



Irregularities in the Promotion System of the National Police of Timor-Leste (PNTL) 2012

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Introduction

Funadasaun Mahein has reported on promotions within the PNTL in 2012, yet the promotions caused much concern for some PNTL members at the time. These concerns involved the irregularities taking place in the promotion process. The situation at the time was quite bad, particularly inside the institution of the PNTL, as many PNTL members expressed their dissatisfaction by disrespecting their superiors and neglecting discipline.¹

The 2012 extraordinary promotion process itself was a concern of some PNTL members because of the irregularities that took place in the promotion process. These members, the majority of whom are veterans, expressed their concern for the promotion process then presented their petition to the Prime Minister as well as the Ministry of Defense and Security.² During the socialization component of the promotion process, it was stated that priority would be given to veterans. A member of the PNTL approached FM about the commission's statements in regard to veteran priority, and other members expressed frustration with the promotion results, because management offered no justification as to why these individuals were not promoted, despite their sufficient and high scores during the commission's evaluation.

Even though promotion protocol has been better established in the past two years, the process in 2012 has, indeed, not been forgotten and continues to displease PNTL members to this day. Some members do not practice discipline in their work services, because they are still dissatisfied with the promotion process conducted two years ago. Some members have not worked since the situation in 2012, but they have still received their salary up to the present, despite calls to attention by their superiors.

This report aims to convey the incongruencies of the 2012 superior promotion process. There are still many concerns expressed about this process, but these concerns have not been addressed by politicians or the promotion commission itself. Furthermore, factual evidence has not been discovered or released. The concerns and frustrations of some PNTL members has led to disobedience and lack of discipline with respect to

¹ Fundasaun Mahein, (2010). Mahein's Voice No. 15, "Recruitment to PNTL: Long Way To Professionalism." Accessible here: <http://www.fundasaunmahein.org/wp-content/uploads/2010/12/mahein-nia-lian-no-15-141210-tet.pdf>. Accessed on 20 February 2014.

² Tempo Semanal (2013). Possibility Emerging of PNTL Petitioners in 2013? Accessible Here: <http://temposemanal.com/seguransa-defesa/item/291-posibilidade-mosu-petisionariu-pntl-ihha-2013>. FM Accessed on 20 February 2014.



authority in the PNTL institution. FM views that this cycle will devastate the command hierarchy and will affect PNTL activity, professionalism, and discipline.

Methodology

The synthesis in this report involved information from official documents, interviews, media publications, and a discussion held by FM research team, called a security sector discussion (SSD).

This report examines the irregularities of the upper-level promotion process within the PNTL in 2012, including the impact of the promotion itself upon the discipline of PNTL members in the workplace. Lots of PNTL members are really concern with the recent promotion process because of the irregularities emerged on the promotion process.

Irregularities in Promotion

In the report and various complaint documents, PNTL members expressed dissatisfaction with the results of the promotion. These documents conveyed their dissatisfaction to the public ministry, explaining that the laws governing upper-level extraordinary promotion, socialization, and implementation did not coincide. Therefore, the results of the promotion process were very poor, because the members of the PNTL who were not promoted became undisciplined. These individuals expressed their complaints to the promotion commission, the PNTL general commander, the ministry of defense and security, as well as the public ministry, but these complaints were given no attention at all.³

According to Decree Law No. 22/2012 regarding upper-level promotion in the PNTL, those eligible for promotion must demonstrate discipline and must undergo professional evaluation, physiological evaluation, interviews, final classification of selection, a promotion course, and a final testing of the promotion course.⁴

Some PNTL members also question the socialization process, because it was stated in this process that the promotion commission would give priority to veterans inside the institution of PNTL.⁵ In light of this, FM received a report showing PNTL members who were involved in resistance period working with the homage commission and the

³ Soares, Cesaltina. (2014). Member of PNTL was not satisfied with the superior-level promotions in 2012. Private Interview.

⁴Decree Law No. 22/2012, 23 May, Extraordinary Promotion Period of PNTL.

⁵ Soares, Cesaltina. (2014). Complaint document of the PNTL members who did not satisfy with the promotion result, presented to the Public Ministry. Dili



November 12th committee in the effort to complete their documents for promotion.⁶ Even so, some of them did not receive promotions. These individuals now present their dissatisfying letter to the ministry of defense and security.⁷

FM received a report that highlights some irregularities in implementation and throughout the 2012 upper-level promotion process as a whole. In the beginning of the socialization event, the commission declared that the promotions would prioritize veterans. In reality, the majority of these individuals did not pass the test. The 'special priority' to veterans simply meant that if one of these individuals scored higher than 50% on the written test, he or she would pass. However, lots of veterans completed the written test with scores above 50% but did not pass.

Table 01. List of veterans who did not pass the extraordinary promotion of the 2012

No.	Name	ID	Score on Professional Exam (%)
1.	Francisco da Costa	13140	79
2.	Antonio Pereira	12705	57
3.	Celestino A. S. Mendonca	12035	62
4.	Antonio Freitas	13072	51
5.	Laurentino de Jesus	11584	52

Source: Complaint document of the PNTL members who were dissatisfied with the promotions result, presented to the public ministry in 2013

Our research team also found that two members received high scores, yet they were only promoted one position forward, from assistant inspector to inspector. These two scored a 60 and a 75 on professional acknowledgment exam, passed their psychological evaluations, received an 'apt' designation in their interviews, and received a 26 and a 32.15 on the course test. In spite of this, these individuals were not given priority and, instead, were simply promoted one position forward, from assistant inspector to inspector.⁸

⁶ Nunes, J. (2013). Certificate from the Homage Commission and 12 November Committee to Complete the Promotion Documentation in the 2012 Superior Promotion Period in Dili

⁷ Menezes, Abel M. S (2013) Conjoint Declaration Document, dissatisfied with PNTL Promotion Result, Announced by the Promotion Team of PNTL in 2012 Superior Promotion Period in Dili.

⁸ Soares, Cesaltina. (2014). Complaint document of the PNTL members who were dissatisfied with the promotion results, presented to the Public Ministry. Dili



Table 02. List of PNTL members who received high scores but were promoted only one step

No	Name	ID	Note on the Professionalism Test	Psychological Evaluation	Interview	Note on the Course Test	Priority	Promotion
1	Cesaltina Soares	12294	76	Recommended	Apto	32.15	Nothing	Inspector
2	Jose Lopes	10117	60	Recommended	Apto	26.56	Nothing	Inspector

Source: Complaint document of the PNTL members who were dissatisfied with the promotions result, presented to the public ministry in 2013.

Irregularities must exist, therefore, because there are also some PNTL members who received low scores but advanced two steps forward, from assistant inspector to chief inspector. This occurred even though their professional test scores were lower than those of the members mentioned above and some other credentials are equal. Dissatisfaction occurred with other members, because there was no justification given as to why they were only promoted one position forward, even though their scores on the promotion materials were higher than those who were promoted two positions forward.

Table 03. List of the PNTL members who received lower or equal scores but were promoted two steps, from inspector assistant to chief inspector

No	Name	ID	Note on the Professional Acknowledgment Test	Psychological Evaluation	Interview	Note on the Course Test	Priority	Promotion
1	Bernardo Freitas	10357	60	Recommended	Apto	31.23	-	Chief Inspector
2	Helio da C. de Deus	10417	70	Recommended	Apto	29.22	-	Chief Inspector
3	Leonela do. R. Martins	10502	71	Recommended	Apto	29.08	-	Chief Inspector
4	Palmino da Cruz	10378	74	Recommended	Apto	28.55	-	Chief Inspector
5	Semedio Talu Mau	10348	73	Recommended	Apto	27.50	-	Chief Inspector
6	Manuel M.dos. Santos	11312	71	Recommended	Apto	27.38	-	Chief Inspector
7	Eduardo M. Amaral	11492	72	Recommended	Apto	26.12	-	Chief Inspector
8	Marcos S. Lopes	11450	53	Recommended	Apto	26.08	-	Chief Inspector

Source: Complaint document of the PNTL members who were dissatisfied with the promotions result, presented to the public ministry in 2013

Another case involves veterans' inside the PNTL. The commission explained in the socialization process that promotions would prioritize veterans who of chief sergeant and sub-inspector ranking. However, the promotion results reveal that veterans and some



PNTL members with high scores were only promoted one position forward, while others received low scores and were promoted two positions forward.

PNTL members are concerned and dissatisfied with the results, because there have been no justifications given by the upper-level promotion commission and the PNTL general commander. The table below outlines the scores from the promotion process, in which a chief sergeant with a high score was promoted one step up, to assistant inspector, while other chief sergeants with lower scores received the same promotion.

Table 04. List of PNTL members scoring high on the test but only promoted one step forward, from chief sergeant to assistant inspector.

No	Name	ID	Professional Test Score	Psychological Evaluation	Interview	Note on the Course Test	Priority	Promotion
1	Constantino Magno	11371	82	Recommended	Apto	30.23	Sub-Inspector	Assistant Inspector
2	Mateus Pinto	10642	72	Recommended	Apto	29.75	Sub-Inspector	Assistant Inspector
3	Raimundo de Araujo	10178	63	Recommended	Apto	21.08	Sub-Inspector	Assistant Inspector

Source: Complaint document of the PNTL members who were dissatisfied with the promotions result, presented to the public ministry in 2013

However, some of the PNTL chief sergeants received low scores but were promoted two positions forward, from chief sergeant to inspector ranks. Even worse, one of these chief sergeants did not attend the final evaluation of the commission but was promoted two steps forward, to chief inspector. Please refer to the following table for details:

Table 05. List of the PNTL members receiving low test scores but promoted two steps, from chief sergeant to Inspector.

No	Name	ID	Professional Test Score	Psychological Evaluation	Interview	Note on the Course Test	Priority	Promotion
1	Jaimito Hei	10568	57	Recommended	Apto	25.18	Sub-Inspector	Inspector
2	Francisco Martins	10326	57	Recommended	Apto	29.75	Sub-Inspector	Inspector
3	Pedro da Cruz	10729	57	Recommended	Apto	16.95	Nothing	Inspector

Source: Complaint document of the PNTL members who were dissatisfied with the promotions result, presented to the public ministry in 2013.



FM discovered also some irregularities within the rank of sergeant. Some of the PNTL members received high scores on the acknowledgment but received the designation of “*Recomenda com Reserva*” on the psychological evaluation. These individuals were promoted only one position forward, to first-sergeant. However, some members with the low score (*Recomenda com Reserva*) were promoted to chief sergeant, or two steps forward. This occurred despite the requirement that these officials score at least an 85 on the test. The aforementioned PNTL members are dissatisfied with the results because they appear unjustified, as shown in the table below.

Table 06. List of the PNTL members of sergeant rank who received low scores and the psychological evaluation result of “Recomendado com Reserva” but were promoted to chief sergeant.

No	Name	ID	Professional Test Score	Psychological Evaluation	Promotion
1	Leopoldina Rodrigues	10400	79	Recomendado com Reserva	Chief Sergeant
2	Julia de Jesus Martins	11374	78	Recomendado com Reserva	Chief Sergeant
3	Aloysius Pires	11547	75	Recomendado com Reserva	Chief Sergeant
4	Inacio dos Santos	11562	72	Recomendado com Reserva	Chief Sergeant
5	Moises de Deus Maia	12099	71	Recomendado com Reserva	Chief Sergeant

Source: Complaint document of the PNTL members who were dissatisfied with the promotions result, presented to the public ministry in 2013

Furthermore, some PNTL chief inspectors received good scores on the acknowledgment test, the psychological evaluation, and the interview by the promotion commission but did were ‘not selected’ for promotion. No further justification was given.



Table. 07. List of PNTL members of chief inspector rank that were “not selected” for promotion

No	Name	ID	Psychological Evaluation	Professional Acknowledgment Test	Priority	Promotion
1	Jacinto C.dos Santos	10024	Recommended	73	None	Not Selected
2	Afonso Pinto	10072	Recommended	73	None	Not Selected
3	Nuno R. Gomes	10827	Recommended	73	None	Not Selected
4	Antoninho da C. Fernandes	11491	Recommended	70	None	Not Selected
5	Luis Soares Barreto	10122	Recommended	68	None	Not Selected

Source: Complaint document of the PNTL members who were dissatisfied with the promotions result, presented to the public ministry in 2013

Meanwhile, another PNTL chief inspector received a low test score but was “selected” by the promotion commission and promoted to the rank of assistant superintendent. See the table below for details.

Table. 08. List of the PNTL members with low score but “Selected” in the promotion

No	Name	ID	Psychology evaluation	Professional acknowledgment test	Priority	Promotion
1.	Antonio da Luz	11682	Recommended	66	Nothing	Assistant superintendent

Source: Complaint document of the PNTL members who were dissatisfied with the promotions result, presented to the public ministry in 2013

The agent mentioned above was promoted to chief sergeant even though this individual had no priority and was not mentioned in the extraordinary promotion law, No. 43/2012. In spite of this, promotion commission awarded priority and promoted this individual for the post mentioned above. FM noted this on the complaint document drafted by some PNTL members who were not satisfied with the promotion and presented their concern to the public ministry. They expressed frustration that this individual was promoted five positions forward, to the post of chief sergeant.⁹

The upper-level promotion law (No. 43/2012) does not grant priority to the principal and chief agent posts. However, it is evident that the promotion commission awarded priority

⁹ Soares, Cesaltina. (2014). Complaint document of the PNTL members were dissatisfied with the promotion results, presented to the Public Ministry. Dili



and recommended some of these individuals for the officers, because some chief agents were promoted to officer positions, as shown in the bellow table.

Table09. List of the PNTL members with the post anterior of principal agent and chief agent promote to assistant inspector, even there has no priority

No	Name	Rank	ID	Priority	Promotion
1.	Domingos X. da Costa	Chief Assistant	10618	None	Assistant inspector
2.	Mouzinho da Conceição	Chief Agent	12381	None	Assistant inspector
3.	Marcelino Fraga	Principal Agent	10578	None	Assistant inspector
4.	Manuel Salsinha	Principal Agent	10943	None	Assistant inspector

Source: Complaint document of the PNTL members who were dissatisfied with the promotions result, presented to the public ministry in 2013

FM discovered during its research related to the promotion process of 2012 that, according to the socialization phase, PNTL members who were studying abroad were not allowed to attend the promotion test. Meanwhile, some of these members were promoted in the extraordinary promotion of 2012, and some others who were on “leave without payment” but were promoted in the promotion phase of 2012. In spite of this, some of the other active members with high scores did not receive promotions.¹⁰

Ironically, the chief sergeant Sandra do Ceo Maria Costa Bossa, ID 10086, was promoted to the rank of Assistant Inspector during a 27 March 2013 ceremony at the PNTL headquarters. Sandra has occupied the assistant inspector rank for 3 months. However, the promotion commission then lowered her to the anterior rank of chief sergeant, though clear justification has been provided by the promotion commission or the PNTL General Commander. Sandra was on leave for two years to continue her studying and then returned during the time period in which the promotion was taking place. Sandra was entered into the promotion process because she was recommended by the PNTL General Commander. Because of this situation, Sandra decided to resign from the institution of PNTL, even though the commander corresponded with her, because Sandra considered the 2012 upper-level promotion process to be unfair.¹¹

The conjoint declaration document also expressed dissatisfaction regarding the psychological tests, which it claimed did not follow normal protocol. The process itself was led by the Police Officers of the Indonesian Republic (POLRI), and these questions were crafted with the intention of learning the state’s secret. Following are questions from the promotion team of POLRI officers:

10 Soares, Cesaltina. (2014). Complaint document of the PNTL members were dissatisfied with the promotion results, presented to the Public Ministry. Dili

11 Bossa, Sandra do Ceo Maria Costa, PNTL chief sergeant (2014). Member of PNTL promoted to Assistant Inspector then demoted to anterior rank of Chief Sergeant. Private interview.



- a. Which institution did you work in during Indonesian occupation, based on your background?
- b. During the conflict year in 1999, did you run to Indonesia or stay in Timor-Timur?
- c. How many intelligence people are in Dili city?
- d. What is your plan if the UN mission ends in Timor-Timur?¹²

FM's is curious as to why such questions would emerge. Were these questions from the commission of the extraordinary promotion or from the psycho test? In formulating the psychological test, it is the responsibility of commission of the upper-level promotion to evaluate which questions to ask and which not necessary to ask. The above questions have caused various doubts in members of the PNTL, many whom have concluded that the POLRI was searching for information from the PNTL and the internal security situation. POLRI has a long history with Timorese people during the 24 years of occupation, and this Indonesian government still has yet to take full responsibility for this history.

Another case that FM discovered was the involvement of some political parties in the promotion process. One such case took place in Manatuto district. *Partidu Congresso Nacional Reconstrução Timor (CNRT)* published a report, signed by the district coordinator, and on the report were the irregular acts committed by some of the PNTL members in Manatuto district. The accusations alleged that some PNTL members were connected to the FRETILIN party¹³ during the presidential and parliamentary campaigns of 2007 and 2012. A PNTL member accused by this report was, in the end, not promoted during the extraordinary promotion process of the 2012, even though this member received a high score during testing and a certificate of promotion.¹⁴

First, FM really appreciates the roles of political parties in the development process, particularly in the security sector, because those politicians have served the important function of controlling the development, professionalism and discipline of PNTL members. As dictated by the constitution of the RDTL, Article 147, No. 1, the security and police forces are urged to defend the democratic process and guarantee the citizens' safety internally, but they should not have political parties.¹⁵

¹² Menezes, Abel M. S (2013) Conjoint Declaration Document, dissatisfied with PNTL Promotion Result, Announced by the Promotion Team of PNTL in the 2012 Superior Promotion Period in Dili.

¹³ FRETILIN – Frente Revolucionario Timor-Leste Independente.

¹⁴ Report published by the Presidential Party of CNRT, Manatuto District Marcos da Cunha. Presented to the Prime Minister of RDTL with the following number: 53/Part. CNRT-Dist. Mtt/VIII/2012. This report was published on 21 August 2012. Private Interview.

¹⁵ Constitution of the Democratic Republic of Timor-Leste, article 147, Number 1.



Second, the report presented by the political party has been appreciated by the district commander also served to convey proper promotion protocol to the PNTL general commander and the promotion commission. These processes must follow the provisions of discipline law, which means that cases involving PNTL member misconduct should be subject to police investigation. This investigation is the responsibility of the justice department of the district commander and should take place before upper-level promotions are awarded.

Impact of the Promotions

Expressing continuing dissatisfaction with 2012 upper-level promotion process, these PNTL members have presented their petition and formal complaint to the promotion commission.

Furthermore, some of these members have become undisciplined in their work. An individual in Covalima district abandoned his duty, taking with him a pistol and motorbike belonging to the PNTL. This individual was one of the aforementioned members who did not pass the promotion tests in 2012. Furthermore, this individual member did not work till the following morning and did not participate in the standard morning parade activity that is done by every district PNTL for their commander and members. This member is one of many who remain dissatisfied with the process that was applied by the government and conducted by the promotion commission in 2012. This PNTL officer is also a former veteran, so there has not yet been any disciplinary action taken by the district commander or PNTL General Commander.¹⁶

One PNTL officer, the inspector Cesaltina Soares, presented a case to the public general prosecutor, claiming that the promotion results were not fair. This officer informed to FM that she received a high test score but was promoted a single step, from assistant inspector to inspector, while other, low-scoring members were promoted two or even three positions forward.¹⁷ There was a call-to-attention by the PNTL general commander, but she did not obey of the order. She defends this action in the name of justice, because she believes that the commission of the promotion, as well as the PNTL General Commander, did not fairly recognize the scores achieved during the test process.¹⁸ This is yet another example of the consequences of these results, which have caused some PNTL members to become undisciplined and disobedient to the orders made by superior officers.

16 Fundasaun Mahein (2013) Lack of PNTL Discipline a Threat to Security in Timor-Leste. Can Access here: <http://www.fundasaunmahein.org/2013/09/24/undisciplined-pntl-threatens-timor-lete's-security/>

17 Test scores can be seen on the table of the promotion results on the first page.

18 Inspector Soares, Cesaltina (2014). A PNTL member concerned with the upper-level promotion results of 2012. Private Interview



FM also discovered that, not only have the 2012 promotion results triggered complaints against the commission of the promotion, but some sergeants from the PNTL, such as the sergeant chief Sandra do Ceo Maria Costa Bossa, have resigned as a result. She resigned from the PNTL due to lack of motivation, because she was promoted to assistant inspector but then demoted to the role of chief sergeant only three months later.¹⁹

FM has also discovered that some veterans working for the PNTL are also concerned with the promotion results of 2012, where they should presented the petition to the Prime Minister as well as the Ministry of Defense and Security. Even though socialization stated that the commission of the promotion has would grant priority to veterans, the upper-level promotions came with a different. This case become a major headline in the news on all media outlets, and people have various perceptions of this petition.²⁰

Finally, FM's monitoring noted that some of the PNTL members have become undisciplined and fail to convey proper respect to other members according to the command's hierarchy, because some of these individuals in superior posts are known to have scored lower on promotion testing and have committed crimes.²¹ This damage the institution and the overall discipline of PNTL members, which may lead to weaker efficacy of the PNTL as an institution.

19 Bossa, Sandra do Ceo Maria Costa, PNTL chief sergeant (2014). Member of the PNTL was promoted to Assistant Inspector then finally demoted to the rank of Chief Sergeant. Private interview.

20 Tempo Semanal (2013). Possibility Emerging of PNTL Petitioners in 2013? Accessible Here: <http://temposemanal.com/seguransa-defesa/item/291-posibilidade-mosu-petisionariu-pntli-ih-2013>. FM Accessed on 20 February 2014.

21 Test scores can be seen on the table of the promotion results on the first page.



Summary of Recommendations

1. FM recommends that the PNTL General Commander review and evaluate each district commander, unit, and department in regards to police process. This evaluation should include a measurement of police merit, service, dedication, and experience. These departments should also share information with the General Commander regarding challenges that they face in terms of duty or service in their district, unit, or internal department.
2. FM also recommends that the government review the promotion process of PNTL, because the government has recently selected some officers for promotion. This is not realistic or effective, because the government does not work inside the PNTL and, thus, is not well acquainted with its institutional processes. Therefore, the monitoring process within the PNTL has achieved adequacy in its system of promotion. The PNTL should promote its members on the basis of experience and merit, and not with regard to any political or private interest.
3. Lastly, FM urges that this issue of PNTL promotion not be politicized. Instead, home rule should be given to the PNTL to conduct its own promotions, based on criteria that examine candidates' dedication, experience and merit.



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