both phases, public opinion polls by external consultants were utilized during the project implementation period. However, the external consultants and experts pointed out that the survey results were likely affected by media, because only about 20% or fewer of the residents sampled had actually contacted police officers. Therefore, the achievement of the project purpose was evaluated in this ex-post evaluation taking into account the results of the beneficiary

survey,<sup>10</sup> which sampled residents who actually contacted police officers.

### Phase 1

Based on the results of the three public opinion polls<sup>11</sup> on awareness of residents in Bekasi City and District towards police officers at the base-line, midterm, and end-line during the project period, conducted by the external consultant (AC Nielsen), it was confirmed that residents in Bekasi were restoring confidence in the INP through the implementation of the Project. Furthermore, in the terminal evaluation interviews, it was reported that the residents under the jurisdiction of BKPM where civilian police activities took place made positive comments that “the attitude of police has changed, and they are now close to citizens and reliable.” Thus, it can be evaluated that the indicators for project purposes have been achieved.

### Phase 2

Through various activities in the Project, civilian police activities were widely accepted. While Indicator 1 related to resident opinions on the attitude of police officers had slightly declined at the time of mid-term review (2009), it can be said that the degree of the indicator value was maintained at a certain level. However, the figure had declined significantly in 2012. External consultants on this opinion poll and Japanese experts explained that this was the result of the decline in the image of police officers due to the large-scale bribery incidents involving the INP from late 2011 to early 2012. The nationwide public opinion poll by the national newspaper of Indonesia<sup>12</sup> also revealed a substantial decline in the image residents had of police officers from 2012 to 2013.<sup>13</sup> Meanwhile, the opinions of government officials towards the attitude of police officers were confirmed not to have changed greatly throughout the project implementation period. As stated above, Indicator 1 can be evaluated as having been mostly achieved, except for

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<sup>10</sup> Police officers (five officers from each BKPM, 70 officers in total) randomly selected from the list of all 14 BKPM (currently called “Polsubsector”) established in the Project, and residents (10 persons from each BKPM, 140 persons in total) who visited BKPM. The interviews of those people were carried out in accordance with questionnaires prepared in advance (the ratio of male to female residents is 68%:32%).

<sup>11</sup> Valid responses were gained from male and female residents (over 15 years of age) of Bekasi city and district among 1,620 (in 2003), 1,619 (in 2004), 1,604 (in 2006), 1,613 (in 2007), 1,603 (in 2009), and 1,697 (in 2011) respondents selected with the random sampling. Meanwhile, valid responses from government agencies (university faculties, lawmakers, judges, firefighters, and local administrators) were obtained by random sampling among 288 (in 2007), 290 (in 2009), and 338 respondents (in 2012).

<sup>12</sup> The public opinion poll covering 672 people nationwide by the Indonesian National Daily Newspaper “Kompas” (in January 2015) also stated that the number of residents with a positive image of the INP decreased from 53.0% in 2011 to 46.1% in 2012, and it declined sharply to 24.2% in 2013. (<http://nasional.kompas.com/read/2015/01/19/14000011/Menimbang.Dua.Wajah.Kepolisian>)

<sup>13</sup> It was pointed out that the following reports may be affected by public opinion. Bribes were paid to local military and police from Freeport, a US-based mining company in Papua province in Indonesia, to restrain surrounding residents who protested the mining in November 2011. In January 2012, extraordinary savings in the bank accounts of 17 police executives were reported, and Major-General Djoko Susilo of the Department of Transportation in the INP controlled the procurement of driving training equipment and was arrested for bribery in the same year.

some decline in indicator value due to the external factor of the deterioration of police image caused by their blunders in 2012.

Regarding Indicator 2, change in police officers' awareness of civilian police activities, the number of police officers showing positive attitudes increased, and the number of those showing negative attitudes decreased, at the mid-term review (2009) and the end-line survey (2012) compared with the project initiation (2007), because police officers' understanding of civilian police activities was promoted. The terminal evaluation report of Phase 2 showed changes in awareness of police officers, as in the statement "Police officers only waiting for directions from their boss started to take actions by themselves upon hearing needs of residents." Thus, it was judged that the police officers improved their awareness of civilian police activities, and Indicator 2 was estimated to have been achieved.

Table 2: Achievement of Project Purposes

Purpose	Indicator	Achievement	Results												
Phase 1: Civilian Police activities are implemented at BPRs as a model police resorts. <sup>14</sup>	Indicator 1: People in Bekasi District recognize that the activities of BPRs, as civilian police, show significant improvement.	<p>The rate of respondents who replied that "the performance of police officers had improved" was 78% in the end-line survey (2006) from 69% at base-line (2003). The number of residents who replied that "the attitude of police officers had improved" also increased from 71% (base-line) to 77% (end-line). Thus, the improvement of Bekasi residents' awareness of police officers was identified.</p> <p style="text-align: center;">Table 3: Bekasi Residents' Awareness of Police (Unit: %)</p> <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th></th> <th>Base-line 2003</th> <th>Mid-term 2004</th> <th>End-line 2006</th> </tr> </thead> <tbody> <tr> <td>Police performance improved</td> <td>69</td> <td>77</td> <td>78</td> </tr> <tr> <td>Police attitude improved</td> <td>71</td> <td>77</td> <td>77</td> </tr> </tbody> </table> <p>Source: Documents provided by JICA</p>		Base-line 2003	Mid-term 2004	End-line 2006	Police performance improved	69	77	78	Police attitude improved	71	77	77	Achieved
		Base-line 2003	Mid-term 2004	End-line 2006											
Police performance improved	69	77	78												
Police attitude improved	71	77	77												
	Indicator 2: Formats for recording of various reports from citizens at BPRs will be developed.	Information on various notifications from citizens at the BPRs was maintained such as lost item records, crime records, attention reports on incident cases, and consultation records.	Achieved												
Phase 2: At the BPRs, which are the model police resorts, the civilian police activities to gain fundamental trust from	Indicator 1: Bekasi residents and local administrative agencies allow the police activities of the BPRs to improve.	<p>As Bekasi residents' awareness of police, the indicators on "performance of police officers," decreased from 70% at base-line (2007) to 59% at end-line (2012), similarly, indicators with respect to "police attitude" also decreased from 71% to 56%. These results were affected by the reports on the police's blunders, which led the image of the police to deteriorate.</p> <p>On the other hand, government officials' awareness about "police performance" improved from 78% to 83%; "police attitude" improved from 76% to 80%.</p>	Mostly Achieved												

<sup>14</sup> Revised from "Police officers have acquired knowledge, skills and experience through training courses developed in the process of upgrading the organization and function of the BPR, a model police station, to the level appropriate for civilian police" (Mid-term review in June 2005)

citizens are strengthened.	Table 4: Bekasi Residents'/Government Officers' Awareness of Police (Unit: %)					
			Base-line 2007	Mid-term 2009		End-line 2012
Indicator 2: Awareness/ incentives of police officers of civilian police activities are enhanced at BPRs.	Police performance improved	Residents	70	74	59	Achieved
		Gov. Officers	78	84	83	
	Police performance improved	Residents	71	67	56	
		Gov. Officers	76	80	n.a.	
Source: Documents provided by JICA						
As a result of the question to the police officers on the change in their awareness of civilian police activities, the proportion of ① and ② related to negative attitudes decreased in the end-line survey (2012) compared with before Phase 2 (2007). The proportion of ③ and ④ related to the positive attitudes of police officers to showing understanding of civilian police activities increased.						
Table 5: Awareness of Police Officers in BPRs of Civilian Police Activities (Unit: %)						
			Before	Current		
Negative attitude	① The police keep national and local safety. Thus, residents must actively cooperate with the police.		54	16	Achieved	
	② The police are protecting vulnerable residents. So residents are in a position to support police activities in response to police requests		18	15		
Positive attitude	③ Police and residents are in a collaborative relationship. In other words, police should be with residents, and grasp residents' needs through seeking their cooperation. Police must respond appropriately.		29	58		
	④ Residents have the leading role in the society. As residents' servants or supporters, police must support their safety.		10	21		
Source: Documents provided by JICA						

### Results of Beneficiary Survey (Complementary Information)

As described above, for the evaluation of project purpose, not only the results of the public opinion poll in the Project but also the results of the beneficiary survey in this ex-post evaluation of residents who have contacted police officers were utilized as complementary information. As a result, as shown in Table 6, Bekasi residents showed high confidence in police officers, and it was confirmed that civilian police activities strengthened by the Project had taken root in the target areas.

Table 6: Awareness of Bekasi Residents in a Beneficiary Survey to Police

(Unit: %)

Question	Result <sup>15</sup>
I feel that our residential area is safe.	89
I feel that the security of the residential area has improved compared with 10 years ago.	82
I am satisfied that there is a BKPM in my neighborhood.	82
Crime cases decreased because of activities in BKPM (door-to-door visits, holding seminars and meetings).	84
I ask for consultation from police if there is a problem.	94
I believe in police officers.	90
I am satisfied with the correspondence of police officers.	79

Source: Results of beneficiary survey

For Indicator 2, the beneficiary survey results were also utilized as supplementary information. As a result, it was confirmed that the police officers in BPRs who responded to the question improved awareness and incentives as civilian police through the implementation of the civilian police activities. The results of interviews also showed that the police officers realized that the activities had contributed to keeping security, and they felt that the cooperation of residents was indispensable for crime reduction. This understanding has been an incentive for police officials to promote civilian police activities.

Table 7: Results of Beneficiary Survey on Awareness/Incentive of Police

(Unit: %)

Question	Result
Through the civilian police activities, response from residents has been changed.	89
Through civilian police activities, motivation as a police officer has been improved.	81
Local residents feel that they have a closer sense of affinity to police officers than before.	97
Through the implementation of the Project, community participation in maintaining security was promoted.	94
Cooperation of residents is indispensable for maintaining security.	99
Civilian police activities (door-to-door visits, problem solving, etc.) are effective in crime reduction.	97

Source: Results of beneficiary survey

The indicators of project purpose have mostly been achieved, except that the declines in value were seen in some years in the indicator of Phase 2 on residents' awareness of police officers. In addition, supplementary information based on the beneficiary survey results identified a high degree of resident satisfaction towards police officers and the change in police awareness of civilian police activities. Therefore, it is evaluated that the civilian police activities and implementation in BPRs were

<sup>15</sup> The five-scale rating, "Strongly agree," "Agree," "Either," "Disagree," and "Strongly disagree," was utilized in the questionnaire of the beneficiary survey. The numbers for this claim are the percentage (%) of residents who replied "Strongly agree" and "Agree."

strengthened.

From the above, the project purpose was mostly achieved.

### 3.2.2 Impact

#### 3.2.2.1 Achievement of Overall Goal

As mentioned above, the deviation from the project purpose is seen in the overall goal and its indicators of Phase 1. Moreover, given that the Project was started in the year immediately after the INP's separation and independence from the national army, the nationwide dissemination of civilian police activities was an unrealistic goal. For that reason, although the level of achievement of the Phase 1 Overall Goal was verified and the factors analyzed, the overall goal achievements in Phase 2 were focused on the evaluation.

On the other hand, with regard to the dissemination of the project effect in Phase 1 to other provinces, the improvements not only in the number of provinces as indicators of the overall goal but also in the quality of civilian police activities in the disseminated province, South Sulawesi Province,<sup>16</sup> have been identified by the beneficiary survey. The results were reflected in the evaluation of overall goal achievement.

#### Phase 1

Although "35% of all police resorts implementing civilian police activities by 2012" was set as the indicator of the overall goal, activities related to the nationwide dissemination of civilian police activities were not planned in Phase 1. Therefore, there was a theoretical gap in setting the target to achieve the overall goal by 2012.

On the other hand, at the time of the ex-post evaluation (2016), the notice of the chief of INP to promote civilian police activities nationwide was issued, and in-country training (hereinafter referred to as "ICT") in BPRs for regional police departments in 16 out of 31 provinces (52%) was provided as a Phase 3 activity. These 16 provinces implement their own extension training, IHT, based on ICT content to police resorts within their provinces. Along with ICT in BPRs, civilian police activity training at the National Police School (hereinafter referred to as "SPN") under the Police Education Institution of the INP was institutionalized, and regular training on civilian police activities has been implemented. Thus, the system of dissemination has been established for both in-service and pre-service police officers.

For on-the-scene criminal identification, 20 national on-the-scene criminal identification training courses were implemented in 19 provinces (61%) as Phase 3

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<sup>16</sup> South Sulawesi Province is one of the target provinces of Phase 3, and among the 16 target provinces, South Sulawesi Province shows moderate performance in civilian police activities according to monitoring and evaluation by counterparts and Japanese experts. In addition, South Sulawesi has the experience of accepting citizen police activity training participants from Aceh Province and from overseas East Timor.

activities, and there were 726 successful applicants for the examination (Instructor:15, Level A: 88, Level B: 623<sup>17</sup>) as of October 2016. In addition, the training modules have also been applied in the training courses in SPN nationwide, and instructors trained by the Project are in charge of lectures.

As stated above, indicators of the overall goal were not achieved as of the target year 2012, but they were achieved at the time of the ex-post evaluation. Given a leap in the original goal in terms of its feasibility, it was evaluated that the base for achieving the overall goal was established through Phase 1.

Phase 2

In the overall goal, “promotion of appropriate policies on civilian police activities” is stated as the indicator. In the Project, the establishment of a mechanism and system for nationwide dissemination, involving i. a training system on civilian police activities and on-the-scene criminal identification (ICT and IHT), ii. training content of nationwide dissemination (door-to-door visits, operation management, problem solving, and on-the-scene criminal identification), and iii. civilian police activity (POLMAS) module (training material) according to training content, was developed. This training content and these teaching materials have also been officially utilized in the training program held by the Police Education Institution and have contributed to the promotion of nationwide dissemination in Phase 3 activities. Furthermore, as shown in Table 8, since the system for nationwide dissemination of civilian police activities was being established as the upper-level decision documents from the government were issued to sustain the project activities in the future, the overall goal was evaluated as having been achieved.

Table 8: Achievement of Overall Goal

Overall Goal	Indicator	Achievement	Result
Phase 1: System of civilian police established by police stations and police officials throughout the country.	At least 35% of all police stations achieved in 2012 the same level of improvement of police activities as BPRs achieved in 2007.	<p><u>Civilian police activities</u> At the time of the ex-post evaluation (2016), ICT has been provided by BPRs targeting the regional police departments in 16 provinces (16/31, 52%), and those 16 provinces also provide IHT to their police resorts within the province of their own initiative. The training modules have also applied in the training courses in SPN nationwide, and instructors trained by the Project are in charge of lectures. The civilian police activity training at the education institute of SPN, which is under the umbrella of the Police Education Institution in the INP, has been institutionalized, and periodic training for police officers nationwide is underway.</p> <p><u>On-the-scene criminal identification</u> The national examination was conducted in 19 provinces (19/31, 58%), and the number of successful examination applicants is 726 (Instructor: 15, Level A: 88, Level B: 623) as of October 2016. Training modules have been utilized for</p>	<p>Not achieved by the target year of 2012</p> <p>Achieved at the time of ex-post evaluation</p>

<sup>17</sup> There are three categories of examination: Instructor, Level A (having ability to teach to some extent), Level B (having basic ability of criminal identification).



		training courses to be held at first-time schools nationwide, and instructors trained by the Project are in charge of lectures.	
Phase 2: The effective mechanism for spreading appropriate civilian police activities through police resorts and police officers in every area of Indonesia according to each regional peculiarity is established.	Appropriate measures concerning “civilian police activities” are promoted.	<p><u>Civilian police activities</u></p> <p>The following policies were implemented for the promotion of civilian police activities.</p> <p>The Notice of the Chief of INP in April 2014 stated the implementation of civilian police activities in all provinces, and a training system related to civilian police activities (ICT and IHT) was established.</p> <p>In July 2015, the Notice of the Chief of INP No. 3 (2015) on civilian police activities was issued, which has provided the instruction of civilian police activities including the content of the Project such as door-to-door visits, problem solving, and communication and command control.</p> <p>A Civilian Police Activity (POLMAS) module (training material) was developed and officially utilized in the regular program of the Police Education Institution in the INP.</p> <p>JICA experts were nominated as consultants in the field of civilian police activities by the INP and were given the authority to teach education and training programs and all institutions under the Police Education Institution in the INP.</p> <p>The trilateral conference composed of JICA, Department of Security Guidance, and the Police Education Institution in the INP (the responsible personnel from each organization are brigadier-general class) was organized as a task force.<sup>18</sup> As a result, the framework was established for the decision making of target provinces and follow-up for to the nationwide dissemination, and discussion and approval of holding <i>Romba</i><sup>19</sup></p> <p><u>On-the-scene criminal identification</u></p> <p>In response to the implementation of the Project, the INP institutionalized national examination of on-the-scene criminal identification to establish the system of on-the-scene criminal identification examination through issuing the “Decision paper on the introduction of a certification system for improving the INP ability in non-the-scene criminal identification and designation of skill examiners” in June 2011.</p> <p>Training system on on-the-scene criminal identification was established (ICT and IHT).</p> <p>The on-the-scene criminal identification examination review conference was organized with Japanese experts (in Phase 3) and staff of the Department of Detectives and Criminals in the INP.</p>	Achieved

Source: Documents provided by JICA

### Results of beneficiary survey

Regarding the number of police resorts that achieved operational improvement based on BPRs model as the overall goal indicator of Phase 1, the awareness of residents and police officers of BPRs and that of police resorts under the Makassar Police Resort in

<sup>18</sup> The participation of the security establishment department in charge of the operation was seen as it is indispensable for the nationwide deployment. The framework of the current trilateral conference was established as a substantial task force, instead of the Joint Coordinating Committee (JCC), which is normally established in technical cooperation (but it was not established in the Project)

<sup>19</sup> “Romba” means the competitive presentation of citizen police activities.

South Sulawesi Province<sup>20</sup> was compared in the beneficiary survey in order to identify the quality of operational improvement in the target province for national dissemination. As a result of the beneficiary survey<sup>21</sup> in Tamalate Police Sector under Makassar police resort, the awareness of residents of performance by police officers was almost equally high as the awareness of Bekasi residents, except for the stability of security that is supposed to take a certain time after civilian police activities are settled. Hence, it is concluded that the dissemination of civilian police activities has been appropriately implemented in the target areas, even though the number of verification cases was limited.

Table 9: Comparison of Resident Awareness of Police in Bekasi and Makassar

Question	(Unit: %)	
	Bekasi	Makassar
I feel that our residential area is safe.	89	83
I feel that the security of the residential area has improved compared with 10 years ago. <sup>22</sup>	82	77
I am satisfied that there is a BKPM in my neighborhood.	82	90
Crime cases decreased because of activities in BKPM (door-to-door visits, holding seminars and meetings).	84	80
I ask for consultation from police if there is a problem.	94	97
I believe in police officers.	90	97
I am satisfied with the correspondence of police officers.	79	90

Source: Results of beneficiary survey

### 3.2.2.2 Other Positive and Negative Impacts

#### Contribution to reduction of crime rate

As shown in Table 10, it was confirmed that the number of crimes in the jurisdiction of BPRs has continued to be reduced since the completion of the Project, and the resolution rate is showing improvement as well. Since Bekasi is the nearest industrial park to Jakarta, the population inflows have increased, and the population growth rate remains at 3.7%,<sup>23</sup> which exceeds greatly the national average of 1.2%. Police-related personnel pointed out that the decrease in the crime rate, despite the increase in population due to the influx of outside workers, is a positive aspect of the civilian police activities taking root, in particular door-to-door visits disseminated by the Project.

<sup>20</sup> Three police resorts in Mumuju, Selayar, and Makassar in South Sulawesi Province are the target provinces for dissemination in Phase 3, and police officers and officers for civilian police activity in police stations mainly participated in the ICT in BPRs during March 2014. IHT was also implemented twice in the province (August 2015 and September 2016) with the ICT participants as instructors.

<sup>21</sup> Questionnaires were distributed and collected from 15 residents respectively (30 residents in total) who visited one of two BKPMs in Tamalate Police Sector in Makassar Police Resort.

<sup>22</sup> A certain period of time is required for residents to recognize the security improvement from civilian police activities. It is also assumed that the indicator of Makassar Police Resort where IHT was just implemented in 2015 is still low compared with that of BPRs.

<sup>23</sup> According to the population census implemented in 2000 and 2010, the population of Bekasi area was 1.66 million in 2000, and 2.38 million in 2010 (Bekasi City), and 1.62 million in 2000 and 2.63 million in 2010 (Bekasi District).

Table 10: Transition of Number of Crimes, Resolution, and Resolution Rate in BPRs

(Unit: cases/year)

	2011	2012	2013	2014	2015
No. of crimes	4,951	5,163	4,968	4,648	4,351
No. of resolutions	2,484	1,668	2,748	2,487	2,500
Resolution rate	50.2%	32.3%	55.3%	53.5%	57.5%

Source: Questionnaire to BPRs

### Contribution to INP program

Continuation of door-to-door visits, problem solving, and on-the-scene criminal identification skill training by the Project have contributed to the national INP program “PROMOTER” started in 2016 aimed at promoting “professionalization,” “modernization,” and “improvement of reliability” of police officers. Specifically, door-to-door visits and problem solving contribute to the improvement in resident trust by reducing crime with preventive measures, and raising police officers’ awareness of civilian police. Furthermore, the improvement of on-the-scene criminal identification skills contributes to the professionalization of police officers.

### Dissemination to other provinces by members of “Indonesian Police Sakura Association” (ISI)

The project activities have been disseminated by some ISI members who participated in training in Japan, through holding seminars on civilian police activities for police officers in their working places based on the action plan prepared during training in Japan. In Padang City in West Sumatra Province, BKPM as a model police station for practicing civilian police activities was constructed through JICA follow-up cooperation based on the action plan of ISI members, and the dissemination system for civilian police activities in this area was established.

#### 3.2.2.3 Achievement of Outputs (as of the ex-post evaluation from the project completion)

With regard to output 1, the number of personnel in police sectors of the BPRs has increased, and the function of police sectors has been strengthened by the introduction of regular training to the police officers on civilian police activities and the work management system. On the other hand, it was confirmed that although reports from police sectors are compiled in BPRs, analysis of detailed content on that timing and feedback based on the analysis (follow-up to low-performance police sectors) are inadequately implemented.

For output 2, the number of on-site visits and collected fingerprints in the field of on-the-scene criminal identification has steadily progressed, and since the

establishment of the national skill examination system in 2013, many successful applicants have been produced. The number of door-to-door visits and amount of problem solving in BPRs has also increased. On the other hand, concerning the communication and command control, the awareness of the residents about the emergency notification system is low, and, as customary, accidents and incidents are initially reported to local leaders such as chiefs of neighborhood associations and neighborhood communities. As a consequence, emergency reports from the residents to the police are few. To that end, the importance of activities such as record keeping and response time improvement is not fully understood by the persons in charge of communication and command control in BPRs, and these activities, therefore, have not taken root there. Meanwhile, with the progress of urbanization in the metropolitan area including Bekasi, the roles of residents' organizations such as neighborhood associations and neighborhood communities are diluting. The counterparts of the INP suggested that the improvement of communication and command control by building the emergency notification system will contribute to the prompt response to crime.

In output 3, the PR and awareness-raising activities initiated by the Project have continued, and contributed to building good relations with residents and promoting the provision of information.

In output 4, it was confirmed that the civilian police activities and the training system of on-the-scene criminal identification have been developed in the Project and contributed to the dissemination of activities nationwide through the implementation of Phase 3.

As stated above, at the time of ex-post evaluation, although minor defeats in the feedback method of the work management system and in some results of the communication and command control were identified, most of the outputs have emerged (See Annex 2), and each output contributed to the achievement of project purposes and overall goals.

The project purpose was mostly achieved at the time of project completion, except for the indicators with the results of public opinion polls that were affected by external factors. Furthermore, at the time of the ex-post evaluation, most outputs have emerged continuously and contribute to establishing the nationwide dissemination system and the achievement of the overall goal, the dissemination of the Project throughout the country based on the system. Furthermore, since other positive impacts were identified, both the effectiveness and impact of the Project are high.

**Box: A good example introduced in the Project**

(1) Site of civilian police activity

Second Lieutenant Aris Rachman was *Babinkamtibmas* (hereinafter referred to as “Babin”) in Pondok Gede Police Sector in Metro BPRs and keenly practiced problem-solving activities in addition to door-to-door visit and daily patrols. Under these circumstances, he received residents' report on a sneaky thief while he was attending the mosque in Salat. He headed to the scene and found four suspects invading private houses. When one of them was about to fire at him, he captured two suspects without regard for his safety. This was reported as a good case of a quick report from residents and assessing information appropriately by building the trust relationship through daily door-to-door visits and problem-solving activities introduced by the Project.



Second Lieutenant Aris Rachman

(2) On-the-scene crime identification (fingerprint processing)

In March 2016, a white bone was found in the vicinity of the airport of Bantul Police Resort in Jog Jakarta Province. The attending police officers carried out a thorough investigation to identify the deceased. Although the remaining skin of the right hand thumb was confirmed, it was impossible to use fingerprint authentication. Therefore, when they utilized the fingerprint processing with acetic acid treatment learned in the training of the Project, the identity of the deceased was discovered. As a



On-site fingerprint processing

result of the investigation, her partner was arrested as a suspect. This was reported as a good practice for solving the murder case using the skills learned in the training of the Project.

### 3.3 Efficiency (Rating: ②)

#### 3.3.1 Inputs

Table 11: Project Inputs

Inputs	Phase 1		Phase 2	
	Plan	Actual (Project completion)	Plan	Actual (Project completion)
Experts	Long-term experts: 4 Short-term experts: 2 to 3/year	Long-term experts: 11 Short-term experts: 23	Long-term experts: 4 Short-term experts: 3	Long-term experts: 14 Short-term experts: 21
(2) Trainees received	3 to 5/year	185	Not listed	82
(3) Equipment	Equipment necessary for technology transfer of experts in each field	Vehicle, equipment for on-the-scene criminal identification, education and training equipment, equipment for communication and command control, building BKPM, etc.	Education and training materials, equipment for communication and command control, equipment for on-the-scene criminal identification, materials necessary for on-site police activities etc.	Education and training equipment, equipment for communication and command control, building BKPM, etc.
(4) Third-country training	Not listed	14 (Singapore, Thailand)	Not listed	Not listed
(5) Local expenses	No statement of amount	Total: 81 million yen	No statement of amount	Total: 59 million yen
Japanese Side Total Project Cost	Total: 500 million yen	Total: 634 million yen	Total: 780 million yen	Total: 575 million yen
Indonesian Side Total Project Cost	Not listed	Amount not stated (expense for utility etc.)	Not listed	Amount not stated (expense for utility etc.)

Source: Documents provided by JICA

##### 3.3.1.1 Elements of Inputs

The input factors of the Project are as shown in Table 11 above.

##### 3.3.1.2 Project Cost

The project cost planned for Phase 1 was 500 million yen, but actual cost was 634 million yen (127% exceeded compared with the plan). The reasons for this were the construction of three BKPMs that were not included in the original plan, procurement of the equipment for those BKPMs with the project budget, and the increase in participants training in Japan. Considering the fact that building BKPMs as a place for practicing civilian police activities, and sharing the images of civilian police activity with the stakeholders by participating in training in Japan, contributed to the effective

implementation of the project activities, the inputs generated sufficient outputs, and those inputs can be judged as appropriate.

The project cost for Phase 2 was within the plan (74%).

#### 3.3.1.3 Project Period

Both for Phase 1 and Phase 2, the implementation period was within the plan (100%).

From the above, although the project period was within the plan, the project cost for Phase 1 exceeded the plan. Therefore, efficiency of the Project is fair.

### 3.4 Sustainability (Rating: ③)

#### 3.4.1 Related Policy and Institutional Aspects for the Sustainability of Project Effects

The promotion of civilian police activities strengthened by the Project was clearly stated in the “National Mid-term Development Plan” (2015–2019), the “National Police Basic Strategy” (2005–2025), and the “National Police Strategic Plan” (2015–2019) formulated every five years.

In order to promote the activities of *Babin* who is one of the main actors of civilian police activities, the program<sup>24</sup> for promoting the “One Village, One *Babin* System” and allocating allowances for their activity was implemented under the “National Police Strategic Plan.” Furthermore, under the Notice of the Chief of INP on April 13, 2014, all regional police departments have been instructed to practice civilian police activities, door-to-door visits, and problem solving by *Babin* to build partnership with citizens. Then, the nationwide dissemination of civilian police activities reflecting the output of the Project started.

In addition, in July 2015 the “Chief of INP No. 2015 No. 3 on Civilian Police Activity” was issued, which stated the implementation guidelines for civilian police activities including the door-to-door visits, problem solving, communication and command control, which are the activity of the Project. For on-the-scene criminal identification, the “Decision paper on the introduction of a certification system for improving the INP ability in on-the-scene criminal identification and designation of skill examiners” was issued as the Notice of the Chief of INP in June 2013. The notice regulated the examination system, teaching materials, and examiners for fingerprinting. As noted above, it is expected that the project activities will continue in line with these Indonesian government policies.

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<sup>24</sup> The program aims to place *Babins* in all villages within the framework of citizen police activity and to make early detection of potential threats and social phenomena that impede safety. In addition, “Achievement rate of one village, one *Babine* assignment” and “Rate and number of communities conducting activities for safety” were set as indicators.

### 3.4.2 Organizational Aspects for the Sustainability of Project Effects

#### Implementation system of INP

The main counterpart departments within the INP were the Department of Security Guidance (civilian police activities), Department of Detectives and Criminals (on-the-scene criminal identification), and the Police Education Institution (diffusion of training system). The function of these organizations has remained at the same level even at the time of the ex-post evaluation. Since the Section of Public Guidance in charge of civilian police activities, within the Department of Security Guidance, was upgraded to the Department of Public Guidance in 2017, it is expected that the priority of civilian police activities will increase in the future.

#### Implementation system of BPRs

Metro BPR and BPR are located under the Jakarta Metropolitan Regional Police Department and control police sectors. The police sectors also control BKPM/Polsubsectors. It was confirmed that enough staff were allocated to continue activities such as civilian police activities, on-the-scene criminal identification, and communication and command control. The current structure in BPRs is as shown in Table 12. The number of personnel at the BPRs including police sectors has increased, and the implementation system has been strengthened.

On the other hand, the number of personnel was uniformly 15 people (three shifts and a 24-hour working system) in each BKPM/Polsubsector at the beginning of the Project in 2002. While the number of personnel has decreased with the aim of optimizing staff allocation due to the whole workload of BPRs, responsibilities of *Babine* allocated in each village, and unification of BKPM and Polsubsector, there has been no negative impact on the implementation of project activities.

Table 12: Implementation Structure at BPRs

(Unit: persons)

		Mid-term evaluation in Phase 1 (2005)	End of Phase 2 (2012)	Ex-post evaluation (2015)
Metro BPR	Number of officials in police resorts and sectors	1,285	1,543	1,593
	Number of officials in BKPM/Polsubsector (14 facilities)	-	191	123
	<i>Babin</i>	-	-	57
BPR	Number of officials in police resorts and sectors	1,129	1,559	1,626
	Number of officials in BKPM/Polsubsector (15 facilities)	-	131	106
	<i>Babin</i>	-	-	187

Source: Documents provided by JICA, ex-post evaluation questionnaire



### Training implementation system for nationwide dissemination

ICT at the BPRs started in Phase 2 for local police officers in other provinces and for instructors in training organizations under the Police Education Institution and Training Organization. The implementation structure has been strengthened as activities of Phase 3, appointment of new instructors, formulation of modules (teaching materials), and establishment of a monitoring and follow-up system<sup>25</sup> to target provinces.

The numbers of ICT instructors trained for civilian police activities is 30 (BPRs: 12, other provinces: 18), and for on-the-scene criminal identification is 15 (INP: 7, Jakarta Metropolitan Regional Police Department: 1, BPRs: 6, other provinces: 1) at the time of ex-post evaluation. The instructors have not only provided ICT but also have roles in training preparation and creation of the on-site practical training programs. As the commitment of the chief and other executives is high, it is assumed that the instructors will play the roles in ICT even after the completion of Phase 3.

In addition, as an independent effort by the INP, SPN in each province under the Police Education Institution in the INP, has provided training on civilian police activities to *Babins*, and 23,250 *Babins* have participated in the training from 2011 until the ex-post evaluation.

### Training system within BPRs

The BPRs conduct civilian police activity training twice a year for the officials of the public guidance section in the jurisdictional police sectors. At the level in the police sector, civilian police activity training for *Babin* is carried out using opportunities from the Analysis and Evaluation (ANEV) held every week. In BKPM/Polsubsectors and police sectors, capacity building on civilian police activities through on-the-job training (OJT) for new police officers has been continuously implemented. For training on on-the-scene criminal identification, training on fundamental fingerprint identification for officials in police sectors has been conducted twice a year by the instructors of the criminal division in BPRs.

#### 3.4.3 Technical Aspects for the Sustainability of Project Effects

### Instructors of civilian police activities and on-the-scene criminal identification in BPRs

The instructors trained in the Project are utilized for the ICT in BPRs currently implemented under Phase 3 and for training in police schools under the Police Education Institution in the INP. Since the instructors have been approved under strict examination by stakeholders including Japanese experts, it is confirmed that those instructors have sufficient ability to carry out training.

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<sup>25</sup> The monitoring and follow-up to the target provinces are undertaken by the Police Education Institution and Department of Security Guidance and Japanese experts in collaboration, and the results are reported to the Chief of INP as progress of the Project.

As fingerprint instructors have also acquired advanced on-the-scene criminal identification skills, they have not only sufficient experience as trainers but have additionally provided fingerprint identifications that require advanced skills in response to the requests of the INP and Jakarta Metropolitan Regional Police Department.

On the other hand, regarding the on-the-scene criminal identification talent at the police sector level, although the regular basic training by the instructor has been provided for acquiring basic knowledge and skills, there are also frequent personnel changes and the necessity of continuously strengthening capacity for newly allocated officials. As a result, periodic training has been provided by on-the-scene criminal identification instructors in BPRs.

#### Skills of BKPM/Polsubsector officials

Regarding the capacity of police officers in BKPM/Polsubsector to implement civilian police activities on the ground, the results of the beneficiary survey revealed that 99% of police officers answered “strongly agree” or “agree” to the statement “I feel that I have sufficient capability for execution of the activities.” Therefore, it is judged that police officers have sufficient capacity to continue their activities. The results of the beneficiary survey of the residents also suggested that they have strong confidence in police officers and feel satisfaction with the police service, so the capacity of police officers is evaluated to be sufficient to provide continuous civilian police services.

#### Equipment maintenance and operation skills

Some equipment procured in BPRs, police sectors, and BKPMs such as PCs are out of order due to aging, as over 15 years have passed since the beginning of Phase 1. However, maintenance has allowed patrol vehicles and motorcycles, on-the-scene criminal identification equipment, and radio equipment to still be utilized. In addition, among the three BKPMs built in Phase 1, it was confirmed that facilities of BKPM Mall and Mekarsari visited during the ex-post evaluation remain properly maintained and managed.

### 3.4.4 Financial Aspects for the Sustainability of Project Effects

#### Budget of INP

The INP budget in 2016 was about 73,001 billion rupiah (about 611.2 billion yen), which is roughly 1.74 times the amount of 41,907 billion rupiah (about 350.4 billion yen) in 2012, the completion of Phase 2. Thus, the budget is increasing every year. The budget for the Project is highly sustainable, as the budget includes budgets for related activities of the Project, civilian police activities, budgets for Department of Detectives

and Criminals, and the police schools as shown below.<sup>26</sup>

Table 13: Trend of INP Budget

(Unit: billion rupiah)

Items	2012	2013	2014	2015	2016
Personnel	27,515	29,859	29,290	31,985	37,257
Goods	7,759	9,166	9,715	13,439	19,808
Capital	6,632	8,206	4,609	6,169	15,936
Total	41,907	47,232	43,616	51,594	73,001

Source: INP Planning Assistance

Regarding the budget for civilian police activities, the INP also budgets the “Program for Activating Potential Security Development” out of the 13 national programs under the “National Police Strategic Plan” (2015–2019). The budget for the assignment of *Babin*, principal personnel for implementing civilian police activities, throughout the country and for their allowance is included in the program budget. The Directorate of Planning Assistance in the INP estimates the budget plan for the program as shown in Table 14. Since the assignment of *Babin* nationwide is also one of the indicators of the “National Police Strategic Plan,” the budget for civilian police activities is expected to increase in the future; thus, financial sustainability is expected to be as high.

Table 14: Budget Trends of “Program for Activating Potential Security Development”

(Unit: million rupiah)

	2016	2017	2018	2019
Program for Activating Potential Security Development	1,073,520	2,398,282	3,022,281	3,640,742
All programs	62,477,016	92,877,832	108,817,586	114,736,925

Source: INP Planning Assistance

#### Budget for civilian police activities in BPRs

The budget for civilian police activities (seminars, awareness-raising workshops, etc.) by the Section of Public Guidance in BPRs has increased from 2012 to 2016. As for the activities related to on-the-scene criminal identification and communication and command control, their sustainability is ensured because those activities are implemented by the regular budget (personnel expenses) as the routine tasks of police officers.

Table 15: Trend of BPRs Public Guidance Section Budget

(Unit: million rupiah)

	2012	2013	2014	2015	2016
Metro BPR	95,422	106,198	97,753	113,750	115,984
BPR	91,847	106,367	117,957	119,956	124,253

Source: BPRs

<sup>26</sup> JICA control rate in June 2017: 1 Indonesian Rupiah = 0.008361 Japanese Yen.

At the time of ex-post evaluation, the objective of the Project is consistent with the current “National Mid-term Development Plan” (2015–2019), the “National Police Basic Strategy” (2005–2025), and its subordinate “National Police Strategic Plan” (2015–2019). Moreover, as the national dissemination of civilian police activities is stated in the Notice of the Chief of INP, the political and institutional sustainability is high. For the organization of the implementing agencies, personnel in BPRs and their police sectors have also been strengthened, and personnel optimization in BKPM/Polsubsectors has been promoted and carried out so that no problems have been observed in the organizational aspect. For the technical aspect of the implementing agencies, training modules and systems have been developed, and capacity building has been continued by BPRs and each training institution. Regarding the financial aspect, the budget of the implementing agencies, INP and BPRs, shows an increasing trend, and the budget for civilian police activities is also sufficiently secure, so sustainability is high.

Based on the above, no major problems have been observed in the policy background and the organizational, technical, and financial aspects. Therefore, sustainability of the project effects is high.

#### **4. Conclusion, Lessons Learned and Recommendations**

##### **4.1 Conclusion**

Phase 1 had since 2002 aimed to support the transformation of the INP into a civilian police force through the promotion of civilian police activities (POLMAS) mainly in the BKPM under the BPRs. Based on the results of the development of the civilian police activity model in Phase 1, Phase 2 was commenced in 2007. During Phase 2, the framework and system for the appropriate civilian police activities was established according to regional characteristics of various parts of Indonesia through strengthening civilian police activities at BPRs and establishing the police training system outside Bekasi area.

The purposes of the Project were consistent with the “National Mid-term Development Plan,” “National Police Basic Strategy,” the development needs for promoting civilian police, and the Japanese “Country Assistance Policy for Indonesia,” and the approach was also appropriate, so the Project is highly relevant. The project purpose has mostly achieved the target except for some indicators at the end of the Project. Furthermore, although Phase 3 has some influence on the evaluation results, the system for dissemination has been developed by the continued generation of the project outputs, which thereby achieving the overall goal of nationwide dissemination. From the above, the effectiveness/impact are evaluated as high. Regarding efficiency, the project

period was within the plan, but the project cost of Phase 1 exceeded the plan, so the efficiency is fair. Concerning sustainability, consistency with existing related policies and plans was confirmed. In terms of the organizational aspect, personnel in the BPRs have also been strengthened, and regarding the technical aspect, the capacity development of BPRs and educational institutions under the Police Education Institution in the INP has been continued by the establishment of the instructor-training system and training modules. Furthermore, since the budget for the civilian police activities of the INP and BPRs is sufficiently secure, sustainability is high.

In light of the above, the Project is evaluated to be highly satisfactory.

## 4.2 Recommendations

### 4.2.1 Recommendations to the Implementing Agency

#### Analysis and feedback of work management reports from police sectors

The work management system was introduced since Phase 2, and it has been established along the organizational structure from Polsubsector through police sector to police resort. On the other hand, the management reports from police sectors are compiled in BPRs, but detailed content analysis at the consolidation stage and feedback based on the results (follow-up to low-performance police sectors) are inadequate. The work management reports should be analyzed, not only quantitatively such as the number of door-to-door visits and problem solving, but also qualitatively including content of civilian police activities, such as content and case analysis, so that it would be possible to provide appropriate support for police sectors and Polsubsectors.

#### Improve communication and command control

In the Project, technical support to promote introduction of acceptance record and improvement of response time were implemented for strengthening of communication and command control. However, the residents' awareness of the emergency call system is low, and the emergency calls from residents are few due to the custom of reporting accidents and incidents to local readers in neighborhood or community associations at first. For this reason, the importance of record keeping and improvement of response time has not been sufficiently understood by persons in charge of communication and command control in BPRs; therefore, these activities have not been taken root. Meanwhile, with the progress of urbanization in the metropolitan area including Bekasi, the roles of residents' organizations such as neighborhood associations and neighborhood communities become tenuous. The counterparts of the INP pointed out that by building the emergency notification system the improvement of communication and command control will contribute to the prompt response to crime. For this reason, as efforts are made to improve the communication and command control service in BPRs, it

is expected to strengthen awareness-raising activities on emergency reporting systems to residents and local decision-makers, and at the same time to restart improvement of communication and command control for establishing the dissemination model.

#### 4.2.2 Recommendations to JICA

##### Follow-up for participants of training in Japan

The project has supported ISI members, who had participated in training courses in Japan, to promote civilian police activities for other than target provinces by setting up BKPM in their police resorts, door-to-door visits, and problem solving, based on their action plan developed during the training course. With careful review of their action plans, it is favorable that JICA would continue to promote the dissemination of civilian police activities to other provinces through continuous infrastructure development, equipment provision, and technical support necessary for promoting these activities.

#### 4.3 Lessons Learned

##### Organizing participants in training in Japan and assigning to key positions in dissemination target areas

As stated in “Relevance 3.1.4 Appropriateness of the Project Plan and Approach,” the participants of the country-specific training course, training in Japan, are organized as ISI members and have promoted dissemination in targeted provinces in Phase 3. In the Project, nationwide dissemination has been promoted not only by lectures of Japanese experts, but also by assigning local officers, who understood the effectiveness by observing actual sites during training in Japan, to the key positions in the dissemination target areas. The nationwide dissemination has also been promoted by the training participants who are members of alumni association, the ISI, assigned to key positions as issues and best practices in each province have been shared periodically among the members. Especially for projects aimed at transforming counterparts’ awareness by presenting concepts such as civilian police activities, assigning participants who observed the actual sites through training in Japan to the key positions of target areas and organizing the training participants are expected to stimulate information sharing among regions and thus promote dissemination.

##### Sharing good practice of civilian police activities

Initially, the degree of implementation of door-to-door visits and problem solving varied among police officers. In the Project, BKPM/Polsubsector and *Babin* compiled the good practice of door-to-door visits and problem-solving and distributed the good practice to each police resort and utilized it as a training material on civilian police. Through the “monthly event for strengthening civilian police,” police officers share the

good practice with others and understand what kinds of activities and cases are actually desirable. With concrete images of civilian police, the common recognition was fostered among related personnel, so the quality of civilian police activities has been uniform. Therefore, for the projects to allow the new concepts to take root in the recipient country, the quality of project outputs is expected to be uniform by compiling good practices and sharing among counterparts.

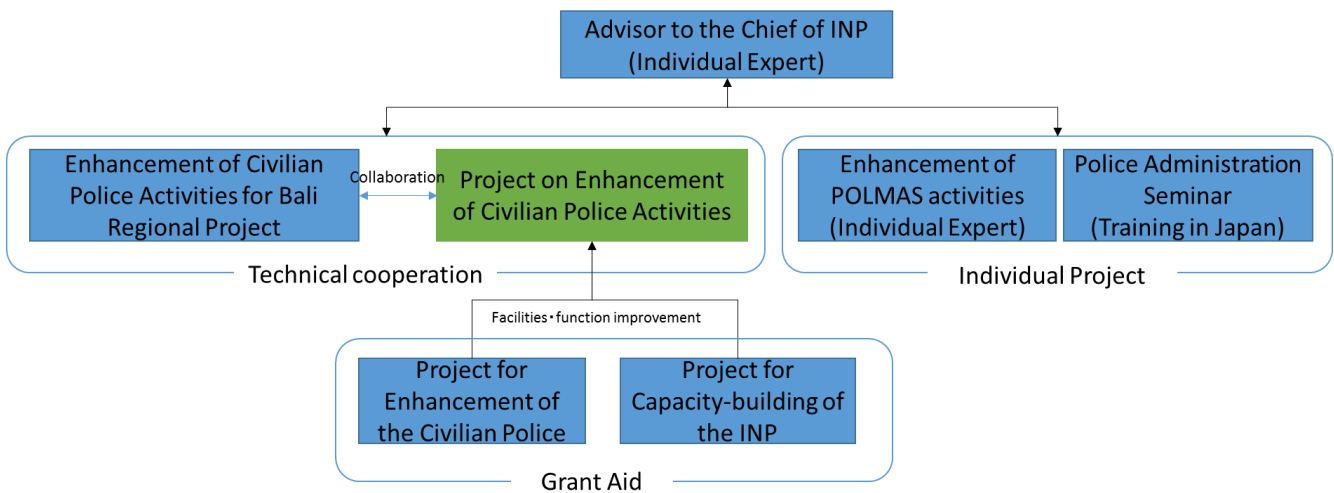
#### Utilization of on-the-scene criminal identification skills of Japanese police station

During the training of on-the-scene criminal identification, both the feasibility of nationwide dissemination and sustainability of activities have been enforced through the technical transfer using inexpensive equipment and reagents that are available locally. This method has been introduced, which is also utilized in Japanese police stations where no advanced equipment available, but enables basic fingerprint identification. This has advantages for the cooperation of on-the-scene criminal identification in developing countries and thus, exerts a positive effect on similar kind of support for police sector in other countries.

## ANNEX 1 Outline of the Project Implementation Structure

### (1) INP reform support program

The Project was positioned as part of the “National Police Reform Support Program in Indonesia” of JICA, which has been implemented for many years. Right after separation and independence from the national armed forces, JICA has continued activities to support democratic change in the INP through the reform of police organizations, systems and personnel by technical cooperation projects, grant aids, dispatching of individual experts, and providing specialized training. In addition to the dispatch of experts, “Advisor to the Chief of INP,” country specific training, and IHT, the “Project on Building a Society with a Sense of Safety in Bali” and “the Project on Enhancement of Civilian Police Activities” (Phase 1 and Phase 2) were implemented. At the time of the ex-post evaluation, technical cooperation aimed at building a structure for the nationwide dissemination of civilian police activities equivalent to Phase 3 of the Project is underway.



Source: Documents provided by JICA

Figure 2: Position of the Project in JICA Indonesia INP Reform Support Program

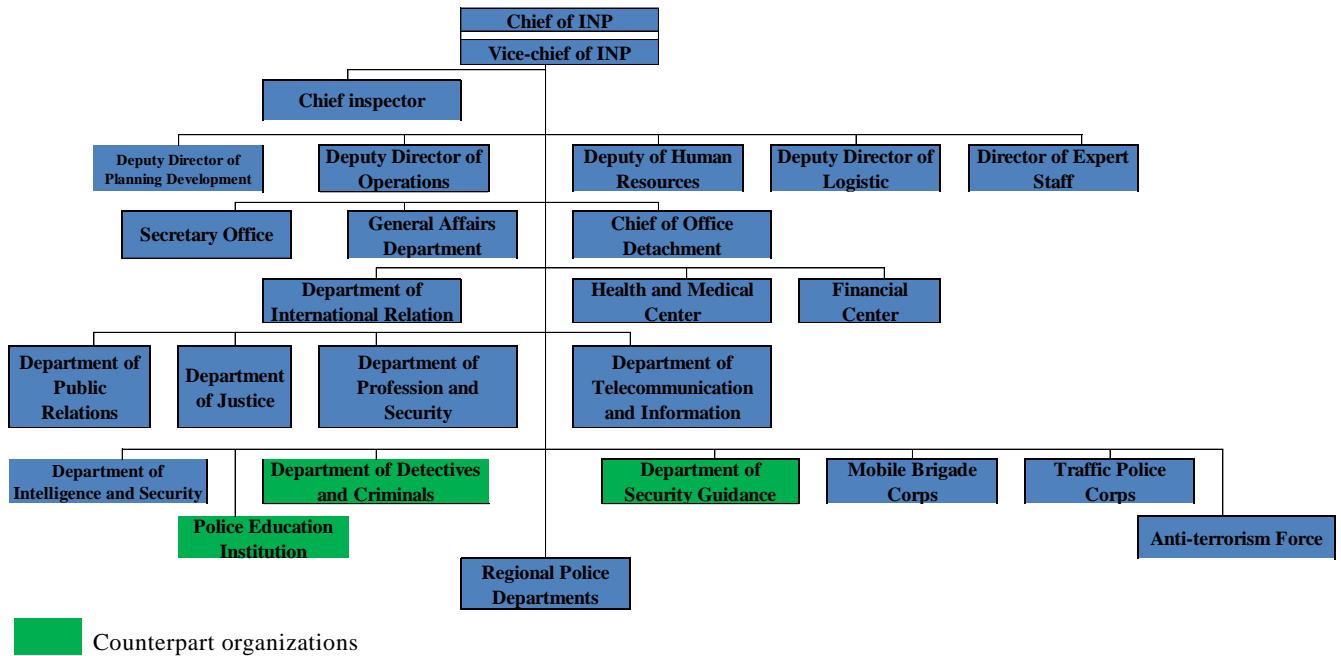
### (2) Outline of INP Organization

All police officers of the INP are under the command of the INP Commissioner, and the INP headquarters in Jakarta covers 31 Regional Police Departments. The main counterpart departments within the INP are the Department of Security Guidance (civilian police activities), Department of Detectives and Criminals (on-the-scene criminal identification), and the Police Education Institution (diffusion of training system). In the Project, the trilateral conference (task force) composed of JICA (project experts), Department of Security Guidance and the Police Education Institution in the INP was established as an organization to replace the JCC.

As for the Police in Province, there are provincial police departments (Kololisian



Daerah: POLDA) such as the Jakarta Metropolitan Regional Police Department, and under POLDA, police resorts (POLRES), such as Metro Bekasi Police Resort and Bekasi Police Resort are located, and under their control, there are police sectors (Kepolisian Sektor: POLSEK) and the BKPM/Polsubsector. There are about 610,000 police officers and a little less than 48,000 administration staff in Indonesia. (Both as of 2014)



Source: Documents provided by JICA

Figure 3: INP Organization Chart and Counterpart Organization

### (3) BPRs type civilian police activities (Bekasi model)

Regarding civilian police activities in the Indonesian version, policies and strategies concerning the operation of the “civilian police activity” model in the INP execution of duties were formulated in “the Notice of INP Commissioner Decision (SKEP/737/X/2005).” According to the notice on civilian police activity, “civilian police activities,” in policies and strategies promoted by the INP, is defined as follows.

#### Definition of civilian police activities

Civilian police activities mean to establish an equal partnership between the police in charge of civilian police activities and residents in the process of solving social problems threatening the safety and order of the community and the peaceful life of residents. Civilian police activities aim to reduce crime itself, alleviate anxiety caused by crime, and improve the quality of life for local residents.

For promoting “civilian police activities,” which is the policy and strategy of the INP, the Project, have established “Bekasi type civilian police activities (Bekasi model) based on the main components as 1) a door-to-door system, 2) problem-solving, and 3)

Work management system. Though these activities have been carried out by INP in the past, the practice and establishment of them have been supported by systematic and quality-enhanced ways. The outline of each components is as follows.

1) Door-to-Door System

Police officers working as Babin and in BKPM/Polsubsector visit residents' homes individually to provide counseling, problem-solving, and information sharing. In terms of visiting all households in general, the door-to-door system is different from the existing activity of Indonesian police called "Sambang" (visiting mainly influential residents).

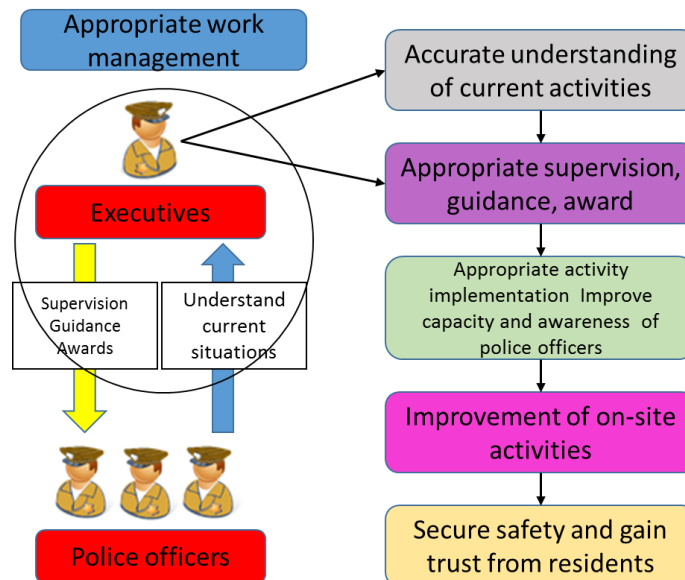
2) Problem-solving

Undertaking activities mainly by police officers to prevent crime, accidents, and disasters which pose risks to the lives of residents, and solve familiar local problems.

3) Work management system

Executives grasp the status of on-site activities by Babin and police officers in BKPM/Polsubsector, and improve capacities and motivation for strengthening on-site activities so that police officers gain trust from citizens and provide stable local security, through providing appropriate supervision, guidance, and awards.

The Image of Work management system by Executives



Source: Documents provided by JICA

Figure 4: Outline of Work Management System

## ANNEX 2 Output of project outputs

As described below, for the same or similar indicators in Phases 1 and Phase 2, the degree of those achievements were evaluated together.

Phase 1 (August 2002—July 2007)	Phase 2 (August 2007—July 2012)	At the time of completion	At the time of ex-post evaluation																																
<b>Output 1</b>																																			
Management of BPRs, model police resorts, is improved to ensure civilian police activities.	Work management capacity of each commissioned officer at BPRs is enhanced.																																		
Indicator 1-1: At least 75% of police officers of BPRs assess that they show more civilized and cultivated attitudes and discipline as professionals in 2007 than in 2002, because more attractive mental and physical incentives are given.		<p><u>Achieved</u> As for the change in police's awareness of civilian police activities by police officers, comparing the results of the base-line from 2002 and the end-line from 2007, negative attitudes were decreased and positive attitudes were increased.<sup>27</sup></p> <p style="text-align: right;">(Unit :%)</p> <table border="1"> <thead> <tr> <th></th> <th></th> <th>Base-line 2002</th> <th>End-line 2007</th> </tr> </thead> <tbody> <tr> <td rowspan="2">Negative attitude</td> <td>① Residents must actively cooperate with the police</td> <td>56</td> <td>16</td> </tr> <tr> <td>② Residents are in a position to support police activities in response to police requests</td> <td>18</td> <td>15</td> </tr> <tr> <td rowspan="2">Positive attitude</td> <td>③ Police should grasp residents' needs and respond appropriately</td> <td>29</td> <td>58</td> </tr> <tr> <td>④ As residents' servants or supporters, police must support their safety</td> <td>10</td> <td>21</td> </tr> </tbody> </table> <p>Source: Documents provided by JICA</p>			Base-line 2002	End-line 2007	Negative attitude	① Residents must actively cooperate with the police	56	16	② Residents are in a position to support police activities in response to police requests	18	15	Positive attitude	③ Police should grasp residents' needs and respond appropriately	29	58	④ As residents' servants or supporters, police must support their safety	10	21	<p><u>Maintained</u> From the results of a beneficiary survey given to police officers in the ex-post evaluation, changes in police officers' awareness and increases in motivation were confirmed.</p> <p style="text-align: right;">(Unit :%)</p> <table border="1"> <thead> <tr> <th>Question item</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>Through civilian police activities, my responses to residents have changed.</td> <td>89</td> </tr> <tr> <td>My motivation as a police officer was improved through civilian police activities.</td> <td>81</td> </tr> <tr> <td>I feel that residents feel closer affinity to police officers.</td> <td>97</td> </tr> <tr> <td>Through the Project, participation of the community in their own security was promoted.</td> <td>94</td> </tr> <tr> <td>Cooperation of residents is indispensable for maintaining security.</td> <td>99</td> </tr> <tr> <td>Civilian police activities (door-to-door visits, problem-solving, etc.) are effective in decreasing crime.</td> <td>97</td> </tr> </tbody> </table> <p>Source: Results of beneficiary survey</p>	Question item	%	Through civilian police activities, my responses to residents have changed.	89	My motivation as a police officer was improved through civilian police activities.	81	I feel that residents feel closer affinity to police officers.	97	Through the Project, participation of the community in their own security was promoted.	94	Cooperation of residents is indispensable for maintaining security.	99	Civilian police activities (door-to-door visits, problem-solving, etc.) are effective in decreasing crime.	97
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<sup>27</sup> In the Project, the questionnaire survey was implemented in January 2007 for all 2,740 officials in Metro BPR and BPR. These are the opinions of 2,101 (76.7%) police officers who answered the questionnaires.

<p>Indicator 1-2: Regarding the organizational structure of BPRs, the function of police sectors including police station activities is improved.</p>	<p>Indicator 1-2: Appropriate personal assignments are carried out at BPRs</p>	<p><u>Achieved</u>  At the end of Phase 1:  The number of personnel at the BPRs increased from 1,308 in 2004 to 1,598 in 2006. The ratio of the number of officers in police sectors to the total number of officials increased from 54.8% in 2002 to 58.3% in 2006.</p> <p>At the end of Phase 2:  Metro BPR: 1,543, BPR: 1,559 were placed (at the time of the terminal evaluation).</p>	<p><u>Maintained</u>  Officers in BPRs, including police sectors, were augmented compared with the project period. In addition, through the introduction of the work management system (see Annex 1), the ability of executives to manage operations such as understanding real situations and issues of door-to-door visits, problem-solving has been improved.</p> <p style="text-align: right;">(Unit: person)</p> <table border="1" data-bbox="1503 480 2060 619"> <thead> <tr> <th></th> <th>Phase 2 terminal evaluation (2012)</th> <th>Ex-post evaluation (2017)</th> </tr> </thead> <tbody> <tr> <td>Metro BPR</td> <td>1,543</td> <td>1,593</td> </tr> <tr> <td>BPR</td> <td>1,559</td> <td>1,626</td> </tr> </tbody> </table> <p>Source: Results of beneficiary survey</p>		Phase 2 terminal evaluation (2012)	Ex-post evaluation (2017)	Metro BPR	1,543	1,593	BPR	1,559	1,626
	Phase 2 terminal evaluation (2012)	Ex-post evaluation (2017)										
Metro BPR	1,543	1,593										
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<p>Indicator 1-3: Activities related to daily lives of citizens, such as guidance of crime prevention and traffic safety are executed at BPRs.</p>	<p>Indicator 1-1: Various types of police services towards civilian police activities are implemented at BPRs.</p>	<p><u>Achieved</u>  At the end of Phase 1:  Security guidance, traffic safety guidance, etc., were carried out.</p> <p>At the end of Phase 2:  As for the civilian police activities, civilian police promotion month, door-to-door council, safe town fair, and regional security contest were implemented.</p>	<p><u>Maintained</u>  The civilian police activities which were provided during the project period are continuously implemented as own activities of BPRs, even at the time of the ex-post evaluation.</p>									
<p>Output 2</p>												
<p>Practice on on-the-scene criminal identification in BPRs is improved.</p>	<p>The function of on-the-scene (at BKPM/POLPOS<sup>28</sup> etc.) police activities towards civilian police are improved at BPRs.</p>											
<p>Indicator 2-1: Number of investigations by on-the-scene criminal identification is increased in 2007.</p>	<p>Indicator 2-1: The number of investigations by on-the-scene criminal identification is increased, and the number of effective</p>	<p><u>Mostly achieved</u>  At the end of Phase 1:  Rate of on-site visits: 15.4% (2005) → 21.3% (2006)<sup>29</sup>  Number of fingerprint identification: although prioritized identification was promoted, there is no increase in the</p>	<p><u>Maintained</u>  The actual number of on-site visits has been significantly increased at the time of ex-post evaluation compared with the Phase 2 terminal evaluation. On the other hand, the number of fingerprints is kept at the</p>									
<p>Indicator 2-2: Number of</p>												

<sup>28</sup> POLPOS (police post) is the name of existing police stations. Currently, POLPOS has been renamed as Polsubsector.

<sup>29</sup> The rate of on-site visits was accumulated only in Metro BPR; the data of BPR was not available.

fingerprints collected on the site is increased in 2007.	fingerprints collected at the scene is increased at BPRs.	number. On the other hand, almost 100% of corpse fingerprints were collected in 2006.	same level. (Unit: cases/year)																																							
Indicator 2-3: Uniformed police officers execute the site preservation activities at an appropriate level.		Rate of site preservation: 33.3% (first half of 2005) → 87.5% (second half of 2006) At the end of Phase 2: Number of on-site visit: 1,017 times/year (2008) → 1,384 times/year (2011) Number of fingerprint identification: 656 cases/year (2008) → 365 cases/year (2011). The number was decreased due to the prioritization of the sampling.	<table border="1" data-bbox="1500 284 2065 456"> <thead> <tr> <th></th> <th>Phase 2 terminal evaluation (2011)</th> <th>Ex-post evaluation (2015)</th> </tr> </thead> <tbody> <tr> <td>On-site visit</td> <td>1,384</td> <td>3,126</td> </tr> <tr> <td>Fingerprint identification</td> <td>365</td> <td>376</td> </tr> </tbody> </table> <p>Source: Phase 2 terminal evaluation and ex-post evaluation</p>		Phase 2 terminal evaluation (2011)	Ex-post evaluation (2015)	On-site visit	1,384	3,126	Fingerprint identification	365	376																														
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Indicator 2-4: Officers of On-the-scene criminal identification section at BPRs obtain high level of skills for on-the-scene criminal identification and utilize them at the site.	Indicator 2-2: Police officers of the on-the-scene criminal identification section at BPRs obtain high-level skills of on-the-scene criminal identification and utilize the skills.	<p><u>Achieved</u></p> <p>At the end of Phase 1: An On-the-scene criminal identification instructors in BPRs were trained and utilized as training lecturers. They also applied the on-the-scene criminal identification technique at crime scenes.</p> <p>At the end of Phase 2: Technical examination of on-the-scene criminal identification was institutionalized, and training sessions were implemented by instructors on the examination for national certification on on-the-scene criminal identification skills.</p> <p>(Unit: person)</p> <table border="1" data-bbox="887 922 1482 1155"> <thead> <tr> <th rowspan="2"></th> <th colspan="2">Fingerprint identification</th> <th colspan="2">Photo identification</th> </tr> <tr> <th>Phase 1</th> <th>Phase 2</th> <th>Phase 1</th> <th>Phase 2</th> </tr> </thead> <tbody> <tr> <td>Level of Instructor</td> <td>3</td> <td>10</td> <td>3</td> <td>5</td> </tr> <tr> <td>Level A</td> <td>10</td> <td>25</td> <td>8</td> <td>13</td> </tr> <tr> <td>Level B</td> <td>9</td> <td>88</td> <td>8</td> <td>18</td> </tr> <tr> <td>Total</td> <td>22</td> <td>123</td> <td>19</td> <td>36</td> </tr> </tbody> </table> <p>Source: Phase 1 and Phase 2 terminal evaluation</p>		Fingerprint identification		Photo identification		Phase 1	Phase 2	Phase 1	Phase 2	Level of Instructor	3	10	3	5	Level A	10	25	8	13	Level B	9	88	8	18	Total	22	123	19	36	<p><u>Maintained</u></p> <p>The examination for national certification on on-the-scene criminal identification skills that has been supported by the Project has been implemented as a system of INP since June 2013. As of October 2016, the provinces conducting the examination have spread to 19 provinces<sup>30</sup>, and a total of 711 officers passed, as shown below. On the other hand, the examination for photo identification has not been continued since the end of the Project.<sup>31</sup></p> <p>(Unit: person)</p> <table border="1" data-bbox="1500 823 2065 1056"> <thead> <tr> <th></th> <th>Fingerprint identification At the ex-post evaluation</th> </tr> </thead> <tbody> <tr> <td>Level of Instructor</td> <td>15</td> </tr> <tr> <td>Level A</td> <td>88</td> </tr> <tr> <td>Level B</td> <td>623</td> </tr> <tr> <td>Total</td> <td>711</td> </tr> </tbody> </table> <p>Source: Ex-post evaluation</p>		Fingerprint identification At the ex-post evaluation	Level of Instructor	15	Level A	88	Level B	623	Total	711
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<sup>30</sup> Jakarta, Central Java, Lampung, Bali, Riau Islands, Riau, East Java, South Sulawesi, South Sumatra, North Sumatra, Central Kalimantan, South East Sulawesi, Yogyakarta, West Java, East Kalimantan, Central Sulawesi, NTT (Nusa Tenggara Timur), NTB (Nusa Tenggara Barat), West Sumatra; in total 19 provinces.

<sup>31</sup> Along with the diffusion of digital cameras, the necessity of photographic identification skill including photographic developing is decreasing mainly because many pictures can be taken on-site.

	<p>Indicator 2-3: Various types of police services including door-to-door visits and acceptance of consultations, etc. are carried out on the fields (BKPM/POLPOS, etc.).</p>	<p><u>Achieved</u> The number of door-to-door visits in 2008 was high since the data accuracy is low because appropriate monitoring system was not developed at that time. However, after the monitoring system was upgraded in 2009, the number of door-to-door visits was stable. On the other hand, a certain number of problem-solving was implemented, although there were slight fluctuations from 2008 to 2011.</p> <p style="text-align: right;">(Unit: times/year)</p> <table border="1" data-bbox="884 507 1473 651"> <thead> <tr> <th></th> <th>2008</th> <th>2009</th> <th>2010</th> <th>2011</th> </tr> </thead> <tbody> <tr> <td>Door-to-door visit</td> <td>117,380</td> <td>77,142</td> <td>61,130</td> <td>70,666</td> </tr> <tr> <td>Problem-solving</td> <td>111</td> <td>558</td> <td>372</td> <td>425</td> </tr> </tbody> </table> <p>Source: Phase 2 terminal evaluation</p>		2008	2009	2010	2011	Door-to-door visit	117,380	77,142	61,130	70,666	Problem-solving	111	558	372	425	<p><u>Maintained</u> The number of door-to-door visits by BKPM/Polsubsector and Babin in BPRs in 2015 was 425,841, and the number of problem-solving incidents increased to 6,580. The numbers of both activities were significantly larger than those of Phase 1 and Phase 2 terminal evaluations. This is because the INP must report to the Ministry of Finance on the results of door-to-door visits and problem-solving implemented by Babin according to the promotion of “one village one Babin system” and the Babin allowance (1,100,000 Indonesian rupiah/month/person. Approximately 9,200 Japanese yen) allocated by the Ministry of Finance since 2015.</p> <p style="text-align: right;">(Unit: times/year)</p> <table border="1" data-bbox="1505 703 2078 930"> <thead> <tr> <th></th> <th>Phase end assessment (2008)</th> <th>Phase 2 terminal evaluation (2011)</th> <th>Ex-post evaluation (2015)</th> </tr> </thead> <tbody> <tr> <td>Door-to-door visits</td> <td>117,380</td> <td>70,666</td> <td>425,841</td> </tr> <tr> <td>Problem-solving</td> <td>111</td> <td>425</td> <td>6,580</td> </tr> </tbody> </table> <p>Source: Phase 2 terminal evaluation and BPRs</p>		Phase end assessment (2008)	Phase 2 terminal evaluation (2011)	Ex-post evaluation (2015)	Door-to-door visits	117,380	70,666	425,841	Problem-solving	111	425	6,580
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Door-to-door visits	117,380	70,666	425,841																											
Problem-solving	111	425	6,580																											
	<p>Indicator 2-4: Education and training at the BPRs (civilian police activities, On-the-scene criminal identification, and communication and command control etc.) are implemented</p>	<p><u>Achieved</u> During the 5 years of Phase 2, the training mainly focused on police officers at BPRs was implemented as follows. Civilian police activities: total 202 times On-the-scene criminal identification: total 224 times</p> <p>In addition, 13 IHT were conducted in BPRs for the officers in police resorts in other provinces and students in civilian police (POLMAS) courses in police officer schools and SPN (722 participants).</p>	<p><u>Maintained</u> Civilian police activities: BPRs conduct training twice a year for new recruits in each police sector. In addition, with INP’s initiative, SPN, under the Police Education Institution in INP, provided training civilian police activities for 23,250 Babin from 2011 to the time of the ex-post evaluation. On-the-scene criminal identification: The training on fingerprint identification has been implemented mainly by instructors in BPRs to officers</p>																											

			in police sectors twice a year. Communication and command control: Communication and command control has been implemented by incorporating into the civilian police activity (POLMAS) module.
Output 3			
Communication and command control system of BPRs is improved.	Good partnership with local residents in Bekasi and local governmental agencies is established.		
Indicator 3-1: The ratio of cases where actions are taken for reports from people in BPRs reaches 100% in 2007.		<u>Partially archived</u> (verification of target figure was <u>difficult</u> ) All incidents reported to BPRs by telephone were transferred to related organizations and site supports were provided. Although police sectors report major incidents to the BPRs, minor incidents and cases were handled by the police sectors, thus, it was difficult to verify indicators. On the other hand, the number of correspondence has increased rapidly, so it seemed that the boundary between police and residents was being eliminated.	<u>Partially Maintained</u> (verification of target figure was <u>difficult</u> ) Most of the incidents reported to BPRs by phone have been processed. On the other hand, the number of received emergency calls has not been recorded. For the reason that there are only few emergency calls due to the resident's low awareness (5 to 10 calls/month in BPRs). A large number of mischievous phone calls were also identified by the interview survey in BPRs. The reception record has not been implemented as a routine task of command center in BPRs due to lack of emergency calls.
Indicator 3-2: Communication and command control system of BPRs for emergency calls will be established.		<u>Achieved</u> The command center, <sup>32</sup> which had not existed before, was placed under the jurisdiction of the operations manager in Metro BPR. It has officially operated since April 2006 (one chief director, and 7 officers with three shifts of 24 hours operation).	<u>Maintained</u> The number of officials in the command center in Metro BPR is 7, and in BPR there are 6 operating in three shifts. BPRs have properly allocated personnel, and the communication and command control system is in place.
Indicator 3-3: Response time for cases where actions are taken for emergency calls and reports in BPRs is properly recorded.		<u>Unverifiable</u> Although the emergency telephone call system was initiated in 2006, accidents and incidents are first reported and consulted to the local leaders as the neighborhood and community associations. In many cases, the leaders do not draw a conclusion on the spots and reporting to police officers next day or several days	<u>Unverifiable</u> Emergency telephone call system was initiated, but frequency of its utilization is low, as mentioned above. Also, response time has not been recorded and it was impossible to verify indicators.

<sup>32</sup> The command centers are located in BPRs as centers to manage emergency calls, including 110, contacts from residents, and requests for police dispatches from police sectors.

		later is common.	
	Indicator 3-1: The number of public information and socialization activities is increased.	<u>Achieved</u> Public relations and awareness-raising activities were conducted 700 times in Metro BPR during 5 years of Phase 2 and 325 times in BPR, and participatory exhibitions were also held four times in Metro BPR. A variety of efforts to build relationships with residents were made.	<u>Maintained</u> In 2015, a total of 1,530 people <sup>33</sup> participated in 62 time of awareness raising activities in BPRs related to crime prevention, traffic safety, drug abuse, and anti-terrorism of the Islamic State (IS).
	Indicator 3-2: The number of FKPM meetings <sup>34</sup> participatory seminars and workshops is increased.	<u>Achieved</u> A total of 1,521 FKPM meetings and six participatory seminars were held in Phase 2 during five years, and the number of those meetings and seminars was being increased every year.	<u>Maintained</u> Even now, FKPM meetings, seminars, and workshops are regularly carried out in BPRs, and the number of FKPM meetings in 2015 was 48 with a total of 1,740 participants.
<b>Output 4</b>			
Training programs of “Police station management”, “on-the-scene criminal identification,” and “communication and command control” are improved.	The training system in relation to police activities towards civilian police is improved in collaboration with the JICA Program.		
Indicator 4-1: Developed manuals are completed.		<u>Achieved</u> Training teaching texts and materials were developed by counterpart organizations in charge of police station management (guidance of police station), communication and command control, and on-the-scene criminal identification.	<u>Maintained</u> By revising the module developed in the Project, the civilian police activity (POLMAS) module (textbook) was issued in 2016, distributed, and utilized in each training institution at provincial police departments.
Indicator 4-2: Two or more instructors each for “Police station management,” “on-the-scene criminal identification,” and “communication and command control,” respectively, are trained in BPRs.		<u>Achieved</u> Counterparts from police station management (guidance of police station) (three person), communication and command control (two person), and on-the-scene criminal identification (two person) provided training as instructors. Regarding on-the-scene criminal identification, three fingerprint and three photograph instructors who passed the examination were produced.	<u>Continue except a part (photograph identification)</u> As of 2016, the number of instructors in BPRs is 12 persons in civilian police activities, including police station management and communication and command control, and six persons in clinical identification. They are responsible for implementing each type of training. On the other hand, for the photograph identification, as

<sup>33</sup> Only the number of participants in seminars and awareness-raising activities provided by Metro BPR and BPR was accumulated. (Those carried out by BKPM/Polsubsector and Babin are not included.)

<sup>34</sup> Police and civilian partnership forum (Forum Kemitraan Polisi dan Masyarakat:FKPM)



			mentioned above, the instructor system has not continued since the training is not currently being implemented.
	Indicator 4-1: evaluation of training by the participants is heightened.	<p><u>Achieved</u></p> <p>In the training for the Project, experience of on-site activities and exchange of opinions with BKPM police officers were included, and those activities were highly evaluated by participants of the training. In civilian police training at SPN, 90% of the participants replied that they were able to understand civilian police activities through the training.</p>	<p><u>Maintained</u></p> <p>Based on the results of the beneficiary survey, 96% of police officers answered “strongly agree” or “agree” to the statement, “Civilian police training was effective in improving my capacity as a policeman.” As a result, the high level of training was confirmed by participants. In the interviews with police officers who took training on on-the-scene criminal identification, high levels of satisfaction were shown, and the effectiveness of the training was confirmed.</p>
	Indicator 4-2: Frequency of utilization of technical instructors is increased.	<p><u>Achieved</u></p> <p>The following IHT was carried out by the instructors trained in Phase 2 over 5 years.</p> <p>Civilian police activity: total 9 times (667 participants)</p> <p>On-the-scene criminal identification: total 4 times (86 participants)</p>	<p><u>Maintained</u></p> <p>Use of civilian police activity and on-the-scene criminal identification instructors trained in the Project has been promoted, and during the Phase 3 period (from October 2012 to November 2016), the following IHT were implemented mainly by those instructors.</p> <p>Civilian police activity: total 94 times (1,583 participants)</p> <p>On-the-scene criminal identification: total 23 times (984 participants)</p> <p>In addition, the instructors have also been utilized for civilian police training in police schools implemented by the Police Education Institution in INP.</p>