Ex-Post Project Evaluation 2016
Package II-7 (Indonesia)

September 2017

JAPAN INTERNATIONAL COOPERATION AGENCY

ICONS Inc.

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Republic of Indonesia

FY2016 Ex-Post Evaluation of Technical Cooperation Project

"Project for Improvement of District Health Management Capacity in South Sulawesi Province/Project for Improvement of District Health Management Capacity in South Sulawesi Province Phase 2"

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0. Summary

The Project for Improvement of District Health Management Capacity in South Sulawesi Province (hereinafter referred to as "Phase 1"), has developed the PRIMA-K mechanism[1] of Primary Health Care Improvement[2] (hereinafter referred to as "PHCI activities") in the target area, South Sulawesi Province (Barru, Wajo, and Bulukumba districts), to improve the health administration services in Indonesia. In addition, the Project for Improvement of District Health Management Capacity in South Sulawesi Province Phase 2 (hereinafter referred to as "Phase 2") was implemented to integrate the PRIMA-K mechanism developed in Phase 1 into the existing Indonesian local administrative systems (development planning and budget systems) in order to establish a sustainable mechanism. The purpose of Phase 1 and Phase 2 (hereinafter collectively referred to as "the project") is highly relevant in terms of Indonesian health policy, development needs, and Japan's "Indonesia Country Assistance Program" for creating a democratic and fair social structure. Moreover, each output contributes to achieving the project purpose, such as the development of the PRIMA-K mechanism (Phase 1) and the establishment of the mechanism (Phase 2). These achievements have also contributed to generating impact effects, such as the improvement of health indicators, the dissemination of the PRIMA-K mechanism in other villages and districts, and the utilization of the PRIMA-K mechanism in other sectors. Therefore, its effectiveness and impact are high. Its efficiency is also seen as high because both the project period and project cost in both phases are within the plan. In terms of sustainability, although there are some problems in the organizational structure of the provincial government, other related organizations have no issues with the implementation system. The sustainability of the project is evaluated as high, comprehensively taking into consideration its policy/institutional, technical, and financial aspects.

[1] PRIMA-K is the name of the project (Project for the Improvement of District Health Management Capacity in South Sulawesi Province (Kesehata refers to health)). The PRIMA-K mechanism seeks to implement voluntary health activities at the village level using the ordinary budget by district governmental organizations, rather than relying on external funds. (See Figure 1, Overview of the PRIMA-K Mechanism). Other terms such as PRIMA-K model, PHCI mechanism, and PHCI model were used, but "the PRIMA-K mechanism" is applied consistently throughout this ex-post evaluation report.

[2] The PHCI activities (improving health and sanitation environment activities) consist of the cycle of planning, implementation, and evaluation by community members at the village/ward level. These activities are led by the community to build toilets, water purification, sewage treatment facilities, and integrated health posts (Posyandu), which provide maternal and child health, family planning, nutritional development, vaccination, and diarrhea control, and awareness-raising activities on health and sanitation.

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

1. Project Description

Project Location

Infant medical checkup at an integrated health post in a village established by PHCI activity

1.1 Background

Indonesia has been decentralized since 2001, and as a result of a substantial transfer of authority, personnel, and financial resources for community development from central government to local government, the provision of health services has become the responsibility of local government. However, due to the insufficient capacity of local administrators and unclear role-sharing between central and local governments, delays in budget execution, a declining quality of administrative services, and an increase in regional disparity have been generated. Therefore, the establishment of an effective and efficient local administrative system remained one of the issues.

Regarding the health situation, the major health indices are lower than in neighboring ASEAN countries, as the infant mortality rate in 2008 (per 1,000 live births) was 6 cases in Malaysia, 26 cases in the Philippines, 13 cases in Thailand, and 31 cases in Indonesia. The maternal mortality rate (per 100,000 live births) was 62 in Malaysia, 230 in the Philippines, 110 in Thailand, and 420 in Indonesia. In addition, the improved water source utilization rate remained at 80% in Indonesia versus 99% in Malaysia, 93% in the Philippines, and 93% in Thailand[3].

To address this situation, Phase 1 was implemented from February 2007 to February 2010 with the aim of developing the PRIMA-K mechanism that contributes to improving the regional health situation in cooperation between community and government in the Barru, Bulukumba, and Wajo districts in South Sulawesi Province. Although the effectiveness of the mechanism has been confirmed in terms of strengthening regional health, securing the policy and the institutional and financial sustainability of the

[3] All sources of health data were quoted from the "State of the World's Children Special Edition 2010" (UNICEF)

mechanism remained an issue. Consequently, Phase 2 was implemented to ensure sustainability by improving the PRIMA-K mechanism built in Phase 1, by integrating this mechanism into Indonesia's local administrative system (plan formulation and budget execution), as well as ensuring consistency with the national program of the Ministry of Health "Desa dan Kelurahan Siaga Aktif[4]" (hereinafter referred to as "Desa Siaga Aktif").

1.2 Project Outline

Table 1: Project Outline

		Phase 1	Phase 2
Overall Goal		Management capacity of Primary Health care (hereinafter referred to as "PHC") in target districts is improved.	(1) Quality of Primary Health Care in the target districts is improved. (2) The mechanism of Primary Health Care (PRIMA-K mechanism) in which community and government work together is disseminated. (3) The regional development mechanism in which community and government work together is strengthened.
Project Purpose		To develop the community-centered primary health care improvement (PHCI) model (PRIMA-K mechanism) in target districts	The mechanism of Primary Health Care (PRIMA-K mechanism), in which community and government work together, is established in the target districts.
Outputs	Output 1	Community-centered health activities are implemented through the community participation.	The capacity of the community to conduct community-centered PHCI (Primary Health Care Improvement) activities in line with the local governance system is strengthened.
	Output 2	The supports to PHCI Team in sub-district and villages provided by Health Centers (hereinafter referred to as "HCs") are improved.	The capacity of HCs and Sub-district office (hereinafter referred to as "SDO") to facilitate and support technically community-centered PHCI activities is strengthened.
	Output 3	The health management capacity of the target districts is improved to conduct PHCI activities.	The capacity of districts to support systematically community-centered PHCI activities is strengthened.
	Output 4	The capacity of the province government to facilitate introduction and dissemination of the PHCI model is improved.	The capacity of the province government to supervise and disseminate community-centered PHCI activities is strengthened.
Total Cost (Japan side)		387 million yen	290 million yen
Period of Cooperation		February 2007 - February 2010	November 2010-March 2014
Implementing Agency		Ministry of Health (Center of Health Promotion) South Sulawesi Provincial Government (Regional Development Planning Bureau, Health Department) Barru, Bulukumba, Wajo districts (Health Department, Regional Development Planning Bureau)	Ministry of Health (Center of Health Promotion) Ministry of the Interior (Community Village Development General Administration) South Sulawesi Provincial Government (Regional Development Planning Bureau, Health Department, Community Promotion / Village / Ward Administration Bureau) Barru, Bulukumba, Wajo districts (Health Department, Community/Village Promotion Bureau, Regional Development Planning

[4] This project is consistent with the vision of the national program "Desa dan Kelurahan Siaga Aktif" promoted by the Ministry of Health. In the "Desa dan Kelurahan Siaga Aktif," effective utilization of the human and financial resources that exist in villages is encouraged to promote a healthy lifestyle at the village level. In order to promote community-based health activities, a Health Council (K3) consisting of various stakeholders is established at each district, sub-district, and village level, and K3 is expected to play a role in linking the health administration system with the community.

		Bureau, Financial Management Bureau)
Other Relevant Agencies / Organizations	None	None
Supporting Agency/Organization in Japan	International Development Center of Japan (Project Contract)	None
Related Projects	None	None

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

As shown in the counterpart organizations and activities of each phase listed in Table 2, the names of counterpart organizations differ between Phase 1 and Phase 2. Although the names of organizations were changed in Phase 2 to reflect their respective activities, the basic activity contents remain unchanged. The names of counterpart organizations in Phase 2 are applied in this ex-post evaluation.

Table 2: Counterpart Organizations and Activities of Each Phase

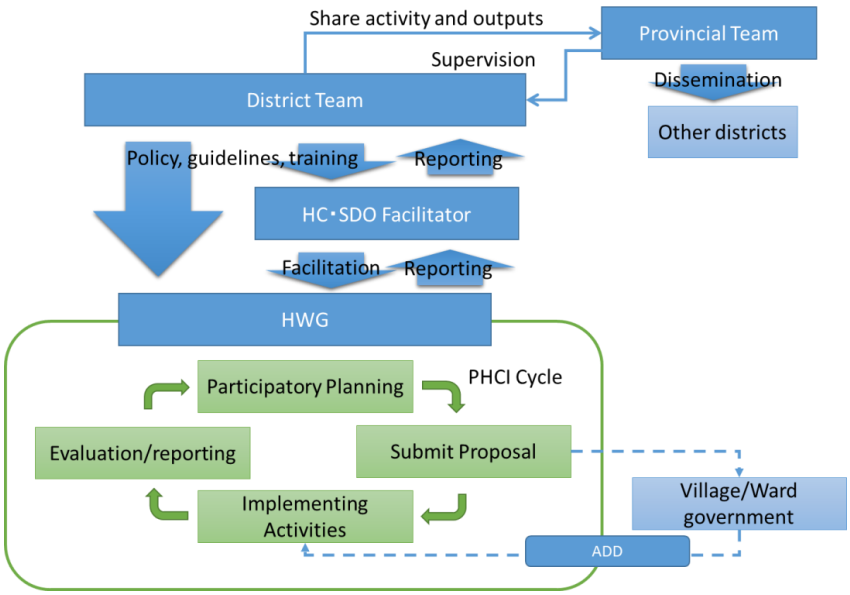
Counterpart Organizations		Activities
Phase 1	Phase 2	
【Village/ward PHCI Team】 ·Community leader ·Religious leader ·HC staff ·Village office staff	【Health Working Group (hereinafter referred to as "HWG") in Village/Ward)】 ·Community leader ·Religious leader ·HC staff ·Village office staff	・ Analyze health-related problems in the community ・ Plan and implement PHCI activities
【Sub-district PHCI Team[5]】 ·SDO staff ·HC staff	【HC/SDO facilitator[6]】 ·SDO staff ·HC staff	・ Analyze regional health-related problems ・ Plan health promotion or preventive activities according to community needs ・ Prepare proposals on activities, prepare reports and implement training on fund management for HWG
【District Implementation Team】 ·Regional Development Planning Board ·District Health Office	【District Team】 ·Regional Development Planning Board ·Financial Management Office ·Community and Village Government Empowerment Board ·District Health Office	・ Manage mechanisms based on the community (systematic support) ・ Plan and implement training program for HC/SDO facilitator and HWG
【Provincial Government】 ·Regional Development Planning Board ·Provincial Health Office	【Provincial Team】 ·Regional Development Planning Board ·Provincial Health Office ·Community Empowerment and Village Governance Board	・ Implement supports to share project information with other districts within the province

Source: Created by the evaluator based on the materials provided by JICA

[5] During Phase 1, facilitation of PHCI activities was mainly conducted by field facilitators employed by the project. In Phase 2, the field facilitators transferred their experience to HC/SDO facilitators who took part of the role of the PHCI activity facilitation.

[6] One to three HCs are located in each sub-district and provide health services in both prevention and treatment. The SDO, the branch office of the district government, is the closest administrative body to the community. The project selected several HC and SDO staff as facilitators and trained them in the PRIMA-K mechanism (formulation of plan, proposal and reports, and accounting management) to provide technical assistance to villages/wards for PHCI activities. Facilitators were selected by the HC and SDO and approved by the District Team. Basically, HC facilitators develop and implement the HWG's activity plan, and the SDO facilitators implement accounting procedure supports and provide training on budget planning and reporting.

Figure 1 is a conceptual diagram of the PRIMA-K mechanism. The HWG formed within the community of each village leads the activities of PRIMA-K. The HWG in the community analyzes and shares local health-related problems and submits a proposal of activities to the participatory planning meeting implemented by the village government (Musrenbang). Once the proposal has been approved, the community conducts activities using the Village Allocation Budget (hereinafter referred to as the "ADD") according to the guidelines and regulations prepared by the district. As facilitators, HC and SDO staffs monitor and support the technical and administrative procedures of the cycle of HWG activities, such as participatory planning→proposal making→activity implementation→reporting. The district government receives the report from the HC/SDO as needed and improves the budgetary and institutional environment for smooth implementation of the activities. The district government also shares the results of activities with the provincial government and cooperates in giving direction regarding the dissemination of the PRIMA-K mechanism to other areas within the province. The provincial government provides supervision as well as disseminating the mechanism to other districts in the province. This flow from problem analysis to reporting of activities is called a "cycle," and the cooperation mechanism at each administrative level is regarded as the PRIMA-K mechanism.



Source: Created by the evaluator based on the terminal evaluation report of Phase 2

Figure 1: Conceptual Diagram of the PRIMA-K Mechanism

1.3 Outline of the Terminal Evaluation

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

Considering the achievement of indicators such as the percentage of villages that have completed the PHCI activity cycle and the institutionalization and documentation of the PRIMA-K mechanism, the project purpose of establishing the PRIMA-K mechanism was considered to have been achieved. However, while this achievement was led by training and support in HWG activities by project-hired field facilitators, it was inferred that the possibility of maintaining the level of achievement is low once the project ends.

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

The possibility of achieving the overall goal was evaluated as high, because the health indicators of the overall goal showed improvement trends, and activities directly linked to the improvement of indicators were implemented by the HWG and organized by the project in three target districts. The achievement of the indicator of "dissemination to other areas" was also evaluated as high because other provinces and districts were interested in introducing the PRIMA-K mechanism. Regarding the dissemination of the PRIMA-K mechanism to other than health sectors, although no case of dissemination were confirmed, it was reported that the Community and Village Consultative Board, one of the District Team members, informed village chiefs and village administrative staff about the mechanism through seminars.

1.3.3 Recommendations from the Terminal Evaluation

In order to improve the organizational system necessary to maintain the PRIMA-K mechanism, strengthen democratic and transparent local autonomy by utilizing the Indonesian ADD budget, and empower the community through the implementation of "Desa Siaga Aktif," the following were recommended to each implementing agency.

Table 3: Recommendations of Terminal Evaluation

Implementing Agency	Recommendations
(1) Project Team	・ Provide technical support for the establishment of a management system in each three targeted district to maintain the PRIMA-K mechanism (preparation of public documents such as district governor ordinance) ・ Create "PRIMAK-Kit" (manual, guidelines, and teaching materials)
(2) Target District Teams	・ Collaborate across departments and maintain a coordination system ・ Develop a monitoring system ・ Formally appoint HC/SDO facilitators and develop the framework necessary for facilitators to work ・ Reflect on the operating system of the PRIMA-K mechanism

	for official district documents such as the district governor's ordinance and so on ・ Consider the application of the mechanism in non-health sectors
(3) South Sulawesi Province Team	・ Provide cross-sectional coordination within the province necessary for the application of the PRIMA-K mechanism ・ Establish a cross-sectional vision for disseminating the mechanism to other districts in the province ・ Identify the cross-divisional operations necessary for applying the mechanism, and develop implementation, monitoring, and reporting systems ・ Develop provincial governor ordinances regarding the above-mentioned items
(4) Ministry of Health (Center of Health Promotion)	・ Examination of organic collaboration between verification of the PRIMA-K mechanism and national policy "Desa Siaga Aktif" ・ As a result of the verification, disseminate the same mechanism throughout the country when it is deemed effective to do so
(5) Ministry of Home Affairs (Directorate General for Community and Village Empowerment)	・ Verification of the PRIMA-K mechanism and the integration effect of "Desa Siaga Aktif" with PRIMA-K in three target districts ・ Promotion and deployment to the whole country as a good example

Source: Terminal evaluation report Phase 2

2. Outline of the Evaluation Study

2.1 External Evaluator

Haruo Ito (ICONS Inc.)

2.2 Duration of Evaluation Study

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

Duration of Study: August 2016 - August 2017

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

2.3 Constraints during the Evaluation Study

With regard to the overall goal, one of the aspects of impact of the ex-post evaluation, the indicators of the overall goal are expected to be attained after three to five years of project completion. However, as Phase 2 was completed in March 2014, and the field survey of this ex-post evaluation was in November 2016, it was impossible to obtain data after three years of project completion (in 2017). Some data from 2016 were also not obtained because the data accumulation had been underway. Therefore, the overall goal of Phase 2 was evaluated with the probability of the achievement at the time of the ex-post evaluation.

3. Result of the Evaluation (Overall Rating: A)[7]

3.1 Relevance (Rating: ③[8])

3.1.1 Consistency with the Development Plan of Indonesia

The purpose of the project at the planning of Phase 1 was consistent with "Reduce disparities in regional development to improve public welfare," which was prioritized in the "National Mid-Term Development Plan (2005-2009)" and "Promote preventive medical care and health of residents by strengthening the community," as stated in the "Strategic Plan of the Ministry of Health of Indonesia (2005-2009)." Furthermore, the purpose of the project was supported by the national program "Desa Siaga Aktif," which has been implemented by the Ministry of Health since 2006 to achieve "social mobilization and community strengthening for a healthy life," one of the four strategies of the "Strategic Plan of the Ministry of Health."[9]

These policies were continued in the next five-year plan, the "National Mid-Term Development Plan" (2010-2014) and the "Strategic Plan of the Ministry of Health of Indonesia (2010-2014)." Thus, the relevance to national health policy was confirmed at the time of completion of the project (Phase 1 in 2010, Phase 2 in 2014). It was also confirmed that the project purpose was consistent with the promotion of "Desa Siaga Aktif" in the target province, as stated in the "Health Department Development Plan in South Sulawesi Province (2007-2012) and (2013-2018)" and formulated in accordance with the "Strategic Plan of the Ministry of Health."

3.1.2 Consistency with the Development Needs of Indonesia

In Indonesia, decentralization has progressed rapidly since 2001, and a substantial transfer of authority, personnel, and financial resources for development, from the central government to local governments, has taken place. However, due to the insufficient capacity of local administrators and unclear role-sharing between central and local governments, delays in budget execution, a declining quality of administrative services, and the expansion of regional disparity were generated. Therefore, the establishment of an effective and efficient local administrative system has remained an issue.

Regarding the maternal and child health indicators at the time of the project planning stage in 2007, shown in Table 4, the infant mortality rate was 35 cases (per 1,000 live births), the under-5 mortality rate was 46 cases (male) and 37 cases (female) (per 1,000 live births), and the maternal mortality rate was 230 cases (per 100,000 live births). Compared with other ASEAN countries, Indonesia's health indicators remained at a low

[7] A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory
[8] (3): High, (2): Fair, (1): Low
[9] The project developed practical guidelines and manuals of K3 concert activities to help implement the "Desa Siaga Aktif" in target districts by utilizing public funds. The project has also defined organizations and roles, and established a human resource development method to continue PHCI activities at each district, sub-district, and village level. Above all, the project contributed greatly to the promotion of the national program.

level. In addition, although the maternal mortality rate at the time of project completion in 2014 fell to 190 cases, it was assumed that the target of 102 cases in Indonesia was unlikely to be attained by 2015.

Table 4: International Comparison of Maternal and Child Health Indicators (2007)

(Unit: Case)

	Indonesia	Thailand	Malaysia	Vietnam	Philippines
Infant Mortality Rate	35	17	9	26	24
Under-5 Mortality Rate (male /female)	46/37	26/16	12/10	36/27	33/22
Maternal Death	230	44	41	130	200

Source: The 2007 State of World Population Report (UNFPA)
Note: Infant mortality, under-5 mortality rate per 1,000 live births, and maternal mortality rate per 100,000 live births

According to the "Strategic Plan of the Ministry of Health in Indonesia (2015-2019)," the degree of health indicators was low, as the proportion of households that meet the standards of "Clean and healthy life behavior" (Perilaku Hidup Bersih dan Seha[10]) (hereinafter referred to as "PHBS") was 48.7% and "Desa Siaga Aktif" was 67.3% in 2008. Furthermore, as the proportion of households that can access safe water was 60.3% and those with a toilet was 73.2% in 2008, it was evaluated as unlikely that the targets of 85% and 75% respectively would be obtained by 2009. At the time of completion of the project in 2014, the national average of PHBS indicator had increased to 56.6%, but the households had attained the standard of "Desa Siaga Aktif" at 67.1% (2013); therefore, neither of the indicators were attained at the target of 70% in 2014. The lack of health promotion awareness-raising in rural areas and insufficient capacity of communities to implement activities were pointed out as hindering factors in the "Strategic Plan of the Ministry of Health (2015-2019)." It was confirmed that the project aim to improve regional health management capacity[11] was consistent with the development needs throughout the project planning to its completion.

[10] This indicator shows that the proportion of households practicing clean and healthy customs according to the following 10 items (1. Assisted delivery by specialized personnel, 2. Exclusive breastfeeding up to 6 months, 3. Checking weight of under-5 children (monthly), 4. Hand-washing before meals, 5. Using clean water, 6. Using clean toilets, 7. Checking and eliminating the occurrence of bowlers inside and outside the house (weekly), 8. Non-smoking inside house, 9. Daily exercise, 10. Consuming vegetables and fruits daily). The number of households implementing above items divided by the total number of households and calculate the proportion for each community. The indicator is also adopted by the "Strategic Plan of the Ministry of Health in Indonesia."

[11] This indicator shows whether a community has the intention and ability to overcome their own health problems (1. Establish and actively implement the forum of Desa Siaga Aktif, 2. Assign a full-time volunteer called a "Kader" 3. Secure good access to permanent health facilities, 4. Locate the integrated health posts, and implement health promotion activities, 5. Allocate a village budget for health activity, 6. Community organizations actively participate in various activities, 7. Community sets various provisions to promote Desa Siaga Aktif, and 8. The proportion of households that meets the indicator for clean and healthy life behavior (PHBS indicator)).

3.1.3 Consistency with Japan's ODA Policy

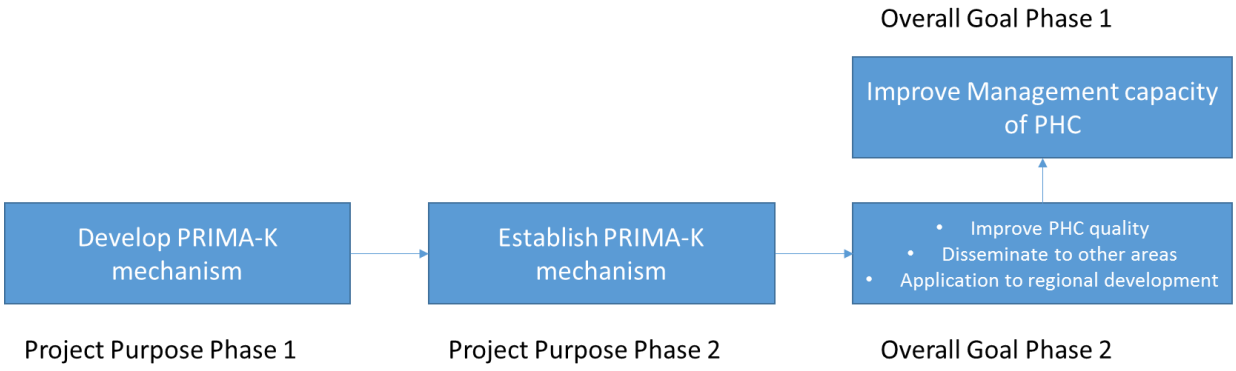
In the "Country Assistance Program for Indonesia" (November 2004), three priority fields (Three pillars) to support "sustainable growth driven by the private sector," "creating a democratic and equitable society," and "peace and stability," and the health sector supported by the project were prioritized in "creating a democratic and equitable society." Promoting a comprehensive approach by utilizing each aid scheme in South Sulawesi Province as a model region (South Sulawesi Province Regional Development Program) was cited in the "Country Assistance Program" for selection and concentration in certain supporting fields and areas. Since the project targeted this area, it was consistent with Japan's policy.

From the above, the implementation of the project is fully consistent with the development policy of the Government of Indonesia, development needs, and Japan's ODA policy, while the project approach has also been appropriate. Therefore, its relevance is high.

3.2 Effectiveness and Impact (Rating: ③)

In this ex-post evaluation, in order to jointly evaluate Phase 1 and Phase 2, the purposes and logic of each project were reorganized as shown in Figure 2 below. The project purpose of Phase 1 was to develop the PRIMA-K mechanism to implement PHCI activities, and this mechanism was established through further strengthening of each administrative level during Phase 2. Based on the project purposes of Phase 1 and Phase 2, the overall goals of Phase 2, such as "improvement of PHC quality," "dissemination to other areas," and "application to regional development" are positioned as further effects. The overall goal of Phase 1 was "Improvement of PHC management ability"; however, since the indicator of the goal was "decrease in the prevalence rate of diarrhea and dengue fever," these indicators are considered to be the final outcomes. In summary, in this ex-post evaluation, the project is regarded as improving ultimately health indicators by enhancing the health environment through developing and establishing the PRIMA-K mechanism for the implementation of PHCI activities.

Therefore, the degree of accomplishment of the project purpose and overall goal indicators of both Phase 1 and Phase 2 were comprehensively confirmed, and reflected to the effectiveness and impact evaluation.



Source: Created by the evaluator based on the materials provided by JICA

Figure 2: Relationship between Project Purpose and Overall Goal for Each Phase

3.2.1 Effectiveness

3.2.1.1 Project Output

With regard to the output indicators, particularly for Phase 2, the number of indicators greatly increased and their contents changed from the time of the preparatory study to the terminal evaluation. However, those changes are seen as appropriate because the overall achievement status of the project activities became measurable concretely due to those changes. In addition, each output indicator was evaluated according to the project design matrix (PDM) used in the terminal evaluation of each phase.

Through the activities of Phase 1, PHCI activities in the community were implemented (output 1), and the PHCI support capacity of the sub-district/village team (output 2), district government (output 3), and provincial government (output 4) were strengthened. As a result, the PRIMA-K mechanism was established (project purpose for Phase 1). For Phase 2, through activities to internalize the PRIMA-K mechanism to the local administrative systems in order to ensure the sustainability of the developed PRIMA-K mechanism, PHCI activities were enhanced based on the local administrative systems (output 1), while the capacity of HCs/SDOs (output 2), district government (output 3), and provincial government (output 4) has been improved. These outputs contributed to establishing the PRIMA-K mechanism (project purpose Phase 2).

Most indicators of outputs have been achieved as shown in Annex 1, and all outputs contributed to the achievement of the project purposes shown below.

3.2.1.2 Achievement of Project Purpose

【Phase 1】

As shown in Table 5, almost all indicators were achieved at the completion of the project Phase 1. Regarding Indicator 1, “the political commitment of the district government,” the District Team planned to disseminate the PRIMA-K mechanism to non-target villages in the district using the district budget. Regarding the budget, PHCI activities

are implemented using allocation from the project (Block Grant[12]), and the Indonesian government did not provide a budget during the project implementation period Phase 1. In Phase 2, PHCI activities using the government budget were realized because the effectiveness of the PHCI activities had been verified in Phase 1. Regarding Indicator 2, "the development of manuals and guidelines for PHCI activities," these were formulated and the capacity of the community, HCs, and District Team was strengthened through training and practice using these materials. Regarding Indicator 3, "the community initiative to continue PHCI activity and the results of the end-line survey[13] by Phase 1," this also showed a strong willingness by the community and HWG members to continue the PHCI activities. The results of the beneficiary survey[14] at the time of the ex-post evaluation also showed that 97% of the HWGs (representative) answered "strongly agree" or "agree" to the statement "HWG members are willing to continue PHCI activities." Thus, it was confirmed that the initiative of community members has not changed.

Table 5: Achievement of Project Purpose (Phase 1)

Project Purpose	Indicator	Actual	Achievement[15]
Community-oriented health promotion model is developed in the target district	Indicator 1: Political commitment and budget allocation in districts to apply the model	As a political commitment, each District Teams planned to disseminate the PRIMA-K mechanism to non-target villages with the district budget. Measures were discussed to secure the PHCI activity fund (Block Grant) provided by the Japanese side after project completion. Concrete measures such as the utilization of ADD were examined by the district government. In Wajo, a budget for activities of the District Team was allocated from the ordinary budget of the district government during Phase 1.	Mostly achieved
	Indicator 2: Availability of models (development of guidelines, etc.)	Manuals and guidelines were developed to maintain the implementation of the PRIMA-K mechanism, and the capacity of the community. HCs and district government staff were strengthened through training and practice, using those manuals and guidelines.	Achieved
	Indicator 3: Community members are willing to adopt the	According to the following end-line survey, residents and HWG members with experience of PHCI activity showed higher motivation to continue the activity, as compared with those who had not participated in the activities. Based on the results of the	Achieved

[12] The Japanese side provided funds for PHCI activities to the community. In addition to these funds, the community's own funds (donations, etc.) were also utilized for the activities.

[13] The end-line survey was conducted in 30 villages of the six districts that have implemented PHCI activities since the beginning of the project in 2007 (Tanete Rilau, Barru, Ujung Loe, Bonto Bahari, Belawa, Tanasitolo). The sample size was as follows: Residents (target: 1,395, non-target: 469), HWG (only target: 145), sub-district health council members (only target: 28), HC staff (target: 63, non-target: 21).

[14] A questionnaire survey was conducted mainly to examine the current situation of the model (PRIMA-K mechanism) developed by the project with 13 HCs/SDOs and 120 HWGs targeted by each of Phase 1 and Phase 2. Regarding the method of beneficiary survey to HWG, questionnaires were distributed and collected from 120 HWGs selected by random sampling from the list of 367 target HWGs. For provincial and district relevant organizations that are not included in the beneficiary survey, the evaluator obtained qualitative data through interviews with representatives of those organizations and used data together with the above quantitative data.

[15] Regarding the level of achievement, the four scales "Achieved," "Mostly achieved," "Partially achieved," and "Not achieved." were adopted. With a high level of achievement but slightly below the indicator value, "Mostly achieved" was applied; if the indicator value was not attained in some areas or items, "Partially achieved" was applied; and if the indicator value was not attained at all, "Not achieved" was applied.

	model and continue health-oriented promotion activities (PHCI)	beneficiary survey in the ex-post evaluation, it was also confirmed that 97% of HWG members were willing to continue the PHCI activities. Table 6: Motivation for PHCI activities[16] Source: Document provided by JICA	

	With Experience	Without Experience
Residents	3.12	1.98
HWG	3.51	-
Sub-district team	3.52	2.50
HC staff	3.00	2.87

Source: Document provided by JICA

【Phase 2】

Table 7 shows the project purpose, the indicators (target values) of Phase 2, and the achievement level of each indicator at the time of the completion. All indicators were achieved.

The proportion of villages that completed PHCI activity exceeded the target value (80%) in each year. In the terminal evaluation report of Phase 2 (2013), however, it was pointed out that the sustainability of phase 2 had some problems because the achievement of these indicators was largely attributed to project-financed field facilitators rather than to their Indonesian counterparts. In order to revalidate this point, the current implementation of PHCI activities was reviewed in the ex-post evaluation. A total of 98% (360/367) of the villages and wards (HWG) had completed the PHCI activity in 2015 without project-financed filed facilitators, so it was confirmed that the mechanism for continuous PHCI activities has been established because of the steady implementation of technical transfer to local counterparts (District Team, HC/SDO facilitators). Regarding Indicator 2, "institutionalization of the PRIMA-K mechanism," the ordinance of the district governor prescribing the integration of the PRIMA-K mechanism and the "Desa Siaga Aktif" for the continuation of PHCI activities was issued in each district by the time of the project completion. The ordinances have remained valid at the time of the ex-post evaluation, and activities have continued based on those ordinances. Furthermore, while the promotion of activities that integrated the PRIMA-K mechanism and the "Desa Siaga Aktif" was clearly stipulated in the "Strategic Plan of the District Health Office" of each district[17], it can be evaluated that the PRIMA-K mechanism in target districts has been institutionalized and established.

[16] The number is the average of five scales (0: I don't want to participate in PHCI activities continuously – 4: I want to participate in PHCI activities continuously).

[17] Promotion of the "Desa Siaga Aktif" is specified in the "District Health Development Strategy Plan in Bulukumba 2016-2021," "District Health Development Strategy Plan in Wajo 2014-2019," and "District Health Development Strategy Plan in Barru 2014-2019."

Table 7: Achievement of Project Purpose (Phase 2)

Project Purpose	Indicator	Actual	Achievement
The mechanism of Primary Health Care in which community and government work together is established in the target districts.	Indicator 1: Percentage of villages completing community-centered PHCI activity cycle (at least 80% in the target districts)[18]	The percentages of villages/wards that completed the PHCI activity cycle were as follows: First cycle (2011): 88% (260/294) Second cycle (2012): 98% (359/366) Third cycle (2013): 95% (347/367)	Achieved
	Indicator 2: The mechanism of Primary Health Care in which community and government work together is institutionalized and stipulated in the official district documents (such as; District Long-term Development Plan, District Mid-term Development Plan, District Annual Working Plan, Strategic Plan of related District Government Institutions (SKPD), and other laws and regulations).[19]	By the time of project completion (2014), the following ordinances of the district governor that indicated the integration of the PRIMA-K mechanism and "Desa Siaga Aktif" for continuation of PHCI activities had been issued in each district. These are still valid at the time of ex-post evaluation, and activity has continued according to the governor's ordinance. Barru: "Desa/Kelurahan Siaga Active" Bulukumba: "Desa/Kelurahan Siaga Panrita Active" Wajo: "Desa/Kelurahan PRIMA Siaga Active"	Achieved

Source: Document provided by JICA

From the above, the project purposes of both Phase 1 and Phase 2 were achieved.

Regarding the status of outputs from the time of project completion to the time of the ex-post evaluation, with regard to output 1, all 358 HWGs established by the project completion and have continued PHCI activities at an equivalent level during the project period. Regarding strengthening the supporting capacity of the HC/SDO facilitators (output 2), HC/SDO facilitators have been continuing their activities, although some problems have been observed in the frequency of monitoring and the accounting report vilification by SDOs; thus, the function can be judged to have been maintained. Regarding output 3, "strengthening the capacity of the District Team," the activity continuity of the District Team was institutionalized by district governor ordinances, and their function continues in each target district. Although output 4, "activities relating to the strengthening of Provincial Team capacity," are still being implemented, the Provincial Health Office (DINKES) pointed out that the involvement of the Provincial Team, especially the Regional Development Planning Board (BAPPEDA) and the Community Empowerment Village/Ward Governance Board (BPMPDK) has been diluted. Moreover some other activities were also stagnating, such as summarizing the results of the practice in the province and cooperating with central government to promote nationwide dissemination

[18] Revised from "Number of villages that have been continuously implementing the cycle of primary health care improvement activities with the support of the government" (in July 2012).

[19] Revised from "The mechanism of Primary Health Care in which community and government work together is institutionalized (stipulated in official district documents such as: District Long-term Development Plan, District Mid-term Development Plan, District Annual Working Plan, Strategic Plan of related District Government Institutions (SKPD), and other laws and regulations)" (in July 2012).

based on the results.

Based on the above, although there are some issues at the output level, major achievements have been confirmed even at the time of the ex-post evaluation. The PRIMA-K mechanism established in Phase 1 and Phase 2 has continued even at the time of the ex-post evaluation and has contributed to generating the following impacts.

3.2.2 Impact

3.2.2.1 Achievement of overall goal

【Phase 1】

The achievement level of the overall goal (Phase 1) is shown in Table 8.

Table 8: Achievement of Overall Goal

<table>
<tr><th>Overall Goal</th><th>Indicator</th><th>Actual</th><th>Achievement</th></tr>
<tr><td rowspan="2">Management capacity of primary health care in the health sector of target districts is improved[20]</td><td>Indicator 1: Incidence rates of diarrhea and dengue fever are decreased[21]</td><td>As shown in Table 9, a decrease in diarrhea cases in the target districts was confirmed. On the other hand, the number of dengue fever cases (see Table 10) has increased in the Barru and Wajo districts from the previous year.

Table 9: Rate of Diarrhea Cases in Target Districts
(Unit: Per 1,000 persons)
<table><tr><th></th><th>2013</th><th>2014</th><th>2015</th></tr><tr><td>Barru</td><td>42.2</td><td>39.8</td><td>21.4</td></tr><tr><td>Bulukumba</td><td>32.7</td><td>30.9</td><td>21.4</td></tr><tr><td>Wajo</td><td>31.8</td><td>30.9</td><td>24.6</td></tr></table>Source: Questionnaire to district health offices in ex-post evaluation

Table 10: Number of Dengue Fever Cases in Target Districts
(Unit: Cases)
<table><tr><th></th><th>2013</th><th>2014</th><th>2015</th></tr><tr><td>Barru</td><td>87</td><td>64</td><td>72</td></tr><tr><td>Bulukumba</td><td>613</td><td>537</td><td>252</td></tr><tr><td>Wajo</td><td>113</td><td>51</td><td>199</td></tr></table>Source: Questionnaire to district health offices in ex-post evaluation</td><td>Partially achieved</td></tr>
<tr><td>Indicator 2: The number of villages implementing the community-oriented health promotion model has increased</td><td>The PRIMA-K mechanism was disseminated from 24 villages (population 320,776 persons[22]) in three target districts of Phase 1 to 358 villages/wards (population 970,071 persons[23]) in Phase 2 through the initiative of target district members.</td><td>Achieved</td></tr>
</table>

Source: Document provided by JICA

In Phase 1, the HWG implemented PHCI activities, comprising the installation of toilets, sewage treatment facilities, wells, and water tanks, to improve infrastructure, and

[20] Revised form "Management capacity and service delivery in the health sector of target districts is improved" (in July 2012).
[21] Revised from "Rates of major infectious diseases (e.g., diarrhea, Acute Respiratory Infection (ARJ), Malaria, Tuberculosis (TB), etc.) (in July 2012).
[22] Population in 2007.
[23] Population in 2014.

those activities contributed to the improvement of the sanitary environment and hygienic water access[24]. In addition, it was confirmed that due to awareness-raising activities in health and hygiene (for example, guidance of the use of toilets and hand-washing by HC staff in installed integrated health posts), the number of diarrhea cases, i.e., indicator 1, was significantly decreased, as shown in Table 9.

At the same time, HC staff declared that these activities also contributed to the reduction of dengue cases by eliminating mosquito larvae and raising community awareness. However, the number of dengue fever cases has increased in some districts. The district health office explained that this is because the dengue fever epidemic usually occurs on a three to four-year cycle, regardless of whether or not preventive measures are taken. As a result of the questionnaire to each health office in the target districts, all answered "Yes" [25] in response to the question "Do PHCI activities contribute to decreasing dengue fever and diarrhea in your district?" In the results of the beneficiary survey, 96% of HWGs (village chiefs) also answered "Strongly agree" or "Agree" to the statement "PHCI activities have improved the local health situation by the project." It seems that the implementation of the project has contributed to the improvement of a certain degree the health indicators in the target districts.

Regarding Indicator 2, "the number of villages practicing the PRIMA-K mechanism," the PRIMA-K mechanism that was developed during Phase 1 was implemented in villages/wards using the district budget during Phase 2. The provision of a highly versatile mechanism in Phase 1 contributed to realizing the implementation of activities using the district budget.

【Phase 2】

The achievement level of the overall goal for Phase 2 is shown in Table 11 below.

Table 11: Overall Goal Achievement

<table>
<tr><th>Overall Goal</th><th>Indicator</th><th>Actual</th><th>Achievement</th></tr>
<tr>
<td>1. Quality of Primary Health Care in the target districts is improved</td>
<td>1-1: Health Behavior (PHBS) Indicator is improved from 27.50% (2011) to 59% (2017) in Barru, from 48.7% (2011) to 80% (2017) in Bulukumba, from 18.25% (2011) to 65% (2017) in Wajo</td>
<td>As shown in Table 12, although the PHBS indicator has consistently improved from 2011 (base line), it is unlikely to achieve the target for 2017.
Table 12: Percentage of Households Meeting the PHBS Indicator in the Target Districts
(Unit: %)
<table>
<tr><th></th><th>2011 (Base line)</th><th>2012</th><th>2013</th><th>2014</th><th>2015</th><th>2017 (Target)</th></tr>
<tr><td>Barru</td><td>27.5</td><td>46.0</td><td>45.6</td><td>47.6</td><td>47.4</td><td>59.0</td></tr>
<tr><td>Bulukumba</td><td>48.7</td><td>53.3</td><td>56.8</td><td>57.7</td><td>52.6</td><td>80.0</td></tr>
<tr><td>Wajo</td><td>18.3</td><td>24.5</td><td>29.4</td><td>34.7</td><td>36.4</td><td>65.0</td></tr>
</table>
Source: Questionnaire to district health offices in ex-post evaluation</td>
<td>Not achieved (Prediction)

(Contributions to improving some indicators were confirmed)</td>
</tr>
</table>

[24] As for the PHCI activities conducted by HWGs, 290 activities were implemented for building infrastructure in 2013, of which 66% comprised the building of toilets, 11.7% were integrated health posts, 8.6% were sewage treatment facilities, and 3.8% were wells and water tanks.

[25] Three selections, "Yes," "No," and "Do not know," were applied in this question.

<table>
<tr><td></td><td></td><td>Project activities greatly contributed to indicators, particularly “improvements in sanitation status by building toilets and wells,” securing safe water as shown in Tables 13 and 14.

Table 13: Percentage of Households with Toilets in Target Districts
(Unit: %)<table><tr><th></th><th>2012</th><th>2013</th><th>2014</th><th>2015</th></tr><tr><td>Barru</td><td>77.2</td><td>79.0</td><td>83.0</td><td>87.3</td></tr><tr><td>Bulukumba</td><td>-</td><td>84.0</td><td>84.5</td><td>85.5</td></tr><tr><td>Wajo</td><td>80.0</td><td>83.6</td><td>84.6</td><td>91.4</td></tr></table>Source: Questionnaire to district health offices in ex-post evaluation

Table 14: Percentage of Households with Safe Water in Target Districts
(Unit: %)<table><tr><th></th><th>2012</th><th>2013</th><th>2014</th><th>2015</th></tr><tr><td>Barru</td><td>83.4</td><td>85.4</td><td>88.3</td><td>89.2</td></tr><tr><td>Bulukumba</td><td>-</td><td>83.3</td><td>84.0</td><td>84.9</td></tr><tr><td>Wajo</td><td>81.4</td><td>85.3</td><td>85.8</td><td>87.4</td></tr></table>Source: Questionnaire to district health offices in ex-post evaluation</td><td></td></tr>
<tr><td></td><td>1-2: Number of “Desa Siaga Aktif” increased in target districts: from 56% (2011) to 100% (2017) in Barru, from 100% (2011) to 100% (2017) in Bulukumba, from 69.87% (2011) to 90% (2017) in Wajo[26]</td><td>With respect to the percentage of communities that attained the standard of “Desa Siaga Aktif,” as all districts had attained the target in 2015, the indicator is expected to be achieved in 2017.

Table 15: Percentage of Communities that Attained the Standard of “Desa Siaga Aktif” in the Target Districts
(Unit: %)<table><tr><th></th><th>2011 (Base line)</th><th>2012</th><th>2013</th><th>2014</th><th>2015</th><th>2017 (Target)</th></tr><tr><td>Barru</td><td>56.0</td><td>57.4</td><td>100</td><td>100</td><td>100</td><td>100</td></tr><tr><td>Bulukumba</td><td>100</td><td>75.7</td><td>100</td><td>100</td><td>100</td><td>100</td></tr><tr><td>Wajo</td><td>69.9</td><td>87.5</td><td>94.3</td><td>95.5</td><td>96.0</td><td>90</td></tr></table>Source: Questionnaire to district health offices in ex-post evaluation</td><td>Achieved (Prediction)</td></tr>
<tr><td>2. The mechanism of Primary Health Care in which community and government work together is disseminated</td><td>2-1: The mechanism of Primary Health Care in which community and government work together is implemented in other districts/provinces.[27]</td><td>● For the dissemination to other districts, activities were disseminated to outside of the target districts, Bone and Sidenreng Rappang, and PHCI activities were conducted in 38 villages in Bone (2015) and 106 villages in Sidenreng Rappang (2016).
● In 2016, the provincial government provided training in two cities and one district, Jeneponto, Parepare, and North Luwu. Efforts for dissemination are still continuing.
● Regarding the dissemination to other provinces, it was intended to be integrated into the national program “Desa Siaga Aktif” by the Ministry of Health, but there was no case in which the PRIMA-K mechanism was adopted, and disseminated to other provinces.</td><td>Mostly achieved (Prediction)</td></tr>
<tr><td>3. Regional Development Mechanism, in which community and</td><td>3-1: The mechanism in which community and government work together is strengthened to</td><td>● Members of the HWG confirmed that PRIMA-K‘s approach was used for planning and budget execution in other sectors, but this remains at the individual HWG; it has not been institutionalized in district policies and regulations.</td><td>Mostly achieved (Prediction)</td></tr>
</table>

[26] Revised from “Increase in Desa Siaga Aktif (villages certified as having an intention and ability to overcome own health problems according to the standard of the Ministry of Health)” (July 2012).
[27] Revised from “the mechanism of Primary Health Care in which community and government work together is operated in other districts/provinces in South Sulawesi Province” (July 2012).

government work together, is strengthened	other sectors in the target districts.[28]	● To promote the village fund, DANA DESA (hereinafter referred to as "DD"[29]) was started from 2015. BPMPD introduced the PRIMA-K mechanism as bottom-up planning to promote health activities using DD in training for 500 facilitators adopted by the provincial government.	

Source: Document provided by JICA

Although the percentage of households that attained the PHBS indicator (Indicator 1-1 in the overall goal), which shows the quality of PHC, has improved, the target is unlikely to be achieved as of 2017. As a factor of this, the PHBS indicator is composed of various related indicators of the daily health environment, such as the cessation of indoor smoking, daily exercise, and vegetable and fruit intake, which were not fully contributed by the PHCI activities of the project. Furthermore, the target of the PHBS indicator was set based on the "Provincial Health Development Plan." The 2015 target of the PHBS indicator in South Sulawesi Province was 80% on average, but its target level was considerably high, as, in fact, none of the 24 districts in the province were able to attain the target in this year (The provincial average was 54.6% in 2015)[30]. Meanwhile, as shown in Tables 13 and 14 in Table 11, the percentage of households that can access toilets and safe water among the PHBS indicators that are highly relevant to the project has improved consistently over the years through such PHCI activities as building toilets, sewage treatment facilities, wells, and water tanks.

Indicator 1-2, the percentage of communities that attained the standard of "Desa Siaga Aktif," has already achieved the target level in each target district as of 2013. For Indicator 2-1, "dissemination to other districts," PHCI activities were disseminated to outside of the target districts, the Sidenreng Rappang and Bone districts. On the other hand, regarding the dissemination to other provinces, at the outset, the project intended to integrate its activity into the national program of the Ministry of Health "Desa Siaga Aktif." However, the PRIMA-K mechanism has not been integrated into the national program. Since the target areas were limited to only three districts in one province in Indonesia, which has a burst territory with varied geographical and cultural backgrounds, the Ministry of Health pointed out that nationwide dissemination could be difficult through generalization of the project mechanism to the target districts.

For Indicator 3-1, "strengthening the regional development mechanism," the BPMPD, which was one of the counterpart organizations of the project, introduced the PRIMA-K mechanism as a bottom-up planning mechanism in other sectors during the

[28] Revised from "the mechanism in which community and government work together is applied to other sectors in the target districts" (July 2012).
[29] DD stipulates that 70% is used for poverty reduction, health and education, and infrastructure and agricultural programs, while 30% is used as village office management, salaries, subsidies/incentives to village/community organizations. While ADD is allocated through the local government budget, DD is allocated directly by the Ministry of Finance to the village administrative body via the local government.
[30] "The Provincial Health Development Plan in South Sulawesi" (2013-2018).

training of facilitators[31] in charge of the promotion of DD that began in 2015.

Above all, the targets of some overall goal indicators are too high; therefore, the probability of achievement seems low. However, health environment indicators related to the project activities have been consistently improved; thus, the overall goal by 2017, that "Quality of Primary Health Care in the target districts is improved," is expected at the time of the ex-post evaluation to be mostly achieved.

The project aims, the development of the PRIMA-K mechanism in Phase 1 and the establishment of its mechanism in Phase 2, were achieved, and the effects of these project purposes have been constantly generated, even at the time of the ex-post evaluation. As a result, the overall goals of both phases with regard to the health and sanitation environment and health indicators have been greatly improved. Furthermore, with respect to the indicator "dissemination of the PRIMA-K mechanism," the project has disseminated this mechanism to other villages (Phase 1, overall goal), districts, and sectors (Phase 2, overall goal). However, the dissemination of the mechanism to other provinces has not been confirmed. In sum, it is evaluated that the overall project goals have largely been achieved, except for some indicators.

3.2.2.2 Other Positive and Negative Impacts

Effective utilization of DD by activating Musrenbang

The project has organized HWG in communities and has promoted the effective use of DD, starting in 2015, with the functionalization of the bottom-up planning method "Musrenbang." DD tends to be used for large-scale infrastructure projects, for example, the construction of large-scale roads and facilities, due to the high budget allocation to the community. However, the District Team confirmed that communities with functioning Musrenbang tend to allocate the budget to social development projects, including in the health sector, according to the needs of residents. As the community budget has increased rapidly with DD allocation, activating "Musrenbang" can have an important impact in terms of the effective use of the budget according to community needs.

Raising the awareness of community mutual cooperation

As for other impacts, interviews with community members in this ex-post evaluation revealed that access rates to HCs and other community-level health facilities have been increased through the promotion of awareness-raising by PHCI activities, and "mutual assistance" has also been promoted; for example, residents voluntarily provided

[31] The village fund facilitators are assigned to the Community and Village Government Empowerment Board of each district to facilitate all development sectors including the health in villages for the promotion of DD implementation. Meanwhile, HC/SDO facilitators of the project assigned in the three target districts provide support for PHCI activities, so there is no duplication in the activities of both facilitators.

materials (cement, wood, etc.) and their workforce to build toilets in the community.

The development of the community-oriented health promotion model in the target districts (Phase 1) and the establishment of the PHC mechanism in which community and government work together (Phase 2), which were the stated as project purpose, were achieved. Regarding the overall goals, the majority of indicators relating to health and sanitation environments and health indicators have also improved, and impacts such as dissemination to other districts and the use of the PRIMA-K mechanism by other sectors were confirmed. Therefore, the effectiveness and impact of the project are high.

Box: Statistical Analysis of the Impact of PHCI Activities on Health Indicators

In this ex-post evaluation, the relationship between the degree of PHCI activities (explanatory variable) and the PHBS indicator (dependent variable), one of the health indicators, was studied by statistical analysis (Regression Analysis) using the results of the beneficiary survey. As a result, a significantly positive relation was confirmed between the number of planned PHCI activities (average: 3.6 activities, standard deviation: 3.8) and actualized activities in 2014 (average: 2.9 activities, standard deviation: 2.7) and the PHBS indicator in 2015 (average: 43.1%, standard deviation: 15.5) in each community in the three target districts.

The results of the regression analysis using the dummy variable to control the fixed effect of each district identified the positive relation whereby if a community increased one planned activity, the percentage of households that fulfilled the PHBS indicator (households practicing a clean and healthy lifestyle) increased by 1.17% (significant at the 0.1% level), and if a community increased one actualized activity, the percentage of households that fulfilled the PHBS indicator increased by 1.60% (significant at the 0.5% level). This shows the possibility that PHCI activities promote clean and healthy lifestyles in the community and contribute to increasing the number of households that fulfill the PHBS indicator. Furthermore, increasing the number of activities (types of activity) means that the community tries to incorporate a comprehensive approach such as awareness-raising for health promotion, in addition to building infrastructure such as toilets and drinking water facilities. The results, that the increase in the number of activities can be attributed to an increasing percentage of households that have attained the PHBS indicator, suggest that the comprehensive approach may promote a clean and healthy lifestyle in the community.

On the other hand, no positive relationship was confirmed between the PHBS indicator and other explanatory variables, such as the amount of the activity budget, the number of meetings in the community, and training participants. In addition, no statistically significant relationship was confirmed between the PHBS indicator and the number of planned and actualized PHCI activities in 2015. This means that PHCI activities will take some time to increase the PHBS indicator, or that while project activities had already been implemented in 2014, only a few additional effects were generated by activities in 2015.

3.3 Efficiency (Rating: ③)

3.3.1 Inputs

Table 16: Project Inputs

Inputs	Phase 1		Phase 2	
	Plan	Actual	Plan	Actual
(1) Experts	7 persons	Short-term 10 persons (72 MM)	5 persons	Long-term 3 persons Short-term 3 persons (58 MM)
(2) Trainees received	Approximately 4 persons/year (2 years)	12 persons	Not listed	53 persons
(3) Equipment	Equipment necessary for the project office	Computer, printer, copy machine, etc.	Equipment necessary for the project office	Computer, printer, copy machine, etc.
(4) Local expenses	Not listed	Total 105.01 million yen (Of which, Block Grant = 65.94 million yen)	Not listed	Total 141.86 million yen
(5) Field facilitator	Not listed	13 persons (371MM)	Not listed	59 persons (1,566MM)
Japanese side Total project cost	Total 39 million yen	Total 387 million yen	Total 290 million yen	Total 290 million yen
Indonesian Side Total Project Cost	Training and monitoring expenses, action plan, project cost (to be gradually increased)	Total 781 million rupiah (Approx. 6.82 million yen)[32] (Monitoring, partial burden of training expenses)	·Monitoring of counterparts, training/seminars, expenses for meeting attendance ·PHCI activity expenses implemented by the community ·PHCI activity support expenses by HC ·Part of expenses related to training, workshops, seminars	Total 362 million rupiah (Approx. 3.16 million yen) (Central, Provincial, District staffs' business trip expenses, meeting fees, and part of the project activity expenditure by the District government)

* MM stands for man month.

Source: Documents provided by JICA

3.3.1.1 Elements of Input

The input elements of the project are as shown in Table 16. The Block Grant (65.94 million yen) was allocated to each sub-district team and HWG by local expenses in Phase 1 as the input of the Japanese side. The necessity of allocating Block Grants was confirmed by the interview with the Provincial Team as a "priming" before realizing the implementation of PHCI activities using the local budget by enhancing the capacity of the HWG and visualizing the effectiveness of PHCI activities (i.e., the PRIMA-K mechanism was developed in a short time using the Block Grant from the Japanese side, which enabled the effectiveness in improving the health environment to be demonstrated). As a result, the Indonesian government acknowledged the effectiveness of the PRIMA-K mechanism, and

[32] To convert foreign currency into yen, the JICA control rate (1.00 rupiah = 0.008727 yen) at the time of the ex-post evaluation was applied (February 2017).

the government budget was allocated from Phase 2. On the other hand, many field facilitators (59 persons) were employed by local expenses from the Japanese side to expand the target into all three villages/wards in three districts and to strengthen the HWG's capacity to apply the local budget. The validity of using field facilitators was confirmed as greatly contributing to the promotion and sustainability of PHCI activities in villages and wards.

The input of the project was evaluated as appropriate, because in the ex-post evaluation, provincial and district team members responded that the inputs of the Japanese side, for example, experts, equipment, local expenses, and training in Japan, were adequate in terms of both timing and quantity.

3.3.1.2 Project Cost

Regarding the project cost, Phase 1 fell within the plan at 96%, while Phase 2 was 100% as planned.

3.3.1.3 Project Period

Between Phase 1 and Phase 2, the implementation period was as planned (100%).

Based on the above, both the project cost and project period fell within the plan. Therefore, the efficiency of the project is high.

3.4 Sustainability (Rating: ③)

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

Health Policy

At the central level, the "Strategic Plan for Indonesia of the Ministry of Health (2015-2019)" was formulated based on the "National Medium-Term Development Plan (RPJMN)" (2015-2019) and set the following goals: i. Improvement of maternal and child health and nutrition, ii. Improvement of disease control, iii. Improvement of access to and quality of primary and referral medical facilities in remote/undeveloped/border areas, iv. Improvement of universal health coverage (UHC), v. Provision of sufficient health human resources, medicines, and vaccines, vi. Improvement of the health care system. In order to achieve these goals, the "Indonesia Sehat Program," the strategy of which is "Residents are actively involved in the prevention and promotion of health to strengthen the community," was formulated. Thus, the project contributed to promoting this program. In South Sulawesi Province, the target province of the project, the promotion of "Desa Siaga Aktif" to improve community health services by strengthening community capacity was prioritized in the "Provincial Health Department Development Plan in South Sulawesi" (2013-2018). In addition, the "Strategic Plan of South Sulawesi Provincial Health Office" has been

developed in each targeted district based on the abovementioned "Strategic Plan of the District Health Office," and the promotion of "Desa Siaga Aktif" was integrated with the PRIMA-K mechanism. Furthermore, the improvement of health indicators such as the "PHBS and "Desa Siaga Aktif" indicators, which are also indicators of the project, were applied as overall goals of their plans.[33]

Others, Policy of Village Development on Decentralization

Under the former Yudhoyono administration, "Village Law" has been enforced since 2014, and related systems and regulations were developed to provide DD from 2015. The average amount of DD reached one billion rupiah (approx. 85 million yen) in 2015 for each of 77,548 villages nationwide, and is used for infrastructure improvement in relation to community development, including the health sector. Under "Village Law," strengthening "Musrenbang," a mechanism for participatory planning by residents, is required for the appropriate planning, implementation, and provision of an accounting report for DD projects. Strengthening the "Musrenbang" function through the PHCI activities of the project promotes the above goal under "Village Law"; therefore, the purpose of the project was highly consistent with "Village Law." The sustainability of the project effects is also expected because the DD allocated to each community under "Village Law" is utilized for PHCI activities in the target province.

Above all, the project is highly consistent with Indonesian health and village development policies, and thus there is no problem observed in the policy aspect of sustainability.

3.4.2 Organizational Aspects for the Sustainability of Project Effects

Regarding the organizational aspect, the implementing agencies are functioning without any problems, except for a low degree of participation of Regional Development Planning Board and Community Empowerment and Village Governance Board who are part of the Provincial Team. The team is responsible for disseminating the PRIMA-K mechanism to other districts and for sharing with central government. This will be described later. In particular, the number of members of the District Team and the HC/SDO facilitators were increased in the Bulukumba and Wajo districts, while the HC/SDO facilitators trained by the District Team have taken over the roles of field facilitators in the project. In each targeted districts, the reason for this successful succession was that the facilitation work for HWG was able to be incorporated to the routine work of HC/SDO staff through integrating the PRIMA-K mechanism of the project into the Indonesian national program (Desa Siaga Aktif). In addition, the HWG has continued to function in all villages/wards. On this basis,

[33] "The Strategic Plan of Bulukumba District Health Office" (2016-2021), "the Strategic Plan of Wajo District Health Office" (2014-2019), and "the Strategic Plan of Barru District Health Office" (2014-2019).

the organizational aspect for sustainability is evaluated as high, except for some issues in relation to the Provincial Team.

Provincial Team

Twelve out of 13 Provincial Team members still belong to the same departments of the counterpart organizations from the time of the project implementation to the ex-post evaluation (only one member of the Provincial Health Office has transferred). The activities of the Provincial Team are to monitor the disseminated project effects of the target districts and other districts, and to hold seminars to share their experience. The activities of the Provincial Team have continued, even at the time of the ex-post evaluation. On the other hand, the involvement of Regional Development Planning Board and Community Empowerment and Village Governance Board, members of the Provincial Team, was limited at the time of the ex-post evaluation. However, the involvement of those organizations was low and no negative effects on activities were identified, even at the time of the ex-post evaluation.

For the dissemination of project effects to other districts, which is another role of the Provincial Team, the Regional Health Office periodically conducts awareness workshops with other districts. Although some districts show interest in the application of the PRIMA-K mechanism through these workshops, training HC/SDO facilitators to support PHCI activities in the community is required for the actual dissemination. However, the main functions of the provincial government are the coordination of the relevant organizations and they do not have sufficient personnel to implement training for other districts. As a result, only two districts have applied the PRIMA-K mechanism. The Provincial Team stated that support from their development partners is necessary for dissemination to other districts. No issues in sustaining the effectiveness of the project were identified in the organizational aspect of the Provincial Team, such as monitoring of the target, and dissemination and holding experience-sharing seminars. However, organizational improvement is considered necessary for the dissemination of the mechanism to further districts.

District Team

The results of the interview and questionnaire with District Team members, such as District Development Planning Board, Financial Management Office, Community and Village Government Empowerment Board, and District Health Office, show that they have been working closely to conduct periodic meetings and provide training for HWGs. As shown in Table 17, all members of District Teams had received training on PHCI activities at the time of the ex-post evaluation, and the teams have functioned appropriately, mainly comprising members trained in the project. The implementation system was strengthened

in Wajo as the numbers of District Team members and HC/SDO facilitators increased after the project completion. In addition, Wajo and Bulukumba have issued district governor ordinances every year on the establishment of a secretariat for PHCI activities, and provided an allowance to the District Team according to that ordinance. On the other hand, in Barru, as is their policy, PHCI activities have been incorporated into their ordinary work, and no allowance has been paid to the District Team.

Table 17: Number of District Teams, Trainees, and Attendance Rate

(Unit: Persons)

	Project Implementation Period		Time of Ex-post Evaluation	
	No. of Members	No. of Attendance (Attendance Rate)	No. of Members	No. of Attendance (Attendance Rate)
Barru	12	7 (58%)[34]	8	8 (100%)
Bulukumba	23	18 (87%)	22	22 (100%)
Wajo	25	24 (92%)	27	27 (100%)

Source: Terminal evaluation report Phase 2, and interview with the District Team in the ex-post evaluation

HC/SDO facilitator

The total number of HC/SDO facilitators has not been compiled. However, the result of the beneficiary survey of HC/SDO shows that the average number of HC facilitators is 6.5 persons per HC (85 persons per 13 HC), and the number of SDO facilitators is 2.4 persons per SDO (29 persons per 12 SDO). The average number is slightly lower than the average in the project terminal evaluation of 6.9 persons per HC (360 persons per 52 HCs), 2.8 persons per SDO (87 persons per 31 SDOs), but the same level of numbers of facilitators has been secured. It was confirmed through interviews with HCs that the number of facilitators is sufficient to support the HWG's PHCI activities after completion of the project because capacity development for the HWG was implemented intensively during the project. Therefore, the current number of persons is evaluated as sufficient to continue the project activities. Moreover, although the transfer of HC/SDO facilitators is not frequent, on-the-job training by other facilitators and the District Team has been provided to newly-appointed HC/SDO facilitators.

HWG

HWG has continued its function at all 367 villages and wards in the target districts at the time of ex-post evaluation. Many members remain, mainly villagers, and it has been confirmed that many members that were trained in the project are continuing their activities. In Barru, an allowance for HWG members (health volunteers) is paid as an incentive for continuing activities. In total, 98% of HWGs were in operation in 2015, and only a few

[34] The percentage is low because the Barru District Team includes governors and director-level officials who are not supposed to be trainers. In order to secure the number of trainers, staff other than District Team members are also trained in Barru.

HWGs have difficulties with their activities. However, disregard for the health sector by village chiefs, weak leadership and motivation of HWGs, and a lack of confidence between chiefs and governments of villages were pointed out in interviews with the District Health Office.

3.4.3 Technical Aspects for the Sustainability of Project Effects

Regarding the skills of implementing agency, it can be judged that the capacity of Provincial and District Teams, HC/SDO facilitators, and members of HWG are sufficient for continuing activities. Furthermore, guidelines have been formulated that combine the PRIMA-K mechanism and "Desa Siaga Aktif" in each district.

Provincial Team

For coordination skills to introduce the PRIMA-K mechanism to other regions in the province, the Provincial Team has held workshops independently, even at the time of the ex-post evaluation, thus confirming whether problems exist.

District Team

As shown in Table 18, the District Teams in the target districts independently implement monitoring of PHCI activities, coordination and explanatory meetings with HC/SDO facilitators, and training for HWG even after the project completion. In the beneficiary survey to the HC/SDO facilitators, 77% of HCs responded "Strongly agree" or "Agree" to the statement "Supports by the District Team are effective for promoting PHCI activities." Thus, it can be evaluated that the training capacity of the District Team, which has a responsibility to provide training to HC/SDO facilitators and HWG members, has reached a certain level.

Table 18: District Team Activity Record (2015)

(Unit: Times)

	Monitoring	Coordinating Meeting	Explanatory Meeting	Training
Barru	4	4	2	2
Bulukumba	3	5	-	1
Wajo	4	4	1	3

Source: Questionnaire to District Health Office in ex-post evaluation

After the completion of the project, each district independently integrated the PRIMA-K mechanism into the "Desa Siaga Aktif" and developed the technical guidelines shown in Table 19 by referring to the PRIMA-K guidelines. In addition, the PRIMAK-Kit (manual, guidelines, teaching materials), formulated by the project, has been utilized in the training of the District Team and HC/SDO facilitators.

Table 19: Guidelines Integrated with "Desa Siaga Aktif" in each District

Target District	Guidelines	Year of Issue
Barru	Desa / Kelurahan Siaga Panrita Active Implemented Technical Guidelines (No. 26)	2015
Bulukumba	Desa / Kelurahan PRIMA Siaga Active Implementation Ordinance, Guidelines (No. 20)	2015
Wajo	Desa / Kelurahan Siaga Active Implementation Laws, Guidelines (No. 13)	2014

Source: Questionnaire to the District Team in the ex-post evaluation survey

HC/SDO facilitator

It was confirmed through interviews with the HWG that HC/SDO facilitators, mainly HC staff, trained by the project have continuously practiced the project activities and have certain skills in monitoring, providing support, and training HWG members. According to the results of the beneficiary survey, 92% of HC/SDO facilitators responded "Strongly agree" or "Agree" to the statement "HC/SDO facilitators have sufficient ability to support PHCI activities." The results of interview with HC staff also suggest that the capacity of HC/SDO facilitators is sufficient, although they are not able to provide detailed support as field facilitators employed by the project. Nevertheless, it was confirmed that they continue to conduct PHCI activities to the best of their ability, concurrent with their ordinary tasks.

HWG

Most existing HWG members have taken training courses during the project and confirmed that they have sufficient abilities for planning, preparing proposals, and reporting. According to the results of the beneficiary survey, 89% of HWG members responded "Strongly agree" or "Agree" to the statement "Members of the HWG have sufficient abilities to implement PHCI activities." In response to the statement "Members of the HWG are willing to continue the activities of the PHCI," 97% responded "Strongly agree" or "Agree."

3.4.4 Financial Aspects for the Sustainability of Project Effects

As the financial situation of the implementing organizations, as shown below, the counterpart organizations at each level secure the necessary budget to continue the PHCI activities. Therefore, there is no problem observed in the financial aspects of the sustainability.

Budget of Provincial Team (Provincial level)

In the Provincial Team, the District Health Office has allocated a budget for experience-sharing seminars and workshops and monitoring. As shown in Table 20, the Provincial Team budget was maintained at a certain level both throughout the project period

and after the project completion. Although the number of districts subject to awareness-raising activities varies and the budget varies accordingly, provinces have a sufficient budget to continue their current activities.

Table 20: Trends in Provincial Budget to Support PHCI Activities

(Unit: Rupiah)

Project Implementation Period			After Completion of the Project		
2011	2012	2013	2014	2015	2016
80,058,000	93,136,334	220,325,000	136,310,000	244,580,000	113,000,000

Source: Terminal evaluation report Phase 2, questionnaire to Provincial Team in ex-post evaluation

District Team/PHCI Activity Budget (District level)

ADD concerning PHCI activity support (explanatory meeting, various training, monitoring, PHCI activities of HWG) in each target district has been secured every year since the project completion, as shown in the table below. In addition, DD has been newly allocated since 2015, and has increased rapidly since the full-scale application of DD to PHCI activities[35] in 2016. Therefore, it can be said that a sufficient budget has been secured.

Table 21: Trends in District Budget Related to PHCI Activities

(Unit: Rupiah)

	Project Implementation Period			After Completion of the Project		
	2011	2012	2013	2014	2015	2016
Barru	9,513,430,500	8,498,444,500	11,115,510,500	11,091,950,000	12,386,690,000	54,096,576,900
Bulukumba	7,950,287,846	11,264,536,034	17,022,814,874	17,978,127,523	15,566,191,271	37,833, 951,120
Wajo	12,510,870,916	12,885,170,916	18,445,989,500	18,073,789,500	18,182,983,772	37,366,377,642

Source: Terminal evaluation report Phase 2, questionnaire to District Health Office in Ex-Post Evaluation

HC/SDO Facilitator Budget (Sub-district Level)

The cost of implementation of the PHCI supports and monitoring by the HC/SDO facilitators in each institution has been allocated from the ordinary budget of the local district. In addition, the Health Activity Support Budget (BOK) from the Ministry of Health is used by HCs for HWG monitoring. According to the results of the beneficiary survey, 13 HCs subject to survey had an average of 219,376,464 rupiah (Approx. 1.86 million yen) in 2016 as a budget for PHCI support and monitoring, while the budget for PHCI support and monitoring by HCs has increased in accordance with the increase in HWG community activities.

[35] DD is not allocated to wards; however, project activities continue using subsidies allocated to each ward from the budget of sub-district governments.

Table 22: Budget for PHCI Support and Monitoring by HCs (Average)

(Unit: Rupiah)

2014	2015	2016
61,428,148	81,532,212	219,376,464

Source: Questionnaire to HCs in ex-post evaluation beneficiary survey

Donations from Residents

The donations from residents (Swadaya) for PHCI activities have decreased due to the increase in ADD and DD. Based on the results of the beneficiary survey, HWGs in only 6/120 villages have recorded donations in their accounting reports. The average amount of HWG is 25.86 million rupiah (approx. 220,000 yen). However, as mentioned above, with the increase in ADD and DD, no issue has been raised because the budget allocated for implementation of PHCI activities in the community is sufficient.

Above all, although some issues have been identified in relation to the organizational aspect concerning the involvement of some counterparts in the Provincial Team, no major problems have been observed in the institutional, technical, financial aspects and current status of the operation and maintenance system. Therefore sustainability of the project effects is high.

4. Conclusion, Lessons Learned, and Recommendations

4.1 Conclusion

The Project for Improvement of District Health Management Capacity in South Sulawesi Province (hereinafter referred to as "Phase 1"), has developed the PRIMA-K mechanism of PHCI activities in the target area, South Sulawesi Province (Barru, Wajo, and Bulukumba districts), to improve the health administration services in Indonesia. In addition, Phase 2 was implemented to integrate the PRIMA-K mechanism developed in Phase 1 into the existing Indonesian local administrative systems (development planning and budget systems) in order to establish a sustainable mechanism. The purpose of the project is highly relevant in terms of Indonesian health policy, development needs, and Japan's "Indonesia Country Assistance Program" for creating a democratic and fair social structure. Moreover, each output contributes to achieving the project purpose, such as the development of the PRIMA-K mechanism (Phase 1) and the establishment of the mechanism (Phase 2). These achievements are also contributed to generating impact effects, such as the improvement of health indicators, the dissemination of the PRIMA-K mechanism in other villages and districts, and the utilization of the PRIMA-K mechanism in other sectors. Therefore, its effectiveness and impact are high. Its efficiency is also seen as high because both the project period and project cost in both phases are within the plan. In terms of sustainability, although there are some problems in the organizational structure of the provincial government, other related organizations have no issues with the implementation system.

The sustainability of the project is evaluated as high, comprehensively taking into consideration its policy/institutional, technical, and financial aspects.

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

4.2 Recommendations

4.2.1 Recommendations to the Implementing Agency

Recommendations to the Ministry of Health

During the project implementation period, the project shared the results of the project with the Ministry of Health, but after the project completion, due to the personnel change in the Ministry of Health and the declining initiative of the Provincial Team, the results have not been shared by the provincial team. It is recommended, therefore, that the Ministry of Health should compile the results of the PRIMA-K mechanism, which is being continuously implemented by integration with the national program "Desa Siaga Aktif" in the targeted districts. Afterwards, the Ministry of Health should also integrate the above results into the "Desa Siaga Aktif guidelines" to promote dissemination to other provinces.

Recommendations to the Provincial Team

It is recommended that the Provincial Team promote the integration of the PRIMA-K mechanism into the national health program "Desa Siaga Aktif" in other districts in South Sulawesi, by introducing the achievements of the target districts and Bone and Sidenreng Rappang, where the PRIMA-K mechanism has already been disseminated.

Community Empowerment and Village Governance Board is also recommended to promote the use of DD for facilitating PHCI activities within the province by reflecting the project experiences to the Ministry of Village's training program for DD facilitators (P3MD)[36] aimed at the promotion of building infrastructure and rural development projects in the community "facilitator training program" in the national program of. Furthermore, collaboration between DD facilitators and the HWG and utilization of the knowledge of the PRIMA-K mechanism to plan DD projects should be encouraged so that the effective use of DD is promoted, reflecting the needs of residents.

Recommendation to the District Team

[36] Program Pembangunan dan Pemberdayaan Masyarakat Desa (Program for Village Development and Community Empowerment. The purpose of the program is to train facilitators who are hired by the Community Empowerment and Village Governance Board and assigned to Community and Village Government Empowerment Board to promote the implementation of DD, which has been allocated to communities nationwide since 2015. The roles of the DD facilitators are the same as HC/SDO facilitators, support for participatory planning, implementation, and monitoring, but they cover all village development fields including health. In addition, although the HC/SDO facilitators cover the HWG activities financed by the ADD, DD facilitators may support DD activities in the community. In addition, although the HC/SDO facilitators of the project are allocated in just three districts, the DD facilitators are allocated in all districts throughout the country. For this reason, no duplication has been observed in both activities.

Capacity development of HC/SDO facilitators and HWG members should be continued to sustain the project activities. At the same time,

The District Team should grasp appropriately the actual activities of HWG by obtaining necessary data on the PHCI implementation status in each community through continuing the monitoring and reflect the factors inhibiting the activities to the training contents, and intensively provide effective supports by following-up on low performance HWGs.

4.2.2 Recommendations to JICA

It is recommended that JICA support the Ministry of Health and South Sulawesi provincial government to compile the achievements of the PRIMA-K mechanism in order to integrate it into the "Desa Siaga Aktif guidelines" of the Ministry of Health for dissemination to other provinces. Regarding dissemination to other districts, JICA should consider the technical support required to set up HWG and provide training to HC/SDO facilitators who support PHCI activities, using the existing resources of the Provincial and District Health Office in the target districts.

4.3 Lessons Learned

<u>Establishment of the Community Activity Model in a Short Term by Financial Assistance Using a Block Grant</u>

In Phase 1, the project improved the capacity of the HWG and stakeholders through implementation of the PHCI activity cycle by allocating a Block Grant to each HWG. Through the PHCI activities, the community realized the effectiveness of improving the health environment, such as building toilets and securing access to sanitary drinking water. Consequently, the shift to local government-based activities using ADD in Phase 2 was realized in a short time. In order to establish the community activity model in such a short term with a view to future implementation by the recipient government, not relying solely on their budget from the beginning, but providing the necessary funds such as a Block Grant from the Japanese side, can be effective in showing the effectiveness of project activities at an early stage.[37]

[37] For Block Grant allocation, the technical cooperation project in the education field in Indonesia, "Local Educational Administration Improvement Program" (2004 - 2008) also allocated a Block Grant. However, it was pointed out in the ex-post evaluation report that the problem had arisen in terms of the sustainability of activities after the project completion. In this education project, a community participatory school improvement activity was implemented by setting up a new county education development committee and allocating a Block Grant to county education development committees and schools. However, school improvement activities have a lower degree of closeness to people's lives compared to the health sector, and it might be difficult for residents to maintain their motivation except for parents who have pupils in the school. Due to the nature of the activities, it was also difficult to improve education indicators (test score, enrollment rate, dropout rate, etc.), as compared to the ability of the project to visualize the improvement in the health situation, which enabled it to secure the government budget.

Ensuring Sustainability through Integration of Project Activities into National Plan/Program with Developing Practical Guidelines/Manuals and Visualizing Effectiveness of Activities

The project has contributed to the implementation of the national program "Desa Siaga Aktif." By developing practical guidelines/manual at regional level based on the national program, and maintaining consistency of the indicators between the national program and the project, such as PHBS indicators and Desa Siaga Aktif standards, the project contributions to the achievements of the national program were visualized (for example, improved access of households to clean water in the community). This is a factor that the PRIMA-K mechanism has integrated into the national program "Desa Siaga Aktif" in target districts, and activities of the project (facilitation for HWG etc.) are continuously carried out using the government budget as routine work of the counterparts. In the planning stage of the project, it is crucial to focus on the national plans/programs implemented by the target areas, and to try to develop guidelines/manuals and maintain consistency with the project indicators. In the implementation stage, it is also important for securing the sustainability of the project to integrate project activities into national plans and programs by visualizing the degree of achievement of effect indicators and sharing the effectiveness with the concerned parties through monitoring and seminars.

Setting Appropriate Target Areas for Dissemination to Other Provinces

The dissemination strategy, namely developing a model in three target districts and disseminating the model to other districts in the target province and other provinces, has not fully functioned. Particularly, since the target areas were limited to only three districts in one province in Indonesia, which has a burst territory and various geographical and cultural backgrounds, the Ministry of Health has pointed out that dissemination to other areas, provinces in particular, might difficult by just generalizing the project mechanism applied in the only three target districts. Regarding model projects that aim to disseminate the model to other areas, the characteristic of target areas and project scale necessary for generalizing the model should be scrutinized during the planning stage in detail in response to the scale of dissemination areas and their diversities with the central governments that will play the main role in future dissemination.

Annex 1

Achievement of output indicators (achievement at that time of the completion of the project and ex-post evaluation)

The achievement of output indicators which are the same in contents between Phase 1 and Phase 2 are evaluated jointly. The indicators moved are listed in parentheses. Example (move from indicator 1-1)

Summary of Indicators	Phase 1 (February 2007 - February 2010)	Phase 2 (November 2010 - March 2014)	Achievement	
			Completion (Phase 2)	Ex-post Evaluation
Output 1	Output 1: Community oriented health activities are conducted with community participation	Output 1: Capacity of community to conduct community centered PHCI (Primary Health Care Improvement) activities in line with the local governance system is strengthened		
1-1		Indicator 1-1:Number of HGW at village/ward level established for PHCI activities : at least 85 % from all villages/wards	Achieved	Continued
1-2		Indicator 1-2:Number of Village Team members trained as implementer of PHCI activity cycle: at least 6 members/Village Team	Achieved	Continued
1-3	(Moved from indicator 1-1):Number of proposals formulated through the participatory process by community	Indicator 1-3:Number of Village team that develop and submit PHCI action plan to village government: at least 90% from all Village Teams	Achieved	Continued
1-4	(Moved from indicator 1-3): Amount of self-fund (SWADAYA) spent for the project is increased	Indicators 1-4:Number of village that allocated budget for community centered PHCI activities: stipulated in Village Annual Budget Plan : at least 75% of villages in target districts)	Achieved	Continued
1-5	(Move from indicator 1-2): Number of proposed activities implemented	Indicator 1-5:Number of activities in action plan that is implemented by using village or district government fund: at least 95% of plan	Achieved	Continued
1-6		Indicator 1-6:Number of Village Team that submitted activity and financial report to the Village Government: at least 95% of village teams	Achieved	Continued
Output 2	Output 2: Support of Health Center towards sub-district/village PHCI Team is improved	Output 2: Capacity of Health Center and Sub-District Office to support technically community centered PHCI activities is strengthened		
2-1		Indicator 2-1:Number of trained facilitators from Health Center and Sub-District Office who provide training for village: at least 60%	Achieved	Continued
2-2		Indicator 2-2: Number of trained HC staff or SDO staff who actually provide training for villagers (target: at least 60%)	Achieved	Continued
2-3	(Moved from indicator 2-1): Number of PHCI Team which includes HC staff	Indicator 2-3:Number of training workshops conducted by Health Centers and Sub-District Office for community people (3 workshops/year)	Achieved	Continued
2-4		Indicator 2-4:Frequency of visiting community by facilitators from Health Center to support and monitor PHCI	Mostly achieved	Mostly continued

		activity by village people: at least 12 times/Health Center/year		
2-5		Indicator 2-5:Number of Health Center which allocate budget for monitoring and providing technical support for community centered PHCI activities: at least 80%	Achieved	Continued
2-6		Indicator 2-6:Number of Activity and Financial Report of Village Team that is consulted and verified by Sub-district Office: at least 80 %	Mostly achieved	Mostly continued
2-7		Indicator 2-7:Number of Health Center that conduct Mini-Workshop involving HWG: 60%	Achieved	Continued
Output 3	Output 3: Capacity to conduct PHCI activities of the target districts is improved.	Output 3:Capacity of District to manage community centered PHCI activities is strengthened		
3-1		Indicator 3-1:One District Team is established in each district (members: Health Office, Community and Village Empowerment Board , Regional Development Planning Board and Financial Management Office)	Achieved	Continued
3-2	(Moved from indicator 3-3): Number of district health officials who receive certificate to be facilitators for PHCI activities	Indicator 3-2:Number of District Team members trained (to train on "mechanism" including financial aspect) :70%	Achieved	Continued
3-3		Indicator 3-3:Allocation of district budget stipulated in District Annual Budget Plan to support community centered PHCI activities (socialization, training, monitoring and village activity implementation)	Achieved	Continued
3-4	(Move from indicator 3-4): Number of monitoring and evaluation for PHCI activity (Move from indicator 3-2): Number of socialization held at the district level	Indicator 3-4:Constantr support by District Government staff for community centered PHCI activities: Frequency of monitoring (12 times/year) , coordination meeting (4 times/year), Number of socialization and training conducted by District Government (1 time/year)	Mostly achieved	Mostly continued
3-5	(Move from indicator 3-1): Guidelines and the training manuals are available (Move from indicator 2 in Project Purpose):Availability of model (development of guidelines)	Indicator 3-5:Guideline and Manuals for PHCI activities are developed by District team	Achieved	Continued
3-6		Indicator 3-6:Percentage of budget actualization which is planned for community centered PHCI activity from district budget (ADD, ADK, operational budget of district): at least 70%	Achieved	Continued
3-7		Indicator 3-7:Official documents issued by District Government that support internalization of PHCI Mechanism such as recommendation, Head of District Decree, District Ordinance , and District Circular Letter	Achieved	Continued
3-8		Indicator 3-8:End-line data is prepared and analyzed by District Team at the end of Project	Mostly achieved	Mostly continued

Output 4	Output 4: Capacity of the province government to facilitate introduction and dissemination of the PHCI model is improved.	Output 4:Capacity of Province government to supervise and disseminate community centered PHCI activities is strengthened		
4-1		Indicator 4-1:One Provincial Team is established in South Sulawesi Province	Achieved	Mostly continued
4-2		Indicator 4-2:Number of Provincial Government staff trained: at least 6 persons trained	Achieved	Continued
4-3		Indicator 4-3:Frequency of coordination meeting among Provincial Government staff: at least 2 times/year	Achieved	Not continued
4-4		Indicator 4-4:Availability of provincial plan and strategy for dissemination of the PHC mechanism	Mostly achieved	Mostly continued
4-5	(Moved from indicator 4-1): Number of and/or frequency of monitoring and evaluation by provincial health office for the project activities	Indicator 4-5:Frequency of monitoring by Provincial Government staff (on community centered PHCI activity): at least 2 times/year	Mostly achieved	Mostly continued
4-6	(Moved from indicator 4-2): Number of workshops for experience sharing and disseminating project activities	Indicator 4-6:Number of socialization/dissemination workshop/seminar conducted (on progress of community centered PHCI activity): at least 5 times/year	Achieved	Mostly continued
4-7		Indicator 4-7: Allocation of provincial budget stipulated in Provincial Annual Budget Plan to support community centered PHCI activities (through socialization,) site visits, dissemination activities etc.) (Unit: Rupiah)	Achieved	Continued
4-8	(Move from indicator 4-3): Mobilization of provincial health office both provincial and national governments to promote activities	Indicator 4-8:Frequency of consultancy to Central Government (on progress of community centered PHCI activity): at least 2 times/year	Mostly achieved	Not continued
4-9		Indicators: 4-9:Training Module and Guideline for PHCI activities are developed by Provincial Team: 1 (one) Guideline book and 1 (one) training module	Mostly achieved	Mostly continued

Republic of Indonesia

FY2016 Ex-Post Evaluation of Technical Cooperation Project

"Strengthening In-Service Teacher Training of Mathematics and Science Education at Junior Secondary Level (SISTTEMS)"

External Evaluator: Masako IWASHINA, ICONS Inc.

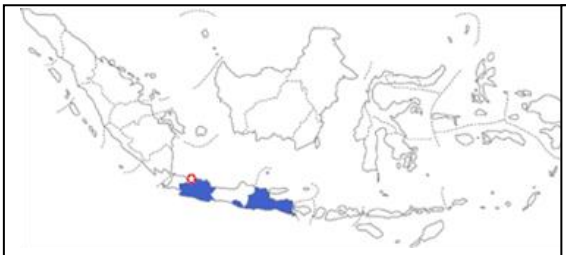
0. Summary

This project aimed to disseminate Subject Teacher Support Program for Secondary Schools (MGMP[1]) activities applying Lesson Study and, through training for MGMP facilitators, principals and university lecturers, and training in Japan for counterparts, attempted to disseminate Lesson Study in the three target provinces and particularly to improve students' learning ability in mathematics and science in the target districts by constructing a model of MGMP activities applying Lesson Study. This project's objective is consistent with Indonesia's educational policy and development needs at the planning and completion stage of the project and Japan's aid policy in terms of qualitative improvement in science and mathematics in junior secondary education, and adopted an approach that benefited from Japan's comparative advantage. Therefore, its relevance is high. The project purpose and overall goals were almost achieved, and it was confirmed that the more frequently schools conducted School-based Lesson Study (Lesson Study Berbasis Sekolah; LSBS), the higher the national final examination (UN) score tended to be, which means that the project contributed to improved student's performance. In addition, many other positive impacts are confirmed. Therefore, the project's effectiveness and impact are high. The project period was in line with the plan, and the increase in the project cost was in line with the plan change that appropriately responded to the influence of the Central Java Earthquake on the target area; the increase in output corresponds to the increase in input. Therefore, efficiency is high. Regarding sustainability, it is expected that organizational, technical, and financial sustainability will be secured in the three target districts, but in the three target provinces, sufficiently clear policies and systems have not been established to sustainably disseminate Lesson Study. Organizations that promote Lesson Study have not changed since the project implementation period, organizational agreements on implementation and human resource development have not been documented in the Ministry of Education and Culture (MOEC). Training related to Lesson Study by Educational Quality Assurance Institution (LPMP) has not continued, even though agreements were made concerning the implementation of support to schools at the district/city level in Sumedang District, Pasuruan District, and Malang City. The standard curriculum at the training institutions under the Ministry of Religious Affairs (MORA) is maintained, even though some provinces have not implemented it due to poor budget conditions. Therefore, sustainability of the project effects is fair.

[1] MGMP stands for "Musyawarah Guru Mata Pelajaran" in Indonesian.

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

1. Project Description



Project Locations (☆ indicates Jakarta, the Capital of Indonesia)

MGMP applying Lesson Study in SMP N[2] Sumedang 4 in West Java Province

1.1 Background

The Government of Indonesia set the target to achieve nine-year compulsory education by 2008 at the planning stage of the project by improving the school enrollment ratio, education quality, and strengthening school management. Knowledgeable people in and out of Indonesia noted severely stagnant in quality of education, particularly in science and mathematics. The "Medium-term Development Strategy of the Education Sector (RENSTRA) 2005–2009" emphasized three major themes: (1) expansion of educational opportunities, (2) improvement in education quality, and (3) enhancement of educational administration. In particular, the project is designed to assist "(2) improvement in education quality."

The Ministry of National Education (MONE) and Japan International Cooperation Agency (JICA) executed the Technical Cooperation Project for Development of Science and Mathematics Teaching for Primary and Secondary Education in the Republic of Indonesia (IMSTEP) for five years beginning in 1998 to improve pre-service teacher training at undergraduate level by faculty of mathematics and science education (FPMIPA) at the Indonesia University of Education (UPI), the National University of Yogyakarta (UNY), and the National University of Malang (UM). Through IMSTEP, training syllabi for pre-service teachers were wholly revised, and materials such as textbooks, experiment teaching guidebook, and equipment manuals were developed. Beginning in 2003, follow-up was implemented for two years to improve the quality of education by encouraging effective collaboration between universities and schools and improving teachers' teaching ability.

Meanwhile, in-service training for teachers, such as MGMP, were not organized effectively for professional development of teachers at the district level due to the chaotic conditions brought on by decentralization.

[2] SMPN means Public Junior Secondary School in Indonesian.

In this situation, this project aimed to revitalize MGMP through collaboration between schools and the three partner universities mentioned above and by making use of the progress gained through IMSTEP and its follow-up. Concretely, this project reorganized MGMP from the activities at district level to the rayon level and introduced Lesson Study[3] as a new approach for the MGMP model, supporting both education administration and school level.

1.2 Project Outline

Overall Goal		1. The model of in-service teacher training (MGMP) applying Lesson Study is disseminated as a form of teacher's continuous professional development in the target provinces[4] (West Java Province, East Java Province, and Yogyakarta Province) as a form of continuing teacher's professional development. 2. The level of students learning ability in mathematics and science is improved in the target districts (Sumedang District in West Java Province, Pasuruan District in East Java Province, and Bantul District in Yogyakarta Province).
Project Purpose		The model of MGMP (Rayon[5]) activities[6] applying Lesson Study for quality improvement of mathematics and science teachers is developed in the target districts.
Output(s)	Output 1	Education officers in the central government and target districts recognize the effectiveness of the MGMP (Rayon) activities and take necessary financial and administrative measures to sustain them.
	Output 2	Effective MGMP (Rayon) activities are regularly conducted in the target districts.
	Output 3	The mechanism of the MGMP (Rayon) activities applying Lesson Study is developed.
	Output 4	Under the SISTTEMS Bantul Emergency Program, TPKs and schools propose their own plans and conduct activities to rebuild and improve junior secondary education using SISTTEMS block grant.
Total cost (Japanese Side)		301 million yen
Period of Cooperation		May 2006 – October 2008
Implementing Agency		Ministry of National Education[7] (MONE)/ Ministry of Education and Culture (MOEC)

[3] Normally, Lesson Study consists of planning, implementation, and reflection on a lesson. At the planning stage, one or multiple teachers plan a lesson. At the implementation stage, the planned lesson is executed and observed by fellow teachers as a big characteristic. Finally, at the reflection stage, the teacher who conducted the lesson and the observers exchange and share findings, opinions, and views based on observation of the lesson. This practice improves teachers' knowledge about subjects and lesson materials, their repertoire of lesson methods, and their understanding of children. (The ex-ante evaluation report)

[4] The three provinces are called "target provinces" even though the direct targets of this project are the three target districts. This is because the overall goal is to disseminate MGMP applying Lesson Study that was introduced by the project to districts other than the target ones, and some officials at Provincial Education and Culture Offices joined training of national trainers.

[5] The Japanese side described the unit of cluster of MGMP activities as "Wilayah" in Indonesia. However, both Japanese and Indonesian side finally agreed to use "Rayon", the Indonesian word of "a certain area" in the revised PDM (Report of Project Consultation, 2008, p.10)

[6] The administrative division structure of Indonesia is: province - district/city - county - village/ward (as of April 2017, there are 34 provinces and 514 districts/cities throughout the country). Additionally, a regional cluster that consists of a few counties is called "Rayon". A common district-level Subject-based In-Service Teacher Training is called "MGMP" activities, while training at rayon-level (training for teachers who are in charge of the same subject in the same rayon) is called "MGMP (Rayon)" activities in this report. In the project, MGMP (Rayon) activities were attempted to provide training on a smaller scale at rayon-level, rather than at district-level.

[7] MONE was reorganized to MOEC in 2011.

	Regional Education and Culture Office of the target provinces
Other Relevant Agencies / Organizations	Ministry of Religions Affairs (MORA) Regional Religious Office of the target provinces
Supporting Agency/ Organization in Japan	International Development Centre of Japan
Related Projects	”Project for Development of Science and Mathematics Teaching for Primary and Secondary Education” (IMSTEP), 1998-2005

1.3 Outline of the Terminal Evaluation

1.3.1 Achievement Status of Project Purpose at the Terminal Evaluation

The model of MGMP (Rayon) activities applying Lesson Study was almost developed in the target districts. Teachers greatly appreciated the MGMP (Rayon) activities that applied Lesson Study from the perspectives of the (1) contents, (2) methods, and (3) arrangements, and the mean composite score, which is the indicator of Project Purpose achieved the target. The usefulness of the MGMP (Rayon) activities did not achieve their target in terms of (1) increasing subject-matter knowledge, (2) improving teaching skills, and (3) exchanging ideas with other teachers, but the activities were to some extent appreciated by teachers. Therefore, the project purpose was almost achieved.

1.3.2 Achievement Status of Overall Goals at the Terminal Evaluation

Among the two overall goals, the dissemination of Lesson Study had not been achieved, but did show progress. The other goal of improving students' learning achievement in science and mathematics through MGMP (Rayon) in target districts was on track to achieve its target level, although data from 2007/08 on was not available. In addition, the attitudes of many students toward mathematics and science had become more positive.

1.3.3 Recommendations from the Terminal Evaluation

Financial and institutional sustainability of MGMP (Rayon) and Lesson Study were secured through the commitment of each counterpart organization. However, there are still insufficient numbers of key personnel who understand Lesson Study and can provide appropriate reflection, even among the faculty of Teacher Training Universities and fellow teachers in the districts. Therefore, the following recommendations were proposed to further develop human resources who can be the core human resources for the sustainable implementation of Lesson Study.

Table 1：Recommendations from the Terminal Evaluation Team

Recommendations	Details
(1) Capacity strengthening of major human resources	・ Refresher training and training for new MGMP facilitators (teachers). ・ Strengthening the technical capacity of Supervisors for lesson observation and analysis by accompanying resource personnel of the partner universities[8] to participate in the MGMP (Rayon) activities throughout the remaining period of cooperation. ・ Integration of Lesson Study into Principal Management Training supported by the Directorate of Education Personnel of the Directorate General of Quality Improvement of Teachers and Education Personnel (DGQITEP) of MOEC; policy and administrative guidance from District Education and Culture Office to school principals on how to incorporate Lesson Study into School Development Plans with financial allocation. ・ Promoting active participation of LPMP instructors in each cycle of Lesson Study.
(2) Arranging and strengthening institutional and financial foundations to effectively implement Lesson Study	・ Developing institutional and financial frameworks for partner universities to provide sustainable technical assistance and agreeing between 3 directorate generals of MOEC[9] (Directorate General of Higher Education (DGHE),[10] DGQITEP,[11] Directorate General of Primary and Secondary Education Management (DGPSEM), MORA, local governments, and universities. ・ Strengthening collaboration between Provincial/District Education and Culture Offices and LPMP to disseminate Lesson Study in non-target districts in the target provinces. ・ Strengthening financial accountability and transparency for the implementation and dissemination of Lesson Study.
(3) Expanding Lesson Study to other subject areas	・ Provincial/District Education and Culture Offices' initiatives to further strengthen and expand institutional collaboration with the universities beyond science and math faculties in order to disseminate Lesson Study to non-mathematics and science subject areas.
(4) Sharing good practices and experiences among stakeholders at the national level	・ Continuous strengthening of MGMP (Rayon) activities that apply Lesson Study in the target districts. ・ Support at the policy level for a Lesson Study reference center set up by UPI to share knowledge and experiences of Lesson Study.

Source: SISTTEMS Terminal Evaluation Report (2009)

2. Outline of the Evaluation Study

2.1 External Evaluator

Masako IWASHINA, ICONS Inc.

2.2 Duration of Evaluation Study

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

Duration of the Study: August 2016–August 2017

Duration of the Field Study: November 10, 2016–December 19, 2016 and February 26,

[8] UPI, UM, and UNY.
[9] Ministry of National Education (MONE) was succeeded by the MOEC at the organizational restructuring in 2011.
[10] DGHE was transferred from MOEC to Ministry of Research, Technology and Higher Education in October 2014.
[11] DGQITEP became Office of Human Resources Development of Education and Culture and Quality Assurance of Education at the organizational restructuring in 2011, and then became Directorate General of Teachers and Education Staff in 2015.

2017–March 15, 2017[12]

2.3 Constraints during the Evaluation Study

It is difficult to extract the genuine effects of SISTTEMS for the purposes of the evaluation (mainly the impact and sustainability of the project) since, as a successor program to SISTTEMS, the Program for Enhancing Quality of Junior Secondary Education (PELITA, 2009-2013) continued to mainly support capacity development of central and regional education administration for the nationwide dissemination of Lesson Study and participatory school-based management through technical transfers from JICA Experts in the same target districts.

The evaluation framework was as follows: interviews with the implementing agency and other relevant agencies; questionnaire surveys (as those for beneficiaries) of 78 school principals, which accounted for around 15% each of general junior secondary schools and religious junior secondary schools in the target districts; and semi-structured interviews based on questionnaires of 48 mathematics and science teachers at 12 schools (4 teachers at each school) that the external evaluator visited and 60 Grade 9 students (5 students at each school). Surveyed beneficiaries and visited schools were randomly chosen from school lists submitted from the District Education and Culture Offices (For the details, see 3.2.2.1 Achievement of Overall Goal).

3. Results of the Evaluation (Overall Rating: A[13])

3.1 Relevance (Rating: ③[14])

3.1.1 Consistency with the Development Plan of Indonesia

The project purpose is consistent with RENSTRA 2005–2009, designated by MONE at the planning and completion stages of the project. RENSTRA 2005–2009 emphasizes three major themes: (1) expansion of educational opportunities, (2) quality improvement in education, and (3) enhancement of educational administration. In particular, the project is designed to assist "(2) quality improvement in education" through capacity development of teachers and concerned people of school education

3.1.2 Consistency with the Development Needs of Indonesia

The project purpose is consistent with the development needs of Indonesia. The results of Trends in International Mathematics and Science Study (TIMSS) by the International Association for the Evaluation of Educational Achievement (IEA) and the

[12] The field study was conducted in the same period as the ex-post evaluation of the Program for Enhancing Quality of Junior Secondary Education (Program Peningkatan Kualitas SMP/MTs: PELITA), which is the successor project of this project.
[13] A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory
[14] ③: High, ②: Fair, ①: Low

OECD Programme for International Student Assessment (PISA) in 2003 showed low achievement of Indonesian primary and junior secondary school students in basic learning abilities and problem solving skills. The results of TIMSS and PISA at the completion of the project also showed low achievement: the score of TIMSS decreased from 411 in 2003 to 405 in 2007. The results of PISA in mathematics also declined from 391 in 2006 to 371 in 2009, and those of scientific literacy declined from 393 in 2006 to 383 in 2009, while the average mathematics scores of OECD member countries were 498 in 2006 and 496 in 2009, with average sciences scores of 500 in 2006 and 501 in 2009. These results showed lower achievement than the average of OECD member countries with statistical importance. The project was organized as a part of the assistance for expansion and quality improvement of junior secondary education, and the project's support for the quality improvement in mathematics and science meets the needs of the country during the planning and at completion of the project.

In addition, students need better teaching and learning materials such as exercise questions that are created by teachers, both at the completion of the project as well as at the time of the project's terminal evaluation.[15]

3.1.3 Consistency with Japan's ODA Policy

The project is consistent with Japan's Official Development Assistance (ODA) policy: The project is relevant to Japanese ODA's upper-level education policies such as Basic Education for Growth Initiatives (BEGIN, 2002), which strives for improvement in the quality of education and technical cooperation for science and mathematics education. Country Assistance Program for Indonesia (November 2004) and Tthe Medium-Term Strategy for Overseas Economic Cooperation Operations for Indonesia (2006) emphasizes improvement of basic education and support for regional educational administration in the course of decentralization. Furthermore, Lesson Study is an educational practice developed in Japan that was meant to improve the quality of teaching-learning at the school level. Therefore, the project's approach has a comparative advantage.

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

3.2 Effectiveness and Impact[16] (Rating: ③)

3.2.1 Effectiveness

3.2.1.1 Achievement of Project Purpose

[15] According to materials provided by JICA.

[16] Sub-rating for Effectiveness is to be put with consideration of Impact. In general, effectiveness covers the situation at the completion of the project and impact covers the situation at ex-post evaluation. However, for the convenience, situation at the ex-post evaluation is described in effectiveness.

Project Purpose: The model of MGMP (Rayon) activities applying Lesson Study for quality improvement of mathematics and science teachers is developed in the target districts.

MGMP (Rayon) activities applying Lesson Study were periodically implemented in the target districts owing to the following outputs: Central and regional education officers made efforts for administrative and financial measures; mathematics and science MGMP (Rayon) activities were implemented twice a month; training of MGMP facilitators were conducted; and principals adjusted teaching schedule and provided transportation fee for the teachers. MGMP Guidelines with related teaching materials and the MGMP Monitoring and Evaluation Guidelines with related tools were developed.

In addition, the SISTTEMS Bantul Emergency Program was executed to overcome the damages caused by the Central Java Earthquake that occurred at the Project's commencement, implementing activities to rebuild and improve junior secondary education in the Bantul District which is one of the target areas and was suffered from the earthquake severely. As shown above, the mechanism of MGMP (Rayon) activities applying Lesson Study was set up, and the project's purpose to develop the MGMP (Rayon) activities model applying Lesson Study for quality improvement of mathematics and science teachers was almost achieved.

Table 2: Achievement of the Project Purpose

Project Purpose	Indicator	Actual
The model of MGMP (Rayon) activities applying Lesson Study for quality improvement of mathematics and science teachers is developed in the target districts.	In the target districts, the mean composite score[17] (on a scale of 3–12) for teachers' evaluation of MGMP activities (content, method, and arrangement) is improved from 8.61 at Baseline Survey to 9.06 at Endline Survey.	Teachers' evaluation of MGMP activities increased from 8.61 to 9.46 in the target districts. On the other hand, teachers' evaluation of MGMP activities very slightly increased from 8.72 to 8.76 in non-target districts in the same provinces.
	In the target districts, the mean composite score[18] (on the scale 3–15) of teachers' evaluation of the usefulness of MGMP activities (subject-matter knowledge, teaching skills, and exchanging ideas with other teachers) is improved from 12.97 at Baseline Survey to 13.57 at Endline Survey.	Teachers' evaluation of the usefulness of MGMP activities increased from 12.97 to 13.32 in the target districts, but did not meet the target of 13.57. On the other hand, teachers' evaluation of the usefulness of MGMP activities decreased from 12.94 to 12.61 in the non-target districts in the same provinces.

Source: SISTTEMS Terminal Evaluation Report (2009)

Regarding project purpose indicators, the indicator 1 (the mean composite score [on a scale of 3–12] of teachers' evaluation of MGMP activities in terms of (1) content, (2) methods, and (3) arrangements) achieved the target. Indicator 2 (the mean composite score [on a scale of 3–15] of teachers' evaluation on the usefulness of MGMP activities in terms

[17] The average score of teachers' evaluation on content, method and arrangement of MGMP activities.
[18] The average score of teachers' evaluation on subject-matter knowledge, teaching skills and exchanging ideas with other teachers of MGMP activities.

of (1) subject-matter knowledge, (2) teaching skills, and (3) exchanging ideas with other teachers) did not achieve the target. However, the improvement was 58% of the expected target (0.35/0.60[19]). In addition, mean composite score of teachers' interest in students' learning[20] (on a scale of 1–5 for each item: "interest in the students' learning processes," "helping each other between students in lessons," and "the teacher learns from students") was improved from Baseline to Endline Survey with statistical significance in the target districts (the significance probability was 0.026, less than 0.05). On the other hand, statistical significance was not confirmed in the non-target districts according to material provided by JICA. Therefore, the lack of attainment of the indicator 2 does not necessarily undermine the evaluation of the project's effectiveness.

From the above results, the project largely achieved its purpose.

3.2.2 Impact

3.2.2.1 Achievement of Overall Goal

A Beneficiary Survey was organized to measure achievement of the overall goal. The Survey included a total of 78 junior secondary schools, approximately 15% of both general junior secondary schools and religious junior secondary schools in the three target districts. The surveyed schools were randomly selected from a list of all school names provided by each District Education and Culture Office. All 78 schools replied.[21] In addition, a questionnaire survey was conducted with 48 math and science teachers of 12 schools (4 teachers per school), which the evaluator visited to research the teachers' evaluation of the MGMP applying Lesson Study and School Based Lesson Study (LSBS). Questions included teachers' evaluation of the MGMP and LSBS, times of participation per year, level of satisfaction, implementation times of open class and reflections each year. All 48 teachers replied.[22] The visited schools were randomly selected from the list of all school name provided by each District Education and Culture Office, and each school was asked to have 2 science teachers and 2 math teachers take part in the survey.

According to the result of the above-mentioned survey, at the timing of the ex-post evaluation, MGMP activities that applied Lesson Study in the target districts were continued with the stable budget allocation from the District Education and Culture Offices. Nearly half of the mathematics and science teachers opened their class and organized reflection once a year or more in 2015/16, which is far beyond the target level. Teachers' evaluation

[19] The difference between the target and the actual composite score at the baseline of the project was 0.6, and the difference between the target and the actual composite score at the endline of the project was 0.35.
[20] Tanaka, Y. (2011) *(Education in Indonesia: Did Lesson Study improve the quality of lessons?)*. pp.168, 182–190 etc.
[21] Valid responses were received from 14 general junior secondary schools and 8 religious junior secondary schools in Sumedang District, 13 and 3 in Bantul District, and 20 and 20 in Pasuruan District.
[22] Valid responses were received from 8 general junior secondary school teachers in Sumedang District, 16 general junior secondary school teachers and 8 religious junior secondary school teachers in Bantul District, and 12 general junior secondary school teachers and 4 religious junior secondary school teachers in Pasuruan District.

of MGMP activities and LSBS achieved the target and even exceeded it. It was also higher than that of the Endline Survey. Many teachers recognized that their teaching schedules were adjusted appropriately by principals to allow them to participate in MGMP, and transportation costs were reimbursed. On the other hand, the percentage and annual average times of participation of mathematics and science teachers in MGMP did not meet the target; however, approximately two-thirds of mathematics and science teachers had participated in MGMP at the time of the ex-post evaluation. Teachers of religious junior secondary schools participated in MGMP a bit more frequently than those of general junior secondary schools, but the percentage of opening class and conducting reflection is remarkably small. Table 3 shows the data from 2015/16 in detail.

Table 3：The Results of Beneficiary Survey and Questionnaire Survey to Teachers

Indicator No.	Description	Target	Score at Ex-Post Evaluation		
			Total	General	Religious
2-2-2	Teachers evaluation of MGMP activities (on a scale 3–12)	9.49	9.60	9.81	9.19
2-2-3	Principals' participation in MGMP (%)	Not stipulated	68	74	62
2-2-4	Percentage of teachers who had their schedules adjusted by principals to participate in MGMP (%)	Not stipulated	96	97	94
2-2-5	Percentage of teachers for whom principals arranged transportation fees for teachers to participate in MGMP (%)	Not stipulated	75	81	63
2-3-1	Percentage of math & science teachers who participated in MGMP (%)	80	67	59	81
2-3-2	Annual average times of math & science teachers who participated in MGMP (times)	10	3.42	3.16	3.94
2-3-3	Percentage of math & science teachers who opened class and conduct reflection once a year or more (%)	20	46	59	19

Source：Beneficiary Survey results

Regarding the indicator for the overall goal 1 (30% of district/cities in the target provinces organize MGMP activities applying Lesson Study by 2013), the following activities in the provinces were confirmed in the ex-post evaluation study:

① In West Java Province, the Provincial Education and Culture Office and UPI organized workshops at 15 out of 27 districts (56%) after the project's completion with the cooperation of Sumedang District facilitators.

② In Yogyakarta Province, UNY and the Provincial MORA Office individually expanded Lesson Study to 3 out of 5 districts (60%). The Provincial Education and Culture Office organized a dissemination workshop during the project period but did not continue doing so after the project due to a change of in-charge persons and the process of transferring authority over junior secondary education to district level during

decentralization.

③ In East Java Province, the Provincial Education and Culture Office and UM cooperatively organized dissemination workshops on Lesson Study in all 38 districts (100%) after the project's completion.

Regarding the indicator for the overall goal 2 (the level of student learning ability in mathematics and science is improved in the target districts) was achieved partly (only in Pasuruan District). The ranking of the UN score of Bantul District in Yogyakarta Province has remained at a high level: that makes it hard to make difference before and after project implementation. UN scores of districts, including Sumedang District, in West Java Province are close to each other and the ranking easily fluctuates.

Table 4：UN Score Mathematics Rankings of the Target Districts in the Three Target Provinces

District	Number of districts in the province	Ranking in each year					
		2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
Sumedang	27*	8	6	19	27	26	23
Bantul	5	2	3	3	2	3	3
Pasuruan	38	18	24	11	7	6	4

Source: Prepared by the author based on UN score 2011–2016 from MOEC
*The number of districts in West Java Province, where Sumedang District is located, increased by one to 27 districts in 2014.

Based on the beneficiary survey results, a statistical analysis was conducted to examine the correlation between the yearly data of UN pass rate, UN score, repetition rate, and dropout rate[23] and the status of Lesson Study implementation such as teachers' evaluation on MGMP and LSBS, times of annual participation, level of satisfaction, times of organizing open class and reflection per year. The results show that schools that organized LSBS more in 2013/14 tended to have a higher UN score in 2015/16 with statistical significance (the significance probability was 0.048, less than 0.05). This result indicates that implementing Lesson Study may improve students' learning achievement.[24] Although the target year for achieving the overall goal was 2013, the ex-post evaluation study was conducted in fiscal year 2016 and used data from 2015/16. This is because PELITA, the successor project of this project, was carried out the same support of Lesson Study as SISTTEMS, in 2013 including the same three target provinces, and it was not possible to evaluate this project's impact. Therefore, the 2015/16 data used in this study may have been

[23] In this ex-post evaluation study, the trend of repetition rates and dropout rates was surveyed as an additional indicator for the overall goal following a recommendation from the terminal evaluation study of the successor project of this project. At most schools, however, the rates had been nearly 0% from 2011/12 on, and a statistical analysis showed no statistical significance about the decrease in the rates because the significance probability was more than 0.05 (0.103 about repetition rates and 0.051 about dropout rates).
[24] The possibility cannot be excluded that teachers at schools with high UN scores are eager to teach students and to do LSBS activities from the beginning, therefore it should be noted that the frequency of LSBS activities may not necessarily be a factor for the improvement of UN scores.

affected by PELITA, even though this study does not include the direct outputs of PELITA.

Table 5: Achievement of Overall Goal

Overall Goal	Indicator	Actual
1. The model of in-service teacher training (MGMP) applying Lesson Study is disseminated in the target provinces (West Java Province, Yogyakarta Province, East Java Province) as a form of continuing teacher's professional development.	30% of districts/cities in the target provinces organize MGMP activities applying Lesson Study by 2013.	Dissemination workshops[25] were held; therefore, the target was achieved. , Although the dissemination here does not mean holding only one dissemination workshop, but rather continuous implementation of MGMP applying Lesson Study, the current situation whether Lesson Study is implemented or not in non-target districts is not grasped by each Provincial Education and Culture Office and MOEC.
2. The level of students' learning ability in mathematics and science is improved in the target districts.	Ranking of mathematics UN results of the target districts rises within the respective provinces from 2006 to 2011.	Pasuruan District shows improvement, but that improvement trend is not confirmed in Sumedang and Bantul Districts (see Table 4). Bantul District's ranking has remained high, and ranking in West Java Province fluctuates because the scores of every district are close.

Among the two overall goals, goal 1 (the model of in-service teacher training (MGMP) applying Lesson Study is disseminated in the target provinces as a form of continuing teacher's professional development) was largely achieved by holding dissemination workshops, and goal 2 (the level of students' learning ability in mathematics and science is improved in the target district) was partly achieved. Adding to these, it has been made clear, through a detailed analysis conducted in the ex-post evaluation study for this project and PELITA, that Lesson Study with the quality that the project aimed for has been continued, which means that the possibility it contributed to improving lesson quality is very high (for details, see the box below).

Therefore, the project has largely achieved its overall goals.

Box: Effects and points to be noted in introduction and continuation of Lesson Study (Summary of the detailed analysis)

To summarize the important points and effects that should be noted in introducing and continuing Lesson Study, Lesson Study quality was evaluated mainly by observations of activities and interviews by experts at three schools in Sumedang District in West Java

[25] They are called "socialization" in Indonesia. Socialization is the first step for disseminating MGMP, and after that training sessions are provided with the support of regional training centers, and then the role of school principals is enhanced (the Terminal Evaluation Report, p.17). In PELITA material JICA provided, socialization is explained as that in the model of SECI (Socialization-Externalization-Combination-Internalization).

Province and Banjarbaru City in South Kalimantan Province, which was one of the target areas of this project or the subsequent project and where Lesson Study activities could be observed on the day of visit. The evaluations revealed that the level of Lesson Study aimed at by SISTTEMS and PELITA was maintained as of the ex-post evaluation study, and that Lesson Study highly likely contributed to the qualitative improvement of lessons.

1. Effects of Lesson Study

Lesson Study introduces Lesson Design and enables teachers to better respond to students' reactions during class because they are more aware of how to respond to students' reactions during the class, and they can forecast reactions and prepare countermeasures. With repeated Lesson Study activities, teachers become increasingly aware of each student's learning, attentiveness, and difficulties in class. By exchanging ideas on how to respond, the content of the guidance from the project is being established, and reflection after the observed classes (retrospective discussion of classes) has become a forward-looking discussion of concrete actions to take next.

2. Factors that Promote Lesson Study

There are four factors that promote Lesson Study: the existence of facilitators who can promote the discussion of forward-looking reflection described above, cooperation of teacher-training universities, MGMP and coordination between schools and administrative organizations such as the District Education and Culture Offices, and efforts that are tailored to the culture of Indonesia[26].

3. Effective Approaches for Introducing Lesson Study to Other Countries

Effective approaches considered for introducing Lesson Study to other countries include (1) introducing it in science and mathematics first and then applying it to other subjects with local initiatives, (2) utilizing the existing MGMP framework, (3) incorporating Lesson Study into practical teacher training at universities, and (4) promoting understanding of Lesson Study among university education professors.

4. Disincentive factors for dissemination and continuation of Lesson Study

According to some teachers, a problem that impeded the dissemination and continuation of Lesson Study was that, even if Lesson Study was understood and practiced, teachers tired of repeated similar classes and reflections.

5. Lessons

Based on the analysis results, the following four points are suggested.

[26] Local wisdom including tradition and legend in the area.

① Find human resources who can be involved in Lesson Study for a long time without being affected by personnel changes and train them as facilitators/resource persons.
② Respect the ownership of the countries concerned to enable dissemination by incorporating that country's culture and values.
③ Instruct school principals as key people of the training in the school about the importance and methods of Lesson Study, and create an environment in which Lesson Study is easy to be disseminated within each school.
④ Motivate teachers by having them establish training subjects to improve teaching process for each subject and each unit with emphasis on contents, thereby establishing Lesson Study.

Particularly, item ④ will work to counter the above-mentioned problem of losing interest in Lesson Study, and it is necessary for teachers' professional development to accurately grasp their own problems and continue training after recognizing their weaknesses. Teachers' professional competence will continuously develop through continuous Lesson Study activities.

3.2.2.2 Other Positive and Negative Impacts

(1) Expansion from primary to senior secondary education and to other subjects

Interviews with the District Education and Culture Offices and teacher training universities in the three target districts confirm that all the districts have implemented Lesson Study not only in junior secondary schools but also in primary, senior secondary, and vocational schools. In Sumedang and Pasuruan Districts, teachers of all junior secondary school subjects had implemented Lesson Study. In Bantul District, Indonesian language and English teachers as well as mathematics and science teachers had implemented Lesson Study. As a result, the number of teachers in junior secondary education who work to improve their teaching through Lesson Study has been increasing beyond mathematics and science which the project supported.

(2) Expansion to other universities and provinces

UPI, UM, and UNY cooperated to implement Lesson Study in neighboring universities by acquiring a subsidy from DGHE for three years for each batch of 10 universities from 2009 to 2015.[27] Fifty universities are now belong to Lesson Study Association of Indonesia (ALSI), initiated by UPI. Among those 50 universities, 6 universities are partner universities of the project and its successor project, PELITA, and 43 universities received training on Lesson Study by PELITA. This subsidy will be obtained again from 2016. In addition, UPI and UM received support from the

[27] Supports were provided to five batches, 50 universities in total in 2009-2011, 2010-2012, 2011-2013, 2012-2014, 2013-2015.

Putera Sampoerna Foundation and UM received additional support from Pertamina, Indonesian state-owned oil and natural gas corporation; these universities received approximately 109,967 million Indonesia Rupiah in total from 2009 to 2016 in total. With the above support, UPI, UM, and UNY introduced Lesson Study to a total of 30 provinces among the 34 provinces in the country.

(3) Reception of Third-Country Training and Seminars

UPI repeatedly received Third-Country Training organized by JICA and contributed to the implementation and development of Lesson Study outside of Indonesia. For example, each year UPI received trainees from about 12 countries, including Cambodia, Myanmar, Bangladesh, Nepal, Ethiopia, Kenya, Uganda, Ghana, Burkina Faso, and Malawi. Third-Country Training has been conducted 8 times between 2009 and 2013 with 96 total trainees. In addition, UPI received Third-Country Training from Ethiopia, "Triangular Cooperation in Capacity Development of Mathematics and Science Teacher Educators"; from 2012–2016, a total of 24 trainees were trained for 10 months every year in practical teaching of mathematics and science and Lesson Study. Furthermore, UPI hosted many international seminars and workshops, such as the World Association of Lesson Study (WALS) 2014, and provided opportunities for other countries to learn about Lesson Study and the progress made during the project in districts such as Sumedang.

(4) Changes in students' learning attitude and process in mathematics and science

Regarding attitude and the process of students' learning of mathematics and science (which means they try to understand how to write formulas, not just memorize them), it was confirmed in the Detailed Study of the Ex-post Evaluation with Lesson Study observations in West Java Province that teachers conducted scientific experiments using materials familiar to students, encouraged students' to find the reason why a phenomena happened, and enabled them to grasp how to draw formulas.

In addition, a questionnaire survey on students' attitude toward classes was conducted with a 5-point scale from 1 (not at all) to 5 (always think so). Participants included 60 Grade-9 Students at the 12 schools in the three target districts that the evaluator visited. All 60 students replied. The results show when teachers continued Lesson Study, students' interest and achievement in mathematics and science improved. The details are shown in Table 6.

Table 6：The Results of Questionnaire Survey for Students (Average Value)

No.	Item	At Endline Survey	At Ex-Post Evaluation
1	We have group discussions in our class.	Not stipulated	3.53
2	Our teacher uses a large variety of materials.	Not stipulated	3.57
3	In class, our teacher uses materials available in everyday life.	Not stipulated	4.32
4	In our math class, we take part in activities such as experiments, counting, and drawing.	Not stipulated	4.07
5	In our class, the teacher encourages us to listen to other students' ideas and thoughts.	Not stipulated	4.32
6	In our class, I enjoy sharing my thoughts and ideas with other students.	Not stipulated	4.17
7	I enjoy mathematics and science classes.	Math 3.87, Science 4.01	4.27
8	I normally understand and follow mathematics and science classes.	Both Math & Science 3.86	4.17

Source：SISTTEMS Terminal Evaluation Report (2009). Material provided by JICA. Beneficiary Survey results.

This project largely achieved the project purpose of developing the MGMP (Rayon) model that applies Lesson Study for the quality improvement of mathematics and science teachers in the target districts. The overall goal was also largely achieved with the effects of the successor project: 30% or more districts/cities in the target provinces participated in dissemination workshops of MGMP on applying Lesson Study, and UN score ranking improved in one district. In addition, the statistical analysis confirmed that schools with more frequent implementation of LSBS tended to have better UN scores; this project likely contributed to the improvement of students' learning achievement. In addition, many other positive impacts were observed. Therefore, effectiveness and impact of the project are high.

3.3 Efficiency (Rating: ③)

3.3.1 Inputs

Inputs	Plan	Actual
(1) Experts	59MM*	0 long-term expert, 9 short-term experts (in total 64.86 MM, number of experts were not specified.)
(2) Trainees received	About 10 people/year	Total: 47 people (Costs for seven persons among the 47 were defrayed by the Indonesian Government)
(3) Equipment	Audio-visual equipment (amount was not specified.)	Video camera, Handycam video camera, projector, computer, printer, etc. (about 2.3 million yen)
(4) Other	Costs for teachers and principals to participate in the training and evaluation workshop held in the district level.	93 million yen
(5) Japanese Side: Total Project Cost	260 million yen	301 million yen
(6) Indonesian Side: Total Project Cost	Not stipulated - Counterpart personnel - Offices for Japanese experts - Local cost	7,215,146,000 Rupiah (about 80 million yen[28]) - Counterpart personnel - Offices for Japanese experts - Local cost • DGQITEP: 5,916,146,000 Rupiah • Sumedang District Education and Culture Office: 335,500,000 Rupiah • Bantul District Education and Culture Office: 227,500,000 Rupiah • Pasuruan District Education and Culture Office: 364,000,000 Rupiah • Concerned personnel expense of Partner universities: 372,000,000 Rupiah/year

* MM stands for man-month.
Source: SISTTEMS Terminal Evaluation Report

3.3.1.1 Elements of Inputs

Dispatch of experts and reception of trainees were implemented within the project budget to achieve the project purpose.

3.3.1.2 Project Cost

The project cost exceeded the planned cost (115%; plan: 260 million yen, actual: 301 million yen) because Output 4 (Bantul Emergency Program) was added in response to the Central Java Earthquake.[29] Because school buildings had collapsed in the Bantul District, one of the target sites, a pre-condition of the project implementation was damaged and restoration of the education infrastructure was needed to implement the project. The Bantul

[28] Conversion according to JICA adjustment rate in October 2008.
[29] The most affected area of the Central Java Earthquake (magnitude 6.3) that occurred on May 27, 2006, was Bantul District.

Emergency Program was implemented within the planned period, and the budget, based on the experience of "Regional Education Development and Improvement Program: REDIP" (2004–2008).

3.3.1.3 Project Period

The project period was as planned (100%).

Although the project cost exceeded the planned cost, this increase was appropriate to restore the education conditions following the Central Java Earthquake in the target district, and the project period was as planned. The additional input produced outputs that were worth the cost and brought about the achievement of project purpose. Therefore, efficiency of the project is high.

3.4 Sustainability (Rating: ②)

All three target districts were continuously supported by PELITA (2009-2013), the successor project to SISTTEMS. Therefore, the effects of the successor project are involved in the ex-post evaluation of political, institutional, organizational, and technical sustainability of this project.

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

According to Indonesian Government policy, junior secondary schools must meet MOEC's National Education Standard (Government Regulation, No. 19, 2005); this goal is one of the Target Strategic Objective Performances (SS) in RENSTRA 2015–2019. The Standard includes an interactive and motivational learning process adjusted to each student's level of understanding and teachers' continuous professional development through MGMP. However, many teachers responded in the interview that their school did not organize LSBS because Lesson Study is not included in the National Education Standard, and MOEC's policy did not emphasize the importance of Lesson Study. This shows that the policy is not clear enough to allow teachers to promote Lesson Study. The certification system that evaluates teachers' portfolios [30] includes Lesson Study, the same as project implementation period, but the teachers' competency exam was added in 2012 as a core method to evaluate the capacity of teachers. MOEC's Directorate General of Teachers and Education Staff conducts in-service teacher training of individual teachers according to their competency examination results, and the degree to which Lesson Study implementation is considered has decreased. Further, teachers receive credits by attending MGMP, and the District Education and Culture Offices of the target districts continue recommending that

[30] Qualification certification system to evaluate and judge the four abilities (teaching method, expertise, personality, and sociability) of individual teachers.

teachers attend MGMP, but there is no distinct instruction from MOEC to organize Lesson Study in MGMP. Meanwhile, the Directorate General of Primary and Secondary Education Management (DGPSEM) commenced set-up of one Reference School[31] in each district from 2016. In the Reference School Guidelines, Lesson Study is described as one of the 41 activities under "Become a center of excellence," one of the six indicators used to select Reference School. At this moment, expanding Lesson Study in the arrangement of Reference Schools is the only possible way from the policy aspect. This fact implies that excellent schools will implement Lesson Study to become model schools, but the policy is not sufficiently clear for the sustainable dissemination of Lesson Study in the future. Lesson Study is included in MORA's standard in-service teacher training curriculum and is institutionally supported.

3.4.2 Organizational Aspects for the Sustainability of Project Effects

Organizations to promote Lesson Study have not been changed since the project implementation period, but organizational agreements on implementation and human resource development have not been documented in MOEC during the decentralization of junior secondary education to the district level, even though agreements were made concerning the implementation of support to schools at the district/city level in Sumedang District, Pasuruan District, and Malang City.

Regarding the number of MGMP facilitators and fund/budget for activities, retraining, and further hiring of facilitators, all the three districts had maintained the same level of 32 facilitators since the completion of the project. In particular, Sumedang District increased the number of facilitators to 50.

The role of LPMP as MGMP advisor has been declining since 2015. LPMP of Yogyakarta and West Java Provinces has not organized in-service teacher training, including Lesson Study. Their main tasks are collecting and analyzing information for mapping of teachers' capacity, making recommendations based on competency examinations for teachers, and conducting in-service teacher training for promoting the 2013 curriculum. LPMP of East Java Province organized in-service teacher training, including Lesson Study, in 2014, but has not done it since. The number of LPMP trainers who can provide training on Lesson Study has been decreasing. While 42 trainers of West Java LPMP can provide training on Lesson Study, there is only one trainer in East Java LPMP and no one in Yogyakarta LPMP.

3.4.3 Technical Aspects for the Sustainability of Project Effects

Technical sustainability in the target three districts is high. There are resource

[31] Sekolah Rujukan, which means an approach to setting up a model school. "Panduan Pembinaan dan Pengembangan, Sekolah Rujukan, Tingkat Sekolar Menengah Pertama," Directorate of Junior Secondary Education, DGPSEM of MOEC, 2016

persons, mainly in teacher training universities, who can organize training and workshops to disseminate Lesson Study and provide decent quality training at schools and facilitators who can appropriately implement Lesson Study at school level.

Among the three target provinces, West Java and East Java Provinces have sufficient capacity. In collaboration with Teacher Training Universities, Education and Culture Offices of West Java and East Java Provinces organized workshops to disseminate Lesson Study. The detailed study also found that workshop quality was high. In Yogyakarta Province, UNY, Bantul District Education and Culture Office and school principals commented that the frequency of LSBS and participation of teachers have declined since the completion of the project, and teachers commented that they participated in Lesson Study less than before because they grew weary of Lesson Study. Therefore, the technical capacity of the concerned parties to continuously provide training/encourage Lesson Study which bring about teachers' professional development according to the needs of teachers would be insufficient. In Bantul District and Yogyakarta Province, Education and Culture Offices do not provide any retraining for facilitators or training for new facilitators. In Pasuruan District, a facilitator workshop (equivalent to refresher training) on Lesson Study is conducted annually. On the other hand, according to the qualitative interview of teachers in West and East Java Provinces, teachers who participated in LSBS did not report growing disinterest, but rather noticed that the attendance of resource persons from teacher-training universities increase the effectiveness of Lesson Study. In order to continue Lesson Study, concerned people need to organize Lesson Study and LSBS that can provide new knowledge and skills to teachers by mobilizing resource persons.[32]

3.4.4 Financial Aspects for the Sustainability of Project Effects

Financial allocation to MGMP (Rayon) activities in the three Education and Culture Offices is sufficient to sustain these activities. However, according to a resource person at UNY, the frequency of participation of resource persons in Lesson Study had decreased in Bantul City, which was said to be attributable to the reduction in budget from the Education and Culture Office after the project's completion.

[32] One interviewee at UPI expressed that it might be necessary to devise measures to prevent boredom with continued Lesson Study.

Table 7：Expenditure to MGMP (Rayon) and Lesson Study Activities by the District Education and Culture Offices

(Unit：million Indonesian Rupiah)

District/City	Activity	Yearly Expenditure				
		2011/12	2012/13	2013/14	2014/15	2015/16
Sumedang	MGMP	45.0	0	50.0	50.0	140.0
Bantul	MGMP	29.6	29.6	29.6	29.6	29.6
	LSBS[33]	31.3	31.3	31.3	31.3	31.3
Pasuruan	MGMP	350.0	350.0	350.0	400.0	400.0

Source: District Education and Culture Offices

In the target provinces, technical and financial sustainability had been secured until 2015; However, Provincial Education and Culture Offices have not organized training or workshops on Lesson Study since 2016[34] due to decentralization of authority over junior secondary education to district level (which began in 2001[35]). Therefore, implementation of training on Lesson Study now depends on the prioritization and budget allocation by District Education and Culture Offices, and Provincial Education and Culture Offices and MOEC have not grasped the implementation status in non-target districts. Expenditures associated with the support of Lesson Study in the three target provinces and its dissemination to non-target districts is shown in Table 8. Training by LPMP was conducted only in East Java Province in 2014/15, but LPMPs in West Java[36] and Yogyakarta Provinces have not yet conducted training on Lesson Study.

[33] Bantul District separated the budget for LSBS and MGMP, but the others included the budget for LSBS in that for MGMP.

[34] During the project implementation period, the counterpart organization can obtain the counterpart budget from the Indonesian government, but it is not available after project completion.

[35] Preparatory Study Report (2006), p.105.

[36] LPMP in West Java Province wrestled with Lesson Study in a World Bank project "Better Education through Reformed Management and Universal Teacher Upgrading Project：BERMUTU" (2008–2013). In an interview with LPMP in West Java Province, it was mentioned as an impact of the successor project (PELITA), so it is described in the PELITA ex-post evaluation report.

Table 8：Expenditure of the Three Target Provinces to Implement Lesson Study and Disseminate Lesson Study to Non-Target Districts

(Unit：million Indonesian Rupiah)

Province	Organization	Activity	Yearly Expenditure				
			2011/12	2012/13	2013/14	2014/15	2015/16
West Java	Education and Culture	Workshop	3,942	6,769	5,189	0	0
Yogyakarta	MORA Office	Workshop	15	15	15	15	15
East Java	Education and Culture	Workshop	300	300	300	300	0
		Monitoring	70	70	70	70	70
		LSBS	600	713	763	759	0
	LPMP	Workshop	0	0	0	349	0

Source: Provincial Education and Culture Office, LPMP and Provincial MORA Office

Some minor problems have been observed in terms of the policy background and organizational and technical aspects. Therefore, sustainability of the project effects is fair.

4. Conclusion, Lessons Learned and Recommendations

4.1 Conclusion

This project aimed to disseminate MGMP activities applying Lesson Study and, through training for MGMP facilitators, principals and university lecturers, and training in Japan for counterparts, attempted to disseminate Lesson Study in the three target provinces and particularly to improve students' learning ability in mathematics and science in the target districts by constructing a model of MGMP activities applying Lesson Study. This project's objective is consistent with Indonesia's educational policy and development needs at the planning and completion stage of the project and Japan's aid policy in terms of qualitative improvement in science and mathematics in junior secondary education, and adopted an approach that benefited from Japan's comparative advantage. Therefore, its relevance is high. The project purpose and overall goals were almost achieved, and it was confirmed that the more frequently schools conducted LSBS, the higher the UN score tended to be, which means that the project contributed to improved student's performance. In addition, many other positive impacts are confirmed. Therefore, the project's effectiveness and impact are high. The project period was in line with the plan, and the increase in the project cost was in line with the plan change that appropriately responded to the influence of the Central Java Earthquake on the target area; the increase in output corresponds to the increase in input. Therefore, efficiency is high. Regarding sustainability, it is expected that organizational, technical, and financial sustainability will be secured in the three target districts, but in the three target provinces, sufficiently clear policies and systems have not been established to sustainably disseminate Lesson Study. Organizations that promote Lesson Study have not changed since the project implementation period, organizational

agreements on implementation and human resource development have not been documented in the MOEC. Training related to Lesson Study by LPMP has not continued, even though agreements were made concerning the implementation of support to schools at the district/city level in Sumedang District, Pasuruan District, and Malang City. The standard curriculum at the training institutions under the MORA is maintained, even though some provinces have not implemented it due to poor budget conditions. Therefore, sustainability of the project effects is fair.

In light of the above, the project is evaluated as very satisfactory.

4.2 Recommendations

4.2.1 Recommendations to the Implementing Agency

Recommendation to the District Education and Culture Offices and District Religious Offices

In the interview with teachers in Yogyakarta Province, some teachers said, "I got bored with Lesson Study" or "We acquired knowledge and new information of subjects from resource persons from teacher training universities during the project period, but we cannot now because resource persons do not often participate in our activities." According to a resource person at UNY, the frequency of participation of resource persons in Lesson Study had decreased, and it was attributable to the reduction of the budget from the District Education and Culture Office. That teachers can acquire new knowledge and techniques through MGMP activities that apply Lesson Study augments teachers' willingness to participate and improves the quality of education at schools. It is desirable that, each District Education and Culture Office and District Religious Office secures the MGMP budget in order to ensure participation of resource persons at teacher training universities, and monitors teachers' participation in MGMP and the situation of schools that do not actively conduct LSBS.

4.3 Lessons Learned

Improving fairness concerning intervention targets at the time of project implementation

Lesson Study in private religious schools are relatively weak in many districts, but the intervention at the time of project implementation was also relatively small for religious junior secondary schools compared to the proportion of their school type. Especially for private religious junior secondary schools, the intervention by the project was made "based on voluntary participation," and schools were not actively approached to participate in the project even though it was for general junior secondary and public religious junior secondary schools. Religious junior secondary schools are under the jurisdiction of MORA in Indonesia, but management and improvement of religious schools are not high-priority work in the ministry; the administration does not sufficiently care about the current state of

religious schools. Private religious schools away from urban areas use much of the school grant (BOS) (see the Box below for details) for teacher salaries and do not have much money left to improve lessons. They do not fully enjoy the project's improvement of lessons with Lesson Study, which can be implemented with a relatively small budget, because they still do not understand Lesson Study well. In many cases, private religious schools in Indonesia, as described in the Box below, do not have good financial foundations and cannot provide high-quality education. Thus, an equal approach and support in proportion to the number of schools by school type from the time of the project implementation and lesson improvements through Lesson Study were desirable.

Therefore, when setting targets at the start of the project, it is desirable, while sufficiently investigating the situation and conducting stakeholder analyses, to conduct surveys that involve all related ministries and agencies even if multiple ministries and agencies are related, and to take positive action from the Japanese side to achieve equity, reduce inequality, and promote inclusiveness, goals that are mentioned in Goals 4 and 10 of the Sustainable Development Goals (SDG).

Box: Overview of private religious junior secondary schools

(1) Outline of junior secondary schools in Indonesia

The educational system in Indonesia has two lines; general schools controlled by MOEC and religious schools under the jurisdiction of the MORA. Both use the same curriculum made by MOEC, but religious schools teach Islam in more detail. The religious schools are called madrassa and play a major role in securing access to education. As of 2016, there were 16,741 religious junior secondary schools (statistics from 2014/15[37]) and 37,741 general junior secondary schools. 22% of junior secondary school students studied at religious schools.[38]

Most of religious schools are private. Of the above 22%, 16.5% studied at private religious schools and the remaining 5.5% at public religious schools.

(2) Outline of financial resources for public junior secondary schools and private junior secondary schools

The budget of private religious junior secondary schools is less than that of general and public religious junior secondary schools, and many of the schools do not meet the Minimum Service Standard of education in Indonesia.[39]

At public schools, the national or local government that supervises the school

[37] "Statistics of Islamic Education School Year 2014/2015," Directorat Jenderal Pendidikan Islam, Ministry of Religious Affairs, 2016

[38] "Madrasah Education Financing in Indonesia," Education Sector Analytical and Capacity Development Partnership, Agency for Research and Development (BALITBANG), Ministry of Education and Culture, 2013. The country-wide data in this column is based on this document.

[39] *Ibid.*

bears the expense of the school's land and teacher salary. Other expenditures are supposed to be covered by the government's support, especially school subsidies (BOS). Communities, companies, and foreign organizations can also support public schools. Separately from BOS, some public schools receive other government support.[40]

Private school's incurrent costs of land and teacher salary are covered mainly by the organization managing the school (such as a foundation). The government supplies professional allowances for teachers. In principle, expenditure for students is covered by BOS, but it can also be supported by the organization managing the school and parents or guardians.

Religious junior secondary schools vary in their budget size, financial resources, and quality of school administration and guidance. There are large inequalities, especially between public and private schools, but also between schools managed by foundations with networks and those by individuals, big and small schools, and schools in urban and rural areas.[41]

Among the schools visited this time, general and public religious junior secondary schools use about 50% of BOS for teachers' salary according to regulations; however, many private religious junior secondary schools use much of BOS for teacher salary and some use almost all BOS. Occasionally, BOS was not used for improving educational practice.

Teacher salaries also tend to be lower in private religious schools. According to the East Java Provincial Religious Office, salaries of private religious school teachers tended to be lower than salaries of public religious school teachers, and the Office wants to improve salary equality.

(3) The course of private religious school students after graduation

After graduation, private religious junior secondary school students went on to general secondary school 39% of the time, religious secondary schools 29% of the time, and general vocational secondary school 27% of the time (2014/15); 66% go on to general schools. In addition, 2% of the students enter Islamic boarding schools (Pesantren) and 0.8% fined employment.

(4) Education at private religious schools

Compared to general schools, religious schools are recognized as having problems in the quality. According to the Serang District Religious Office, the

[40] MOEC and Provincial and District Education and Culture Offices provide computers and other equipment to some schools according to the situation of the budget allocation, as confirmed at some schools visited.
[41] *"Analysis of the Current Situation of Islamic Formal Junior Secondary Education in Indonesia,"* p.7, the Decentralized Basic Education 3 (DBE3) Project Consortium, USAID, 2006.

madrassas are overwhelmingly private and supported by the community, so principals have the capacity to manage schools involving the community to some extent, but there is a wide gap in terms of the quality of education. The Office wanted to raise the madrassas to the same level as general junior secondary schools. According to the Banten Provincial Religious Office, 98% of madrasas are private and belong to the community, and their school facilities and all the budgets were supported by the community. 90% of teachers were not government officials and were supported by the community. While most of the general junior secondary schools have received accreditation according to the eight educational quality standards, 30% of madrassas have not reached these quality standards and have not gained accreditation.

At private religious schools, teachers' academic background tend to be lower than those at public schools. According to an interview with the Banjarbaru City Religious Office, teachers at public religious schools are 100% college graduates following the legal requirement, but about 40% of the teachers at private religious schools are secondary school graduates. The Office encouraged them to attain a bachelor's degree by providing scholarship.

Approximately 17% of all junior secondary school students in Indonesia study at private religious schools. Considering that the schools do not always have sufficient management bases and quality in comparison with general junior secondary schools, and that some students study there for tuition exemption, both private religious schools and general schools should be included in target groups of support.

Table 9: Achievement of outputs (at completion of the project)

Output	Indicator	Achievement
Output 1: Education officers in the central government and target districts recognize the effectiveness of the MGMP (Rayon) activities and take necessary financial and administrative measures to sustain them.	① At least one officer (from MONE, Provincial and District Education and Culture Office) attends each training and workshop.	Almost achieved. The District Education Offices have achieved the output. The attendance rate of MONE was 56%, and the attendance rate of the Provincial Education Offices was 13%. Considering that they themselves were not candidates to be a trainer or facilitator of Lesson Study but rather were in a position to promote model construction and dissemination of Lesson Study in the target districts, and that no particular recommendation was made in the termination evaluation report of the project about necessity of improving the ability of the Provincial Education Offices and MONE as trainers, minimum participation was secured.
	②-1 Commitment of District Education and Culture Office to implement MGMP (Rayon) activities applying Lesson Study is clearly articulated in the target districts.	Achieved. Education offices in the three target districts have announced that they would continue MGMP (Rayon) activities applying Lesson Study after the completion of SISTTEMS (October 2008).
	②-2 The target districts' budget for MGMP (Rayon) activities increases from 2006 to 2008 at least by	Almost achieved. Achieved in Bantul and Pasuruan Districts. In Sumedang District, reasonable efforts were made because the reduction of the budget for Lesson Study activities was just under 4.1%, while the district government's total budget was reduced by 30%.

	5%.	
	③ MONE's commitment to implement and disseminate MGMP (Rayon) activities applying Lesson Study is clearly articulated.	Achieved. DGQITEP instructed LPMPs in the three target provinces to allocate about 20% of the 2008 block grant budget to activities intended to disseminate Lesson Study.
Output 2: Effective MGMP (Rayon) activities are regularly conducted in the target districts.	① MGMP (Rayon) activities in math and Science are organized in the target districts twice monthly.	Achieved. Rayon was set up in each district and activities were conducted on mathematics and science every other week.
Output 2-1: MGMP facilitators are trained in the target districts.	②More than 85% of MGMP facilitators attend the Facilitator Training continuously.	Achieved, except for the third facilitator training in Bantul District. In Bantul District, since the number of facilitators was not clearly set at the beginning of the project, the invitation letter was not appropriately distributed at the third facilitator training, and no additional training was held until the project's completion.
Output 2-2: Principals of the target schools recognize the effectiveness of the MGMP (Rayon) activities and take necessary measures.	③More than 85% of principals in the target schools attend School Management Training continuously.	Not achieved (The rate varied each time and was between 64.8%–102.2%). No additional training was held until the project's completion. This was not a problem, however, because an indicator shown below achieved the target rate of teachers participating in MGMP (Rayon) activities in science and mathematics owing to the principals' efforts to adjust teachers' class schedules and compensate them for transportation expenses.
	④In the target districts the score (on the scale of 3-15) for teachers' assessment on school-based teacher development improves from 7.99 at Baseline Survey to 9.49 at Endline Survey.	Largely achieved. The average value of the evaluation for the in-school teacher training by teachers in the target districts increased from 7.99 to 9.41, although it did not reach the target value of 9.49 (the significance probability was 0.000 and less than 0.01, and statistical significance was confirmed)[42]. Given that the evaluation scale was 3–15 points and the increase in the average value of the evaluation for the in-school teacher training by the teachers in target districts was 1.42, while the increase in the average value of the control group was 0.03, the target was largely achieved even though the value did not reach the target of 9.49 by 0.08. As for the target value setting history, no information is left.
	⑤ Principals understand the effectiveness and usefulness of MGMP (Rayon) and actively involve themselves in MGMP (Rayon).	Achieved. The proportion of principals in the target district who understood the contents of MGMP (Rayon) activities improved from 69.0% to 95.2% (out of 84 persons).
	⑥ Principals adjust the school timetable to enable teachers to attend the MGMP (Rayon) activities.	Achieved. According to the questionnaire survey,[43] 98.4% of principals and 97.8% of teachers responded that the principal had adjusted their class schedule so that teachers could attend MGMP (Rayon) activities.
	⑦ Principals provide transportation allowances for teachers to attend the MGMP	Achieved. According to the questionnaire survey, 97.9% of principals and 95.1% of teachers replied that the principal paid the transportation expenses so that teachers could attend MGMP (Rayon) activities.

[42] According to materials provided by JICA.

[43] 32, 20, 32, and 7 schools are selected respectively from Sumedang District in West Java Province, Bantul District in Yogyakarta Province, Pasuruan District in East Java Province, and Pasuruan City in East Java Province, following consultations with the District Education Offices. The total numbers of junior secondary schools in the districts at the completion of the project were 94 in Sumedang District, 99 in Bantul District, and 127 in Pasuruan District and City (according to materials provided by JICA).

	(Rayon) activities	
Output 2-3: Mathematics and science teachers improve the practical teaching competency through the MGMP (Rayon) activities applying Lesson Study.	⑧ In the target districts, the percentage of teachers who attend MGMP (Rayon) activities in math and science increases from 43.2% in 2005/06 to 80% in 2006/07	Achieved. The proportion of science and mathematics teachers in the target districts that participated in MGMP (Rayon) activities in science and mathematics increased from 43.2% to 87.6% (participation rate increased from 48.9% to 90.2% for science teachers and from 37.7% to 85.2% for mathematics teachers).
	⑨ The average number of MGMP (Rayon) activities that teachers attend increases from 0.9 through MGMP District in 2005/06 to 10 through MGMP Rayon in 2006/07.	Not achieved. At the time of the project's completion, the average number of science and mathematics teachers in the target districts participating in MGMP (Rayon) activities increased from 0.90 at the district level to 7.14 at the Rayon level, but did not reach 10. Meanwhile, according to the endline survey, the average number of teachers participating in MGMP (Rayon) activities in the control districts increased just slightly from 1.72 to 2.63 (data provided by JICA). This means that the average number of MGMP (Rayon) activities in math and science increased greatly in the target districts.
	⑩ More than 20% of teachers of MGMP (Rayon) activities in math and science conduct an open class and reflection at least once in 2006/07.	Achieved. On the other hand, this output indicator measures the number of activities participation and implementation, and is not necessarily suitable for Output 2-3. In the endline survey, students were asked whether they understood the content of lessons, whether they enjoyed classes, and whether they wanted to learn science and mathematics in higher grades, to examine whether their interest in science and mathematics increased as a result of the improvement of teachers' teaching abilities. The result confirmed with statistical significance that interest in both science and mathematics increased between the project commencement and completion[44] (data provided by JICA). The growth of interest of teachers in students' learning was confirmed with statistical significance only in science. Therefore, to a certain extent, science and mathematics teachers acquired practical teaching abilities through MGMP (Rayon) activities applying Lesson Study.
Output 3: The mechanism of the MGMP (Rayon) activities applying Lesson Study is developed.	①MGMP guidelines and materials are developed by the end of the Project.	Achieved. The MGMP guidelines and teaching materials were completed in October 2008.
	②MGMP Monitoring and Evaluation guidelines and tools are developed by the end of the Projects	Achieved. Both MGMP monitoring and evaluation guidelines and tools were completed in October 2008.
Output 4: Under the SISTTEMS Bantul Emergency Program, TPKs and schools propose their own plans and conduct activities to	① Disbursed block grant is correctly spent for the planned activities.	Achieved. On September 25, 2006, a total of 3,000 million Rupiah were allocated to 106 schools and TPKs in 15 counties, and the next week the payment was confirmed in each school and the TPK account.
	② All proposed activities are completed effectively by the end of January 2007.	Largely achieved. Although delay occurred in completing all suggested activities, all the activities were completed at the end of March 2007.

[44] Comparison between students' interest in science and mathematics at project commencement and completion (whether they understood the content of lessons, whether they enjoyed classes, and whether they wanted to learn science and mathematics in higher grades) showed the significance probability of 0.000 in science and 0.001 in mathematics, both of which are less than 0.01 and indicate statistical significance. The growth of interest of science teachers in students' learning was confirmed with statistical significance because the significance probability was 0.026, less than 0.05, while statistical significance was not observed for mathematics teachers (data provided by JICA).

rebuild and improve junior secondary education using SISTTEMS block grant.	③ Number of schools which conducted following activities using block grants: - Rehabilitation of school buildings/facilities - Construction of emergency classrooms - Procurement of classroom furniture - Procurement of textbooks/teaching aids. - Trauma counseling and similar activities	Achieved. The number of schools that carried out the following activities using the allocated fund is as follows. – Repair of school buildings: 77 – Construction of emergency classrooms: 7 – Procurement of textbooks: 58 – Procurement of teaching materials / equipment: 71 – Procurement of computers: 59 – Contests (by subject, arts, sports, religion): 43 – Activities relating to trauma counseling: 12

Source: SISTTEMS Termination Evaluation Report (2009), materials provided by JICA

Republic of Indonesia

FY2016 Ex-Post Evaluation of Technical Cooperation Project

"Program for Enhancing Quality of Junior Secondary Education（Program Peningkatan Kualitas SMP/MTs）（PELITA）"

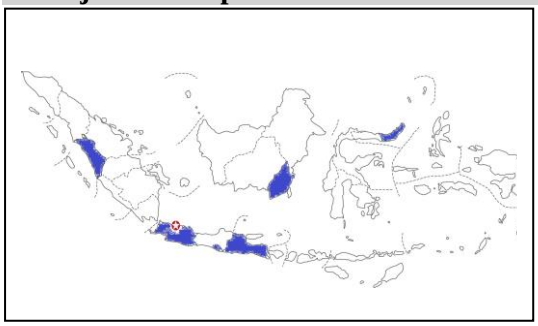
External Evaluator: Masako IWASHINA, ICONS Inc.

0. Summary

The project aimed to improve the quality of junior secondary education nationwide by strengthening the capacity of central and regional educational administration to promote Lesson Study[1] (LS) and participatory school-based management[2] (PSBM). The objective of the project is consistent with the educational policy of Indonesia in respect to improve the quality of junior secondary math and science education at the planning and completion stage of the project and development needs of Indonesia and the aid policy of Japan, and makes good use of Japan's comparative advantage, thus its relevance is high. The project purpose and overall goals were almost achieved, and the trend of higher pass rates of the National End-of-Level Examination (Ujian Nasional; UN) was confirmed at schools that had conducted LS and PSBM, and many other positive impacts were confirmed. Therefore, effectiveness and impact are high. Although the project period was as planned, the project cost exceeded the plan. Therefore, efficiency is fair. Regarding sustainability, some minor problems have been observed in terms of the policy background and organizational and financial aspects. Therefore, sustainability of the project effects is fair.

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

1. Project Description



Project Locations ('☆' indicates Jakarta, the Capital of Indonesia)

School-Based Lesson Study in SMPN 4 Banjarbaru in South Kalimantan Province

[1] Normally, Lesson Study consists of planning, implementation, and reflection on a lesson. At the planning stage, one or multiple teachers plan a lesson. At the implementation stage, the planned lesson is executed and observed by fellow teachers as a big characteristic. Finally, at the reflection stage, the teacher who conducted the lesson and the observers exchange and share findings, opinions, and views based on observation of the lesson. This practice improves teachers' knowledge about subjects and lesson materials, their repertoire of lesson methods, and their understanding of children. (The ex-ante evaluation report)

[2] PSBM intends to strengthen school-based management responsiveness to local and school needs through the use of parent and community participation.

In the Republic of Indonesia, since the Decentralization law was put into effect in 2001, educational administration has also been decentralized to enhance response to local needs. Moreover, school management has been enhanced to meet the diverse needs of schools. In reality, however, at the time of this project planning, local governments as well as individual schools still lacked the capability to analyze and solve their own problems by themselves.

The Japan International Cooperation Agency (JICA) has cooperated with the government of Indonesia since 1998 to develop models on PSBM and LS, along with implementation of the developed models at the district level. These models aimed to enhance the capability of local administration and school management by various stakeholders such as educational administrators, school principals, teachers, parents, and the community, as well as at enhancing the schools' capabilities of responding to the issues by enhancing teachers' capabilities to improve their lessons. Through implementation of these models, improvement of school management and enhancement of the quality of education in the target districts[3] have been observed, such as improved communication among educational stakeholders, strengthened commitment from school principals and teachers, improved lessons, and improved motivation and understanding of students on lessons.

The project aimed to improve the relevance and reliability of the educational administration and school management and to enhance the quality of education through enhancing the capacity to cope with the needs of local communities and schools, and it was implemented in order to disseminate the models on PSBM and LS (which were developed through JICA's past cooperation in the target sites) as good practices to improve quality in education nationwide.

1.2 Project Outline

Overall Goal		Quality of junior secondary education is enhanced through lesson study (LS) and participatory school-based management (PSBM) extensively in the nation.
Project Purpose		The capacity of central and local governments[4] for implementing LS and PSBM nation-wide is strengthened.
Output(s)	Output 1	<At the national level> Output 1-1: The capacity of Ministry of Education and Culture (MOEC) and Ministry of Religious Affairs (MORA) is developed for implementing its policy to introduce LS nation-wide. Output 1-2: The capacity of Institute for Quality Assurance for

[3] The target sites consist of: (regarding PSBM) Brebes and Pecalungan Districts in Central Java Province, Bitung City in North Sulawesi Province, Serang City and Serang and Pandeglang Districts in Banten Province (target sites of "Regional Education Development and Improvement Program (REDIP-3)"); and (regarding LS), Sumedang District in West Java Province, Pasuruan District in East Java Province, Bautul District in Yogyakarta Province (target sites of "Strengthening In-service Teacher Training of Mathematics and Science Education at Junior and Secondary Level (SISTTEMS)"). The administrative division structure of Indonesia is: province - district/city - county - village/ward (as of April 2017, there are 34 provinces and 514 districts/cities throughout the country).

[4] "Local governments" means provinces, districts and cities.

		Teachers (LPMP)s[5] and Regional Center for Education and Training (Balai Pendidikan dan Pelatihan, hereinafter referred to as Balai Diklat/ RCET) is developed for conducting training on LS. Output 1-3: The capacity of MONE is developed for introducing essence of PSBM to national program.
	Output 2	<At the reference and new target sites> Output 2-1: At the LS reference sites[6], a showcase of LS practice is developed. Output 2-2: At the LS new target sites[7], a showcase of MGMP-based LS implementation mechanism is developed. Output 2-3: At the PSBM reference sites[8], the capacity of the district/city governments is developed for PSBM with their own resources.
Total cost (Japanese Side)		799 million yen
Period of Cooperation		March 2009 – March 2013
Implementing Agency		Ministry of Education and Culture (MOEC) Ministry of Religious Affaires (MORA)
Other Relevant Agencies / Organizations		
Supporting Agency/ Organization in Japan		International Development Center of Japan (IDCJ)
Related Projects		- Development Study "Regional Education Development and Improvement Program" (REDIP-1: 1999-2001), (REDIP-2: 2001-2005), Technical Cooperation Project (REDIP-3: 2004-2008) - Technical Cooperation Project "Project for Development of Science and Mathematics Teaching for Primary and Secondary Education" (IMSTEP: 1998-2003), (Follow-up: 2003-2005) - Technical Cooperation Project "Strengthening In-Service Teacher Training of Mathematics and Science Education at Junior Secondary Level" (SISTTEMS: 2006-2008) - World Bank "Better Education through Reformed Management and Universal Teacher Upgrading Project" (BERMUTU: 2008-2013)

[5] LPMP was under the Office of Human Resources Development of Education and Culture and Quality Assurance of Education, but following the Office's reorganization in 2014, it is now under the Directorate General of Primary and Secondary Education Management at MOEC.

[6] The LS reference sites are the target sites of SISTTEMS, a predecessor project of this project, namely: Sumedang District in West Java Province, Pasuruan District in East Java Province, and Bautul District in Yogyakarta Province (shown in blue in Figure 1). Reference sites already have some experience from the predecessor project and are expected to be a model for other regions.

[7] Banjarbaru City in South Kalimantan Province, Padang City in West Sumatra Province, and North Minahasa District in North Sulawesi Province (shown in green in Figure 1).

[8] The PSBM reference sites include some of the target sites of REDIP-3, a predecessor project of this project, namely: Serang City and Serang and Pandeglang Districts in Banten Province (shown in orange in Figure 1).

Figure 1: Classification by Type of Target Area
(LS Reference Site, LS New Target Site, PSBM Reference Site)

1.3 Outline of the Terminal Evaluation

1.3.1 Achievement Status of Project Purpose at the Terminal Evaluation

The project purpose was recognized as mostly achieved. At the national level, both LS and PSBM (in a wider interpretation) were incorporated into the national programs (e.g. Novice Teacher Induction Program (Decree No. 27, 2010), inclusion of LS into the standard curriculum of Balai Diklat/RCET, and School Operational Assistance (Bantuan Operasional Sekolah: BOS)); at the provincial level (33 provinces), human resources as a dissemination force for national policies were developed and training/dissemination activities had been conducted; at the district/city level, LS and PSBM were implemented. Although data about the implementation status in non-target sites was not available, it was assumed that human recourses at the provincial level were supporting districts and cities.

1.3.2 Achievement Status of Overall Goal at the Terminal Evaluation

The overall goal was likely to be achieved, judging from the achievement status of each indicator and an endline survey (regarding teaching methods, improvement in the learning process, etc.). However, a re-examination of the indicators in order to more clearly show the contribution level of the project was required. The UN pass rates, one of the four indicators of the overall goal, had been improving and had already achieved mostly 99% and more in 2010/2011 both in the national average and at the target sites. The UN pass rates were proposed to be eliminated as the overall goal indicator at the ex-post evaluation because the UN pass rates had already achieved a high level but the overall goal indicators were the ones that should be set to be achieved about three to five years after the project completion. Dropout and repetition rates were available only until 2009/10 and realization of effects could not be evaluated for the PELITA Project that started in March 2009.

Teachers' pass rate for their professional certification was deleted from the indicators due to the impossibility of comparing yearly changes due to a change in the teachers' professional certification system (the teacher's competency exam was added to the existing portfolio system[9]). These changes about the indicators, as well as the reasons for them mentioned above, are considered appropriate.

1.3.3 Recommendations from the Terminal Evaluation

In the Terminal Evaluation, three points were recommended to the counterpart organizations from the viewpoint of contributing to the quality improvement of the junior secondary education in Indonesia in the mid-long term: (1) Ensuring the quality of the Induction Program to be launched by the Center For Education Personnel Development in the Office of Human Resources Development and Quality Assurance, MONE (PUSBANG-TENDIK[10]), (2) Utilizing reference sites more strategically for effective dissemination of LS, (3) Expanding and strengthening resource persons[11] for the nationwide dissemination of LS. From the viewpoint of the adequate evaluation of the achievement of the overall goal at the time of the ex-post evaluation, (4) Re-examination of indicators for the overall goal and data consolidation was also recommended.

2. Outline of the Evaluation Study

2.1 External Evaluator

Masako IWASHINA, ICONS Inc.

2.2 Duration of Evaluation Study

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

Duration of the Study: August 2016 – August 2017

Duration of the Field Study: November 10, 2016 – December 19, 2016 and February 26, 2017 – March 15, 2017[12]

2.3 Constraints during the Evaluation Study

It is difficult to determine the genuine effects of PELITA for the purposes of the evaluation (mainly of impact and sustainability of the project) since, as a successor program to PELITA, Short-Term Training for the Institutes of Teachers Training and Education

[9] Qualification certification system to evaluate and judge the four abilities (teaching method, expertise, personality, sociability) of individual teachers.

[10] PUSBANG-TENDIK was dissolved in 2014 and re-organized as the Directorate General of Teachers and Education Staff in 2015.

[11] Resource persons refer to human resources who can conduct training, workshops, and on-site guidance for disseminating LS with an appropriate quality. Lecturers at teacher training universities and LPMPs are called resource persons in many cases.

[12] The field study was conducted in the same period of the ex-post evaluation of the Project for Strengthening In-Service Teacher Training of Mathematics and Science Education at the Junior and Secondary Level (SISTTEMS).

Personnel (ITTEP, 2013-2017) continues to support resource universities [13], partner universities [14], and the Directorate General of Primary and Secondary Education Management (DGPSEM) of MOEC on LS.

The evaluation framework was as follows: interviews at the implementing agency and other relevant agencies in the seven target provinces; questionnaire surveys (for beneficiaries) of principals of 216 schools in total which accounted for around 15% of each of the general junior secondary schools and religious junior secondary schools in the target districts; and semi-structured interviews based on questionnaires of 89 mathematics and science teachers and 110 Grade 9 students at 22 schools (4 teachers and 5 students per school), which the external evaluator visited and are different from the above-mentioned 216 schools. Surveyed beneficiaries and visited schools were randomly chosen from school lists submitted from the District Education and Culture Offices (For the details, see "3.2.2.1 Achievement of Overall Goal").

3. Results of the Evaluation (Overall Rating: B[15])

3.1 Relevance (Rating: ③[16])

3.1.1 Consistency with the Development Plan of Indonesia

The Government of Indonesia has a goal of economic and social prosperity and the welfare of Indonesian citizens in the National Medium-Term Development Plan (RPJMN 2004-2009) and recognizes improving the quality of human resources through education, public health, and social welfare as the main challenges of development. The Strategic Plan of the Ministry of National Education (RENSTRA 2005-2009) emphasized (1) equitable expansion of access, (2) improvement of quality, relevance, and competitiveness, and (3) improvement of governance, accountability, and public image, and it promoted the enhancement of community participation, upgrading of teachers' capacity, and improvement of educational administration and finance. Therefore, the project was consistent with the national development policy during the planning period of the project. At the completion of the project, too, relevance of the project was high regarding the enhancement of PSBM and the improvement of quality and relevance of educational services in that the project was consistent with RPJMN: 2010-2014, which is the basic strategy of national development and was enforced in February 2010 and RENSTRA 2010-2014. In addition, at the completion of the project, LS which the project supported was incorporated into the Novice

[13] Three universities with which the project cooperated since IMSTEP, a predecessor project: Universitas Pendidikan Indonesia (UPI), Universitas Negeri Malang (UM), and Universitas Negeri Yogyakarta (UNY).
[14] Universitas Negeri Padang, UNLAM, and Universitas Negeri Manado, wrestled with LS in the project. These three universities were not able to "conduct training, workshops, and on-site guidance for disseminating LS with an appropriate quality" at the time of the project commencement because they started to cooperate with this project, not with the predecessor, and they were called partner universities to distinguish them from resource universities.
[15] A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory
[16] ③: High, ②: Fair, ①: Low

Teacher Induction Program (Decree No. 27: 2010) and all novice teachers nationwide were to receive training on LS from 2013. In the line of MORA, LS was incorporated into the standard in-service teacher training curriculum of the National Center for Education and Training (Pusdiklat/ NCET) and Balai Diklat/RCET from 2012. Therefore, the consistency with the Indonesian national development policy is high.

3.1.2 Consistency with the Development Needs of Indonesia

The consistency of the project with the development needs of Indonesia is high. The Government of Indonesia put a high priority on achieving a 9-year compulsory education and aimed to increase the Gross Enrolment Rate of junior secondary education from 85% in 2006 (MONE, 2006) to 95% by 2009. Considering that the Gross Enrolment Rate of senior secondary education was 32% (MONE, 2006), two-thirds of the junior secondary students would start working after graduation, which indicated the importance of providing a good quality education in junior secondary education to enable students to acquire the knowledge and capacity to be utilized after their graduation. In this circumstance, REDIP developed the model of PSBM to change the traditional uniform and inefficient school management to the one that is based on the initiatives of schools and the needs of the parents and the community. SISTTEMS developed a model of in-service teacher training by applying LS, which plays a key role in changing the traditional reception model of lessons that attach importance to memorization to lessons placing importance on the learning of every student. These models are practical models whose effects were confirmed in implementation at the district level and were recognized as effective for education development in Indonesia. PELITA is a project that took over the content and method concerning LS from SISTTEMS and the content and method concerning PSBM from REDIP, and consistency with the needs of Indonesia was high even at the completion of the project.

3.1.3 Consistency with Japan's ODA Policy

The project was consistent with Country Assistance Program for Indonesia (November, 2004), Japan's Official Development Assistance (ODA) policy, which supported realizing a just and democratic society and included education as one of its important components. In addition, Japanese ODA's upper-level policies in education, such as Basic Education fir Growth Initiatives (BEGIN, 2002), support education quality improvement (science and mathematics education, teacher education and training, and school administration and management). Furthermore, the results of the past programs in the basic education sector were highly recognized as a contributor to quality improvement by the Indonesian Government and other development partners, and the comparative advantage of Japan in the project is high.

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

3.2 Effectiveness and Impact[17] (Rating: ③)

3.2.1 Effectiveness

3.2.1.1 Achievement of Project Purpose

Project Purpose: The capacity of central and local governments for implementing LS and PSBM nationwide is strengthened.

The capacity of the central government for disseminating LS and PSBM was strengthened through: development of guidelines of MOEC and MORA for disseminating LS; implementation of joint monitoring of school level efforts for LS and PSBM; training of national trainers of LPMP and Balai Diklat/RCET in all areas in Indonesia; integration of LS into the standard training curriculum of LPMP of the target provinces and Balai Diklat/RCET in all areas of Indonesia; and development of BOS guidelines based on the experience of PSBM.

Strengthening the capacity of local governments at the target sites was largely achieved through the following outputs: strategies to disseminate LS in all the target sites were developed; More than 40 facilitators[18] were trained for the technical support for disseminating LS to non-target districts and provinces; and reference schools for School-Based Lesson Study (Lesson Study Berbasis Sekolah: LSBS) were developed. The budget for the District Education and Culture Office (Dinas Pendidikan: Dinas P&K) and school levels to organize MGMP applying LS was secured, monitoring by resource persons from LPMP and resource universities to MGMP applying LS was done, and MGMP applying LS were conducted for at least two subjects in each home base[19]. BOS was steadily distributed for the quality improvement of schools and the activity expenses except for personnel expenses for the reduction of burdens on parents in all areas of Indonesia.

With the above outputs, the project purpose of strengthening the central and local capacities to implement LS and PSBM was largely achieved. As a result of rigorously recommending the model of PSBM in a narrow sense, such as the district education development team (Tim Pengembangan Pendidikan Kecamatan (TPK)) and the block grant that JICA formerly introduced in the PSBM component, a mode of PSBM that can interact with LS activities that was expected at the planning stage was not suggested, and activities related to LS and activities related to PSBM were implemented as separate

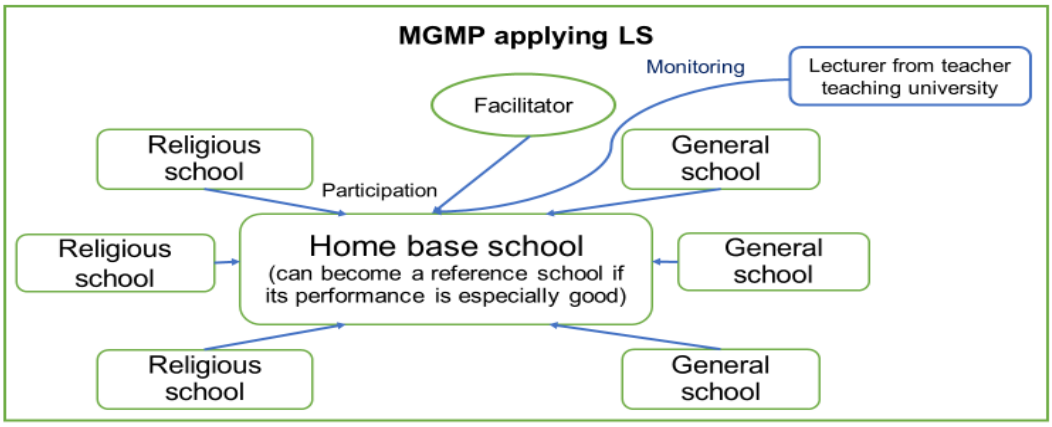
[17] Sub-rating for effectiveness is to be considered along with impact. In general, effectiveness covers the situation at the completion of the project and impact covers the situation at ex-post evaluation. However, for the convenience, situation at the ex-post evaluation is described in effectiveness.

[18] Facilitators are human resources who can implement LS in an appropriate manner. Principals as well as other teachers can become facilitators.

[19] Leading schools when schools implement MGMP applying LS.

components[20]. The project purpose, however, did not mention fusing the two components, and regarding dissemination to the non-target districts in the target provinces, West Java, East Java[21], and North Sulawesi Provinces (out of the seven target provinces) organized dissemination workshops [22] at the completion of the project. In addition, South Kalimantan and West Sumatra Provinces organized dissemination workshops in 2014 after the project completion. Judging from the above outputs, the capacity for implementing and disseminating the project contents was strengthened enough. Therefore, effectiveness of the project is high.

Therefore, the project largely achieved project purpose.



School Based Lesson Study is conducted at each religious and general junior secondary school. Schools with good performance in LS are recognized as reference schools, so home base schools are not necessarily reference schools. At the time of the ex-post evaluation, reference schools had been chosen based not only on the performance level of LS but on various factors (see "3.4 Sustainability"). Facilitators are selected from teachers and principals who understand LS well by recommendation from themselves or others.

Figure 2: MGMP Applying LS and School Based Lesson Study

[20] PELITA Terminal Evaluation Report, p.31. The project identified TPK, block grant, and cooperation between ordinary junior secondary schools and madrassas as the three fundamental elements in the PSBM model for nationwide dissemination. A TPK consisted of principals and teachers of junior secondary schools in the target sites, officials at District Education Offices, field consultants employed by the project, etc. As a result of the activities of the teams, improvement in communication and relationship of trust between schools and between teachers and students was confirmed at the mid-term review of the project. On the other hand, TPKs varied regarding the frequency of activities being done and their surroundings, and some TPKs that were not provided with any activity fund in the project became inactive because no allocation of activity funds was made by the local government (PELITA Mid-Term Review Report, p.11). However, since it was difficult to maintain TPKs that did not exist in the conventional administrative system and to allocate funds from governments and block grants were not inevitable because BOS had already been allocated at school level, the terminal evaluation study named the above interpretation of PSBM as "narrower interpretation of PSBM" and common interpretation of SBM as "PSBM in a wider interpretation and concluded that it should be re-examined whether it was appropriate to emphasize the above-mentioned narrow interpretation of PSBM as a requisite for a model to disseminate PSBM nationwide (PELITA Terminal Evaluation Report, p.26).

[21] The budget for the dissemination activity to other districts in East Java Province was allocated from the Provincial Dinas P&K in FY 2013, and the budget allocation from LPMP and Balai Diklat / RCET specified in Indicator 1-2-2 of the project started in 2014 after completion of the project.

[22] They are called "socialization" in Indonesia. Socialization is the first step for dissemination, and after that, training sessions are provided with the support of regional training centers, and then the role of school principals is enhanced (PELITA Terminal Evaluation Report, p.17). Therefore, it is assumed that it includes activities such as introductory workshops. In a JICA material for the project, socialization is explained as that in the model of SECI (Socialization-Externalization-Combination-Internalization).

Table 1: Achievement of Project Purpose

Project Purpose	Indicator	Actual
The capacity of central and local governments for implementing LS and PSBM nationwide is strengthened.	① Strategy to implement LS and PSBM developed at national level and implemented under coordination with local government.	National level strategies such as Novice Teacher Induction Program (Decree No. 27) and MORA's standard training curriculum were developed about LS. Regarding PSBM, BOS Guidelines were developed.
	② Provincial Education Offices and teacher training institutions under MONE and MORA conduct LS and PSBM training and disseminating activities.	Regarding LS, the indicator was largely achieved through national programs (Novice Teacher Induction Program, Block grant[23] to LPMP, integration of LS into MORA's standard training curriculum, and implementation of OJT Program) implemented by Provincial Dinas P&Ks, LPMP and Balai Diklat/RCET. Regarding PSBM, indicator was achieved through the BOS Guidelines.
	③ District Education Offices utilize LS and PSBM experiences in their education programs.	The target districts utilized LS and PSBM in their district-level education programs. Regarding the non-target districts, three provinces out of the seven target provinces organized dissemination workshops[24].

Source: PELITA Terminal Evaluation Report (2013)

3.2.2 Impact

3.2.2.1 Achievement of Overall Goal

Overall Goal: Quality of junior secondary education is enhanced through LS and PSBM extensively in the nation.

Improvement of the UN pass rate and a decrease in dropout and repetition rates were set as overall goal indicators. However, the UN pass rate of the target districts and provinces was already higher than 98% since the beginning of the project in 2009/10 and statistical significance was not confirmed in the improvement of the UN pass rate, because the significance probability was 0.094 and more than 0.05 at a t-test on the increase of the pass rate from 2011/12 (the closest date to the project commencement date among data available at the ex-post evaluation study) to 2014/15 (after project completion). The decrease of the rate in 2012/13 was common in all of the 9 target districts with varying degrees, but the national average of the rate was kept high from the previous years[25]. Reasons for the decrease in the target districts were not found.

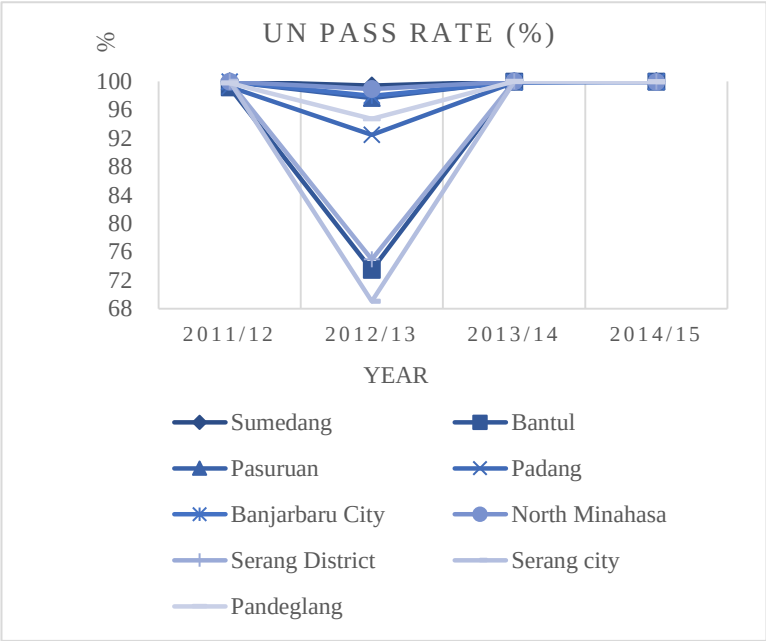
Dropout and repetition rates were similarly not opened at the terminal evaluation, and data were available only from the surveyed schools by the beneficiary survey

[23] LPMP's block grant was allocated by MOEC to LPMP and was supposed to be used for activities including LS at MGMP.

[24] As for Indicator 3, since no information that indicated that the level (scope) the project purpose aimed for included non-target districts was found, even in materials such as those provided by JICA, the evaluation was conducted on target districts only as the level of the project purpose, as it was at the terminal evaluation.

[25] The national average of the UN pass rate was: 99.46% in 2011/12; 99.57% in 2012/13; and 99.56% in 2013/14.

described later.



Source: DGPSEM of MOEC

Figure 3: UN Pass Rate of the Target Districts/Cities

Table 2: Achievement of Overall Goal

Overall Goal	Indicator[26]	Actual
Quality of junior secondary education is enhanced through LS and PSBM extensively in the nation.	① Improvement of UN pass rate	The UN pass rate of the target districts/cities and provinces was already higher than 98% at the beginning of the project in 2009/10, and statistical significance was not confirmed in the improvement of the UN pass rate because the significance probability was 0.094 and more than 0.05 at a t-test. Although there was a severe decrease of the UN pass rate in many target districts/cities in 2012/13, the UN pass rate of the target districts/cities were 99.87% or over in 2013/14 (the national average was 99.56%) and 99.91% or over in 2014/15 (the national average was 99.94%)[27].
	② Decrease in dropout rate	Dropout and repetition rates were not opened as the same at the time of the Terminal Evaluation and the data were available only of the surveyed schools. Regarding the 216 surveyed schools, the average dropout rate increased from 0.93% in 2011/12 to 1.54% in 2015/16. The average repetition rate also deteriorated a little from 0.42% in 2011/12 to 0.59% in 2015/16. However, both

[26] Indicators ② and ③ were not set in the ex-ante evaluation report. In PDM 1 formulated in January 2010, in addition to the above ① to ③, ④ improvement of the number of professional certifications of teachers was set as the final version of the indicators. However, because there was a change in the professional certification system and it was not possible to compare yearly changes, this indicator was removed at the time of the terminal evaluation and re-examination of the indicators for the overall goal and the collection of data were recommended. Following this, the utilization of the learning ability tests that UPI had independently implemented was proposed in the project completion report. The ex-post evaluation study tried gathering the information, but they were qualitative evaluations of a small number of schools and were not suitable for the ex-post evaluation. Thus, a beneficiary survey was implemented and a statistical analysis of the UN score and the implementation status of LS was conducted.

[27] Since 2015/16, the UN pass rate has not been disclosed and only the score has been announced.

	③ Decrease in repetition rate	dropout and repetition rates improved compared with the rates at the beginning of the project in 2009/10. Presumably because many schools had already achieved 0% of dropout and repetition rates since 2011/12, statistical significance was not confirmed in the correlation between the degree of implementation of LS and the degree of improvement in dropout and repetition rates (the significance probability was 0.350 for the correlation between the number of implementation of LSBS in 2014/15 and improvement in dropout rate, and 0.457 with improvement in repetition rate, both of which were over 0.05). Regarding PSBM, statistical significance was not confirmed in the correlation between the degree of community participation in the budgeting process in school development planning (principals' evaluation on a 5-point scale) and the improvement of dropout rate (significance probability was 0.337), and between the former and repetition rate (significance probability was 0.165).
	④ Improvement of deviation value of UN score	The correlation analysis between the improvement of the deviation value of the UN score of the surveyed schools from 2011/12 to 2015/16 and the number of implementations of LSBS in 2014/15 proved that schools with more frequent implementation of LSBS have better improvement of the deviation value of the UN score with statistical significance (significance probability was 0.030 and less than 0.05). One more implementation of LSBS would increase the deviation value of UN score by 0.265.

Source: DGPSEM of MOEC, beneficiary survey

A beneficiary survey was organized to measure the achievement of the overall goal. The survey was done to a total of 210 junior secondary schools, approximately 15% of both the total of general junior secondary schools and the total of religious junior secondary schools in the nine target districts/cities. The surveyed schools were randomly selected from the total school name lists provided by each District/City Dinas P&K. 216 schools replied[28]. In addition, a questionnaire survey was given to 88 math and science teachers at 22 schools (4 teachers/school) which the evaluator visited to research the teachers' evaluation on MGMP, times of participation per year, level of satisfaction, implementation times of open class and reflection per year. Of these, 89 teachers replied[29].

In the beneficiary survey, implementation data of LS and PSBM at the time of the ex-post evaluation was collected to research whether the implementation of LS and PSBM

[28] In order to collect valid samples of 210 schools, 228 schools were selected at random and were sent questionnaires. As a result, the final sample number was 216, and that number was adopted. The breakdown of the number of valid responses is: 14 secular junior secondary schools and 8 religious junior secondary schools in Sumedang Province; 13 and 3 in Bantul Province; 20 and 20 in Pasuruan Province; 14 and 3 in Padang City; 3 and 1 in Banjarbaru city; 10 and 0 in North Minahasa District; 25 and 26 in Serang District; 8 and 7 in Serang City; and 19 and 22 in Pandeglang District. Four of the 216 schools that responded are not included in the analysis because they are new schools and had no UN score for 2015/16. In addition, 15 schools are not included in the analysis of UN score growth because they had no UN score for 2011/12.

[29] The breakdown of the number of valid responses is: 8 secular junior secondary school teachers and 0 religious junior secondary school teachers in Sumedang District; 16 and 8 in Bantul District; 12 and 4 in Pasuruan District; 4 and 4 in Padang City; 9 and 0 in Banjarbaru city; 8 and 0 in North Minahasa District; 8 and 8 in Serang District. At one school in Banjarbaru, one more teacher responded than required because there were a total of five science and mathematics teachers at the school and it wanted to avoid the situation where only one teacher was unable to participate in the interview, which made the total number of respondents 89.

had contributed to the achievement of the overall goal. As a result, about 32% of the teachers opened class and organized reflection one time or more in 2015/16. The survey also revealed that the teachers' evaluation on MGMP and LSBS were higher than the target value at a preceding project, but that the times and percentage of teachers' participating MGMP were lower than those at the project implementation period. All the data were collected from 2015/16 and the detail is shown in the following table (Table 3).

Table 3: Results of the Beneficiary Survey and the Questionnaire Survey to Teachers

SISTTEMS Indicator No.[30]	Description	SISTTEMS's target (in 2008)	Score at the ex-post evaluation (in 2016)
2-2-2	Teachers' evaluation on MGMP activities and LSBS	9.49	9.80
2-2-3	Percentage of principals who answered that they had participated in MGMP (%)	Not stipulated	66
2-2-4	Percentage of teachers who answered that their school principals had adjusted their schedule for teachers to participate in MGMP (%)	Not stipulated	93
2-2-5	Percentage of teachers who answered that their school principals had arranged transportation fee for teachers to participate in MGMP (%)	Not stipulated	78
2-3-1	Percentage of teachers who participated in MGMP (%)	80	57
2-3-2	Average annual times of participation by teachers in MGMP (times)	10	3
2-3-3	Percentage of teachers who opened class and organized reflection one time or more in a year (%)	20	33

Source: SISTTEMS Terminal Evaluation Report (2009), beneficiary survey

Furthermore, research was done in the beneficiary survey about the yearly data of the UN pass rate, the UN score[31], repetition and dropout rates[32] at the school level, and the implementation status of LS and PSBM (such as teachers' evaluation on MGMP activities and LSBS, times of annual participation, level of satisfaction, times of organizing open class and reflection per year, and community participation in school development planning and its budgeting). As a result of the correlation analysis between these data, schools whose principals had participated in MGMP had a higher UN pass rate in 2015/16 with statistical significance (significance probability was 0.003 and less than 0.01) and the average UN pass rate was 99.23% among those schools. The details are shown in Table 4 below.

[30] These indicators are those of SISTTEMS, a preceding project, but considering the situation where an indicator concerning the implementation of LS at the school level had not been set in this project, these indicators were reviewed so as to clarify the implementation status of LS at schools and evaluate the impact of this project (enhancement of the quality of junior secondary education through LS and PSBM nationwide).
[31] Acquired from MOEC.
[32] In the ex-post evaluation study, following the recommendation at the terminal evaluation, yearly changes of repetition and dropout rates were reviewed as additional indicators of the overall goal. Many schools, however, had already been approaching to 0% dropout and repetition rates since 2011/12, and as explained in detail in Table 2, statistical significance was not confirmed about the improvement in dropout and repetition rates.

Table 4: Difference in UN Pass Rates and the Principals' Participation in MGMP

Schools whose principals	Number of schools	UN pass rate on average （%）	Standard deviation
participate in MGMP	141	99.23	5.64
do not participate in MGMP	75	90.67	29.29

Source: Beneficiary survey

In addition, the correlation between the level of community participation in school development planning and its budgeting (principals' evaluation on a 5-point scale) and the UN pass rate in 2015/16 was confirmed with statistical significance (significance probability was 0.001 and less than 0.01). During the interviews with principals, teachers, and school committee members, it was confirmed that communities that participated in the budget-making of the school development plan were more interested in children's learning, and the schools communicated about student's learning achievement with the community and parents more often, responding to the interest from community. For example, classroom teachers had informed parents of the students' exam results. Interviews with the schools and central and local education offices which the evaluator visited confirmed that the BOS Guidelines (of which the project contributed in the development) were used by schools nationwide, but that District/City TPKs and block grant from districts/cities did not function any longer even in the target districts[33]. However, BOS was continuously allocated to schools across the country, and "participation of community in education development" and "bottom up planning," which are essential elements of PSBM, were observed at the school level (e.g. school planning, drafting of budget proposal, and planning using BOS). Thus, it can be said that the effect of the project was realized.

The ex-post evaluation proved that schools that had implemented LS and PSBM tended to have better UN pass rates and scores[34] and the project had contributed to the quality improvement of junior secondary education measured by UN. Therefore, the project has achieved the overall goal.

3.2.2.2 Other Positive and Negative Impacts

(1) Expansion from primary to senior secondary education and to other subjects

Five districts and one city out of the nine target districts/cities have implemented LS not only in junior secondary schools, but also at other education levels. The Sumedang, Pasuruan and Bantul Districts, and Banjarbaru City, newly introduced LS in primary, senior secondary, and vocational schools. Padang City also expanded to senior secondary schools

[33] PELITA Terminal Evaluation Report, p.26.

[34] The possibility cannot be excluded that teachers at schools with high UN scores are eager to teach students and to do LSBS activities from the beginning, therefore it should be noted that the frequency of LSBS activities may not necessarily be a factor for the improvement of UN scores.

and the North Minahasa District expanded to primary schools. Furthermore, in the Sumedang and Pasuruan Districts, teachers of all subjects of junior secondary schools had implemented LS. In the Bantul District and Banjarbaru City, teachers of the Indonesian language and English, in addition to mathematics and science teachers, had implemented LS. As a result, the number of teachers who have been trying to improve their teaching through LS has been increasing beyond mathematics and science in junior secondary education that the project supported.

(2) Expansion to other provinces

MGMP activities applying LS that the project supported were taken as a part of activities of World Bank's project "Better Education through Reformed Management and Universal Teacher Upgrading Project (BERMUTU: 2008-2013)" with the engagement of resource persons of Universitas Negeri Malang (UM), and were implemented in 75 BERMUTU's target districts out of a total of 515 districts in the country in 2013. At the completion of BERMUTU, it was confirmed that 1,383 MGMP were active in the 75 districts[35]. Considering that BERMUTU supported not only junior secondary education but also primary, senior secondary, and vocational schools, LS is expected to be expanded more.

Resource and partner universities actively expanded LS to non-target provinces. Universitas Pendidikan Indonesia (UPI) got support from MOEC and UM from Pertamina, Indonesian state-owned oil and natural gas corporation, MOEC, and its own budget, the total of which amounted to approximately 7,721 million Indonesia Rupiah from 2014 to 2016. In addition, Universitas Lambung Mangkurat (UNLAM) received support of 2.5 million Euro from the Government of the Netherlands[36]. These universities introduced LS to 14 non-target provinces as well as to the Sumedang, Bandung, and Pasuruan Districts and Malang City in the target provinces.

(3) Application of LS in the Teacher Education Program for Professional Positions

The Teacher Education Program for Professional Positions (Decree No. 8 of 2009, dated February 9, 2009) is a certification program for professional educators from pre-school to secondary school education conducted in 11 teacher training institutes[37] in Indonesia. The program participants conduct lessons at schools in remote areas for one year and after that receive training in teacher training institutes for one year. Three resource universities and three partner universities of the PELITA project apply LS in this program.

[35] Implementation Completion and Results Report of BERMUTU (Report No. ICR 2655), World Bank, June 30, 2014, pp.41, 53, etc.
[36] The support UNLAM received from Netherland was for LS in mathematics in primary schools.
[37] The 11 institutes include Universitas Pendidikan Ganesha, Universitas Negeri Semarang, Universitas Negeri Surabaya, Universitas Negeri Jakarta, Universitas Negeri Makassar, Universitas Pakuan Bogor, STKIP Hamzanwadi Selong, and Universitas Negeri Medan, in addition to the six universities in PELITA. Since these universities, except Universitas Negeri Medan, have participated in JICA's Country Focused Training and Dialogue in Japan on LS, there is a possibility that LS has been adopted at these universities.

This Teacher Education Program for Professional Positions is planned and budgeted by the Directorate General of Higher Education (DGHE) of the Ministry of Research, Technology and Higher Education. Universitas Negeri Manado (UNIMA) has received 15 trainees every year since 2014. The trainees participate from not only the province where the university is located, but other provinces as well. Teachers from East Nusa Tenggara Province were trained in UNIMA in 2016. In the past, the trainees had been mostly made up of researchers, but typical teachers have also participated since 2016.

This project has largely achieved the project purpose of capacity development of the central and local governments in implementation of LS and PSBM and the overall goal in terms of contributing to the quality improvement of junior secondary education since the UN pass rate and score have tendency to be high in the schools that implement LS and PSBM as planned. In addition, LS and PSBM have been expanding to non-target provinces. Therefore, effectiveness and impact of the project are high.

3.3 Efficiency (Rating: ②)

3.3.1 Inputs

Inputs	Plan	Actual
(1) Experts	- Project Management/Education Planning, - Education Administration /Donor Coordination, - Teacher Training Management, - School Management, - Lesson Study, - Education Evaluation (Number of long-term and short-term experts and MM was not stipulated.)	12 short-term experts (129.60MM)
(2) Trainees received	30 persons/year (with cost-sharing with the Government of Indonesia)	Total: 85 persons (5 batches in 2009-2012)
(3) Equipment	Not stipulated	Computer, Handycam video camera, office equipment. 7.74 million yen
(4) (Others)	Costs related to the project management	342 million yen
Japanese Side Total Project Cost	660 million yen	799 million yen
Indonesian Side Total Project Cost	Amount is not stipulated · Counterpart arrangement · Technical support by cooperating organizations (UPI, UNY, UM, etc.) ·Office · Local cost burden (Expenses for dissemination training and model school installation to 400 districts nationwide, BOS, Expenses for activities of pedagogical advisors / principals / in-service teachers workshops, Daily activity fee of resources universities and partner universities (daily allowance, transportation expenses))	Total: 16,943,618,950 Rupiah (about 160 million yen[38]) - Counterpart Personnel - Offices for Japanese experts - Local cost (4,185 million Rupiah for LS and 12,757 million Rupiah for PSBM)

* MM stands for man month.
Source: PELITA Terminal Evaluation Report

3.3.1.1 Elements of Inputs

Dispatch of experts and reception of trainees were implemented within the project budget to achieve the project purpose.

3.3.1.2 Project Cost

The project cost exceeded the plan (by 121%: plan: 660 million yen, actual: 799 million yen) to strengthen the structure of technical transfer to improve the model performance of local sites. The concrete purpose was to technically strengthen reference schools that functioned as a showcase of good practice and received guests who were educators and officials from other districts and learned how to organize LS. Therefore, this expense increase is considered for the realization of outputs rather than for increasing

[38] Conversion according to JICA adjustment rate in March 2013.

outputs.

3.3.1.3 Project Period

The project period was as planned (100%).

Although the project period was within the plan, the project cost exceeded the plan. Therefore, efficiency of the project is fair.

3.4 Sustainability (Rating: ②)

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

Regarding the policy of the Indonesian Government, "Chapter 6 National Development Agenda" of RPJMN (2015-2019) contains the priority areas of the education sector which include the importance of curriculum diversification so that the students can grow in accordance with their individual potential, interests, and intelligence; improvement in preparation of teachers' teaching; increase of teachers' involvement and stakeholders' interest to actively participate in giving input to the implementation of the curriculum; sustainable teachers' professional development; and importance of mathematics, science, and language. Therefore, the consistency with RPJMN is high. Regarding RENSTRA (2015-2019), that junior secondary schools meet MOEC's National Education Standard is one of the Target Strategic Objective Performances (SS), and in the Standard, the interactive and motivating learning process accustomed to each student's level of understanding and teachers' continuous professional development through MGMP are included. However, there were many teachers who responded in the interview that their school did not organize LSBS because LS is not included in the National Education Standard and MOEC's policy did not put an importance on LS. It shows that the policy is not clear enough for teachers to promote LS. In relation to the curriculum revised in 2013, which all junior secondary schools including religious junior secondary schools are obliged to follow, the relationship with LS is not specified. A teacher training curriculum corresponding to the 2013 revised curriculum has not been prepared, but according to an interview in the ex-post evaluation study, teacher training universities and teachers in the West and East Java provinces thought that LS could be effectively utilized for teachers' continuous professional development and guidance of the 2013 revised curriculum. On the other hand, teachers and province LPMPs in the Bantul District, Banjarbaru City, and the Serang District thought that the priority was given to realizing the content of the 2013 revised curriculum and that the priority of LS is low.

As for institutional aspect, in respect to the certification system for teachers, the system of teachers' portfolio evaluation has included LS, as at the project implementation period, but the teachers' competency exam was added in 2012 as a core method to evaluate

the capacity of teachers. In-service teacher training from the Directorate General of Teachers and Education Staff of MOEC is conducted to individual teachers according to the result of their competency examination, and the degree of consideration of the situation of LS implementation has decreased. Further, teachers can get credits of portfolio by attending MGMP, and the District Dinas P&Ks of the target districts continue recommending that teachers attend MGMP, but there is no distinct instruction from MOEC to organize LS in MGMP. Meanwhile, the arrangement and implementation of Reference School[39] by the Directorate General of Primary and Secondary Education Management (DGPSEM) started to set up one Reference School in each district in 2016/17 and it plans to expand the initiative step-by-step. In the Reference School Guidelines, LS is described as one of the 41 activities under "Become a center of excellence," one of the six indicators to select a Reference School. LS is also included in the Novice Teacher Induction Program (Decree No. 27), but the Program has been implemented only in the Sumedang and Pasuruan Districts after the project completion and it was implemented just once by the South Kalimantan Provincial Dinas P&K for teachers in the Barito Kuala and Tabalong Districts. The other seven target districts/cities and non-target districts of the target provinces have not organized it. This is because the authority to decide implementation and budget allocation has been given to the district level due to decentralization. Regarding MORA, LS is included in the MORA's standard in-service teacher training curriculum designated by Pusdiklat/NCET and implemented by local Balai Diklat/RCETs, and thus is institutionally supported.

Regarding PSBM, BOS Guidelines stipulate that schools are required to formulate a 4-year school development plan and annual plans and budgets with joint consideration and approval by the school committee based on the school's self-assessment. BOS Guidelines are continuously disseminated to schools in the country and schools use BOS in accordance with the BOS Guidelines. Therefore, PSBM is politically and institutionally supported.

3.4.2 Organizational Aspects for the Sustainability of Project Effects

Implementation structures are secured in the target districts, but in accordance with the Education Law enacted in 2003 following the decentralization that started in 2001, the authority over junior secondary education was transferred from the Provincial Offices of MONE[40] to the District Dinas P&Ks and the authority over the implementation of training has also gradually been transferred from Provincial Dinas P&Ks to the district level. As a result of this, training on LS and PSBM for target and non-target districts has not been held

[39] Sekolah Rujukan, which means an approach to setting up a model school. "Panduan Pembinaan dan Pengembangan, Sekolah Rujukan, Tingkat Sekolar Menengah Pertama," Directorate of Junior Secondary Education, DGPSEM of MOEC, 2016

[40] Provincial, District, and County Offices of MONE were abolished following decentralization in 2001.

since 2015 by Provincial Dinas P&Ks[41]. Provincial Dinas P&Ks did not grasp the situation in each district after holding dissemination workshops in three provinces of the seven target provinces in 2013, when the project completed, and in two provinces in 2014.

The number of facilitators in the target districts/cities had been maintained at the level of about 32 people[42] except for Padang City and two districts in the Banten Province where the District/City Dinas P&Ks did not know the number of facilitators. The Sumedang District had increased the number of facilitators to 50.

Regarding human resources at LPMPs who can provide training on LS and PSBM, there was no trainer in the Yogyakarta Province and only one in the East Java Province. On the other hand, LPMPs of the West Java and Banten Provinces have internally shared information after the project completion and increased the number of trainers for LS. Many resource/partner universities and Balai Diklat/RCET increased the number of LS trainers by sharing information in their organizations. Details are shown in Table 5 below.

[41] LPMP is the institution responsible for in-service teacher training for junior secondary education teachers, but the training by the Provincial Dinas P&K had been carried out in relation to the project. At the time of the ex-post evaluation, regarding the training at LPMP, MONE provided the requirements and the number of participants and actual participants were decided by the District Dinas P&Ks. In addition, training contents and methods were stipulated by MOEC about the training provided according to the result of competency exams.

[42] There were 20 facilitators in Banjarbaru City, but the number of schools was small and in 2016, there were 22 secular junior secondary schools and 12 religious junior secondary schools.

Table 5: The Number of Facilitators and Trainers who do/can provide training on LS

(Unit: Number of people)

Province	Resource/partner university	Number of facilitators	Trainers who do/can provide training on LS		
			Teacher Training Universities	LPMP	Balai Diklat
West Java	UPI	50	80	42	20
Yogyakarta	UNY	32	32	0	
East Java	UM	32	73	1	15
West Sumatra	Universitas Negeri Padang	N/A	27	18	2
South Kalimantan	UNLAM	20	5	2	11
North Sulawesi	UNIMA	31	12	4	6
Banten	There is no specific partner university, but is a branch of UPI	N/A		22	25
Total		165	229	89	79

Source：District Dinas P&Ks, Teacher Training Universities, LPMPs, Balai Diklat/RCETs

The number of facilitators, pedagogical advisors, teachers who got training in the Novice Teacher Induction Program, other teachers and principals who got training on LS and PSBM from the Provincial/District Dinas P&Ks or Religious Office, LPMPs, or Balai Diklat/RCETs between the project completion and 2016 is 16,901. Details are shown in Table 6.

In parallel with the project implementation, the three resource universities cooperated to support implementation of LS in neighboring universities by acquiring subsidy from DGHE for three years for each batch of 10 universities from 2009 to 2015[43]. The 50 universities including the three resource and three partner universities belong to Lesson Study Association of Indonesia (ALSI) initiated by UPI and share information on LS at annual conferences[44]. Six universities of the 50 are resource/partner universities of the project, and 43 universities have teaching staff who got training from national trainers in the project for disseminating LS nationwide. The above-mentioned subsidy from DGHE will be obtained again for 2016.

Among the target provinces, some provinces decreased the number of trainers for LS and PSBM in LPMPs and Balai Diklat/RCETs, but there are resource persons in the universities. Since no implementation structure has been documented for utilizing resource persons at schools and continuing and disseminating LS, coordination by District and Provincial Dinas P&Ks is indispensable[45]. Under the circumstance where it is difficult for Provincial Dinas P&Ks to play an active role for dissemination in the course of decentralization of junior secondary education to district level, the importance of LS needs

[43] Supports were provided to five batches in 2009-2011, 2010-2012, 2011-2013, 2012-2014, 2013-2015.
[44] Regarding the activities of the member universities at ALSI, information in 2016 alone was available but 20 universities made presentations.
[45] In the West and East Java provinces where LS at schools is still actively carried out and resource persons from teacher training universities provide technical support to schools, teacher training universities and District Dinas P&Ks have concluded a Memorandum of Understanding (MOU).

to be clearly shown in the policy and institutional aspect in order for resource persons from universities to support LS at the school level with the coordination by District Dinas P&Ks.

Table 6: The Number of People Trained on LS and PSBM after the Project Completion by the Concerned Organizations (from April 2013 to December 2016)

Province	The Number of People Trained after the Project Completion (Provincial/District Dinas P&Ks, LPMPs, Balai Diklat/RCETs)						
	Facilitator	Sub-District Trainer	Pedagogical Advisor	Novice Teacher	Other Teachers	Principal	Total
West Java	1,610	1,960	1,000	0	3,288	1,000	8,858
Yogyakarta	16	64	0	48	0	98	226
East Java	408	158	22	24	270	0	882
West Sumatra	0	0	360	0	1,640	0	2,000
South Kalimantan	244	44	4	45	2,649	0	2,986
North Sulawesi	0	4	0	0	47	196	247
Banten	25	0		365	750	562	1,702
Total	2,303	2,230	1,386	482	8,644	1,856	16,901

Source：Provincial/District Education and Culture/Religious Office, LPMPs, Balai Diklat/RCETs

3.4.3 Technical Aspects for the Sustainability of Project Effects

Technical sustainability in the target districts and provinces is high with resource persons, mainly in teacher training universities, who can organize training and workshops to disseminate LS and training at school level with a decent quality and facilitators who can implement LS at the school level appropriately. To verify whether facilitators in each district/city can provide technically appropriate advice, LS and reflection were observed in a detailed study on effects and issues to be noted in the introduction and maintenance of LS conducted within the ex-post evaluation study at Sumedang District and Banjarbaru City. It revealed that facilitation of high quality was done to concentrate on students' learning and produce positive discussions (see the column below for details).

Regarding the technical capacity of the non-target districts and provinces, the project trained national trainers of LPMPs and Balai Diklat/RCETs nationwide and resource persons from 43 universities. In addition, the three resource universities supported 47 universities including partner universities to implement LS with the aforementioned subsidies from DGHE. Furthermore, JICA organized Short-Term Training for Institutes of Teachers Training and Education Personnel (ITTEP, 2013-2017) for the lecturers of 50 universities. Therefore, it is expected that the technical capacity of individuals to continue LS is well sustained. (More detail is described in the column "Roles and Contributions by JICA.")

In terms of PSBM, BOS Guidelines stipulate that schools are required to formulate a 4-year school development plan and annual plans and budgets with the joint consideration and approval by the school committee based on the school's self-assessment. All 18 schools

that the evaluator visited answered that they used BOS in accordance with the BOS Guidelines. Among the seven school development plans acquired as a sample, all of them contained appropriate plans of actions suitable for the goals of improving the quality of education and achieving the National Education Standard, and five of them had budget plans to participate in MGMP and organize LSBS. Therefore, techniques at the school level, the capacity of MOEC to develop guidelines, and the technique of the District Dinas P&Ks to support appropriate operations of BOS that the project's PSBM component aimed to realize have been obtained.

3.4.4 Financial Aspects for the Sustainability of Project Effects

Regarding budget allocation, according to interviews from target districts (see Table 7) and schools, budgets for LS at MGMP and school levels had been stably secured, but budgets for LS by LPMPs and training for facilitators had not been stably allocated by the central government. In addition, the budget from Provincial Dinas P&Ks and Balai Diklat/RCETs for the training on LS and PSBM have been severely cut since 2015 (see Table 8).

BOS has been increasingly allocated every year to schools nationwide for the purpose of lessening the parents' burden for compulsory education and of schools' achieving the minimum service standard and the National Education Standard. BOS can be used for non-personnel costs such as those for materials and equipment, indirect costs for power, water, etc., maintenance costs of facilities and infrastructure, overtime costs, transportation costs, and the like. The unit amount of BOS per student per year from the central government was 710,000 Indonesian Rupiah (About 6,745 Japanese Yen[46]) from 2012/13 to 2014/15 and 1 million Indonesian Rupiah (About 9,500 Japanese Yen) in 2015/16 and 2016/17 in all the target provinces of the ex-post evaluation[47].

School Operational Assistance from local governments (BOS Daerah: BOSDA) has been allocated in the Bantul District by the District and Provincial Governments and continues to date. On the other hand, Banjarbaru City received BOSDA until 2015, and the Sumedang District received assistance until 2013 from their Provincial Governments, but it has stopped since then. The Pasuruan and North Minahasa Districts, Padang City, and the Banten Province have not received BOSDA from provincial and district governments since 2012.

Due to the situation of budget allocation seen above and the fact that costs for LS are merely those for printing documents, etc. and relatively small, budgets at the school level for MGMP and LS are enough. The same goes for budgets at the district level in many cases. According to a resource person at UNY, however, the frequency of participation of resource

[46] Conversion according to JICA adjustment rate in March 2012.
[47] According to the interviews with MOEC, the Provincial/District Education and Culture/Religious Offices, and 22 schools visited in the ex-post evaluation study.

persons in LS had decreased in Bantul City, which was said to be attributable to the reduction of the budget from the District Dinas P&K after the project completion.

In addition, since the training budget for dissemination of LS in the target provinces has drastically decreased since 2014 and 2015, it can be said that the budgets in the target provinces are not sufficient.

Table 7: Expenditure for LS and PSBM by the target District Dinas P&Ks

(Unit: million Indonesian Rupiah)

Province	District/City	Yearly Expenditure					Total
		2011/12	2012/13	2013/14	2014/15	2015/16	
West Java	Sumedang	45	0	50	50	140	285
Yogyakarta	Bantul	60	61	61	61	61	304
East Java	Pasuruan	350	350	350	400	400	1,850
West Sumatra	Padang	Data was not available during research period					0
South Kalimantan	Banjarbaru	520	520	526	491	491	2,548
North Sulawesi	North Minahasa	0	0	0	150	75	225
Banten	Serang District	0	0	856	856	745	2,457
	Serang City	Data was not available during research period					0
	Pandeglang						0
Total		975	931	1,843	2,008	1,912	7,669

Source: District Dinas P&Ks

Table 8: Expenditure for LS and PSBM by the target Provincial Education and Culture/Religious Office, Balai Diklat/RCETs, and LPMPs

(Unit: million Indonesian Rupiah)

Province	Organization	Yearly Expenditure					Total
		2011/12	2012/13	2013/14	2014/15	2015/16	
West Java	Dinas P&K	3,943	6,769	5,189	0	0	15,901
	Balai Diklat	0	0	132	116	96	344
Yogyakarta	Dinas P&K	100	126	152	198	350	926
	Religious Office	15	15	15	15	15	75
East Java	Dinas P&K	970	1,083	1,133	1,128	70	4,384
	LPMP	0	0	0	349	0	349
West Sumatra		Data was not available					0
South Kalimantan	LPMP	95	125	130	0	0	350
	Balai Diklat	0	1,355	732	0	0	2,087
North Sulawesi	Balai Diklat	0	0	200	0	0	200
Banten	Dinas P&K	0	0	0	0	0	0
Total		5,123	9,473	7,683	1,806	531	24,616

Source: Provincial Education and Culture/Religious Office, LPMPs, Balai Diklat/RCETs

Some minor problems have been observed in terms of the policy background and organizational and financial aspects. Therefore, sustainability of the project effects is fair.

4. Conclusion, Lessons Learned, and Recommendations

4.1 Conclusion

The project aimed to improve the quality of junior secondary education nationwide by strengthening the capacity of central and regional educational administration to promote LS and PSBM. The objective of the project is consistent with the educational policy and development needs of Indonesia and the aid policy of Japan, and makes good use of Japan's comparative advantage, thus its relevance is high. The project purpose and overall goals were almost achieved, and the trend of higher UN pass rates was confirmed at schools that had conducted LS and PSBM, and many other positive impacts were confirmed. Therefore, effectiveness and impact are high. Although the project period was as planned, the project cost exceeded the plan. Therefore, efficiency is fair. Regarding sustainability, some minor problems have been observed in terms of the policy background and organizational and financial aspects. Therefore, sustainability of the project effects is fair.

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

4.2 Recommendations

4.2.1 Recommendations to the Implementing Agency

4.2.1.1 Recommendations for the District Education and Culture/Religious Office

In an interview with teachers, some teachers said, “I got bored of LS,” or, “We could acquire knowledge and new information of subjects from resource persons from teacher training universities during the project period, but cannot now because resource persons do not participate in our activities often.” According to a resource person at UNY, the frequency of participation of resource persons in LS had decreased in the Yogyakarta Province, and it was attributable to the reduction of the budget from the District Dinas P&K. Those teachers can acquire new knowledge and technique through MGMP activities applying LS augments teachers’ willingness to participate and improves the quality of education at schools. It is desirable that, in order to ensure the participation of resource persons at teacher training universities, each District Education and Culture/Religious Office secures the MGMP budget and monitors teachers’ participation in MGMP and the situation of schools that do not actively conduct LSBS.

4.2.1.2 Recommendations for the Provincial Dinas P&Ks

For the dissemination of LS to non-target districts and in order for the District Dinas P&Ks in those districts and the Provincial Religious Office to obtain information on resource persons, including reference schools and universities that are doing good practice of LS, it is desirable to share lists of reference schools in each district and resource persons including universities with all the District Dinas P&Ks in its province and the Provincial Religious Office, and to periodically collect information from the District Dinas P&Ks, and

to hold experience sharing meetings on LS implementation.

4.2.1.3 Recommendations for MOEC

LS should be included in the training standard curriculum of MOEC used by LPMPs. Considering that training on implementation of the 2013 curriculum was the top priority at the time of the ex-post evaluation study, it is desirable to show that LS is useful in promoting the 2013 curriculum and is a part of teachers' Continuous Professional Development (CPD) that is written in the policy of MOEC, and to introduce various ways of promoting LS reported from the Sumedang, Pasuruan and Bantul Districts in particular, where there have been many good practices.

4.2.1.4 Recommendations for the partner universities

It is desirable to encourage the 50 member universities of ALSI, including the 43 universities that received the training of the national trainers by the project in the project, to share the list of resource persons with the Provincial/District Education and Culture/Religious Office in the service area of each university for them to implement LS, and to continuously share research outcomes of ALSI with MOEC.

4.2.1.5 Recommendations for MORA and its National Center for Education and Training

As one of the training standard curricula of the MORA contains LS, it is recommended to secure a budget for training that includes LS.

4.2.2 Recommendations for JICA

It is desirable to continuously share with MOEC information about technical training in Japan and its participants so as to support the participants becoming resource persons after returning to Indonesia, to disseminate LS, and to help MOEC introduce information about resource persons to the Provincial/District Dinas P&Ks that coordinate the support of LS implementation at the school level.

4.3 Lessons Learned

<u>Integration of components in the project implementation method responding to the progress of institutionalization during the project implementation period</u>

The project did not propose a way for PSBM to bring about interaction with LS, which was expected at the planning stage[48]. Facing a situation where the BOS program of the Indonesian government was being steadily systematized, a decision should have been made to change the approach and implementation method of the project to those that are more effective for achieving the project purpose by, for instance, incorporating the BOS system,

[48] PELITA Terminal Evaluation Report, p.31.

not by encouraging the allocation of block grants from districts/cities that had similar functions to BOS.

With the steady institutionalization of BOS, to which this project contributed through the development of guidelines, school management subsidies to be allocated to schools were secured, and block grants at TPK and district level became unnecessary in the same form as at the time of introduction of it. In addition, the institutionalization of TPK (that did not exist in the conventional system) did not progress. Recognizing these facts, and considering that the overall goal was the qualitative improvement of the nationwide junior secondary education, it is considered having been possible and appropriate to make efforts for proposing a way of improving school management for promoting LS instead of trying to expand block grants at TPK and the district level. Specifically, at the school level where the budget has been allocated by BOS, teachers should have been referred to the teachers' Continuous Professional Development (CPD) that was written in the policy and the National Education Standard of MOEC, and given guidance on developing school improvement plans that include activities for promoting LS that aims to realize the potential of every student and teach them according to their interest and learning ability.

At many of the schools visited this time, it was mentioned that there was no time for LS because it was necessary to prioritize achieving the National Education Standard and implementing the 2013 curriculum. This shows that there are more than a few schools that have not been able to position the importance of LS in the whole framework of school improvement. Sustainability of the project could have been further reinforced if an integrated approach had been taken that was more advanced than just implementing the LS component and PSBM component respectively.

Therefore, in projects aiming at institutionalization on a nationwide scale, the approach and the method for activity implementation should be modified as necessary for achieving the project purpose and overall goal and sustainable institutionalization with having sufficient discussion with concerned parties of the country and of Japan, in the process of collecting information of on-going institutionalization by the government (including but not only C/P) of the country and identifying what kind of institution is sustainable in the country.

Box: Roles and Contributions by JICA

After the project completion, JICA has continued in-country training on LS (training for lecturers at teacher training institutions). From 2013 to 2017, 20 to 22 lecturers of teacher training universities each time (a total of about 160 people, including those yet to be trained) have learned the theory and practice of LS in Japan. Participants are selected from lecturers who are eager about LS and work at one of the universities to which UPI, UM, and UNY have introduced LS with the support from DGHE (the 50

member universities of ALSI) by consulting with DGPSEM of MOEC and leaders of ALSI.

This training in Japan is indirect support from JICA for the efforts of LS implementation by teacher training universities, and participants can learn from LS practitioners in Japan. According to MOEC, it is effective in raising motivation and deepening understanding of LS for concerned parties.

This initiative of Japan to continue engagement in some way after the completion of the project is considered effective in a technical cooperation project that assumes that the project counterparts continue to learn and improve their work.

Box: Effects and points to be noted in the introduction and continuation of LS

To summarize the effects and points to be noted in the introduction and continuation of Lesson Study, evaluations were made for the quality of Lesson Study mainly by observations of Lesson Study activities and interviews by experts at three schools in the Sumedang District in the West Java Province and Banjarubaru City in the South Kalimantan Province, which were one of the target areas of this project or the preceding project and where Lesson Study activities could be observed on the day of visit. The evaluations revealed that the level of Lesson Study aimed at by SISTTEMS and PELITA was maintained as of the ex-post evaluation study and that the possibility that Lesson Study had been contributing to the qualitative improvement of lessons was extremely high.

1. Effects of Lesson Study

Owing to Lesson Study and the Lesson Design introduced in it, teachers can always have an awareness of how to respond to students' reactions during the class and forecast reactions and prepare countermeasures in advance. And by repeated Lesson Study activities, teachers are more precisely aware of the reactions of each student's learning, awareness, and stumbling in the class, and through the exchange of ideas on how to respond, the content of the guidance from the project is being established, and reflection after the observed classes (retrospective discussion of classes) has become a forward-looking discussion of the next concrete actions.

2. Promotion factors of Lesson Study

Factors that promote Lesson Study include four points: the existence of facilitators who can promote the discussion of forward-looking reflection described above; the cooperation of teacher training universities; MGMP and coordination with schools by administrative organizations such as the District Education and Culture Offices; and efforts that are tailored to the culture of Indonesia.

3. Effective approaches in introducing Lesson Study to other countries

The approaches considered effective in introducing Lesson Study to other countries are: first, introduction in science and mathematics and then applying it to other subjects with local initiatives; second, utilizing the existing MGMP framework; third, incorporating Lesson Study into the practical training of teaching at universities; and fourth, promoting understanding of Lesson Study among university professors in the department of education.

4. Disincentive factors for dissemination and continuation of Lesson Study

According to some teachers, a problem that impeded the dissemination and continuation of Lesson Study was that, even if Lesson Study was understood and practiced, teachers got tired of continued similar classes and reflections.

5. Lessons

Based on the analysis results, the following four lessons can be mentioned.

① Find human resources who can be involved in Lesson Study for a long time without being affected by personnel change, and train them as facilitator/resource person.

② Respect the ownership of the countries concerned in order to enable dissemination in the form of incorporating the cultures and values of the countries concerned.

③ Instruct school principals as key people for training in the school about the importance and methods of Lesson Study, and create an environment in which Lesson Study is easy to be disseminated within each school.

④ Motivate teachers by having them establish training subjects to improve the teaching process for each subject and each unit with emphasis on contents, thereby establishing Lesson Study.

Particularly with regard to ④, it is also a countermeasure to the above-mentioned problem of getting bored with Lesson Study, and it is necessary for teachers regarding their professional development to accurately grasp their own problems and to work on training after recognizing their training subjects. It is expected that the professional competence of teachers will continue to develop through continuous Lesson Study activities.

Table 9: Achievement of outputs (at completion of the project)

Output	Indicator	Achievement
Output 1: <At the national level> 1-1: The capacity of MONE and MORA is developed for implementing its policy to introduce LS nation-wide.	① (J & I)[49] Strategy and guidelines for dissemination of LS developed by MONE and MORA.	Both MOEC and MORA formulated a dissemination strategy, and guidelines for dissemination have also been prepared under the approval of both ministries (submitted in August 2012).
	② (I) MOEC and MORA conduct monitoring and technical guidance activities at least once a year.	Two-ministry coordination meetings (five times since 2011) and the inspection of the project sites were conducted, and the indicator was partially achieved.
1-2: The capacity of LPMPs and Balai Diklat/ RCET is developed for conducting training on LS.	① (I & J) At least 70% of lecturers per LPMPs and Balai Diklat/RCET participate in TOT.	Virtually achieved. 64% from LPMPs (222 out of 346 persons at 33 LPMPs nationwide) and 46% from Balai Diklat / RCETs (115 out of 251 persons at 12 Balai Diklat / RCETs nationwide) took the training. Regarding lecturers in science and mathematics, 100% of them took the training.
	② (I) Sufficient budget allocated to LPMP and Balai Diklat to TOT in each province by MOEC and MORA.	Achieved in three out of seven target provinces (West Java, South Kalimantan, and North Sulawesi). The indicator can be said to be almost achieved if the year of 2014, one year after the project completion, is included, by which five out of seven target provinces achieved the indicator. In the South Kalimantan Province, budget allocation was not made for LPMP, but there were budget allocations from the central government in 2012 and 2013, and a total of 168 district trainers, supervisors, facilitators, and new teachers in three districts/cities were trained. The East Java and West Sumatra Provinces allocated budget to LPMPs in 2014, namely after the project completion. Budget for LPMPs for conducting LS activities was zero in the Yogyakarta, Banten, and North Sulawesi Provinces. Regarding the regional training centers of MORA, budget was allocated to Balai Diklat / RCET in the West Java, South Kalimantan, and North Sulawesi Provinces, and training was conducted. At Balai Diklat/RCET in the West Sumatra Province, training was given to all the districts in the province during the period from 2014 to 2016, after the project completion. Therefore, if the year of 2014, one year after the project completion, is included, five out of seven target provinces, including the East Java and West Sumatra Provinces, achieved the indicator.
	③ (I) Training modules on LS developed and included in training programs at LPMP's and Balai Diklat.	Achieved. At the time of the project completion, the training module of LS was included in the training programs of LPMPs and the regional training centers of MORA.
1-3: The capacity of MONE is developed for introducing essence of PSBM to national program.	① (I & J) In national programs, training modules to enhance local governments are developed based on PSBM experiences and utilized by MONE.	Almost achieved. MOEC utilized the experience of PSBM and developed the BOS guidelines with the cooperation of the project.
Output 2: <At the	① (I & J) Strategies for LS	At all the reference sites, an LS dissemination

[49] (J) indicates matters to be dealt with by the Japanese side, (I) indicates those by the Indonesian side, and (I & J) indicates those to be jointly dealt with by the Indonesian and Japanese sides.

reference and target sites> 2-1: At the LS reference sites, a showcase of LS practice is developed.	dissemination developed by the provincial and district governments	strategy has been formulated, human resources for dissemination and resource persons have been steadily trained, and the number of reference schools of LSBS almost reached the target value.
	② (I & J) Number of trained facilitators who can provide technical guidance to other provinces and districts: 40 persons	Achieved. There were 82 resource persons in the three provinces that had been targeted since SISTTEMS and 52 facilitators in six provinces (including 24 persons in the newly targeted three provinces) who had been certified as persons who could provide technical guidance. The number is considered enough for implementing LS at LS reference sites stipulated in Output 2-1, but given that all of them are from the targeted six provinces, and in the context of achieving the project purpose and overall goal, it must have been difficult for staff at national training institutions (teacher training centers by subject) and LPMPs and Balai/Diklats in non-target provinces to become a trainer or a facilitator just by participating in training for master trainers[50].
	③ (I & J) 15% of junior secondary schools per target district reference district approved as LSBS reference school.	Almost achieved. At the completion of the project, the percentage of reference schools of LSBS was the same as at the time of the terminal evaluation: 25% in Sumedang District; 29% in Bantul District; and 14% in Pasuruan District.
2-2: At the LS new target sites, a showcase of MGMP-based LS implementation mechanism is developed.	① (I & J) Strategies for LS implementation developed by the district governments.	MGMP-based LS had been conducted based on the district/city level strategies and policies, and all the new target areas achieved the indicator.
	② (I) Sufficient budget allocated for MGMP-based LS by District Education Office and schools.	The budget for conducting LS activities had been secured. (Yearly budgets for each district are shown in Annex 6 of the attached document 1 of the terminal evaluation report (p.89)).
	③ (I & J) At least a half of MGMP sessions/districts are monitored by LPMP/university resource persons.	The degree of achievement varies: it seems low in Padang City (monitoring by universities had continuously been conducted but monitoring by LPMP has been delayed since the new director assumed office in the middle of 2012); approximately a half in Banjarbaru City; and high in North Minahasa District (100%).
	④ (I & J) MGMP-based LS for at least two subjects are functioning in each home base.	It had been conducted at least for two subjects (mathematics and science) as planned in all sites and the participation rate was high, and introduction for other subjects was in progress.
2-3: At the PSBM reference sites, the capacity of the local governments is developed for PSBM with their own resources.	① (I) Training modules on PSBM developed and included in training programs at provincial education offices and PSBM guidelines developed by district governments.	Achieved. Original guidelines for the three districts/cities in Banten Province had already been formulated and disseminated to all counties in the districts/cities using their original guidelines for dissemination. At the provincial level, socialization for PSBM was conducted in 2012 for districts and cities in the province, and the province-wide dissemination plan was formulated at the end of December 2012. (Materials by JICA)
	② (I & J) Sufficient budget	Achieved. The allocated amount of BOS from

[50] The breakdown is as follows: university lecturers (47.4%); Dinas P&K of the target districts and the total of Balai/Diklat and Pusdiklat/NCET (17.5% for each); LPMP (11.3%); Dinas P&K of the target provinces (4.1%); and Provincial/District Religious Office (1.0% for each). (The Project Completion Report, p.A-142)

	allocated to schools in the target sites by central (MORA) and/or local governments.	the central government was the same in all the surveyed provinces, and the annual amount per student was 710,000 Rp from 2012/13 to 2014/15 and 1,000,000 Rp in 2015/16 and 2016/17.

Source: PELITA Terminal Evaluation Report (2013), materials by JICA

Republic of Indonesia

FY2016 Ex-Post Evaluation of Technical Cooperation Project

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

External Evaluator: Ito Haruo, ICONS Inc.

1. Summary

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

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

[1] Indonesian civilian police activities (Perpolisian Masyarakat: POLMAS) (See Annex 1)

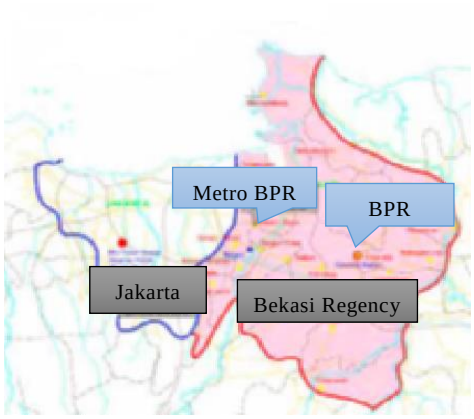
[2] Police and Civilian Partnership Center (*Balai Kemitraan Polisi dan Masyarakat*: BKPM). As a base for civic police activities such as "24-hour work" by shifting system, "responsible area" system, listening to residents' requests and implementing "door-to-door visits" for crime prevention advice,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

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

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

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

4. Project Description



Project Locations

Door-to-Door Visit by Police Officer

1.1 Background

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

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

1.2 Project Outline

Table 1: Project Outline

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

Related Projects	· Technical cooperation project "Enhancement of Civilian Police Activities for Bali Regional Project" (2005– 2007) "Drug Control Project" (2005–2007) "Project on Building a Society with a Sense of Safety in Bali" (2007–2012) "Project on Nationwide Capacity Development of Police Officers for POLMAS - Indonesian Civilian Police Activities" (Phase 3) (2012–2017) · Grant Aid "Project for Enhancement of the Civilian Police" (Exchange note: September 2004) "Project for Capacity-building of the Indonesian National Police" (Exchange note: September 2005) · Individual project (expert dispatch) "Training Course Planning/Program Coordination" (2008–2012) "Long-term Expert in the field of POLMAS (Community Policing in INP)" (2010–2013) "Advisor to the Chief of Indonesian National Police/Program Manager for Reform of Indonesian National Police" (2009–2019) · Individual project (country-specific training) "Training Course Planning" (2009–2012) "Counterpart Training Course on Enhancement of Community Policing (POLMAS) Activities" (2010–2013) "Police Organization management" (2011–2013) "Comparative Study of Police System for the Republic of Indonesia" (2009–2015, 2016–2020)

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

1.3 Outline of the Terminal Evaluation[4]

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

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

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

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

[4] Since Phase 1 and 2 were implemented continuously, this ex-post evaluation refers to the outline of the terminal evaluation of Phase 2.

1.3.3 Recommendations from the Terminal Evaluation (Phase 2)

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

(1) Institutionalize the work management system,[5]

(2) Set the national accreditation system for on-the-scene criminal identification instructors and provide technical allowance as an incentive,

(3) Adopt officially training modules and teaching materials developed by the Project,

(4) Utilize the BPRs as field of practice for civilian police activities (incorporate them into the training program of the Police Education Institution in the INP),

(5) Strengthen collaboration with "Indonesian Police Sakura Association" (hereinafter referred to as "Ikatan Sakura Indonesia: ISI") members located nationwide[6] for the dissemination of the model.

5. Outline of the Evaluation Study

2.1 External Evaluator

Haruo Ito, ICONS Inc.

2.2 Duration of Evaluation Study

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

Duration of the Study: August 2016–August 2017

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

2.3 Constraints during the Evaluation Study

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

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

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

6. Results of the Evaluation (Overall Rating: A)[7]

3.1 Relevance (Rating: ③[8])

3.1.1 Consistency with the Development Plan of Indonesia

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

① At the planning stage of Phase 1 (2002)

"New Police Law" (enforced in 2002)

The promotion of civilian police is clearly stated.

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

"National Mid-term Development Plan" (2004–2009)

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

"National Police Strategy" (2005–2025)

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

③ At the completion of Phase 2 (2012)

"New Police Law" (enforced in 2002)

"National Mid-term Development Plan" (2010–2014)

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

"National Police Strategy" (2005–2025)

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

3.1.2 Consistency with the Development Needs of Indonesia

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

[7] A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

[8] ③: High, ②: Fair, ①: Low

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

3.1.3 Consistency with Japan's ODA Policy

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

3.1.4 Appropriateness of the Project Plan and Approach

The Project was positioned as a part of the "National Police Reform Support Program in Indonesia" of JICA, and a synergistic effect was generated with grant aid projects, dispatch of individual experts, and individual training. Particularly grant aid projects called "the Project for Enhancement of the Civilian Police" (2004) and "the Project for Capacity-building of the Indonesian National Police" (2005) for the establishment of BKPM and the provision of communication and command control and on-the-scene criminal identification equipment to Police Sectors,[9] which are in charge of BKPM, has

[9] The Police Sector is an organization positioned between the police resort and BKPM/Polsubsector (or police

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

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

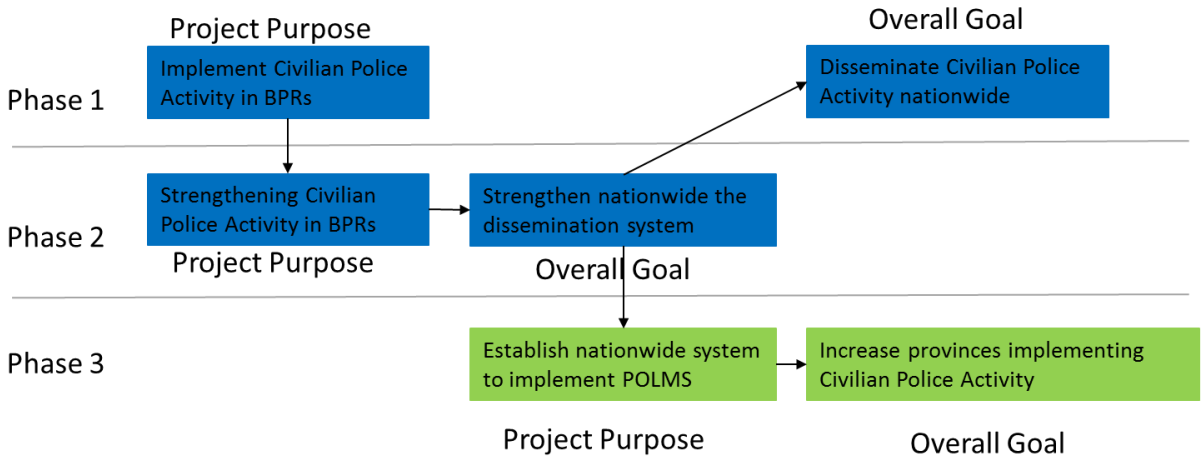
From the above, the Project is fully consistent with the development policies of the Government of Indonesia, development needs, and Japan's ODA policy, and the approach of the Project was also appropriate. Therefore, its relevance is high.

3.2 Effectiveness and Impact (Rating: ③)

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

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

station), and there are 25 Police Sectors in BPRs (BPR 17, Metro BPR 8).



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

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

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

3.2.1 Effectiveness

3.2.1.1 Project Output

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

<u>Output 1</u>

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

Output 2

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

Output 3

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

Output 4

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

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

3.2.1.2 Achievement of Project Purpose

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

evaluation taking into account the results of the beneficiary survey,[10] which sampled residents who actually contacted police officers.

Phase 1

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

Phase 2

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

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

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

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

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

Indicator 1 can be evaluated as having been mostly achieved, except for some decline in indicator value due to the external factor of the deterioration of police image caused by their blunders in 2012.

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

Table 2: Achievement of Project Purposes

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

On the other hand, government officials' awareness about "police performance" improved from 78% to 83%; "police attitude" improved from 76% to 80%.</td><td>Mostly Achieved</td></tr>
</table>

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

<table>
<tr><td rowspan="2">trust from citizens are strengthened.</td><td></td><td>Table 4: Bekasi Residents'/Government Officers' Awareness of Police
(Unit: %)
<table>
<tr><th></th><th></th><th>Base-line 2007</th><th>Mid-term 2009</th><th>End-line 2012</th></tr>
<tr><td rowspan="2">Police performance improved</td><td>Residents</td><td>70</td><td>74</td><td>59</td></tr>
<tr><td>Gov. Officers</td><td>78</td><td>84</td><td>83</td></tr>
<tr><td rowspan="2">Police performance improved</td><td>Residents</td><td>71</td><td>67</td><td>56</td></tr>
<tr><td>Gov. Officers</td><td>76</td><td>80</td><td>n.a.</td></tr>
</table>
Source: Documents provided by JICA</td><td></td></tr>
<tr><td>Indicator 2: Awareness/ incentives of police officers of civilian police activities are enhanced at BPRs.</td><td>As a result of the question to the police officers on the change in their awareness of civilian police activities, the proportion of ① and ② related to negative attitudes decreased in the end-line survey (2012) compared with before Phase 2 (2007). The proportion of ③ and ④ related to the positive attitudes of police officers to showing understanding of civilian police activities increased.

Table 5: Awareness of Police Officers in BPRs of Civilian Police Activities
(Unit: %)
<table>
<tr><th></th><th></th><th>Before</th><th>Current</th></tr>
<tr><td rowspan="2">Negative attitude</td><td>① The police keep national and local safety. Thus, residents must actively cooperate with the police.</td><td>54</td><td>16</td></tr>
<tr><td>② The police are protecting vulnerable residents. So residents are in a position to support police activities in response to police requests</td><td>18</td><td>15</td></tr>
<tr><td rowspan="2">Positive attitude</td><td>③ Police and residents are in a collaborative relationship. In other words, police should be with residents, and grasp residents' needs through seeking their cooperation. Police must respond appropriately.</td><td>29</td><td>58</td></tr>
<tr><td>④ Residents have the leading role in the society. As residents' servants or supporters, police must support their safety.</td><td>10</td><td>21</td></tr>
</table>
Source: Documents provided by JICA</td><td>Achieved</td></tr>
</table>

Results of Beneficiary Survey (Complementary Information)

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

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

(Unit: %)

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

Source: Results of beneficiary survey

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

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

(Unit: %)

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

Source: Results of beneficiary survey

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

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

From the above, the project purpose was mostly achieved.

3.2.2 Impact

3.2.2.1 Achievement of Overall Goal

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

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

Phase 1

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

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

For on-the-scene criminal identification, 20 national on-the-scene criminal identification training courses were implemented in 19 provinces (61%) as Phase 3 activities, and there were 726 successful applicants for the examination (Instructor:15, Level A: 88, Level B: 623[17]) as of October 2016. In addition, the training modules have also been applied

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

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

in the training courses in SPN nationwide, and instructors trained by the Project are in charge of lectures.

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

Phase 2

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

Table 8: Achievement of Overall Goal

Overall Goal	Indicator	Achievement	Result
Phase 1: System of civilian police established by police stations and police officials throughout the country.	At least 35% of all police stations achieved in 2012 the same level of improvement of police activities as BPRs achieved in 2007.	Civilian police activities At the time of the ex-post evaluation (2016), ICT has been provided by BPRs targeting the regional police departments in 16 provinces (16/31, 52%), and those 16 provinces also provide IHT to their police resorts within the province of their own initiative. The training modules have also applied in the training courses in SPN nationwide, and instructors trained by the Project are in charge of lectures. The civilian police activity training at the education institute of SPN, which is under the umbrella of the Police Education Institution in the INP, has been institutionalized, and periodic training for police officers nationwide is underway. On-the-scene criminal identification The national examination was conducted in 19 provinces (19/31, 58%), and the number of successful examination applicants is 726 (Instructor: 15, Level A: 88, Level B: 623) as of October 2016. Training modules have been utilized for training courses to be held at first-time schools nationwide, and instructors trained by the Project are in charge of lectures.	Not achieved by the target year of 2012 Achieved at the time of ex-post evaluation
Phase 2: The effective mechanism for spreading appropriate	Appropriate measures concerning "civilian police activities" are	Civilian police activities The following policies were implemented for the promotion of civilian police activities. The Notice of the Chief of INP in April 2014 stated the implementation of civilian police activities in all provinces,	Achieved

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

Source: Documents provided by JICA

<u>Results of beneficiary survey</u>

Regarding the number of police resorts that achieved operational improvement based on BPRs model as the overall goal indicator of Phase 1, the awareness of residents and police officers of BPRs and that of police resorts under the Makassar Police Resort in South Sulawesi Province[20] was compared in the beneficiary survey in order to identify the quality of operational improvement in the target province for national dissemination. As a result of the beneficiary survey[21] in Tamalate Police Sector under Makassar police resort,

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

[19] "Romba" means the competitive presentation of citizen police activities.

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

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

the awareness of residents of performance by police officers was almost equally high as the awareness of Bekasi residents, except for the stability of security that is supposed to take a certain time after civilian police activities are settled. Hence, it is concluded that the dissemination of civilian police activities has been appropriately implemented in the target areas, even though the number of verification cases was limited.

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

(Unit: %)

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

Source: Results of beneficiary survey

3.2.2.2 Other Positive and Negative Impacts

Contribution to reduction of crime rate

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

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

(Unit: cases/year)

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

Source: Questionnaire to BPRs

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

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

Contribution to INP program

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

Dissemination to other provinces by members of "Indonesian Police Sakura Association" (ISI)

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

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

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

For output 2, the number of on-site visits and collected fingerprints in the field of on-the-scene criminal identification has steadily progressed, and since the establishment of the national skill examination system in 2013, many successful applicants have been produced. The number of door-to-door visits and amount of problem solving in BPRs has also increased. On the other hand, concerning the communication and command control, the awareness of the residents about the emergency notification system is low, and, as customary, accidents and incidents are initially reported to local leaders such as chiefs of neighborhood associations and neighborhood communities. As a consequence, emergency reports from the residents to the police are few. To that end, the importance of activities such as record keeping and response time improvement is not fully understood by the persons in charge of

communication and command control in BPRs, and these activities, therefore, have not taken root there. Meanwhile, with the progress of urbanization in the metropolitan area including Bekasi, the roles of residents' organizations such as neighborhood associations and neighborhood communities are diluting. The counterparts of the INP suggested that the improvement of communication and command control by building the emergency notification system will contribute to the prompt response to crime.

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

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

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

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

Box: A good example introduced in the Project

(1) Site of civilian police activity

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

Second Lieutenant Aris Rachman

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

In March 2016, a white bone was found in the vicinity of the airport of Bantul Police Resort in Jog Jakarta Province. The attending police officers carried out a thorough investigation to identify the deceased. Although the remaining skin of the right hand thumb was confirmed, it was impossible to use fingerprint authentication. Therefore, when they utilized the fingerprint processing with acetic acid treatment learned in the training of the Project, the identity of the deceased was discovered. As a result of the investigation, her partner was arrested as a suspect. This was reported as a good practice for solving the murder case using the skills learned in the training of the Project.

On-site fingerprint processing

3.3 Efficiency (Rating: ②)

3.3.1 Inputs

Table 11: Project Inputs

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

Source: Documents provided by JICA

3.3.1.1 Elements of Inputs

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

3.3.1.2 Project Cost

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

appropriate.

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

3.3.1.3 Project Period

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

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

3.4 Sustainability (Rating: ③)

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

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

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

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

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

3.4.2 Organizational Aspects for the Sustainability of Project Effects

Implementation system of INP

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

Implementation system of BPRs

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

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

Table 12: Implementation Structure at BPRs

(Unit: persons)

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

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

Training implementation system for nationwide dissemination

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

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

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

Training system within BPRs

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

3.4.3 Technical Aspects for the Sustainability of Project Effects

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

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

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

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

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

Skills of BKPM/Polsubsector officials

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

Equipment maintenance and operation skills

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

3.4.4 Financial Aspects for the Sustainability of Project Effects

Budget of INP

The INP budget in 2016 was about 73,001 billion rupiah (about 611.2 billion yen), which is roughly 1.74 times the amount of 41,907 billion rupiah (about 350.4 billion yen) in 2012, the completion of Phase 2. Thus, the budget is increasing every year. The budget for the Project is highly sustainable, as the budget includes budgets for related activities of the Project, civilian police activities, budgets for Department of Detectives and Criminals, and the police schools as shown below.[26]

[26] JICA control rate in June 2017: 1 Indonesian Rupiah = 0.008361 Japanese Yen.

Table 13: Trend of INP Budget

(Unit: billion rupiah)

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

Source: INP Planning Assistance

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

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

(Unit: million rupiah)

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

Source: INP Planning Assistance

Budget for civilian police activities in BPRs

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

Table 15: Trend of BPRs Public Guidance Section Budget

(Unit: million rupiah)

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

Source: BPRs

At the time of ex-post evaluation, the objective of the Project is consistent with the current "National Mid-term Development Plan" (2015–2019), the "National Police Basic

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

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

4. Conclusion, Lessons Learned and Recommendations

4.1 Conclusion

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

The purposes of the Project were consistent with the "National Mid-term Development Plan," "National Police Basic Strategy," the development needs for promoting civilian police, and the Japanese "Country Assistance Policy for Indonesia," and the approach was also appropriate, so the Project is highly relevant. The project purpose has mostly achieved the target except for some indicators at the end of the Project. Furthermore, although Phase 3 has some influence on the evaluation results, the system for dissemination has been developed by the continued generation of the project outputs, which thereby achieving the overall goal of nationwide dissemination. From the above, the effectiveness/impact are evaluated as high. Regarding efficiency, the project period was within the plan, but the project cost of Phase 1 exceeded the plan, so the efficiency is fair. Concerning sustainability, consistency with existing related policies and plans was confirmed. In terms of the organizational aspect, personnel in the BPRs have also been

strengthened, and regarding the technical aspect, the capacity development of BPRs and educational institutions under the Police Education Institution in the INP has been continued by the establishment of the instructor-training system and training modules. Furthermore, since the budget for the civilian police activities of the INP and BPRs is sufficiently secure, sustainability is high.

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

4.2 Recommendations

4.2.1 Recommendations to the Implementing Agency

Analysis and feedback of work management reports from police sectors

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

Improve communication and command control

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

4.2.2 Recommendations to JICA

Follow-up for participants of training in Japan

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

4.3 Lessons Learned

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

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

Sharing good practice of civilian police activities

Initially, the degree of implementation of door-to-door visits and problem solving varied among police officers. In the Project, BKPM/Polsubsector and *Babin* compiled the good practice of door-to-door visits and problem-solving and distributed the good practice to each police resort and utilized it as a training material on civilian police. Through the "monthly event for strengthening civilian police," police officers share the good practice with others and understand what kinds of activities and cases are actually desirable. With concrete images of civilian police, the common recognition was fostered among related personnel, so the quality of civilian police activities has been uniform. Therefore, for the projects to allow the new concepts to take root in the recipient country, the quality of project

outputs is expected to be uniform by compiling good practices and sharing among counterparts.

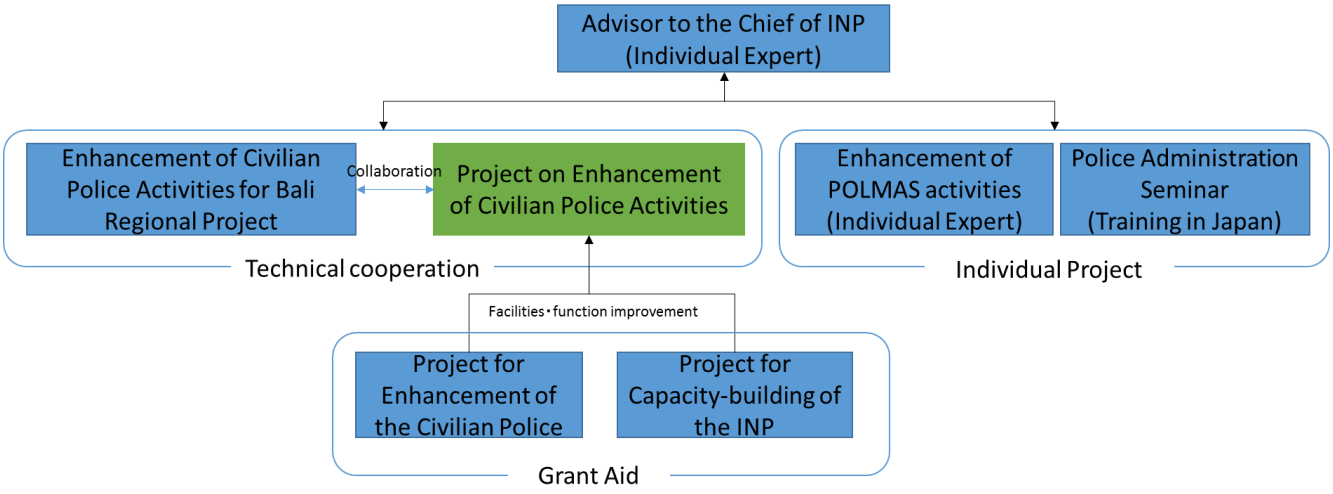
Utilization of on-the-scene criminal identification skills of Japanese police station

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

ANNEX 1 Outline of the Project Implementation Structure

(1) INP reform support program

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



Source: Documents provided by JICA

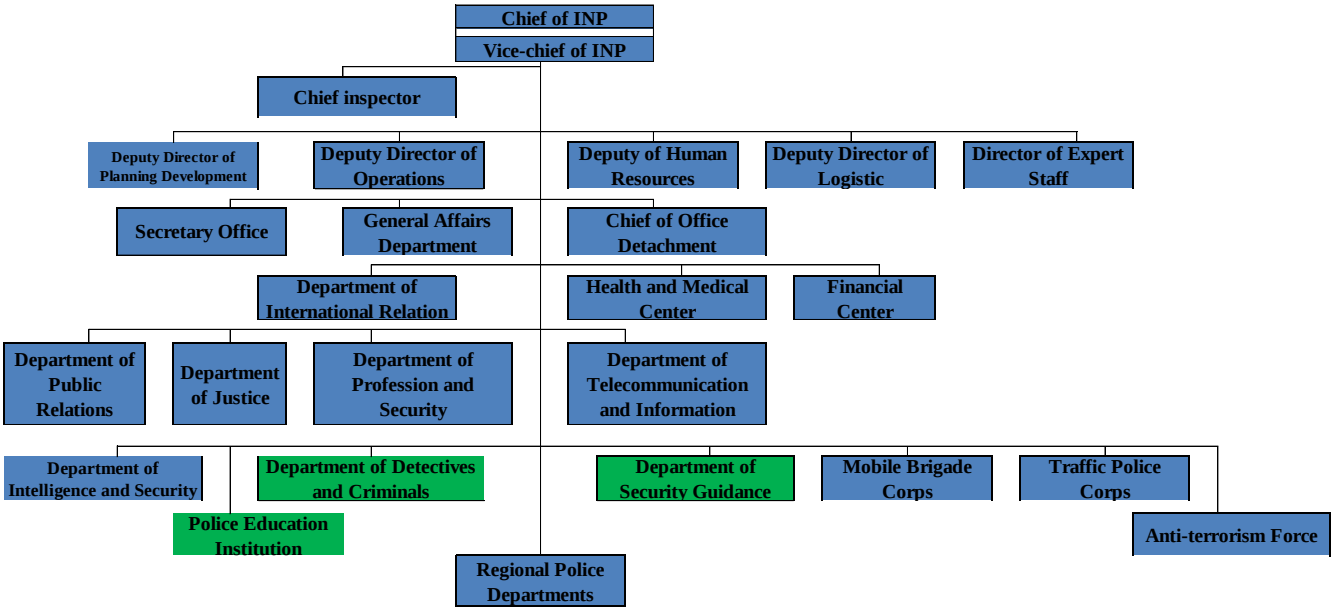
Figure 2: Position of the Project in JICA Indonesia INP Reform Support Program

(2) Outline of INP Organization

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

As for the Police in Province, there are provincial police departments (Kololisian Daerah: POLDA) such as the Jakarta Metropolitan Regional Police Department, and under

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



Source: Documents provided by JICA

Figure 3: INP Organization Chart and Counterpart Organization

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

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

Definition of civilian police activities

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

For promoting "civilian police activities," which is the policy and strategy of the INP, the Project, have established "Bekasi type civilian police activities (Bekasi model) based on the main components as 1) a door-to-door system, 2) problem-solving, and 3) Work management system. Though these activities have been carried out by INP in the past, the

practice and establishment of them have been supported by systematic and quality-enhanced ways. The outline of each components is as follows.

1) Door-to-Door System

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

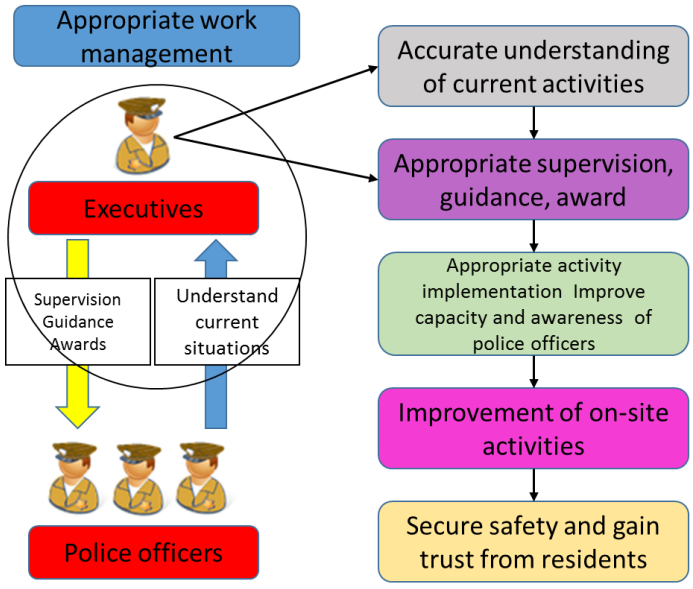
2) Problem-solving

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

3) Work management system

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

The Image of Work management system by Executives



Source: Documents provided by JICA

Figure 4: Outline of Work Management System

ANNEX 2 Output of project outputs

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

<table>
<tr><th>Phase 1
(August 2002—July 2007)</th><th>Phase 2
(August 2007—July 2012)</th><th>At the time of completion</th><th>At the time of ex-post evaluation</th></tr>
<tr><td colspan="4">Output 1</td></tr>
<tr><td>Management of BPRs, model police resorts, is improved to ensure civilian police activities.</td><td>Work management capacity of each commissioned officer at BPRs is enhanced.</td><td></td><td></td></tr>
<tr><td>Indicator 1-1: At least 75% of police officers of BPRs assess that they show more civilized and cultivated attitudes and discipline as professionals in 2007 than in 2002, because more attractive mental and physical incentives are given.</td><td></td><td><u>Achieved</u>
As for the change in police’s awareness of civilian police activities by police officers, comparing the results of the base-line from 2002 and the end-line from 2007, negative attitudes were decreased and positive attitudes were increased.[158]
(Unit :%)
<table>
<tr><th></th><th></th><th>Base-line 2002</th><th>End-line 2007</th></tr>
<tr><td rowspan="2">Negative attitude</td><td>①Residents must actively cooperate with the police</td><td>56</td><td>16</td></tr>
<tr><td>②Residents are in a position to support police activities in response to police requests</td><td>18</td><td>15</td></tr>
<tr><td rowspan="2">Positive attitude</td><td>③Police should grasp residents’ needs and respond appropriately</td><td>29</td><td>58</td></tr>
<tr><td>④As residents' servants or supporters, police must support their safety</td><td>10</td><td>21</td></tr>
</table>
Source: Documents provided by JICA</td><td><u>Maintained</u>
From the results of a beneficiary survey given to police officers in the ex-post evaluation, changes in police officers' awareness and increases in motivation were confirmed.
(Unit :%)
<table>
<tr><th>Question item</th><th>%</th></tr>
<tr><td>Through civilian police activities, my responses to residents have changed.</td><td>89</td></tr>
<tr><td>My motivation as a police officer was improved through civilian police activities.</td><td>81</td></tr>
<tr><td>I feel that residents feel closer affinity to police officers.</td><td>97</td></tr>
<tr><td>Through the Project, participation of the community in their own security was promoted.</td><td>94</td></tr>
<tr><td>Cooperation of residents is indispensable for maintaining security.</td><td>99</td></tr>
<tr><td>Civilian police activities (door-to-door visits, problem-solving, etc.) are effective in decreasing crime.</td><td>97</td></tr>
</table>
Source: Results of beneficiary survey</td></tr>
</table>

[158] In the Project, the questionnaire survey was implemented in January 2007 for all 2,740 officials in Metro BPR and BPR. These are the opinions of 2,101 (76.7%) police officers who answered the questionnaires.

<table>
<tr>
<td>Indicator 1-2: Regarding the organizational structure of BPRs, the function of police sectors including police station activities is improved.</td>
<td>Indicator 1-2: Appropriate personal assignments are carried out at BPRs</td>
<td><u>Achieved</u>
At the end of Phase 1:
The number of personnel at the BPRs increased from 1,308 in 2004 to 1,598 in 2006. The ratio of the number of officers in police sectors to the total number of officials increased from 54.8% in 2002 to 58.3% in 2006.

At the end of Phase 2:
Metro BPR: 1,543, BPR: 1,559 were placed (at the time of the terminal evaluation).</td>
<td><u>Maintained</u>
Officers in BPRs, including police sectors, were augmented compared with the project period. In addition, through the introduction of the work management system (see Annex 1), the ability of executives to manage operations such as understanding real situations and issues of door-to-door visits, problem-solving has been improved.
(Unit: person)
<table>
<tr><th></th><th>Phase 2 terminal evaluation (2012)</th><th>Ex-post evaluation (2017)</th></tr>
<tr><td>Metro BPR</td><td>1,543</td><td>1,593</td></tr>
<tr><td>BPR</td><td>1,559</td><td>1,626</td></tr>
</table>
Source: Results of beneficiary survey</td>
</tr>
<tr>
<td>Indicator 1-3: Activities related to daily lives of citizens, such as guidance of crime prevention and traffic safety are executed at BPRs.</td>
<td>Indicator 1-1: Various types of police services towards civilian police activities are implemented at BPRs.</td>
<td><u>Achieved</u>
At the end of Phase 1:
Security guidance, traffic safety guidance, etc., were carried out.
At the end of Phase 2:
As for the civilian police activities, civilian police promotion month, door-to-door council, safe town fair, and regional security contest were implemented.</td>
<td><u>Maintained</u>
The civilian police activities which were provided during the project period are continuously implemented as own activities of BPRs, even at the time of the ex-post evaluation.</td>
</tr>
<tr><td colspan="4">Output 2</td></tr>
<tr>
<td>Practice on on-the-scene criminal identification in BPRs is improved.</td>
<td>The function of on-the-scene (at BKPM/POLPOS [159] etc.) police activities towards civilian police are improved at BPRs.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indicator 2-1: Number of investigations by on-the-scene criminal identification is increased in 2007.
Indicator 2-2: Number of fingerprints collected on the site is increased in 2007.
Indicator 2-3: Uniformed police officers execute the site preservation activities at an</td>
<td>Indicator 2-1: The number of investigations by on-the-scene criminal identification is increased, and the number of effective fingerprints collected at the scene is increased at BPRs.</td>
<td><u>Mostly achieved</u>
At the end of Phase 1:
Rate of on-site visits: 15.4% (2005) → 21.3% (2006)[160]
Number of fingerprint identification: although prioritized identification was promoted, there is no increase in the number. On the other hand, almost 100% of corpse fingerprints were collected in 2006.
Rate of site preservation: 33.3% (first half of 2005) → 87.5% (second half of 2006)
At the end of Phase 2:</td>
<td><u>Maintained</u>
The actual number of on-site visits has been significantly increased at the time of ex-post evaluation compared with the Phase 2 terminal evaluation. On the other hand, the number of fingerprints is kept at the same level.</td>
</tr>
</table>

[159] POLPOS (police post) is the name of existing police stations. Currently, POLPOS has been renamed as Polsubsector.
[160] The rate of on-site visits was accumulated only in Metro BPR; the data of BPR was not available.

<table>
<tr>
<td>appropriate level.</td>
<td></td>
<td>Number of on-site visit: 1,017 times/year (2008) → 1,384 times/year (2011)
Number of fingerprint identification: 656 cases/year (2008) → 365 cases/year (2011). The number was decreased due to the prioritization of the sampling.</td>
<td>(Unit: cases/year)
<table><tr><th></th><th>Phase 2 terminal evaluation (2011)</th><th>Ex-post evaluation (2015)</th></tr><tr><td>On-site visit</td><td>1,384</td><td>3, 126</td></tr><tr><td>Fingerprint identification</td><td>365</td><td>376</td></tr></table>Source: Phase 2 terminal evaluation and ex-post evaluation</td>
</tr>
<tr>
<td>Indicator 2-4: Officers of On-the-scene criminal identification section at BPRs obtain high level of skills for on-the-scene criminal identification and utilize them at the site.</td>
<td>Indicator 2-2: Police officers of the on-the-scene criminal identification section at BPRs obtain high-level skills of on-the-scene criminal identification and utilize the skills.</td>
<td><u>Achieved</u>
At the end of Phase 1:
An On-the-scene criminal identification instructors in BPRs were trained and utilized as training lecturers. They also applied the on-the-scene criminal identification technique at crime scenes.
At the end of Phase 2:
Technical examination of on-the-scene criminal identification was institutionalized, and training sessions were implemented by instructors on the examination for national certification on on-the-scene criminal identification skills.
(Unit: person)
<table><tr><th rowspan="2"></th><th colspan="2">Fingerprint identification</th><th colspan="2">Photo identification</th></tr><tr><th>Phase 1</th><th>Phase 2</th><th>Phase 1</th><th>Phase 2</th></tr><tr><td>Level of Instructor</td><td>3</td><td>10</td><td>3</td><td>5</td></tr><tr><td>Level A</td><td>10</td><td>25</td><td>8</td><td>13</td></tr><tr><td>Level B</td><td>9</td><td>88</td><td>8</td><td>18</td></tr><tr><td>Total</td><td>22</td><td>123</td><td>19</td><td>36</td></tr></table>Source: Phase 1 and Phase 2 terminal evaluation</td>
<td><u>Maintained</u>
The examination for national certification on on-the-scene criminal identification skills that has been supported by the Project has been implemented as a system of INP since June 2013. As of October 2016, the provinces conducting the examination have spread to 19 provinces[161], and a total of 711 officers passed, as shown below. On the other hand, the examination for photo identification has not been continued since the end of the Project.[162]
(Unit: person)
<table><tr><th></th><th>Fingerprint identification</th></tr><tr><th></th><th>At the ex-post evaluation</th></tr><tr><td>Level of Instructor</td><td>15</td></tr><tr><td>Level A</td><td>88</td></tr><tr><td>Level B</td><td>623</td></tr><tr><td>Total</td><td>711</td></tr></table>Source: Ex-post evaluation</td>
</tr>
<tr>
<td></td>
<td>Indicator 2-3: Various types of police services including door-to-door visits and acceptance of consultations, etc. are carried out on the fields</td>
<td><u>Achieved</u>
The number of door-to-door visits in 2008 was high since the data accuracy is low because appropriate monitoring system was not developed at that time. However, after the monitoring system was upgraded in 2009, the number of door-to-door visits was stable. On the other hand, a certain</td>
<td><u>Maintained</u>
The number of door-to-door visits by BKPM/Polsubsector and Babin in BPRs in 2015 was 425,841, and the number of problem-solving incidents increased to 6,580. The numbers of both activities were</td>
</tr>
</table>

[161] Jakarta, Central Java, Lampung, Bali, Riau Islands, Riau, East Java, South Sulawesi, South Sumatra, North Sumatra, Central Kalimantan, South East Sulawesi, Yogyakarta, West Java, East Kalimantan, Central Sulawesi, NTT (Nusa Tenggara Timur), NTB (Nusa Tenggara Barat), West Sumatra; in total 19 provinces.

[162] Along with the diffusion of digital cameras, the necessity of photographic identification skill including photographic developing is decreasing mainly because many pictures can be taken on-site.

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<td></td>
<td>(BKPM/POLPOS, etc.).</td>
<td>number of problem-solving was implemented, although there were slight fluctuations from 2008 to 2011.
(Unit: times/year)
<table>
<tr><th></th><th>2008</th><th>2009</th><th>2010</th><th>2011</th></tr>
<tr><td>Door-to-door visit</td><td>117,380</td><td>77,142</td><td>61,130</td><td>70,666</td></tr>
<tr><td>Problem-solving</td><td>111</td><td>558</td><td>372</td><td>425</td></tr>
</table>
Source: Phase 2 terminal evaluation</td>
<td>significantly larger than those of Phase 1 and Phase 2 terminal evaluations. This is because the INP must report to the Ministry of Finance on the results of door-to-door visits and problem-solving implemented by Babin according to the promotion of “one village one Babin system” and the Babin allowance (1,100,000 Indonesian rupiah/month/person. Approximately 9,200 Japanese yen) allocated by the Ministry of Finance since 2015.
(Unit: times/year)
<table>
<tr><th></th><th>Phase end assessment (2008)</th><th>Phase 2 terminal evaluation (2011)</th><th>Ex-post evaluation (2015)</th></tr>
<tr><td>Door-to-door visits</td><td>117,380</td><td>70,666</td><td>425,841</td></tr>
<tr><td>Problem-solving</td><td>111</td><td>425</td><td>6,580</td></tr>
</table>
Source: Phase 2 terminal evaluation and BPRs</td>
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<td>Indicator 2-4: Education and training at the BPRs (civilian police activities, On-the-scene criminal identification, and communication and command control etc.) are implemented</td>
<td><u>Achieved</u>
During the 5 years of Phase 2, the training mainly focused on police officers at BPRs was implemented as follows.
Civilian police activities: total 202 times
On-the-scene criminal identification: total 224 times

In addition, 13 IHT were conducted in BPRs for the officers in police resorts in other provinces and students in civilian police (POLMAS) courses in police officer schools and SPN (722 participants).</td>
<td><u>Maintained</u>
Civilian police activities:
BPRs conduct training twice a year for new recruits in each police sector.
In addition, with INP’s initiative, SPN, under the Police Education Institution in INP, provided training civilian police activities for 23,250 Babin from 2011 to the time of the ex-post evaluation.
On-the-scene criminal identification:
The training on fingerprint identification has been implemented mainly by instructors in BPRs to officers in police sectors twice a year.
Communication and command control:
Communication and command control has been implemented by incorporating into the civilian police activity (POLMAS) module.</td>
</tr>
<tr><td colspan="4">Output 3</td></tr>
<tr>
<td>Communication and command control system of BPRs is improved.</td>
<td>Good partnership with local residents in Bekasi and local governmental agencies is established.</td>
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<td></td>
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Indicator 3-1: The ratio of cases where actions are taken for reports from people in BPRs reaches 100% in 2007.		Partially archived (verification of target figure was difficult) All incidents reported to BPRs by telephone were transferred to related organizations and site supports were provided. Although police sectors report major incidents to the BPRs, minor incidents and cases were handled by the police sectors, thus, it was difficult to verify indicators. On the other hand, the number of correspondence has increased rapidly, so it seemed that the boundary between police and residents was being eliminated.	Partially Maintained (verification of target figure was difficult) Most of the incidents reported to BPRs by phone have been processed. On the other hand, the number of received emergency calls has not been recorded. For the reason that there are only few emergency calls due to the resident's low awareness (5 to 10 calls/month in BPRs). A large number of mischievous phone calls were also identified by the interview survey in BPRs. The reception record has not been implemented as a routine task of command center in BPRs due to lack of emergency calls.
Indicator 3-2: Communication and command control system of BPRs for emergency calls will be established.		Achieved The command center,[163] which had not existed before, was placed under the jurisdiction of the operations manager in Metro BPR. It has officially operated since April 2006 (one chief director, and 7 officers with three shifts of 24 hours operation).	Maintained The number of officials in the command center in Metro BPR is 7, and in BPR there are 6 operating in three shifts. BPRs have properly allocated personnel, and the communication and command control system is in place.
Indicator 3-3: Response time for cases where actions are taken for emergency calls and reports in BPRs is properly recorded.		Unverifiable Although the emergency telephone call system was initiated in 2006, accidents and incidents are first reported and consulted to the local leaders as the neighborhood and community associations. In many cases, the leaders do not draw a conclusion on the spots and reporting to police officers next day or several days later is common.	Unverifiable Emergency telephone call system was initiated, but frequency of its utilization is low, as mentioned above. Also, response time has not been recorded and it was impossible to verify indicators.
	Indicator 3-1: The number of public information and socialization activities is increased.	Achieved Public relations and awareness-raising activities were conducted 700 times in Metro BPR during 5 years of Phase 2 and 325 times in BPR, and participatory exhibitions were also held four times in Metro BPR. A variety of efforts to build relationships with residents were made.	Maintained In 2015, a total of 1,530 people[164] participated in 62 time of awareness raising activities in BPRs related to crime prevention, traffic safety, drug abuse, and anti-terrorism of the Islamic State (IS).
	Indicator 3-2: The number of FKPM meetings [165] participatory seminars and workshops is increased.	Achieved A total of 1,521 FKPM meetings and six participatory seminars were held in Phase 2 during five years, and the number of those meetings and seminars was being increased every year.	Maintained Even now, FKPM meetings, seminars, and workshops are regularly carried out in BPRs, and the number of FKPM meetings in 2015 was 48 with a total of 1,740 participants.

[163] The command centers are located in BPRs as centers to manage emergency calls, including 110, contacts from residents, and requests for police dispatches from police sectors.
[164] Only the number of participants in seminars and awareness-raising activities provided by Metro BPR and BPR was accumulated. (Those carried out by BKPM/Polsubsector and Babin are not included.)
[165] Police and civilian partnership forum (Forum Kemitraan Polisi dan Masyarakat:FKPM)

Output 4			
Training programs of "Police station management", "on-the-scene criminal identification," and "communication and command control" are improved.	The training system in relation to police activities towards civilian police is improved in collaboration with the JICA Program.		
Indicator 4-1: Developed manuals are completed.		Achieved Training teaching texts and materials were developed by counterpart organizations in charge of police station management (guidance of police station), communication and command control, and on-the-scene criminal identification.	Maintained By revising the module developed in the Project, the civilian police activity (POLMAS) module (textbook) was issued in 2016, distributed, and utilized in each training institution at provincial police departments.
Indicator 4-2: Two or more instructors each for "Police station management," "on-the-scene criminal identification," and "communication and command control," respectively, are trained in BPRs.		Achieved Counterparts from police station management (guidance of police station) (three person), communication and command control (two person), and on-the-scene criminal identification (tow person) provided training as instructors. Regarding on-the-scene criminal identification, three fingerprint and three photograph instructors who passed the examination were produced.	Continue except a part (photograph identification) As of 2016, the number of instructors in BPRs is 12 persons in civilian police activities, including police station management and communication and command control, and six persons in clinical identification. They are responsible for implementing each type of training. On the other hand, for the photograph identification, as mentioned above, the instructor system has not continued since the training is not currently being implemented.
	Indicator 4-1: evaluation of training by the participants is heightened.	Achieved In the training for the Project, experience of on-site activities and exchange of opinions with BKPM police officers were included, and those activities were highly evaluated by participants of the training. In civilian police training at SPN, 90% of the participants replied that they were able to understand civilian police activities through the training.	Maintained Based on the results of the beneficiary survey, 96% of police officers answered "strongly agree" or "agree" to the statement, "Civilian police training was effective in improving my capacity as a policeman." As a result, the high level of training was confirmed by participants. In the interviews with police officers who took training on on-the-scene criminal identification, high levels of satisfaction were shown, and the effectiveness of the training was confirmed.
	Indicator 4-2: Frequency of utilization of technical instructors is increased.	Achieved The following IHT was carried out by the instructors trained in Phase 2 over 5 years. Civilian police activity: total 9 times (667 participants) On-the-scene criminal identification: total 4 times (86 participants)	Maintained Use of civilian police activity and on-the-scene criminal identification instructors trained in the Project has been promoted, and during the Phase 3 period (from October 2012 to November 2016), the following IHT were implemented mainly by those instructors. Civilian police activity: total 94 times (1,583 participants)

			On-the-scene criminal identification: total 23 times (984 participants) In addition, the instructors have also been utilized for civilian police training in police schools implemented by the Police Education Institution in INP.