

Federative Republic of Brazil

FY2020 Ex-Post Evaluation of Technical Cooperation Project

“The Project on Nationwide Dissemination of Community Policing”

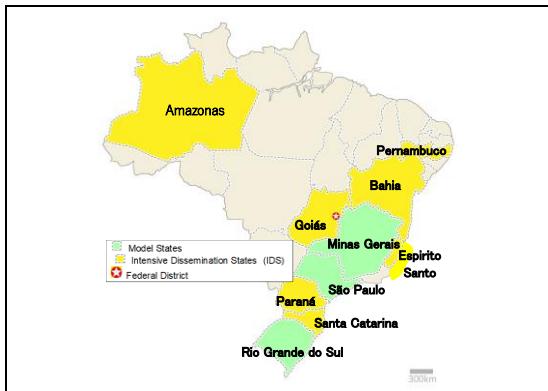
External Evaluator: Mitsue Mishima, OPMAC Corporation

## 0. Summary

The project aimed to promote the dissemination of community policing in Brazil: (1) to enhance the capacity of the National Security Bureau of the Ministry of Justice of Brazil (Secretaria Nacional de Segurança Pública, hereinafter referred to as “SENASA”) for information collection and management, and to disseminate and strengthen the efforts of community policing in each state, (2) to strengthen community policing in model states, i.e., São Paulo State Police, Minas Gerais State Police, and Rio Grande do Sul State Police, and (3) to establish a system to disseminate community policing independently and sustainably by the relevant institutions in Brazil through strengthening the capacity of SENASP and the three model states leading to effective support for other states and contributing to the dissemination of community policing appropriate to the situation in Brazil. The project is highly relevant since it is consistent with development plan and policy, and with the needs of the implementing agencies for capacity development and strengthening of the dissemination system. The project also matched Japanese ODA policy. Community policing in the Intensive Dissemination States has been developed by the outputs of enhancement of promotion capacity and strengthening of the dissemination system of SENASP and the three model states. This was achieved through the seminars and training of the project. *National Guidelines of Community Police* was then established as a legal document, which was also an important step forward in building a system for disseminating community policing for the relevant institutions. The effectiveness and impacts of the project are high, with impacts such as improving the motivation of Brazilian police officers for community policing, crime prevention, and technical transfer to Central American countries. The efficiency is fair because, although the project period was within the plan, the project cost was slightly higher than the plan. Although differences should be noted in the community police activities of each state, there is almost no concern that the efforts of community policing in Brazil as a whole will be significantly weakened in terms of policy and political commitment, institutional/organizational, technical and financial aspects. Therefore, the sustainability of the project effects is high.

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

## 1. Project Description



Project Site



João Teodoro Community Base of Security  
in Sorocaba in São Paulo State

### 1.1 Background

In the Federative Republic of Brazil (hereinafter referred to as “Brazil”), the figures for the numbers of homicides, robbery, and injuries are high in the world, and improving security is a social issue. At the time of planning, with upcoming international events such as the Olympic Games and with an increase in investment and business expansion by Japanese and other foreign companies, improving and maintaining security throughout Brazil had become even more important.

The Brazilian police are divided into two types, the military police (Polícia Militar) of each state and the civil police (Polícia Civil) which is in charge of criminal investigation and the arrest of suspects for the purpose of maintaining public order and crime prevention. In addition, some cities have set up a Civil Guard (Guarda Civil). SENASP, which formulates national public security policies and promotes and supports the implementation of respective independent state policies, established a *National Unified System for Public Security (Sistema Único de Segurança Pública*, hereinafter referred to as “*SUSP*”) (2000) in order to integrate these police organizations. With the aim of drastically reforming the organization of the police with the participation of civil society through the Community Safety Council (Conselho Comunitário de Segurança, hereinafter referred to as “*CONSEG*”), the national government has taken concrete measures to prevent crime and to promote community police activities, promoting this at the national level and together with states and municipalities. Under *SUSP*, the introduction, dissemination, and enhancement of community police activities have been promoted nationwide, with efforts such as the *National Program for Public Security with Citizens (Programa Nacional de Segurança Pública com Cidadania*, hereinafter referred to as “*PRONASCI*”) (2007). Since the latter half of 2006, SENASP has conducted community police training courses throughout the country.

The São Paulo State Military Police, which is responsible for maintaining the security of São Paulo state, the largest metropolitan area in South America, announced the introduction of

community policing in the 1990s through interacting with citizens and establishing relationships of trust with them, thus tackling crime prevention, which was indispensable. As part of the cooperation to support this initiative, since 2000, JICA has promoted the dissemination of community policing in Brazil, introducing the community police activities of Japan as an example, through various types of cooperation such as national/issue-specific training, short-term expert dispatch, and technical cooperation. Two technical cooperation projects were implemented: the “Community Policing Project” (2005-2008) and the “Project on Implementation of Community Policing using the Koban System” (2008-2011).

While the cooperation of JICA continued, there were differences in the quality and level of efforts at each police box within a state, even in the state of São Paulo, where community policing was said to be the most advanced in Brazil. In Brazil as a whole, the degree of dissemination of community policing and the level of efforts differed greatly depending on the state, and thus the dissemination and establishment of community policing throughout Brazil remained a critical concern. With this background, support from Japan was requested to improve and maintain the quality of community policing in São Paulo State, as well as to disseminate and establish it more firmly in other states.

## 1.2 Project Outline

In order to promote the dissemination of community policing in Brazil, the project aimed: (1) to enhance the capacity of the SENASP for information collection and management, and for the promotion of the dissemination and the strengthening of community policing in each state (Output 1 & 2), (2) to strengthen community policing in the model states, i.e., the São Paulo State Police (hereinafter referred to as “PMESP”), the Minas Gerais State Police (hereinafter referred to as “PMMG”), and the Rio Grande do Sul State Police (hereinafter referred to as “BMRS”) (Output 3 ~5), (3) to establish a system to disseminate community policing independently and sustainably by the relevant institutions in Brazil through strengthening the capacity of SENASP and the three model states to effectively support other states (Output 6), leading to the dissemination of community policing appropriate to the situation of Brazil.

|                 |          |  |
|-----------------|----------|--|
| Overall Goal    |          | Brazilian community policing is being disseminated by Brazilian related organizations.   |
| Project Purpose |          | A nationwide system for continuous and self-reliant dissemination of community policing by Brazilian related organizations is established.                             |
| Outputs         | Output 1 | The capacity of SENASP for collecting and managing information on community policing is enhanced in order to facilitate dissemination of community policing in Brazil. |
|                 | Output 2 | The capacity of SENASP for inducting new activities of community policing is enhanced, by regional agreements.   |
|                 | Output 3 | Community policing activities by PMESP are improved.   |
|                 | Output 4 | Community policing activities by PMMG are improved.  |

|   |  |   |
|---|--|---|
|   | Output 5   | Community policing activities by BMRS are improved.   |
|   | Output 6   | The capacity of SENASP, PMESP, PMMG and BMRS for providing effective assistance to other states is enhanced in order to facilitate dissemination of community policing in Brazil. |
| Total Cost<br>(Japanese Side)             | 211 million yen  |   |
| Period of Cooperation                     | January 2015-January 2018  |   |
| Target Area                               | Federal District (Brasilia), São Paulo, Minas Gerais, Rio Grande do Sul, Amazonas, Bahia, Pernambuco, Espírito Santo, Goiás, Paraná, Santa Catarina States   |   |
| Implementing Agency                       | SENASP, PMESP, PMMG, BMRS  |   |
| Other Relevant Agencies/<br>Organizations | State polices of Intensive Dissemination States (hereinafter referred to as "IDS")<br>IDS includes Federal District). The targets are 8 locations: Federal District (Brasilia), Amazonas, Bahia, Pernambuco, Espírito Santo, Goiás, Paraná, Santa Catarina States.   |   |
| Supporting Agency in Japan                | National Police Agency   |   |
| Related Projects                          | [JICA Technical Cooperation Projects]<br><ul style="list-style-type: none"> <li>• Community Policing Project (January 2005-March 2008)</li> <li>• Project on Implementation of Community Policing using the Koban System (November 2008-November 2011)</li> <li>• Community policing course based on Koban system (The third country training courses targeting Latin and Central American countries, fiscal year 2011 to 2013)</li> </ul> |   |

#### Japan and Brazil, respective "Community policing"

Japanese community policing has the task of ensuring a safe life through close contact with the local community, cooperating with local residents, companies, local governments, etc., based on police boxes (Koban) and residential police boxes (Chuzaisho) located all over Japan. Community police activities in Japan are "patrol / patrol contact in areas under jurisdiction", "response to reports of lost and found items", "geographical guidance", "initial response in the event of any incident/accident", "crime prevention guidance", "criminal arrest", "crime prevention activities", "traffic guidance and control", and "accident prevention activities". \*1

"Community policing" in Brazil, "Policimento Comunitário" in Portuguese, is not necessarily equivalent to Japanese community policing. For example, at the security community bases (Base Comunitária de Segurança, hereinafter referred to as "BCS", also called "Koban") established in the state of São Paulo with reference to the Japanese police boxes, philanthropic activities are carried out with the local communities. These include activities to deepen exchanges with local residents through the provision of events (Christmas events, sports classes, movie screenings, free medical examinations by dentists, etc.), which are different from the main activities of community policing in Japan. On the other hand, the "arrest of criminals" which is part of Japanese community policing activities is not included in the scope of work of the Brazilian state police. As for the organizational network, the Japanese community policing has national unified guidelines, and police officers develop their careers by experiencing the work at a police box. However in Brazil, each state police independently formulates policies and thus the contents and the position of community policing in the respective organizational structure\*2 and the way BCS locations are arranged differently according to each state. As mentioned above, the usage and specific contents of the word "community policing" do not always match between Japan and Brazil. Various efforts are being made in the policies of each state police in Brazil, which is a point that should also be noted.

\*1:Home page of National Police Agency <https://www.npa.go.jp/about/recruitment/police/job/area.html> (as of June 30th in 2021).

\*2:The organizational structure of each state police consists of Area Policing Command (Comando de Policiamento de Área), Battalions (Batalhão), Companies (Companhia), etc., and the positions of police officers are Colonel (Coronel), Lieutenant colonel (Tenente-Coronel), and Major (Major), Captain (Capitão), Lieutenant (Primeiro-tenente), Ensign (Segundo-tenente), and Sergeant (Sargento). These basic positions are common to each state to some extent, however, the composition of departments differs from state to state according to the operation policy of each state.

### 1.3 Outline of the Terminal Evaluation

#### 1.3.1 Achievement Status of Project Purpose at the Terminal Evaluation

At the terminal evaluation (2017), the project purpose was judged to have been “partially achieved”. Justifications for this were that the dissemination of community policing in Brazil had steadily progressed, and, in Amazonas state as an example of IDS, that the state police and the civil police in charge of the investigation department closely exchanged information on security, referring to deepening ties with local residents through patrol contact with each small district in the area under their jurisdiction. It was also stated that the *National Guidelines of Community Police (Diretriz Nacional de Polícia Comunitária)* was expected to be enacted after August 2018.

#### 1.3.2 Achievement Status of the Overall Goal at the Terminal Evaluation

The overall goal was judged to be “partially expected to be achieved”. According to the questionnaire at the terminal evaluation, Japanese experts and the Brazilian counterparts (hereinafter referred to as “C/P”) pointed out concerns about constant financial support and further long-term efforts by the Federal government, SENASP, for disseminating the good practices of the model states to IDS and other states in the future. That which was described as “dissemination to all Brazilian states” as the indicator of the overall goal was determined as “all states that had concluded a technical cooperation agreement” at the time of the terminal evaluation.

#### 1.3.3 Recommendations from the Terminal Evaluation

[Recommendation to the Brazilian Implementing Agencies after Project Completion]

| Recommendation   | Situation at the time of ex-post evaluation  |
|--|--|
| 1. Preparation of a community policing guidelines                                | In April 2019, <i>National Guidelines of Community Police</i> was enacted.   |
| 2. Introduction of a nationwide community policing certification (reward) system | Although there is no nationwide common community police certification (reward) system, the International Course for Disseminator of Community Policing-Koban system (Curso Internacional de Multiplicador de Polícia Comunitária-Sistema Koban, hereinafter referred to as “CIMPC-SK”) issues a course completion certificate. |

## 2. Outline of the Evaluation Study

### 2.1 External Evaluator

Mitsue Mishima, OPMAC Corporation

### 2.2 Duration of Evaluation Study

The ex-post evaluation study was conducted with the following schedule:

Duration of the Study: October 2020-December 2021

Duration of the Field Study: March 3, 5, 2021 (by a local consultant only in São Paulo State)

## 2.3 Constraints during the Evaluation Study

Due to the coronavirus pandemic within Brazil, external evaluators could not travel there, and field survey assistants could not visit project sites outside of the state of São Paulo. The external evaluator and local assistant conducted hearing with the executing agency and related agencies through on-line meetings. Information was collected from all IDS by using questionnaires, and among them, information about four states on the contribution of this project was collected and evaluated as case studies.

Regarding the overall goal indicator, that is, the initiation of specific efforts for the community policing in all states, the situations of all states could not be confirmed with SENASP and thus the evaluation was conducted within the range that could be confirmed.

In addition, since technical cooperation aimed at dissemination nationwide was implemented before the implementation of this project, the effectiveness and impacts of the project include the outcomes of the activities and outputs of technical cooperation prior to the project, and therefore, the part of evaluation on the effectiveness and impacts by this project only is limited.

## 3. Results of the Evaluation (Overall Rating: A<sup>1</sup>)

### 3.1 Relevance (Rating: ③<sup>2</sup>)

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

This project has been consistent with the policies during project implementation since the ex-ante evaluation.

At the time of the project plan, *the National Multi-Annual Plan (Plano Plurianual*, hereafter referred to as “PPA”) (2012-2015) aimed at “public security with citizens” (Segurança Pública com Cidadania) in order to eradicate violence and murder. The PPA (2016-2019) during project implementation stated that SENASP would work with the state and municipal public security organizations to strengthen concrete crime prevention activities through community policing. Furthermore, SENASP prepared a draft plan/policy to put SUSP into practice during project implementation and this became *the Public Security and Social Defense Plan/Policy* (2018-2028) enacted in 2018, the year when the project was completed. In particular, it was stated that community policing would be expanded to prevent crime in areas where there were many cases of violence against women, such as domestic violence.

As mentioned above, the promotion of community policing has been consistently implemented as one pillar of federal government policy, and the further strengthening and nationwide dissemination of the community policing of the project were in line with federal government policy.

<sup>1</sup> A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

<sup>2</sup> ③: High, ②: Fair, ①: Low

### 3.1.2 Consistency with the Development Needs of Brazil

The project meets the needs of Brazil.

The crime rates for murder, robbery, injury, etc. in Brazil were high internationally both at the time of the project planning and during implementation. For example, according to the statistics of the United Nations Office on Drugs and Crime (UNODC), the number of homicides was 28.6 per 100,000 in 2015 and 27.4 in 2018, at the time of the project planning. This was five times as many in Brazil than the global average of 5.8 per 100,000 in 2018. Therefore, there has been a great need to continue focusing on security improvement measures during the period of project implementation and this will continue into the future.

During the project period, SENASP implemented the *Programa Patrulha Maria da Penha*<sup>3</sup>, an anti-domestic violence program in Brazil, and “the *Programa Educacional de Resistência às Drogas*” (hereinafter referred to as “PROERD”), a Drug Resistance Educational Program. In implementing the program, it was stated that patrols and patrol contacts in each province would directly reach out to local residents to make efforts for crime prevention. For this reason, there was a high necessity for police officers to practice the community policing approach of working with local residents based on BCS.

### 3.1.3 Consistency with Japan’s ODA Policy

The public safety (police) sector was stated as a priority area for “countermeasures for urban problems and environmental/disaster prevention” in Japan’s country specific ODA policy for Brazil, and a contribution to the improvement of security deterioration due to urbanization was expected.

In the third country training “Community Policing Course Based on the Koban System”, which was conducted from fiscal year 2011 to 2013 prior to implementation of the project, the police of Costa Rica, Guatemala, Honduras, El Salvador, etc. participated in the training conducted in Brazil. The results of the technical cooperation in regional police activities in Brazil therefore have disseminated not only domestically but also to Central American countries. This was a contribution to the priority area in the “Triangular Cooperation Assistance” policy for Brazil, and is recognized as being consistent with Japan’s ODA policy.

### 3.1.4 Appropriateness of the Project Plan and Approach

It was planned that the project would be continued based on the evaluations and lessons learned from the two technical cooperation projects in Brazil that had already taken place by that time. The terminal evaluation of JICA technical cooperation in 2011 indicated that the number of

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<sup>3</sup> The program name is the name of an activist who opposed domestic violence against women.

crimes in the entire state was declining, implying that the introduction of Koban may have played an important role<sup>4</sup>. Reviewing JICA technical cooperation up to that point in a survey by SENASP, it was also evaluated that the efforts of community policing could contribute to crime control<sup>5</sup>. In addition, in the evaluation of previous technical cooperation, it was pointed out that the presence of Japanese police officers itself led to the promotion of community policing and to motivating Brazilian police officers to engage in it. It can be said that exchanging work cultures between the Japanese and Brazilian police had been significant (refer to Column 1). By continuing to dispatch Japanese police officers, the plan for this project was to have a larger number of Brazilian state police officers motivated for community policing, attempting further expansion in wider areas together with the consolidation of community policing, with SENASP and the police in the three states where community policing activities were advanced as the implementing agency.

In Brazil, which has a Federal system, the authority of SENASP toward state police is limited to the formulation of national guidelines and some financial assistance, while the administrative authority of each state government is strong and the state police functions as an organization under each state, following the command of the Governor. The project purpose in the plan was to “promote community policing in an appropriate manner for each state” in the IDS target states, while the overall goal was the same for all states. Based on the results of the previous technical cooperation, it was judged that the direction of the project was appropriate.

However, the project plan did not include a definition and monitoring of the contents of concrete activities for model states and their respective state police for the indicator of the project purpose, “Concrete actions for promoting community policing in the appropriate manner of each state initiated in the IDS.” Therefore, the contribution of the project in the causal relationship of the activities of each institution of the project→Outputs→achievement of project purpose could not be clearly confirmed in the records during project implementation. It can be said that there was room for improvement in this regard for more effective project monitoring and management<sup>6</sup>.

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<sup>4</sup> “Terminal Evaluation Report of Project on Implementation of Community Policing using the Koban System in the Federal Republic of Brazil” (2011) p.16-17. In this project, the community policing in São Paulo was strengthened, and the project supported the dissemination of the model of community policing efforts to other states, referring to the BCS in São Paulo as an example.

<sup>5</sup> Rio Grande do Sul Federal University “3.The Community Policing Program in Brazil: Evaluation on Public Security Policy Proposals (Universidade Federal do Rio Grande do Sul “3. Programas de Polícia Comunitária no Brasil: Avaliação de Propostas de Políticas Públicas de Segurança”) in “Collection thinking Public Security Volume 3” (Coleção Pensando a Segurança Pública Volume 3) published by Ministry of Justice in 2013, also evaluated JICA technical cooperation by 2011.

<sup>6</sup> It was considered important that as output indicators the project showed not only the number of seminars held/attended and the number of participants in training in Japan, but also presented the record of how the results have improved the community policing as a monitoring indicator, to evaluate this and publish it for society. When interviewing Instituto Sou da Paz, a NGO based in São Paulo (established in 1997 to advise on Brazilian security improvement policies and raise awareness of crime prevention), which cooperated during the technical cooperation of the “Project on Implementation of Community Policing using the Koban System”, this point was addressed. It seems that it was a good idea to include such evaluation monitoring from the civil society side.

In addition, during implementation, the work of SENASP stagnated due to the impeachment trial of the President of Brazil, and the personnel in charge of the project was frequently changed. There were a few personnel of SENASP in charge of community policing who also engaged in other tasks. For these reasons, it was difficult to investigate the activities of community policing in the country and devote sufficient time to gathering information on good practices and effects, and a systematic compilation of such lessons was not undertaken. However, it would have been better had such a systematic compilation been carried out when collecting information from each state. In the case of Brazil, it was possible to predict the high possibility of political risk, the risk of frequent staff changes at the federal agencies, and the workload of SENASP personnel, thus it was important that the project was planned considering such risks. In addition to SENASP, research institutes and university researchers in Brazil also conduct research on the theme of community policing, and the project could have incorporated these activities in the project plan, contracting out such work to compile the lessons learned at SENASP from each state.

Column 1: Cultural exchange of the work spirit of Japan and Brazil through the cooperation of community policing

Regarding the Japanese technical cooperation for Brazilian community policing, "... the presence of the Japanese police leads to enhance the motivation (of the Brazilian police)" ("Terminal evaluation report on Community Policing Project", February 2007, p. 39), "The dispatch of Japanese experts to the states participating in this project has the effect of accelerating the awareness of both the military police and the public, and this can be confirmed by the fact that it has been widely covered by the mainstream media." ("Terminal evaluation report on Project on Implementation of Community Policing using the Koban System" July 2011, p. 14) were pointed out and the report stated that the existence itself of the dispatched Japanese police officers was significant.

It seems that the background for this was the high level of trust that the public in Brazil has built with the Japanese-Brazilian society. It was pointed out in the terminal evaluation of these past projects that Japanese Brazilian police officers also contributed to the dissemination of the Koban system, which began in the state of São Paulo, where there are many Japanese Brazilians (Nikkei).

Before the start of this project, in June 2014, the commander of PMESP at that time, General Commander Meila, responded to an interview with the director of the JICA Brazil office and explained the reason why he chose the Japanese community police system as a model, as follows:

*"Koban in Japan not only play a major role in deterring and preventing crime, but also in work rooted in the community, such as communicating with residents and protecting the safety of the community in cooperation with the residents. There was a police box similar to the Japanese one in São Paulo, but there was almost no communication with the local residents ... (Omitted). Compared to the systems of Western countries, Japan's community policing system is based on long experience. We judged that it was the most suitable for Brazilian culture and society, so we asked Japan for assistance."\**

Considering that the breakthrough for effective implementation of community policing in Brazil was to know, see and experience the ideas and approaches of different societies, in a sense the project also had an aspect of the cultural exchange of the work spirit of the activities of community policing.

\*Website <https://www.jica.go.jp/brazil/office/information/articles/20140613.html> (as of June 2014)

There were some improvements needed in the method of setting indicators for achieving the project purpose (setting specific indicators based on the different efforts of each state) in order to aim for better project implementation. However, based on the above, it can be seen that this

project was highly relevant to the country's development plan and development needs, as well as Japan's ODA policy. Therefore, its relevance is high.

### 3.2 Effectiveness and Impacts<sup>7</sup> (Rating: ③)

In the ex-post evaluation of this project, the evaluation will be based on the indicators of the project design matrix (hereinafter referred to as "PDM") at the time of the terminal evaluation. During project implementation, no official document allowing confirmation of the specific contents and numerical targets of the PDM indicators was agreed by the relevant organizations of the project as, at the time of project planning, it was planned that these would be set after the commencement of the project. Therefore, the project purpose indicator "Concrete actions for promoting community policing in the appropriate manner of each state are initiated in the Intensive Dissemination States." was examined focusing on the viewpoints of "policy and/or guidelines", "strengthening the community policing system", "development of contents of community policing activities", and "improvement of the community policing training courses and/or instructor training", after analyzing the indicators monitored by Japanese experts (guidelines of community policing, the establishment of community policing management and promotion systems, etc.) and the answers to the questionnaires with the implementing agencies and each state of IDS.

#### 3.2.1 Effectiveness

##### 3.2.1.1 Achievement of Project Purpose

It is judged that the project purpose "A nationwide system for continuous and self-reliant dissemination of community policing by Brazilian related organizations is established." has been achieved. Through the implementation of the project seminars and training shown below, the capacity development of the implementing agencies (SENASA and three model states) was achieved, leading to concrete efforts to promote community policing in each area of IDS.

###### (1) Implementation of seminars and training for the achievement of outputs

Table 1 shows the activity results of the project seminars and training.

A total of 14 CIMP-SK courses were carried out in the three model states related to the capacity development of SENASP (Output 1) and to the strengthening of the capacity of SENASP and three model states for effective support of community policing for other states (Output 6). All states except for the state of Rio de Janeiro participated.

As for the strengthening of community policing in the three model states (Outputs 3 to 5), community policing seminars, mainly targeting police officers within the state, were held five times in Minas Gerais, three times in São Paulo, and four times in Rio Grande do Sul.

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<sup>7</sup> Sub-rating for Effectiveness is to be put with consideration of Impact.

Participants numbered 680 in São Paulo, about 1,800 in Minas Gerais, and more than 1,000 in Rio Grande do Sul.

In addition, community policing seminars, which included lectures by Japanese experts, were held in all IDS. These were held 29 times in total, including those held in states other than IDS, with a total of more than 3,000 participants. Seminars held in various regions were also attended by the general public in some states. Japanese short-term experts visited IDS intensively to provide guidance, and after visiting the three model states, visited each IDS two or three times to provide technical guidance.

**Table 1: Number of Activities by State  
(Amount of Training, Participants in Training, Technical Visits)**

| SENASA/State/Federal District | Number of Participants Training in Japan | Number of CIMPC-SK Held in Model States <sup>1</sup> | Number of Participants in CIMPC-SK Held in Model States <sup>2</sup> | Number of Policing Seminars Hosted by Model States | Number of Participants in Community Policing Seminars in Model States <sup>3</sup> | Number of Community Policing Seminars Hosted by IDS and Others | Number of Participants Community Policing Seminars by IDS and Others <sup>4</sup> | Number of Technical Visits to IDS by Japanese Experts |
|-------------------------------|--|--|--|--|--|--|---|---|
| <b>SENASP</b>                 | <b>6</b>                                 |  |  |  | <b>12</b>  |  |   |   |
| Acre                          | 0  |  | 12   |  |  |  |   |   |
| Alagoas                       | 2  |  | 15   |  |  |  |   |   |
| Amapá                         | 1  |  | 13   |  |  |  |   |   |
| Amazonas                      | 5  |  | 11   |  |  | 1  | 150   | 3   |
| Bahia                         | 5  |  | 11   |  |  | 3  | 135   | 2   |
| Ceará                         | 1  |  | 10   |  |  |  |   |   |
| Espírito Santo                | 5  |  | 13   |  |  | 4  | 1,121   | 3   |
| Goiás                         | 5  |  | 13   |  |  | 3  | 540   | 3   |
| Maranhão                      | 1  |  | 10   |  |  |  |   |   |
| Mato Grosso                   | 1  |  | 9  |  | 1  | 1  | 130   |   |
| Mato Grosso do Sul            | 2  |  | 12   |  |  | 1  | 30  |   |
| <b>Minas Gerais</b>           | <b>9</b>                                 | <b>5</b>   | <b>31</b>  | <b>5</b>   | <b>1,810</b>   |  |   |   |
| Pará                          | 2  |  | 14   |  | 1  | 2  | 150   |   |
| Paraíba                       | 1  |  | 13   |  |  |  |   |   |
| Paraná                        | 4  |  | 11   |  |  | 2  | 140   | 2   |
| Pernambuco                    | 1  |  | 10   |  |  | 1  | 200   | 2   |
| Piauí                         | 1  |  | 14   |  | 2  |  |   |   |
| Rio de Janeiro                | 0  |  | 0  |  |  | 2  | 38  | 2   |
| Rio Grande do Norte           | 1  |  | 15   |  |  |  |   |   |
| <b>Rio Grande do Sul</b>      | <b>8</b>                                 | <b>4</b>   | <b>14</b>  | <b>4</b>   | <b>1,040</b>   | <b>2</b>   | <b>70</b>   |   |
| Rondônia                      | 1  |  | 8  |  |  |  |   |   |
| Roraima                       | 1  |  | 10   |  |  |  |   |   |
| Santa Catarina                | 4  |  | 11   |  |  | 3  | 350   | 3   |
| <b>São Paulo</b>              | <b>8</b>                                 | <b>5</b>   | <b>15</b>  | <b>3</b>   | <b>680</b>   |  |   |   |
| Sergipe                       | 0  |  | 2  |  |  |  |   |   |
| Tocantins                     | 2  |  | 13   |  |  | 1  | 202   |   |
| <b>Distrito Federal</b>       | <b>4</b>                                 |  | <b>4</b>   |  |  | <b>3</b>   | <b>90</b>   | <b>3</b>  |
| Other                         |  |  | 9  |  |  |  |   |   |
| <b>Total</b>                  | <b>81</b>                                | <b>14</b>  | <b>323</b>   | <b>12</b>  | <b>3,546</b>   | <b>29</b>  | <b>3,346</b>  | <b>23</b>   |

Model States      Intensive Dessemination States (IDS)

CIMPC-SK: International Course for Course for Disseminator of Community Policing - Koban System

Source: JICA Documents

Note 1: During fiscal year 2017, the same course was conducted divided into a few times. The first time: September 18 to 21 in 2017 (PMESP, PMMG), The second time: September 25 to 28 in 2017(PMES, PMMG, BMRS), The third time : October 2 to 5, 2017 (PMESP, PMMG, BMRS)

2: There were 9 participants other than those coming from the states in Brazil.

3: SENASP participated as an implementing agency.

4: Participants of the seminars are primarily from the state police, however citizens also participated in some states: 80 participants in Santa Catarina State, 25 participants in Paraná, 70 participants in Goiás, 50 participants in Tocantins, 100 participants in Mato Grosso, 120 participants in Espírito Santo are also included in the total number of participants. Some states also received police officer participants from other states.



## (2) Achieving the Outputs of the capacity development of SENASP and three model states

Regarding the capacity development of SENASP and the executing agencies in the three model states as a result of the implementation of seminars and other project activities, Table 2 shows the questionnaire responses from each organization and evaluation by Japanese experts. Judging from this information, it is considered that the outputs, capacity development for the dissemination of community policing of SENASP and the three states have been achieved. These project outputs are regarded to have contributed to the project purpose: the establishment of a system for disseminating community policing in Brazil.

Table 2: Contribution to the Dissemination of Community Policing within Brazil

| Implementing Agency | Outputs for Capacity Development by the Time of Project Completion  |
|---------------------|---|
| SENASP              | <p><b><u>The capacity development of SENASP to promote efforts to disseminate and strengthen community policing in each state is generally considered to have been achieved.</u></b></p> <p>Judgment basis: While SENASP did not take the initiative to conduct an independent information gathering survey on the state of practice of community policing in all states, they did collect information, for example, through CIMPC-SK they obtained information on good practices of model states including its effect, and also the examples of participating states. The teaching materials used for this course were revised during the project implementation period, and will be implemented from 2021 using the distant learning system of SENASP. It was decided that classes on the doctrine of community police would be implemented using the Internet, followed by on-site training. Although information on the status of the practice of community policing in each state was not systematically compiled as a survey report during the implementation period of this project, SENASP did promote “technical cooperation agreements on community policing” with each state and those agreements were signed with all except Sergipe and Rio de Janeiro states. With these agreements, a foundation has been established to organize the experiences of each state. In addition, SENASP established communication routes with the regional police coordinators in each state.</p> |
| PMESP               | <p><b><u>Strengthening of community policing by PMESP is considered to have been achieved.</u></b></p> <p>Judgment basis: PMESP had introduced BCS in urban areas and BCSD (Base Comunitária de Segurança Distrital, “Chuzaisho” in rural areas, with reference to the Japanese Koban system, for about 20 years before this project and based on their experiences they disseminated community policing to other states and Central American countries during project implementation, for which they received recognition. Within the project implementation period, PMESP started neighborhood solidarity programs (Programa Vizinhança Solidária, hereinafter referred to as “PVS”) with various stakeholders in the community, such as companies, schools, and shops, etc., to promote activities whereby local residents could be actively involved in the improvement of security. The establishment of “School</p>   |

|      |  |
|------|--|
|      | patrols (Patrulha Escolar)" and the revision of the permit system for the sale of alcohol by restaurants, which were mentioned in the terminal evaluation, were implemented in parallel with PVS. There was sufficient experience to show examples of activities to other states, including the achievements of JICA technical cooperation by that time.   |
| PMMG | <p><b><u>Strengthening of PMMG's community policing is considered to have been achieved.</u></b></p> <p>Judgment basis: PMMG places emphasis on crime prevention activities, called Prevenção Ativa (PPA), and community policing positioned as <i>PPA</i>. At the start of the project, PMMG, covering an extensive area, rapidly increased the number of community security bases (Base Segurança Comunitária, hereinafter referred to as BSC*, consisting of one van and two bicycles), including locations other than in the capital. For BSC activities, 154 vehicles were deployed. Practical training at BSC was conducted for students of the police academy. In 2017, a series of BSC was set up at 86 locations in the capital city, Belo Horizonte. In addition, PMMG has made efforts to implement PROERD promoted by the federal government, a protection network formation similar to PVS in São Paulo, whereby local residents (neighborhood residents, shops, farm owners, etc.) are involved in activities to maintain security. Activities include rural patrols, domestic violence prevention patrols, etc. Furthermore, PMMG actively conducted the exchange of information with other states and seminar hosts, which has been recognized as a contribution to the domestic dissemination system of community policing.</p> <p>*Note: PMMG has called mobile police boxes as BSC since 2017.</p>  |
| BMRS | <p><b><u>Strengthening of BMRS community policing is considered to have been achieved.</u></b></p> <p>Judgment basis: BMRS did not have its own doctrine and manual like the states of São Paulo and Minas Gerais. However, they were prepared and issued by a state police officer who participated in training in Japan in April 2015. During the project implementation, community policing took place as an important part of violent crime prevention and civil protection, and in 2015 when the project started, there was the establishment of the Assistant Bureau to the Primary Prevention Program (Adjuntoria de Programas de Prevenção Primária), in the third Section in the General Staff Headquarters of the commander of BMRS. The team in charge in this Bureau is engaged in community policing. The guidelines of community policing have been in force since 2015 as state police guidelines. BMRS has promoted community policing through the implementation of mobile police boxes (Base Comunitária Movel, hereinafter referred to as "BCM") and establishment of bases (Nucleo) through the signing of agreements with the city government, similar to "Chuzaisho" in Japan. Statistical data has been collected, monitored and analyzed on a regular basis for these activities, and information has also been gathered on cases which have become references for other states. BMRS has also actively cooperated in the response to inquiries from other states, which has been recognized as a contribution to the domestic dissemination system.</p> |

Source: JICA documents, answers to questionnaires by implementing agencies, hearings with implementation agencies and Japanese experts.



### (3) Achievement of the Indicator of Project Purpose

Table 3 summarizes the answers to the questionnaires with each IDS state and the evaluations of Japanese experts at the time of the ex-post evaluation. As concrete actions for the promotion

of community policing, it was confirmed that all IDS had made progress in any of the following areas: “policy and/or guidelines”, “strengthening the community policing system”, “development of the contents of community policing activities”, “improvement of the community policing training courses and/or instructor training”. Therefore, it is judged that the project purpose of this project had been generally achieved by the end of the project.

An overview of the efforts of each IDS state is as follows: (1)Promotion of understanding and the establishment of the concept of community policing, (2) Establishment of community policing courses, police academy classes and basic training, (3) Legalization of community policing and the installation of sections in charge of community policing, (4) Development of the activities of BCS and BCM, a cost reduction in comparison to BCS, and the setting up of bases according to needs, (5) Effective practice of community policing in ongoing public security programs, (6) Development of community policing in the context of local circumstances such as rural patrols and PVS, and (7) Establishment of new CONSEG in each region or the development of their activities. These are considered to have been implemented according to the situation of each state.

Table 3: Achievement of the Project Purpose

| Project Purpose   |   |                            |   |  |
|---|---|----------------------------|---|--|
| A nationwide system for continuous and self-reliant dissemination of community policing by Brazilian related organizations is established.  |   |                            |   |  |
| Indicator   |   |                            |   |  |
| Concrete actions for promoting community policing in the appropriate manner of each state are initiated in the Intensive Dissemination States.  |   |                            |   |  |
| Achievement   |   |                            |   |  |
| According to the answers to the questionnaire by IDS police, during project implementation, there were concrete actions in each IDS below, and thus the indicator of project purpose was considered to be achieved. |   |                            |   |  |
| State Police in IDS   | Areas for the Promotion of Community Policing |                            |   |  |
|   | [Policy and/or guidelines]                    | [Strengthening the system] | [Development of contents of activities] | [Improvement of the training courses and/or instructor training] |
| Amazonas  |   | ✓                          | ✓                                       |  |
| Bahia   | ✓   | ✓                          | ✓                                       | ✓  |
| Espírito Santo  | ✓   |                            | ✓                                       |  |
| Goiás   | ✓   | ✓                          | ✓                                       | ✓  |
| Paraná  | ✓   |                            | ✓                                       | ✓  |
| Pernambuco  | ✓   | ✓                          | ✓                                       | ✓  |
| Santa Catarina  | ✓   |                            | ✓                                       |  |
| Distrito Federal  | ✓   | ✓                          | ✓                                       | ✓  |

Source: JICA documents, answers to the questionnaire with each IDS, hearings with implementing agencies and Japanese experts

Note: Items with “✓” were that IDS describes the areas as “developed during project implementation” in their answers to the questionnaire. There may be cases that were not mentioned since they had been completed and therefore were not developed during project implementation. Thus, the areas without “✓” does not necessarily indicate that IDS has not tackled these areas.

One of the factors that promoted community policing during the implementation of the project was that the target IDS overlapped with the states targeted for dissemination in the technical cooperation implemented prior to this project<sup>8</sup>. The effects on those states are considered to have included improvement of the organizational structure and the continuation of the effect of the starting of new community policing in preceding project before the commencement of this project. In addition, during the implementation period of this project, the federal government focused on drug prevention education programs, domestic violence countermeasure programs, school patrol programs, etc., which further raised awareness of community policing.

Based on the answers to the questionnaires from each IDS, further hearings about the specific contribution of this project were conducted with four states as examples (one state each was selected from the north, northeast, central, and southeast areas in consideration of the differences in the development of community policing and geography). In Bahia state, Japanese experts provided intensive guidance on the model BCS as the foundation for the subsequent expansion of the BCS network. Bahia state police also created their own teaching materials using the SENASP teaching materials. The Goiás state police pointed out that the promotion of community policing had been speeded up by this project, referring to the advice of Japanese experts in formulating a strategic plan for community policing, and the activities of Japanese community policing in rural patrols. Espírito Santo state police stated that the evaluation of them by Japanese police officers and police officers in other states had been a motivation for improving their activities.



Source: Goiás state policing



Photo: Community Visits by Goiás State Police

The significance of this project is that, through interaction with police officers in Japan which has an international reputation for good security, and with police officers in other states, the activities of each state have been strengthened and developed, overcoming the limited motivation towards individual efforts for community policing within the Brazilian police organization. This was achieved by police officers in each state police office applying what they had learned to the

<sup>8</sup> Five places: Espírito Santo, Minas Gerais, Federal District, Goiás, Bahia

activities of their own state police. Of course, due to the shortages of personnel and in the budgets for operation and maintenance there were cases in the technical cooperation before this project where BCS was not sustainable, where lost and found activities did not meet the needs of society, or where understanding of community police did not penetrate into part of the organization. Based on the lessons learned from the past, however, this project aimed to develop activities suitable for the situation in each area under the initiative of each state. Judging from actual activities of community policing in each state and the results of the hearings with them, it is considered that reference was made to Japan's community policing, especially in "patrol/patrol contact in areas under the jurisdiction", "crime prevention guidance to prevent crime", and "crime prevention activities". It can be said that each state has adopted and developed community policing according to its own situation.

The formulation of the *National Guidelines of Community Police* was important as a benchmark for the project purpose "to establish a system to disseminate the community policing" although it was not included in the activities and indicators of the project. Draft guidelines were started to be prepared around the end of this project and the *National Guidelines of Community Police* were officially enacted as a legal document in 2019, the year after the end of the project. This laid an important foundation for a system to disseminate regional police activities independently and continuously in the related organizations of Brazil.

As a result of the activities of the project, the capacity to disseminate and strengthen the community policing of SENASP and the three model states was improved, and along with these results, the installation of BCS and BCM has increased in each IDS and the Federal District, Brasilia. In addition, there has also been the development of rural patrol programs, the strengthening of cooperation with CONSEG, and the strengthening of community policing in connection with drug prevention education programs and domestic violence countermeasure programs, which have been the focus of the federal government. It is probable that this had the effect of promoting community policing. Based on the above, as a result of the outputs of the activities of this project, it is considered that the project purpose has been achieved. A system to disseminate community policing has been established among the related organizations in Brazil, with the core organizations of the federal and model states.

### 3.2.2 Impacts

The achievements in the project purpose have been continuously undertaken since the end of the project. Regarding the achievement of the overall goal, as mentioned in "2.3. Constraints during the Evaluation Study", it was not possible to confirm the situation in all states through SENASP. Therefore, the ex-post evaluation verified whether dissemination from the model states and IDS to other states had been carried out independently and analysis took place within the range where the information could be confirmed.

### 3.2.2.1 Achievement of Overall Goal

According to SENASP, the number of community policing seminars held in each state has been increasing since the end of this project, and since the *National Guidelines of Community Police* were enforced, guidelines for community policing have been formulated in each state. In the local area patrol program that SENASP has been working on throughout Brazil, states taking the initiative have included Tocantins and Matt Grosso states, which were not model states and the IDS of this project. Therefore, the overall goals are being partially achieved and are expected to be achieved in the future from the point of view of the following:

- There are states other than the IDS that participated in this project or in training and seminars conducted before this project. Furthermore, according to SENASP, there are more than 2,500 CONSEGs nationwide, and SENASP is working as a federal government agency at the National Public Security Council through CONSEGs nationwide to maintain and strengthen public security in collaboration with local communities. It is possible that this is a movement toward achieving the overall goal. The concept of community policing for crime prevention is cross-sectoral, and recognizing this, SENASP has positioned it as part of the national public security activities and is continuously working on it and is strengthening it for the future.
- SENASP, the three model states, and the IDS that are active in disseminating experience, have played a central role in diffusing and promoting the community policing of their own states to other states. According to the three model states, at the request of five states other than IDS (Rondônia, Ceará, Piauí, Alagoas, and Rio Grande do Norte states) information was provided on the policies and initiatives of community policing. In IDS, Pernambuco, Bahia, and Santa Catarina have already disseminated their own community policing activities to other states through seminars and individual inquiries during the implementation of the project. Those states have shown an intention to actively continue with it. The current situation is that the model states and the states that have advanced to the level next to the model states are further promoting community policing to other states.
- In addition, even after the end of this project, international community policing seminars are held once a year jointly by the Government of Japan and SENASP, with participation from states nationwide. There is mutual learning through examples and a continuing opportunity to exchange information. The coordinators in charge of community policing in each state routinely contact and exchange information each other by means of SNS.

Table 4: Achievement of the Overall Goal

| Overall Goal   | Indicator  | Actual  |
|--|--|---|
| Brazilian community policing is being disseminated by Brazilian related organizations. | Concrete actions for promoting community policing in the appropriate manner of each state are initiated in all the states in Brazil. | <p><b>Partially achieved.</b></p> <ul style="list-style-type: none"> <li>According to SENASP, the number of community policing seminars held has been increasing in each state since the end of this project in 2018. As well as the model states and IDS of the project, seminars have been held in Alagoas, Amapá, Ceará, Pará, Roraima, and Tocantins states.</li> <li>All states participated in the formulation of the <i>National Guidelines of Community Police</i> enacted in 2019. Standard guidelines for community policing were presented in Brazil. In line with this, community policing operational policies and guidelines have been established in states other than the model states and IDS.</li> <li>Since the completion of the project, SENASP has been promoting the implementation of rural patrols together with the National Agricultural Federation, and all states have participated in the situation analysis. In addition to IDS, Goiás state and Federal Districts, Matt Grosso state has also progressed with implementation.</li> <li>Matt Grosso state was introduced as an advanced example of the Maria da Penha Patrol Program that entails community policing, in addition to the model State and IDS Amazonas, Bahia, Federal District, São Paulo, Minas Gerais, and Rio Grande do Sul.</li> </ul> |

Source: JICA documents, answer to questionnaires by SENASP and each state, and results of interview with relevant organizations

### 3.2.2.2 Other Positive and Negative Impacts

The following points were recognized as other impacts of this project.

#### (1) Psychological Changes in the Efforts of Brazilian Police Officers to Implement Community Policing

Through the questionnaires and opinions given at the time of the interviews with SENASP, police officers in the model states, and IDS, there had been “psychological impacts” in a good sense through learning from community policing in Japan and other states, which had also been the case in evaluations of previous technical cooperation projects. Many said that knowledge of the experience of Japan and the Japanese police themselves had enhanced the work spirit in the field. For example, it was said that “the community policing became rooted as a philosophy of the work”, “Police officers’ motivation to engage in community policing improved”, and “Police officers came to have the opposite idea to the traditional police model, which had a direct impact”.

At the same time, some police officers pointed out that “police officers learned how to interact with the local communities and how to arbitrate with people” and that “police officers improved methods of analysis of crime through interaction with the local community.” The motivation to engage in community policing seems to have increased by the learning of something new from the different approach and seeing its effectiveness as a result. Although Japan’s

community policing is institutionally different to that of Brazil, observing the activities of Japanese police officers and accepting their visits to receive technical guidance and evaluation of activities has had an impact on the mindset of promoting crime prevention while cooperating with local communities, which is seen as important and effective. This has become the driving force for commitment to community policing in Brazil.

## (2) Changes in the Perception Local Residents have of the State Police

In answer to the question regarding the ex-post evaluation, several states pointed out that the impact that the activities of the community police had “made the relationship with local residents closer and improved the perception that the residents have of the state police.” Another positive impact mentioned when interviewing BCS police officers and local residents and when visiting several BCS in suburban São Paulo city and in São Paulo state included increased confidence in the state police (refer to Column 2). In Minas Gerais state, the MDA Institute (Instituto MDA Pesquisa)<sup>9</sup> has conducted a survey of changes in residents’ impression of the state police before and after the establishment of the BSC, and it was found that the establishment of the BSC generally led to an increase in satisfaction about the police (refer to Column 3).

### Column 2: Visit to BCS in São Paulo State

In this ex-post evaluation, a local consultant visited four BCS (Panamericano BCS in São Paulo city, the capital of São Paulo state, Britânia BCS, Remédios BCS in Osasco, and João Teodoro BCS in Sorocaba) to observe the current status of activities.

Since the 2000s, technical cooperation had been provided to the state of São Paulo for community policing with reference to the Koban system. The activities of the community police were established in these BCS and have been carried out since. Although there are differences in the number of personnel, space, and contents of the cooperation with local governments and local communities (corporations, residents, volunteer groups) that can be confirmed in each BCS, there are many initiatives that started in 2015-2017, during the project implementation. Besides sports and seasonal events, Remédios BCS and Britannia BCS have had PVS since 2015 when this project was being implemented and Panamericana BCS started PVS in 2020.

In addition, Remédios BCS started awareness activities of community policing for junior high school students in 2015, and Panamericana BCS has done the same, starting in 2017. In the opinion of BCS police officers, PVS has been used to raise the awareness of residents that they could maintain the safety of areas by themselves rather than leaving it to the government and the police. Based on the idea that what you can solve by yourself will be solved by yourself, BCS police officers, for example, explained that they inform local residents that they can call 190 by themselves if they have any problems, or they can work together with local residents to avoid security risk factors.

In addition, some BCS police officers commented that, in spite of the increase and decrease in the crime rate seen from statistics, local residents said that they felt more secure on regular visits to shops, etc., through PVS.

According to Lieutenant Ciampone, who was in charge of community policing at the PMESP Domestic and Foreign Affairs Bureau, and who accompanied the local consultant on the BCS visit, there was a relatively large personnel change in the area of the community police in 2017, and many JICA project participants left the



Signboards affixed by participating households and businesses of PVS of João Teodoro BCS

<sup>9</sup> The institute was established in 1988 by professors of Federal University of Lavras in Minas Gerais state.

community policing area. Nevertheless, he affirmed that it is still regarded positively as leading to improvement in the recognition of the importance of community policing within the organization including in personnel transfers since human resources with a deepened understanding of the know-how of community policing in Japan are transferred and assigned to each department of the police organization. In addition, the curriculum of community policing has been incorporated into the human resources development program of the entire state police, and a system has been established to award certificates to those who have completed the program. From this, it can be said that the establishment of the certification system aimed at by the JICA project has been achieved, and that all police officers have been able to deepen their understanding of community policing through this system.



Reception counter inside Remédios BCS

When the chairman of CONSEG was interviewed about the evaluation of BCS at João Teodoro BCS, he said “The presence of Koban, which has police officers who keep in touch with the local community and attends to the needs of residents kindly, enhances the sense of security of the residents. Through social contribution activities, the image that the task of police officers is not only catching criminals was conveyed to the residents, and the distance between the state police and local residents was shortened.”

### (3) Contribution to Crime Prevention

In response to the questionnaire for this project evaluation, several states pointed out that community policing was considered to have contributed to the prevention of crime and thus a reduction in the number of crimes. According to a survey by the MDA Institute in Minas Gerais state, local residents around the BSC are less likely to be victims of crime as a result of engaging in BSC-based community policing, and the crime rate has shown a decreasing tendency since the year the BSC was established (refer to Column 3).

### (4) Spillover effects on Central American Countries

After the implementation of this project, the Guatemala “Project for Strengthening of police Human Resources through the Promotion of Community Police Philosophy” (2016-2019), the El Salvador “Project for the Consolidation of the Implementation of the New Police Model based on the Philosophy of Community Police in El Salvador” (2015-2020) were started, and the state police in Brazil, with PMESP as a center, have been supporting the introduction and dissemination of Community Policing in these Central American countries. Thus, following the cooperation of the Brazilian state police in third country training in Central American countries before the implementation of the project, there have continued to be spillover effects on the community policing of the countries even after the start of the project.

The overall goal of the project, progressing the efforts of states other than IDS, coupled with the effects of the preceding projects, is considered to be already partly achieved. In addition, the project, being stimulated by the activities of Japan and other states, has had some positive impacts such as increasing the motivation of the state police towards local police activities,

changing awareness of security activities on the part of local residents, and contributing to crime prevention. Furthermore, with the state of São Paulo as a center, the project has supported the introduction of community policing in Central American countries. Since the project, community policing exchanges have been continuously carried out between Japan and Brazil. All is evidence of the spread of various positive impacts.

Column 3: Survey on Residents' Perception of BSC in Belo Horizonte City, Minas Gerais State

In response to the questionnaire, PMMG explained the MDA Institute's "Perception of the Population in Belo Horizonte City in relation to Crime and the Minas Gerais Military Police Services (Percepções da População de Belo Horizonte em Relação à Criminalidade e aos Serviço da Polícia)" (2018).

A perception survey was conducted twice in October 2017 and in May 2018 with 86 BSC established in Belo Horizonte in 2017 to analyze changes. Surveys were conducted targeting groups living or doing business within 400 m of the BSC, with a sample size of 20 people x 86 locations = 1,720 people, 75% of residents and 25% of shops. In the interviews, the percentage of "feeling very safe or safe during the day" was 51.5% in the first survey and 54.3% in the second survey, an increase of 3 points. In addition, when compared with the average value of answers to the same question for all residents, including residents other than those around the BSC, the percentage of people who felt safe in the area around BSC was 12.5 points higher. Thus, the result showed that the percentage of people in the group around BSC feeling safe was more than for the other group.

Regarding satisfaction with the existence of the state police, 61.6% of the residents surveyed in the first survey answered that they were "very satisfied or satisfied", while in the second survey, this increased by 6 points to 67.7%. Meanwhile, the satisfaction level of the residents living within 400 m around the BSC was 66.0% in the first survey increasing to 71.4% in the second survey. The survey showed that the satisfaction level of the residents around the BSC was high and this suggested that the establishment of BSC may have contributed to the improvement of residents' satisfaction with the state police.

Regarding the question of whether they have been victims of any crime in the past 12 months in the capital Belo Horizonte, 19.7% said yes in the first survey and 16.4% in the second survey, a decrease of 3.3 points. In the answers from the group of residents 400 m around the BSC only, the percentage decreased from 18.4% to 14.9%, implying that residents around the BSC were less likely to be victims of crime.

In Minas Gerais state, after the study confirmed the effectiveness of BSC, the number of BSC installed in the state increased further, and as of 2020, a total of 220 BSC were deployed in the state. Including the results of this survey, Minas Gerais reviewed community policing to date, and a report "Diagnosis of the Implementation of Community Police-Koban System-and Variations of Community Bases" (Diagnóstico de Implementação da Polícia Comunitária-Sistema Koban- e Variaveis de Bases Comunitárias) was compiled in 2019.

Regarding the crime statistics for the entire state of Minas Gerais, the crime rate decreased significantly between 2017, after the increase in BSC, and 2020. For example, the number of homicides of 20.1 per 100,000 in 2016 has decreased year by year since 2017, to 11.53 in 2020. It is the PMMG analysis that the strengthening BSC has contributed to this reduction in crime rates.

With the support of a series of Japanese technical cooperation for community policing over the past 20 years, beginning with technical cooperation with PMESP, Japan's community policing has matured and developed in each state of Brazil, integrating with the respective social cultures. Around the end of the project, the *National Guidelines of Community Police* which SENASP started to draft with the cooperation of state police nationwide and which became a national decree in 2019, could be a compilation of the knowledge gained from the cooperation with Japan up to that time. The effectiveness and impacts are high since, as mentioned above, a system to promote community policing nationwide has been established in Brazil, the implementation of community policing in each state has been further promoted, and

positive impacts have been observed such as the psychological impact on Brazilian police officers regarding community policing, improvements in local residents' perceptions of the state police, a contribution to crime prevention depending on the states, and derived effects on Central American countries.

### 3.3 Efficiency (Rating: ②)

#### 3.3.1 Inputs

Table 5 below shows the actual results at the time of project completion in comparison to the plan at the time of the detailed planning survey of the project. From the evaluation of the project input and the activities of Brazilian and Japanese experts, it can be evaluated that the inputs and the activities of each country led to the achievement of outputs.

Table 5: Inputs for the Project

| Inputs                                      | Plan   | Actual   |
|---|--|--|
| (1) Experts                                 | Long-term experts 36 person/months X 2 persons*Total about 72 person/ months<br>(Chief Advisor/Community Policing, Coordinator/Plan for Dissemination) | Long-term experts<br>(Chief Advisor/Community Policing, Coordinator/Plan for Dissemination)<br>3 persons |
|   | Short-term experts (Community Policing) according to necessity   | Short-term experts (Community Policing)<br>12 persons  |
| (2) Trainees received                       | Training in Japan (Community Policing)   | Training in “Community Policing” implemented 6 times<br>(81 trainees received in total)                  |
| (3) Activity Cost in the field (Local Cost) | Cost for training and seminars implemented in Brazil   | 29.882 (million yen)<br>(main inputs are the costs related to interpreters)                              |
| (4) Japanese Side Total Project Cost        | Approximately 200 million yen  | 211 million yen  |

Source: JICA documents

#### 3.3.2 Elements of Inputs

##### 3.3.2.1 Project Cost

The total project cost is 105% of the plan. The cost increase of about 5% (about 10 million yen) is, according to the analysis of the terminal evaluation, due to the fact that state police other than the IDS also participated in the training in Japan, which resulted in the training cost exceeding the plan.

##### 3.3.2.2 Project Period

Regarding the cooperation period, the plan was from January 2015 to December 2017 (36 months); however, the actual result was from January 2015 to January 2018 (37 months) (about 103% compared to the plan). This was because of the political turmoil caused by the impeachment trial of the President of Brazil in 2016. This meant that there was a delay in

activities due, for example, to that SENASP, mainly being in charge, not being able to hold the community policing international seminars; however, the project was almost completed by the planned timing.

From the above, although the project period was within the plan, the project cost slightly exceeded the plan. Therefore, the efficiency of the project is fair.

### 3.4 Sustainability (Rating: ③)

#### 3.4.1 Policy and Political Commitment for the Sustainability of Project Effects

The sustainability of policy and political involvement in community policing is high from the point of view of the following:

- *The National Plan for Public Security and Social Defense (Política Nacional de Segurança Pública e Defesa Social)* was announced in December 2018 as a policy of SUSP. This plan indicated efforts to develop community police activities, putting more emphasis on social participation in security issues. Action guidelines were presented for improvement of the control and prevention mechanism for violent crimes and for improvement in residents' awareness of security.
- The decree *National Guidelines of Community Police* enacted in April 2019 describes the strategy and philosophy for proximity between the police and the community, and is to be undertaken nationwide.
- *The Strategic Plan of the Ministry of Justice and Public Security* (2020-2023) states that community crime prevention activities will be carried out in particular.
- There were no particular concerns regarding political involvement at the time of the ex-post evaluation.

#### 3.4.2 Institutional/Organizational Aspect for the Sustainability of Project Effects

Based on the following evidence, it is evaluated that there is sustainability of the system for promoting community policing nationwide in cooperation with SENASP, the three model states and IDS where states were involved in the project.

- *The National Plan for Community Policing (Plano Nacional de Polícia Comunitária)* in the end of the legalized *National Guidelines of Community Policing*, clearly stated that SENASP will work on community policing, taking synergistic effects, cooperation and joint responsibility with domestic organizations.
- Since 2019, the Division of Preventive Policing (Coordenação de Políticas de Policiamento Preventivo), the General Coordination Department of Policy for Society (Coordenação Geral de Política para Sociedade), has been in charge of community policing within SENASP. Although it cannot be said that the number of personnel in

charge of community policing in SENASP is sufficient, there have been no changes in the SENASP system or roles that would have a negative impact on the sustainability of community policing. Community policing itself is a common theme that is also emphasized as an approach to programs in other fields of SENASP, and, together with the personnel in charge of those programs, SENASP has the system to support the implementation of state police in accordance with the national guidelines of community policing.

- Although the organizational situation of each state police activity department is different in each of the three model states, the promotion of community policing is rooted within each organization and appears to be sustainable. In São Paulo state, there is a division in charge of community police activities in the Directorate of Community Policing and Human Right (Diretoria de Polícia Comunitária e Direitos Humanos), and in Rio Grande do Sul state, a team of the Assistant Bureau to the Primary Prevention Program is in charge, under the third Section in the General Staff Headquarters of the Commander of BMRS. In Minas Gerais, the Operations Bureau has a department which specializes in community policing, and thus an organization is set up for sustainable activities.
- Among IDS, Espírito Santo state was concerned about the sustainability of activities due to a significant decrease in the number of personnel in the state police. Bahia state also pointed out an insufficient number of personnel. However, there were no comments specifically from other states.
- According to SENASP, in 2019 after the end of this project, a national conference of community policing officers in each state was held to exchange experiences and good practices. SENASP has created a contact list of community policing coordinators in each state across the country and they are in constant contact.

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

Based on the following points, it is evaluated that there is sustainability in the technical side of the dissemination of community policing in SENASP, the three model states, and the IDS.

- After the project was completed, SENASP conducted technical visits to the state of Amapá, Ceará, Paraíba, Roraima, and Tocantins other than IDS.
- SENASP has accumulated a track record of conducting seminars and various kinds of training so far, and SENASP staff includes those sent from each state police, making it relatively easy to exchange the experiences of community policing of each state through on-site experience and the personnel sent from the states. Under the “National Guideline of Community Police”, a budget was obtained and it was planned that training for disseminators (Multiplicador) and promoters (Promotor) of community policing would be carried out using online teaching materials prepared before the end of this project.

Such training plans reflect knowledge of previous technical cooperation projects and it seems that there have been almost no problems with the teaching methods or the contents of the training materials.

- At police academies in three model states and other states, the community policing course is a basic course for police officers and will continue to be so in the future.
- Exchanges of information through community policing coordinators in each state are still ongoing through email lists and WhatsApp apps. Information on useful lessons are shared and this is reflected in respective activities. The model states were highly motivated towards the hosting of training for other states during the implementation of this project and continue to disseminate their own experience. In addition, they are enthusiastic about disseminating their experience outside the model states such as Bahia, and it is expected that the activities of exchange information aimed at disseminating community policing in Brazil will continue, mainly in these states as a core.

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

The financial sustainability of SENASP, the three model states, and IDS has been observed to some extent from the following points of view.

- Training for community policing would be conducted from 2020 onwards with the budget of the Education and Management Bureau (SEGEN) of the Ministry of Justice and Public Security instead of SENASP, and a training plan has been formulated.
- According to reports from the model states, the budget for programs related to community policing in each state has been met to a certain extent each year.
- According to responses to the questionnaire from SENASP, the three model states and IDS, budgets have been significantly reduced and then the activities were decreased in relation to community policing in area such as Paraná state. No such responses were forthcoming from other states.

This project is consistent with SENASP's strategy for crime prevention through community policing, and national policies and plans for public security and social defense, and will promote community police activities nationwide in cooperation with SENASP and the three model states. The system was put in place and regional police activities were incorporated into the organization in the form of each state. On the technical side, the momentum to further develop the activities is being cultivated by accumulating the experience of the community police activities so far. There is a future ongoing training plan to promote community police activities improved by SENASP and the model states. On the financial side, in some states, activities have been reduced due to the influence of the state's financial situation, but it is unlikely that regional police activities will be significantly reduced in Brazil as a whole in the future. From the above, the sustainability is high.

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

### **4.1 Conclusion**

The project aimed to promote the dissemination of community policing in Brazil: (1) to enhance the capacity of SENASP for information collection and management, and to disseminate and strengthen the efforts of community policing in each state, (2) to strengthen community policing in the model states, i.e., PMESP, PMMG, BMRS, and (3) to establish a system to disseminate community policing independently and sustainably by the relevant institutions in Brazil through strengthening the capacity of SENASP and the three model states leading to effective support for other states and contributing to the dissemination of community policing appropriate to the situation in Brazil. The project is highly relevant since it is consistent with development plan and policy, and with the needs of the implementing agencies for capacity development and strengthening of the dissemination system. The project also matched Japanese ODA policy. Community policing in the Intensive Dissemination States has been developed by the outputs of enhancement of promotion capacity and strengthening of the dissemination system of SENASP and the three model states. This was achieved through the seminars and training of the project. *National Guidelines of Community Police* was then established as a legal document, which was also an important step forward in building a system for disseminating community policing for the relevant institutions. The effectiveness and impact of the project are high, with impacts such as improving the motivation of Brazilian police officers for community policing, crime prevention, and technical transfer to Central American countries. The efficiency is fair because, although the project period was within the plan, the project cost was slightly higher than the plan. Although differences should be noted in the community police activities of each state, there is almost no concern that the efforts of community policing in Brazil as a whole will be significantly weakened in terms of policy and political commitment, institutional/organizational, technical and financial aspects. Therefore, the sustainability of the project effects is high.

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

### **4.2 Recommendations**

#### **4.2.1 Recommendations to the Implementing Agency**

##### **Systematization of Good Practices of Community Policing Accumulated in Brazil**

In the project, it was expected that SENASP would summarize the efforts being made to promote the activities of the community police in each state. A report has not yet been prepared but it is planned that one will be compiled in the future. To systematize the experiences compiled nationwide, describing in what cases and in what kind of community police activities are effective, and to reflect this information in future policies would be meaningful. At an appropriate time in the future, SENASP and the model states will play a central role in

outsourcing to research institutes so that good practices can be systematized and analysis compiled. It is recommended that these are utilized in the community policing training programs of SENASP and each state, with distribution from SENASP to each state.

#### 4.2.2 Recommendations to JICA

##### Continuous Implementation of Information Exchange between Japan and Brazil for Community Policing

There were many requests expressed during the ex-post evaluation by the Brazilian side for continuous implementation of such seminars and training in Japan. They said that knowing Japan's experience was useful for each state police to consider the activities of community police and that this also enhanced their motivation. Seminars and training in Japan have provided opportunities for Brazilian and Japanese police officers to exchange information and reflect on their respective community policing, and for JICA to maintain and develop the outputs of their activities in Brazil, leading to the development of support for third countries. Outside the framework of the project, the International Seminar on Community Policing has been continuously held every year since 2011, co-sponsored by the Embassy of Japan in Brazil, JICA, and SENASP in Brazil. It is hoped that JICA will continue to support seminars and training in Japan to the extent possible, and establish a continuous platform for information exchange between Japan and Brazil. It is, therefore, considered preferable to outsource Brazilian researchers, etc., in order to verify the degree of contribution, including added value, with the support of JICA, and to connect this with concrete actions to improve security through community policing.

#### 4.3 Lessons Learned

##### Widespread Social Participation in Community Policing: Involvement of Research Institutes and Civil Society Organizations

In the project, it was expected that SENASP would compile the good practices of each state; however since SENASP has various tasks in addition to community policing, it appears that it has been difficult to allocate the necessary time to this work. In addition, the organizational structure of the government is often greatly affected by politics. Community policing requires the participation of a wide range of organizations, and in Brazil there are excellent research institutes, researchers of community policing, and civil society organizations such as local NGOs in the target fields. It could be a good idea, for example, for such organizations to participate in the project through the compiling of good practices. The compilation of good practices could have progressed from the planning stage to during the project implementation, with an analysis of each stakeholder in Brazil in the project and with a consideration of how such research institutes might have been involved in the project design. In this way, even if any changes happen in the

government and state police organizations, such knowledge could be retained in and transmitted from the academic sector for the future. In Minas Gerais state, PMMG outsourced investigations of the opinions of residents regarding community policing, and feedback, to a research. It would also have been a good idea for SENASP and each state police to proceed with the project in cooperation with the academic sector and include this in the project activity plan, implementing the feedback of research results to the operation field.

#### Long-term Support for Symbolic Projects of Japan-Brazil Interaction

JICA's cooperation in the field of community policing, which started in the 2000s, has reached the point of institutionalization in Brazil after about 20 years. It started with various, more or less successful, initiatives based on Koban in Japan which finally came to be widely recognized by the state police in Brazil. Since, from the behavior of Nikkei in Brazil, there is an impression that Japanese people can be trusted, it is very encouraging for the Brazilian police to learn from the Japanese police and to carry out activities in Brazil together with Japanese police officers. There were many on the Brazilian side who said that this had led to a major change in awareness of the efforts needed for the work.

A change of consciousness is difficult to achieve with sufficient results in the short term, and an enhancement of awareness and institutional reform can only be achieved in the long term through 20 years of systematic trial and error. The project became a symbol of cultural exchange between Japan and Brazil, and it was very significant that the concept of Japanese community policing spread widely into the society even if the form of implementation changed. Starting from Brazil, this also led to triangular cooperation in which Brazil supports neighboring countries. With all this in mind, when taking up such a project, it is important to formulate a long-term plan with the idea in mind of disseminating it to neighboring countries. If the project is expected to be effective in the long-term, dividing the project into its implementation phases in advance would also be necessary.

In the case of this project, the community policing guidelines were established after the end of the project; however, the formulation of national guidelines to encourage each state to take action could have been included in the project activities from the time of project planning, with the aim of nationwide dissemination at the end of long-term support. Learning from the examples of the model states, the project design could have placed emphasis on how each IDS analyzes the challenges of strengthening community policing according to the situation of its own state, and tackles them as main issues of the project. Project experts could then encourage specific actions and monitor them in each state.

End

Attached Table 1: Achievement of Project Purpose and Efforts after Project Completion

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| <b>Amazonas State Police</b>       | <p><b>[Strengthening the System]</b><br/> District Control Program (Programa Ronda no Bairro), which started in 2012, became productive with the introduction of the Japanese model of patrol contact through community policing training course 1, strengthening its structure and philosophy of implementation. The program helped to implement and expand the idea of the “Protected Neighbor Network Project” which had been presented in JICA project community policing courses since 2015.<br/> The local residents’ security network which was proposed by a participant in the seminar of the JICA project brought a change in awareness and at the same time this was institutionalized in the state police.</p> <p><b>[Development of the Contents of Activities]</b><br/> Through visits to schools, local areas, and social welfare institutions, the activities of community police became steadily consolidated. Interaction with the residents are conducted at “Community Relationship and Visibility Points (Os Pontos de Relacionamento Comunitário e Visibilidade: PRCVs*)”.</p> <p>*Aiming at a visual effect, the police vehicle and the police officers are deployed around the market where people gather. The police officers take part in active police work by staying outside the vehicle and interacting with people.</p>   |
| <b>Bahia State Police</b>          | <p><b>[Policy and/or Guidelines]</b><br/> The State Public Security System Strategic Plan (PLANES) (2017-2025) was formulated by the State Public Security Bureau (SSP) (2017). The plan has the objective of optimizing crime prevention activities, setting the community policing philosophy at its center. Ordinances and manuals were formulated to guide the application of community policing and outreach activities. As a measure for the promotion of community policing, the state police established and introduced a performance evaluation system of activity points, and also determined to renew and disseminate the theory of community policing, implementing a review every year. In the “Participating Government Program” (formulated in 2018), in order to visualize the public security activities for the community, the Community Base of Security (BCS) was given as the activity location of the police. Regulations on Social Support Project Management (2019) and the State decree and manual (2019) were established to indicate the direction of community police activity and close contact with local areas. The book “Community Police in Bahia” (2019) was published.</p> <p><b>[Strengthening the System]</b><br/> The first BCS was established in the Carabar district in 2011, with the commencement of the “Pact for Life (Pacto pela Vida)” program aimed at eradicating violence. By 2018, 19 BCS had been established in the state. In 2014, the Community Policing Human Right Department (DPCDH) was established in the organization of PMBA, and the community policing instructor network was established and expanded.</p> <p><b>[Development of the Contents of Activities]</b><br/> Expansion of social participation in security issues through the establishment of CONSEG.</p> <p><b>[Improvement of the Training Courses and/or Instructor Trainings]</b><br/> Continuous implementation of training for community policing promoters and disseminators. To promote the activities of the community police, DPCDH created training courses and theoretical teaching materials for the dissemination of community policing throughout the state of Bahia. There is a promoter training course for community policing as a state-specific initiative, and participants ranging from executive officers to their subordinate officers participate in the class regardless of their position. Distance learning is provided, where 19 BCS good practice experiences are exchanged in the state.</p> |
| <b>Espírito Santo State Police</b> | <p><b>[Policy and/or Guidelines]</b><br/> The “Regional Patrol Program” of the State of Espírito Santo (PMES) was restructured by the internal regulations (2017), and the guidelines for involvement in CONSEG were stipulated by internal regulations (2018). Regulations on the use of BCM were formulated in the internal regulations (2018). Community Policing Policy was formulated (2019).</p> <p><b>[Development of the Contents of Activities]</b><br/> Although it was difficult to continue public policy due to a shortage of police officers, progress was made on individual issues. Support for the establishment of the CONSEG Federation, encouragement activities for local security by residents through the creation of instruction manuals and pamphlets for CONSEG (2019). Participation of state police officers in PROERD and implementation of school patrols. Vehicles were acquired for PROERD, Maria da Penha Patrol, regional patrols (2019). 40 BCMs and 60 patrol vehicles were obtained with financial support through the “Citizen Safety Project” (2018-2022) which was implemented with the Inter-American Development Bank (2018). Patrol activities were developed and expanded.</p>   |

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| <b>Goiás State Police</b>      | <p><b>[Policy and/or Guidelines]</b><br/>         Provisions for community policing in the 2016-2022 Strategic Plan. The Goiás community policing model is that all police officers proactively and preventively conduct community visits, social support visits, community meetings, monitoring, and performance measurement, in accordance with the Operation Standard Procedure (POP) established in 2016.</p> <p><b>[Strengthening the System]</b><br/>         Creation of the Rural Police Company (organizing what was previously conducted as a Rural Area Geo-reference Patrol). Creation of Maria da Penha Company as a measure against domestic violence. Training and seminars related to community policing are handled by Section 3 of the Community Police Center (CPC), which was established in 2013.</p> <p><b>[Development of the Contents of Activities]</b><br/>         Implementation of rural area patrols, neighborhood solidarity programs, safe shops programs, children's band programs, safe walking with police officers, Maria da Penha patrols. Supporting CONSEG's coordination and organization to disseminate the community police philosophy and fund projects or programs.</p> <p><b>[Improvement of the Training Courses and/or Instructor Trainings]</b><br/>         Establishment of training programs for community police promoters in the community police center. Specialization and human resource development lectures for police officers regarding research on community police. Master's/MBA thesis writing on community policing.</p>   |
| <b>Paraná State Police</b>     | <p><b>[Policy and/or Guidelines]</b><br/>         Setting an action plan to improve and disseminate the quality of community police activities.</p> <p><b>[Development of the Contents of Activities]</b><br/>         During the project from 2015 to 2018, police officer training, video conferences, community meetings, CONSEG, local schools patrol accompanied by parents, and other programs mentioned above were continuously implemented; however, from 2019 to 2020, the budget has been significantly reduced. On the other hand, APP-190 was set up to report to the police using an app which has helped local residents to interact online.</p> <p><b>[Improvement of the Training Courses and/or Instructor Trainings]</b><br/>         Community police philosophy dissemination training. From 2005 to the present, these have been conducted for more than 4,000 police officers. The courses were conducted by the Department of Education and Research, and a curriculum was incorporated for disseminating community police activities within the state of Paraná.</p> <p>*The Community Police Coordination Division was in charge of the community police-related efforts at the time of project implementation. However, in recent years, the number of staff in charge of community police has been decreasing.</p>  |
| <b>Pernambuco State Police</b> | <p><b>[Policy and/or Guidelines]</b><br/>         Enactment of the State Law which legislates the Pernambuco State Criminal Violence Social Prevention Policy (May 2019). Supplementing the community police provisions to the State Security Law, one of the main laws that sets the policy for the entire state. The state police announced the state's community police planning policy, which stipulates the introduction of the community police and Koban system, with reference to the <i>National Guidelines of Community Police</i> and others (December 2019).</p> <p><b>[Strengthening the System]</b><br/>         Participants in the International Seminar on Community Police Disseminators in Minas Gerais and training in Japan in 2017 used those experience to develop community police activities in two cities within the 23rd Company Division with reference to Koban system, then became company commanders in 2019.</p> <p><b>[Development of the Contents of Activities]</b><br/>         A community police coordinator who participated in the training in Japan established "Our Presence, Your Safety Project (Projeto Nossa Presença, Sua Segurança)" (August 2018) based on the experience, and adopted the Koban system as a community police model. Introduction of mobile alarm programs at community police bases, strategy / mapping activities in community police departments, using drones, establishment/implementation of virtual safety networks (neighborhood resident network, shop network, educational facility network), etc.</p> <p>By sharing the experience in Japan during a month of technical guidance by a Japanese short-term expert, the community police activities in Pernambuco were reviewed and this led to concrete activities.</p> <p><b>[Dissemination to Other Area]</b><br/>         Introduction of the experience of inter-exchange in San Salvador, the capital of El Salvador (in November 2018, at an international crime prevention seminar held by the city with the support of JICA).</p> |

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| <b>Santa Catarina State Police</b> | <p><b>[Policy and/or Guidelines]</b><br/> Formulation of the <i>State of Santa Catarina Public Security Plan for 2018-2028</i> (2018) which aims at strengthening active social participation with a community police philosophy and preventive public security policy. Permit to create CONSEG under the State Decree No. 1,456 dated January 26, 2018, and amend it (State Decree No. 794 dated August 18, 2020). Approval of the CONSEG Regulations based on this State Decree (Resolution No. 2/CSSPPO /SC dated November 20, 2020).</p> <p><b>[Development of the Contents of Activities]</b><br/> Established CONSEG (88 locations from 2015 to 2017) and reunified CONSEG (5 locations from 2015 to 2017). Priorities are placed for each CONSEG and the issues identified are resolved in partnership with the police.</p> <p><b>[Improvement of the Training Courses and/or Instructor Trainings]</b><br/> From 2015 to 2017, 19 community police courses were held for both human resource development of public security personnel and members of local communities. Of these, 7 were related to raising awareness, and 12 were related to crime prevention, such as the causes of crime and violence.</p>  |
| <b>Federal District Police</b>     | <p><b>[Policy and/or Guidelines]</b><br/> In 2016, the process of community police strategy modernization started. Created “Community Policing Manual”. As Ministerial Ordinance No. 1,145 of 2020, <i>the strategic plan for 2011-2022</i> was updated and reviewed, and goals for the community police strategy as the Federal District Military Police (PMDF) were stated. In <i>the Public Security Policy Plan</i> (2020-2021) (Ministerial Ordinance No. 1,141, 2020), the goals of the Community Police Division were stated.</p> <p><b>[Strengthening the System]</b><br/> Activities will be implemented at the PMDF Public Security Police Center (CPSP) during 2021 with the aim of continuing to promote the dissemination of community police activities (community police specialization training, publicity of community police manuals, implementation of workshops on the theme of community police in different units within the organization, inspection visits with the objective supervision and support for implementing units of community police strategies, coordination of community police strategies through the systematization of data obtained from monthly reports)</p> <p><b>[Development of the Contents of Activities]</b><br/> A company of PMDF located in all administrative areas within the Federal District conducts community police activities in addition to normal police ones. Seeking for the cooperation of CONSEG, to establish the philosophy of community policing. Community police activities in collaboration with the community to build a solidarity crime prevention network with neighbors and store owners.</p> <p><b>[Improvement of the Training Courses and/or Instructor Trainings]</b><br/> Focusing on training police officers with a community police philosophy. As a part of this, a seminar on the theme of community police was held in 2017 in the Federal District.</p> |

Source: JICA documents, answers to the questionnaire with each IDS, hearings from implementing agencies and Japanese experts

Attached Table 2: Opinions on the Contribution of the Project to Strengthening Community Policing

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| Amazonas State Police  |
| ➤ The district patrol program has improved after the project in terms of the number and method of visits and meetings with local residents. In addition, the importance of the activities has become better recognized within the organization, and we have begun to publicize the fact that these activities are being carried out to the local residents and make efforts to conduct the activities practically. The know-how of most of the activities introduced was gained through training for disseminators of community police activities.   |
| Bahia State Police   |
| ➤ Utilizing SENASP's remote training materials, developing human resources in the inland areas of the state.<br>➤ In March 2015, the strategy for the "model Koban" concept was determined, and short-term experts of the project were dispatched to provide intensive guidance to the Koban for two weeks, using Koban in the Bairro da Paz in the suburbs of the state capital as a model. This guideline for model Koban served as a standard for the development of community police activities in the state and subsequent activities among IDS, and it is the foundation to achieve the project goal of building a system to disseminate community police activities independently and continuously.   |
| Goiás State Police   |
| ➤ The advice of Japanese experts contributed to the state planning of community police activities. After the seminar by Japanese experts, there was a meeting with executives, where the experts suggested the importance of human resource development, at first introducing and modeling the community police with focus on a specific place.<br>➤ There were many things learned from the experience in Japan in the development of rural patrol activities. Patrols visit rural cooperatives to see what they produce, what farm machinery they own, how many employees they have, and their criminal history. All of these referred to Japanese good practices.<br>➤ This project has accelerated the speed of the promotion of community police activities. Without this project, the current situation might not have been achieved. When an outsider comes and recommends something, it is taken seriously, making people move. Brazil often places emphasis on individualism ("my" and "I"), but Japan has a high sense of community and cooperation. This difference brings awareness to Brazilians.   |
| Espírito Santo State Police  |
| ➤ What was impressive in the training in Japan was the deep involvement of local residents through volunteer activities and the fact that the current police system has been maintained for more than a century since it was established.<br>➤ There was a Japanese expert who stayed in the Chuzaisho for a month, and he paid particular attention to meetings with local communities, measures to reduce crime, and the topography of urban areas. It was good that the person in charge in Brazil, accepted Japanese experts and their evaluation on points such as dialogue with the community and the sharing of crime prevention information.<br>➤ The participation of police officers from other states and Japanese police officers helps maintain motivation for seminar participants. Through this, the concept of the community police is incorporated into daily work for the first time. Unless a seminar is held, it would be difficult to know what was going on in other states.<br>➤ When the Inter-American Development Bank project set up a BCM on an NPC at the end of 2018, it was necessary to train 240 police officers. At that time, there was an instruction to incorporate the concept of community police into the project and refer to the Japanese police system. Specifically, good practices were adopted such as deciding the police officers assigned to the base for a longer period of time (extending the interval of personnel changes) and dividing the areas of which they are in charge. |

Source: JICA documents, answer to the questionnaires with each state, interviews with relevant personnel