



English Version



Local Initiatives on Community Policing:

The Initiatives of the District Commands of Bobonaro, Aileu, Liquisa and the Maritime Police Unit

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Executive Summary

Fundasaun Mahein (FM) has conducted case studies of the district commands of Bobonaro, Aileu, Liquisa and the Maritime Police Unit. This study focused on the initiatives taken by district commanders in implementing community policing based on the experiences they have, and it was implemented according to the security situation in each respective district.

The district commands of both Bobonaro and Aileu are collaborating with development partners, NGOs, community leaders and community members in the establishment of the Community Policing Council - CPC. The composition of the CPC involves the police, community leaders, female and male youth, veterans, community leaders and community members. The same approach is also applied in the district of Liquisa, where they use the term "Voluntary Security" (VS) to refer to their community policing program. The composition of VS involves the police, community leaders, female and male youth, veterans, community leaders and community members. This also includes the involvement of the Maritime Police Unit in implementing the community policing activities by means of cooperation with fishermen, fish traders and fish buyers along the beach in adopting the policing approach.

The CPC is a joint security model between the PNTL and communities in identifying problems that arise in the communities. The CPC helps identify the general situation in the village and hamlets. This includes identifying the security situation, economy, political climate and the general developmental progress occurring in each respective village. Identification is followed by implementation of activities such as the development of the community-oriented security system so the community can practice self-maintenance of security, preventing crime, and creating and maintaining peace.

The CPC serves as an alternative means of justice in communities, since justice is rarely served by the government throughout the districts and other supporting institutes provide mediation services to the community when problems arise. The CPC adopted the traditional justice system that has been long-rooted in the community, which enables the people to work effectively with the PNTL in implementing the approach. The processing of a case based on the traditional justice practice includes a mediation process involving the family or relatives of the conflicting parties, and is considered by the community as an alternative to the formal justice system, which has not reached people in the rural areas.

The alternative approach is called Voluntary Security (VS), which is the Community Policing model being adopted in Liquisa district. The function of VS is to provide for security, information sharing, and exploring the best ways of creating a safe, peaceful and comfortable situation which is, in practice, to be carried out by individuals or volunteers in order to contribute to security. The VS membership in the village consists of two youths (one male and one female) and also other community leaders who are engaged in the activity.

The establishment of VS is seen as an alternative method which encourages active community participation in its development in order to obtain information about all events taken place in Liquisa district. Because the government was not meeting its duties in providing information on development, the PNTL and community leaders took the initiative to establish the VS in order to open the space for

community participation in development of various areas including conflict prevention, peace-building, and the maintenance and promotion of peace.

In terms of prevention, there has been effective preventative measures taken and growing community participation in districts, villages, and hamlets. Some of the activities taking place or being designed are the creation of a work plan in designing statistics for recurring problems, meetings between the members of VS to identify problems, identifying target groups or individuals to formulate solutions, and gather information from community members to devise an effective prevention strategy that is solution-oriented.

These initiatives were spearheaded by district commanders in collaboration with the community, yet they have not received the full attention from the relevant ministries or the central government. To date, it has been development partners (donors) and NGOs who have provided support for these initiatives, in addition to the voluntary work of the community.

FM observes that such initiatives require the support of the government, as it is an asset of the community that has been initiated in the local level; the community becomes the owner of the efforts they have initiated. Additionally, this is a cost-efficient means for preventing conflict and bringing peace and security to the community.

Recommendation

1. Recommend to the Ministry of Defense and Security that it needs to provide policy and budget support for the community policing activities by taking initiative over the establishment of the CPC and Voluntary Security in the districts and to support the expansion of these programs to other districts
2. Recommend to the National Parliament Committee B for defense, security and foreign affairs to maintain its supervision of the policing activities at the district level and to monitor the progress of the work that has been initiated by the district commands, as well as requesting that the relevant ministries build on the efforts initiated by the police.
3. Recommend to the Secretary of State for Security (SES) to establish an integrated working cooperation focused on conflict prevention between the PNTL Command (through the Community Policing Department) with the National Directorate for Community Conflict Prevention (NDCCP). These two organizations will cooperate but continue to operate as separate entities.
4. Recommend to the PNTL command to continue to cooperate with civil society organizations and development partners in expanding community policing activities in district commands across the territory.

Local Initiatives on Community Policing:

The Initiatives of the District Commands of Bobonaro, Aileu, Liquisa and the Maritime Police Unit

Introduction

Community policing is the foundation of Timor-Leste's National Police (PNTL) as defined in the Organic Law of the PNTL under Decree Law No. 9/2009 February 18. In general principle, the nature and mission of the PNTL with regard to its strategy and philosophy on policing is that the PNTL should have the characteristics of community policing.¹

Article 18 of the Organic Law of the PNTL defines that the Department of Community Policing is part of the General Command and it has the following specific functions: a) To define the needs and the special training programs for community policing together with the Police Training Center; b) To prepare studies, opinions, programs and activities to be developed by the district commands among the population; c) To publicize the role and mission of the PNTL among the community; d) To provide support to district commands in the establishment of relationships with community structures; e) To perform other tasks falling within the purview of its mission.²

Fundasaun Mahein (FM) has conducted case studies in the district commands of Bobonaro, Aileu, Liquisa and the Maritime Police Unit. This study covers the initiatives of the district commands in the implementation of community policing initiatives based on their experience, keeping in accordance with the security situations in their respective districts.

The district commands of Bobonaro and Aileu collaborate with development partners, NGOs, community leaders and the community members in the organization of the Community Policing Council - CPC. The composition of the CPC involves the police, community leaders, female and male youth, veterans, community leaders and community members. The same approach is also applied in the district of Liquisa where it is called Voluntary Security (VS). The composition of the VS includes the police, community leaders, female and male youth, veterans, community leaders and community members. This also includes the initiative of the Maritime Police Unit in implementing the community policing activities by means of cooperation with the fishing community, fish traders and fish buyers along the beach in adopting the policing approach.

These activities are aimed to create peace and a safe environment within the community. As a local initiative, it serves as a social force for conflict prevention yet is still far from receiving the attention of the central government. So far, these initiatives have only been supported by donors and NGOs, in addition to the voluntary work of the community members.

¹ Decree Law No. 9/2009 of 18 February. The Organic Law of PNTL. Article 1) section 2).

² Decree Law No. 9/2009 of 18 February. The Organic Law of PNTL. Article 18.

The Community Policing Model in the Districts of Bobonaro and Aileu: Community Policing Council – CPC

“CPC is an alternative justice in the district at times where the people’s access to the formal justice is far away, as this is an initiative by the PNTL and the local community, it serves as the only asset to mobilize in order to bring justice and peace to the people in their village and they have ownership over it in their respective villages; this is a good example for the country’s leaders and we seek for their political and moral support”

(Village Chief of Laomea, Lucio Americo, 29 March 2012).

Introduction

This case study focuses on the application of Community Policing as understood by the various models learned by police officers during their comparative study tours in other countries. The findings from this case study were obtained through interviews conducted with these officers and community leaders in the districts of Bobonaro and Aileu. In Aileu, the team managed to interview 6 people, comprised of three PNTL members and three community leaders respectively. 12 people were interviewed in Bobonaro—Maliana: 4 PNTL members and 8 community leaders, respectively.

The reason for the focus of this case study on the districts of Bobonaro and Aileu is because these districts have community policing practices that involve various groups in the community. These groups include community veterans, youth, customary leaders, woman’s groups, martial arts groups, etc. The PNTL refers to this Community Policing program as the Community Policing Council (CPC), as it is implemented in conjunction with the community. The CPC functions to develop a joint security model between the PNTL and community to identify the problems occurring in the community and find solutions to the problems as soon as possible.

The CPC model was developed by former Bobonaro District Commander Chief Superintendent João Belo. Commander Belo had previously gone for study tours abroad in order to study the various models of community policing from other countries. With references obtained from other countries, he then designed a model of community policing which is applied based on the security situation in Timor - Leste. In 2010 the model of the Community Policing Council was adopted in 10 villages in the district of Bobonaro.

This action was then followed by the District Commander of Aileu, who spearheaded its implementation in 11 villages within the district. Prior to its implementation, the District Commanders of Bobonaro and Aileu established a community policing team called "PNTL Liaison Officer (PNTL - LO)" for each village. The implementation of the CPC in Bobonaro and Aileu is due to strong coordination between the PNTL Command and community leaders.

The basic concept of community leaders being actively involved in the security of their community stems from over 24 years of experience of war with Indonesia, in which the Resistance Council was created and involved many members of the community. This experience has influenced the PNTL approach towards setting up and implementing its Community Policing Council model. The composition of the Community Policing Council reminds us of the experience of working together during a time of

resistance in order to work out ways the community groups can organize themselves to contribute to security in the community. On the other hand, the involvement of the community leaders is meant to enable the functioning of the Village Council developed by the local government in terms of rural development. This is because the CPC is represented by the community members, whom are perceived to be influential leaders of the respective village.

The creation of the CPC is the sole initiative of the PNTL Commanders, based on their experience with the security situation in each district. In addition, it empowers the community-based organizations in the village to be involved pro-actively in identifying problems and finding immediate solutions to conflicts in the community without waiting for the government interventions from the district capitals or from Dili.

CPC Serves as Alternative to Justice

The police seek various channels for conflict prevention by involving the community as an alternative method by which to implement justice for the people in the districts at times when the formal justice system cannot access the whole territory. The districts of Bobonaro and Aileu still do not have a District Court and Attorney, as well as a number of other institutions that provide mediation services to people when they face problems.

The CPC not only facilitates mediation, but also serves as a source of development information for the community. This is because the CPC members have access to the government structures in the district as well as the central government. For example, members of the CPC who are also members of the PNTL are informed by their commanders regarding the visits of some Ministers or Secretaries of State. It is helpful to them to obtain this information in advance, just as this information would benefit the members of the Village council and the community leaders.

80 percent of the PNTL members serve in the districts, in contrast, 80 percent of the supporting facilities such as vehicles and communication systems are in the capital Dili. As a result of the poor distribution of these resources, the PNTL is in a weaker position when it comes to providing security and maintaining law and order. The PNTL does not require a substantial amount of funding in order to fulfill the provision of security and requesting community participation in support. The creation of the CPC enabled the PNTL to spread its wings and really height in its impact on district communities; overall, the PNTL has cooperated well and acted quickly in conducting successful activities despite the absence of adequate supporting resources.³

Given the aforementioned reasons, the initiatives of the PNTL district commands of Bobonaro and Aileu have been towards the creation of the CPC as a community body to perform preventive measures. They have sought to do this by means of studying, monitoring and mediation in order to obtain immediate solutions that are less time-consuming and do not waste unnecessary materials or money. The good thing is that through the CPC the community groups in the districts were directly involved in identifying the problems and jointly performing preventive measures to respond to the problems they have identified and advocating solutions based on the existing cultural practices.

³ Belo, João. (2013). Former Bobonaro District Commander. Interview in Private.

On the other hand, as the CPC's interventions continue to follow the existing traditional justice protocols in the community; this will ultimately enable the community to cooperate with the PNTL in its joint implementation. As the CPC adopted the traditional justice system in handling the cases, utilizing the mediation process that involves the families of the disputing parties, the community viewed it as an alternative to the formal justice system, which has yet to reach the rural community. Furthermore, CPC system continues to uphold the family unit rather than separating the families, following the logic that any problem can always be solved amicably in the districts of Bobonaro and Aileu.

Description of the CPC Activity

Since 2011 the PNTL District Commands created a PNTL team that will engage with the communities in every village. Once a good relationship was established with the village council and the community-based organizations, the Bobonaro district command dispatched the PNTL officers who will be engaging with the community, referred to as the "PNTL Liaison Officer" (PNTL-LO). The PNTL-LO does not serve as a coordinator but only to facilitate the community groups that are members of the CPC, and to hold meetings with every group in the community. The CPC meeting is to identify the situation in the village or hamlet and how to quickly locate solutions to the problems that occur.

The PNTL-LO designated to a particular village will always visit the village where they became members of the CPC, and hold meetings with other CPC members from the community. During the meeting, they exchange information on the security situation, economy, local politics and the general development taking place in the village in question. The CPC members also identify the potential problems. The problem identification is categorized by types:

- a. Political issue
- b. Economic issue
- c. Issue on land dispute
- d. Youth issue
- e. Issues of relatives by marriage
- f. Domestic violence issue
- g. Organized and ordinary crimes
- h. Security issue

The identification of problems by type is intended to support the CPC in finding solutions. Cases in which there are types of problems that cannot be resolved by the members of the CPC will be channeled to the government through the local authorities in the local government.

For the sake of maintaining a safe and secure environment in the village, the PNTL-LO along with other CPC members will also engage with the Religious Institutions and NGOs serving in their area. Sometimes the NGOs share information about HIV/AIDS and drugs and the members of the CPC will disseminate the information to the youth as well as sometimes displaying movies about the history of Timor-Leste in order to entertain the community.

Another activity undertaken by the PNTL-LO is to share information with other members of the CPC, to then be disseminated to the community through communal activities such as wedding parties, funerals

and other communal events. It is through the aforementioned activities that the members of the community will come together and make it easier for the CPC to explain or disseminate the information; therefore, it is not necessary to go door-to-door to disseminate the information. For example in Balibo village, the CPC took the opportunity during a party to share information about the drugs from Dili that crossed the border into Indonesia. As a result, everyone who attended the party immediately received the information about this incident simply by word-of-mouth.

CPC from Bobonaro to Aileu

The district of Aileu serves as a prime example that the practice of the community-policing model, CPC, is an extension of the practice of the CPC model in the district of Bobonaro. The design of the CPC activities in Bobonaro is different from the one in Aileu, yet the common experiences in Bobonaro have served as a practical guide for the CPC model in Aileu. The CPC in Aileu has been implemented as a pilot program in 10 villages; and each village has a designated PNTL-LO who, along with other CPC members, carries out their tasks covering two areas.

- a. Crime reduction
- b. Create and strengthen relationships between the PNTL and the community, so that they may jointly maintain security in order to bring peace to their villages.

There is a strong chance that the CPC model may be applied in all districts of Timor-Leste. The CPC model is easy to implement in accordance with the security situations in the respective districts.

The adoption of the CPC model from the district of Bobonaro in the district of Aileu serves as a precedent for the government to find ways to provide support for this model to be applied throughout Timor-Leste. The opportunity is ripe for this initiative to be implemented in the entire territory of Timor-Leste as the CPC model was designed based on the initiative of both the community and the PNTL. The initiative of the inland community and the PNTL has culminated in the creation of a great and legitimate force created by the people; rather than waiting for action from the government the community members are the policy makers of the community policing model they have developed. This initiative is a positive indication of people's active participation in preventing conflict within the community. This is a good sign and may trigger the national leaders to provide political support to the currently implemented CPC model, as its implementation requires the government to invest more on such excellent initiative from the community.

The implementation of CPC in Aileu and Bobonaro continue to be based on the nature of the security in each respective district. In addition, the active communication between the PNTL district commands of Bobonaro and Aileu is meant to share experiences and strategy. At the national level, the district commands of Bobonaro and Aileu report to the General Commander regarding the implementation of the CPC model applicable in their respective districts. The General Commander works in cooperation with *The Asia Foundation* and other international partners in order to get funding support, as there has not been funding dedicated to the community policing activity so far from the government.

There are three areas that will make the community policing program function properly:

- a. The Organic Law of PNTL art. 18 Law No. 9/2009 of 18 February that gives opportunity to the PNTL district commands based on their competence in the districts.
- b. Lack of knowledge of the PNTL district commands.
- c. The inter-related ministries have not defined proper policy in terms of prevention.

Given these reasons, the PNTL district commands participated in comparative studies abroad; they came up with their own initiatives to develop the Community Policing model. CPC is a good model and has been applied to address the nature of security in the districts of Bobonaro and Aileu. As the support to this initiative comes from the people in Bobonaro and Aileu in implementing the CPC model, it clearly sends a message to the leaders of the country that conflict prevention efforts in the community do not necessarily need to be spearheaded at the national level.

CPC Activity

The activities implemented in the districts of Bobonaro and Aileu were designed in a joint effort between the PNTL and community according to the security situation in the respective districts. The general idea is that the first objective of the CPC is to engage the community groups in the two districts with regularly implemented activities:

- a. Develop community-oriented security system and maintain their security.
- b. Prevent crime
- c. Build and maintain peace
- d. Design the system

The PNTL-LO along with members of the CPC and the community were being pro-active in monitoring the security situation in the community. Prior to the monitoring, they paid visits to the villages and conducted meetings in the hamlets. During the community meetings they explained about the roles of the CPC and how the members of the community can engage in the activities under the CPC program. Furthermore, the members of the CPC also shared their contact details with the community, introducing the members of the CPC to the community in the villages and hamlets. In addition, they identified potential problems and designed preventative solutions.

In Bobonaro, there have been many issues raised concerning land boundary and rice field or farm boundaries, domestic violence, and martial art groups. In terms of issues regarding the boundaries of rice fields or farms, the role of the CPC is to call the parties involved as witnesses in the respective areas. Once all the parties have marked their presence, the CPC will make judgment based on facts or kinship and cultural ties in the respective areas, and linking this information with the history of the land boundary obtained from the elders. After hearing from all the parties, the CPC will ask for alternatives for solutions. The alternatives, for example, may be a decision between whether the boundary is to be returned to its original location or remain as it is currently, or to be moved based on the history of the land following the memory of the elders. In cases of domestic violence, the CPC always identifies a problem whenever it occurs, and will call the parties to explain how it can be resolved amicably. In such circumstance the CPC often involves the parents and the customary leaders in order to come up with best solution.

In instances where the CPC is presented with a particularly severe or complex case, the CPC will refer the case to the state via the PNTL-LO. At this point, the PNTL Criminal Investigation unit will handle the case, and will ultimately refer it to the Office of the Public Prosecutor. Enacting such a system helps ensure that the village communities, members of the CPC, and sub-district government officials will comply with this process as a proven system to govern their community in response to problems that arise.

- Prevent crimes

Patrolling by the PNTL-LO and other members of the CPC is conducted to make assessments based on the results of the monitoring informed by the members of the CPC. In the case of urgent matters, a meeting will be called and immediately measures will be taken to examine the situation and plan how the CPC can intervene to resolve the problem. In addition, the CPC also marks its presence in the community by organizing recreational activities such as movie screenings and friendly sporting events.

In Bobonaro, the CPC always tried to organize meetings with the martial art leaders. These meetings aim to follow-up regarding their activities. They are always invited to be engaged in activities and included as members of the organizing committee for certain events in the respective area. In Aileu, the CPC included members of the martial arts in its structure. As a result, less martial art conflicts have occurred since the CPC's inception in 2011. On the other hand, it is interesting that the members of the CPC keep track of the activities of the ministry representatives that visit their areas. The members of the CPC take these opportunities to assist the representatives. In Aileu, the members of the CPC accompany the representatives from the Secretary of State for Promotion and Equality (SoSPE), which makes socialization efforts for laws on domestic violence and make campaigns for laws that criminalize domestic violence.

- Building and Maintaining Peace

Create activities in the community that are led by community members, which lead to increased community participation. It is the initiative of the community to design the activities; therefore, they can get to know each other better.

Establishing relationships between community groups in the village or the district helps to create peace and mutual understanding among them, which is necessary in order to bring peace to their village or district. Therefore, the members of the CPC and the PNTL-LO have served as key facilitators.

Conclusion

The Community Policing model of the Community Policing Council (CPC), initiated by the PNTL district commands of Bobonaro and Aileu, serves as a joint participatory action between the community and the PNTL to maintain peace and bring justice to the community in situations where access to the formal justice system is unavailable to the community. This program also helps the PNTL establish the impact

of its community policing activities, which do not have full financial support from the government. The CPC serves as an alternative body to call various community groups to come together as partners of the PNTL in creating peace and justice.

The budget allocation to the Community Police Department is insufficient. Furthermore, the facilities and resources (such as vehicles and communication devices) available to the high number of PNTL officers working in the districts is also insufficient, resulting in a largely inefficient and ineffective police force. Therefore, the presence of the CPC has become a much needed forum for potential groups that exist in the community to be involved in their community. More specifically, these groups can create the system of security and justice in their community utilizing their self-created tools and protocols, ultimately enabling them to gain trust from the community through low-cost, transparent, and capacity-building operations. It is therefore necessary to expand the CPC throughout the districts. It would be highly beneficial if the government would provide political support for the efforts that have been made thus far at the local level in these communities.

It is not necessary to allocate funds and resources in order to be able to serve the nation and the people. This is the motto of the PNTL district commander Joao Belo. The actions of the CPC have demonstrated that good initiatives and the active participation of the community is a great asset for maintaining security and preventing conflicts within the community. Furthermore, the creation of a community model that is pro-active in the national development should come from the base.

While it was initiated in Maliana, the CPC expanded its operations to Aileu. This shows that the initiative taken by the PNTL district commands have created opportunities for community participation in development, especially with regard to local security.

The community expects that, in the future, the participatory security system established under the CPC will represent the interest of all the people. This means that they will have a sense of ownership in maintaining security, and will focus on conflict prevention rather than only conflict response.

The Community Policing Model in the District of Liquisa Voluntary Security – VS

Introduction

This case study focuses on the practice of community policing in the district of Liquisa. The focus of this case study is to conduct interviews with the Liquisa District Commander, the only female within the PNTL institution who has served as District Commander. Interviews were also conducted with 3 officers within the district community policing unit of Liquisa, 2 drivers, 2 youth and 4 community leaders. In addition, interviews were also conducted with JSMP, an NGO that works in the district of Liquisa to socialize the judicial system and laws on domestic violence.

The community policing practices being adopted in Timor-Leste derive from experiences in other countries where some PNTL District Commanders were sent abroad for a comparative study tour. Each of these PNTL officers designed their community policing initiatives based on the nature of the security situation in their respective districts. Bobonaro – Aileu adopted the Community Policing Council (CPC) model, while the model of community policing in Liquisa district is called Voluntary Security (VS).

Since 2009, the district of Liquisa has implemented the Voluntary Security model of community policing. The function of the VS is to provide for security, information sharing, and exploring the best ways of creating a safe, peaceful and comfortable situation which is, in practice, to be carried out by individuals or volunteers in order to contribute to security. The VS membership in the village consists of two youths (one male and one female) and also other community leaders who were engaged in the activity.

There has not been any specific training provided to the members of the VS; the Liquisa District PNTL Command has only provided basic training to the VS regarding security monitoring. In case of an incident, they use the “*Miss Call*” system to get in touch with the PNTL in the Liquisa district. After placing a call, the PNTL will call them back to get a clear explanation of the situation. The PNTL will then promptly respond by means of relaying instructions or taking another preventive measure.

Despite not having received special training from a competent institution, the initiatives of the members of the VS and the PNTL in the district, in conjunction with the community in Liquisa, began operation during the Presidential and Parliamentary elections in 2012. As stated in the election law, the distance between the placements of the PNTL from the polling centers should be 25 meters. The police deployed the VS to make interventions in the polling centers throughout the district. During this period, the VS obtained lots of information and forwarded it to the PNTL to immediately address the existing problems.

The cooperation between the PNTL and the VS with the community in Liquisa district has not received support from the government in terms of training. In addition, there has been no recognition from the political leaders to provide support to the VS despite all it has done to prevent conflict in partnership with the district PNTL command of Liquisa.

Composition of Voluntary Security

The members of Voluntary Security derive from various community groups such as martial arts groups, representatives of women groups, male and female youth, members of village councils as well as other community members in the villages and hamlets. The members of Voluntary Security are deployed in sub-districts LiquisaVila, Bazartete and Maubara. There is a total of 242 volunteers spread across the district of Liquisa:

- a. LiquisaVila :61 Volunteers
- b. Bazartete :77 Volunteers
- c. Maubara :104 Volunteers

Strategy Level

The establishment of the VS is seen as an additional method to provide an opportunity for active participation of the community in its development, as well as to get information on various events occurring in Liquisa district. During instances in which the state institutions -which are supposed to distribute information about development - do not function properly, the PNTL and the community leaders have come up with the initiative to form the VS to provide for the participation of the community to development all sectors, including conflict prevention, peace-building, and the maintenance and promotion of peace.

Participation in VS is also a strategy to create a society that is pro-active in conflict prevention and engages in dialogue and information-sharing about incidents that have taken place in the sub-district, village or hamlets. In response, members should immediately look for solutions, identifying problems and referring serious cases to the national government at times when the PNTL and VS cannot handle it.

Prevention Level

In order to take effective preventive measures in Liquisa district, the "Active Village Liaison Officer (AOLS)" created a work plan that covers the following:

- a. Keep statistics of the problems that have occurred
- b. Conduct meetings with the members of the VS to identify problems
- c. Identify target groups or individuals to provide assistance in finding solutions.
- d. Listen to and gather information from the community
- e. Design an effective and solution-oriented prevention strategy

In every village and hamlet there are members of VS. Each day, members in the sub-district level will make a "Miss Call" to the phone number "77622648". After receiving a "miss call ", the AOLS will immediately contact the incoming phone numbers in the "miss call" system for clarification.

AOLS will identify the problems reported through the "miss call" system. The AOLS along with the VS members created the volunteer program in order to immediately overcome problems by finding out why

the community environment is not conducive to security: is there any involvement from community groups or political groups, or is it individuals who trigger the problems that are occurring now or in the future?

What Has Been Done So Far?

Despite the fact that there is no political support or funding from the central government, the efforts for community mobilization has come from the local level. The implementation of information sharing within the community at the district level has been carried out since 2010. In 2010, the identification of the security situation in the district of Liquisa identified that domestic violence was a serious and increasing problem. The outreach programs at the district level involved the community leaders and local government, and the socialization continues to villages and hamlets until the end of 2011.

After socialization was conducted in mid-2011, data collection was implemented along with the VS program. At that time, VS started monitoring and implementing the "miss call" program. The "miss call" program is exemplified by learning by doing. Learning by doing has helped the VS program during the Presidential and Parliamentary elections. This started during the period of political campaigns and continued through the counting of votes, the publication of results, and the formation of government in 2012. The VS facilitates the PNTL in conducting preventative actions by engaging with the STAE and CNE officers in the polling centers spread across Liquisa district. This approach enables the VS to move freely in the polling centers. After that, they will report to the PNTL to take necessary preventive measures.

The role of the VS-AOLS is to teach people to take responsibility for security. Implementation of these activities during the general elections in 2012 is proof that the VS can adapt in any situation and are very flexible in their implementation of community policing.

The Challenges facing the Implementation of VS in Liquisa

The establishment of the VS by the PNTL district command of Liquisa was done without any support, either in terms of training or funding. In addition, there is currently no legal basis for the VS structure as the central government and local governments in Liquica district do not yet recognize it.

VS members do not have basic skills in mediation and act only based on the guidance of the AOLS and from their motivation to help their community and their nation. They have not received training on conflict mediation and nor training on how to identify the cycle of conflict in order to come up with neutral solution. Furthermore, they lack equipment support in terms of uniforms and identity cards to confirm their position as members of the VS. These problems are compounded during the rainy season. For example, after VS members identify a problem, they often cannot even make a "miss call" because there is no credit and therefore no phone service.

The VS is the Community Policing model in Liquisa district and has become a good example as a program for conflict prevention. VS members started to show their work during the elections in 2012. Small successful stories and legitimacy from the community regarding the roles of the VS and AOLS are continual, but it is unfortunate that even the State General Budget for 2013 does not show any budget allocation for community policing. It is the constant ignorance of political leaders and national

leaders in the central and local governments that lead to the lack of support provided to these existing initiatives.

Another emerging issue is the security for the members of the VS. They receive no guarantees or subsidies, but work purely on a voluntary basis. The risk to their families and their safety remains an issue of concern.

From Obstacles to Success

The opportunity remains open for the participation of 63,452 people in Liquica district. Another success that can be seen from this case study is that although there is no financial support, the community continues to work with the PNTL. Lack of legislation and other political support has not been an obstacle keeping the community from engaging in conflict prevention programs.

The roles of the members of the VS are divided equally so as to utilize anyone who is capable of solving certain problems. The membership of the VS consists of elders, youth, and young and old women. There are many types of crimes that tend to occur in Liquisa district. Some are ordinary crimes, while others are serious crimes. Therefore, the members of VS should communicate with the other members, and the elders should be involved in the mediation process in order to work out the solutions. For example, attempted rape against women in the household due to drunkenness or gambling (such as cock-fighting or playing dice) often ends up damaging property or in physical assaults. Normally, when these types of crimes occur, the elders will report to the head of the village or to customary leaders to figure out how to approach the alleged offender. Female youth are also involved in approaching the parents as well as in notifying the families on how they can help prevent members of their family from engaging in crimes.

In other cases, such as ones involving martial arts, the VS often inform the members of martial arts groups. After that, the members of VS will address the leaders of martial arts groups, and then summon the members suspected of being involved in the crimes. If such a situation occurs, the elder members of the VS will give advice, but they cannot act as customary leaders.

Sometimes, when there is fighting between the martial arts groups in Liquisa, members of the VS will notify the most influential martial arts leaders. For example, in the village of Lisadila in sub-district Maubara, there was an attempt by the members of martial arts groups to conduct vehicle checkpoints. Although member of the VS was present at the time, the other members were reluctant to report about the attempt for vehicle checkpoints. Instead, they reported it to one of the martial arts leaders in Liquisa. Although he is not from Maubara, he is well-known and influential.

The involvement of young women in the VS structure is significant. In the village of Maumeta, young female members of the VS inform girls in the village not to travel alone at night, especially when going to the river, because that's often where criminals assault the girls. They encourage their female friends to avoid places that are considered high risk. The young members of the VS also report cases to the police. As the PNTL district commander of Liquisa is a woman, every case involving a woman will always get the first service and be considered high priority. This motivates the young and old women to report on any cases of violence against them, immediately and strictly.

These young women always refer the cases of violence against women to the members of Timorese Women Popular Organization (OPMT) affiliated with the FRETILIN Party. The OPMT is known to be very influential, and the information will be forwarded immediately to local authorities in the village and hamlets. Ultimately, when there is a suspicion of a possible serious crime against women, it will be forwarded to the PNTL. If the crime is suspected to be only minor, then the influential women who receive notification will only report it to the local authorities to find the appropriate and timely solution.

PNTL – Acts of Domestic Violence.

As the Liquisa district PNTL commander is the only woman in the upper-level leadership in the district, she declared zero tolerance regarding cases of domestic violence. The Liquisa Commander, Superintendent Natercia Soares Martins said that before she assumed the task, the number of cases of domestic violence in the district was very high. After she assumed the commanding role in 2010, however, she began to apply it to her subordinates. Whenever it is found that there are PNTL members involved in cases of domestic violence, upon receiving complaints from the wife of the individual members involved, the investigation process is conducted immediately.

During each morning assembly conducted in Liquisa district's PNTL headquarter, Commander Natercia always emphasizes that the rights of wives and women are very important and must be upheld by the members of the PNTL. She argues that any women who serve in the top ranks of the police institution would not let their fellow women suffer from abuses committed by men.

The Liquisa district commander also made regular monthly visits to the sub-districts of Bazartete, Maubara and Liquisa Villa to observe the situation on the ground, conduct meetings with women's groups and inform them that domestic violence has been criminalized by law. In addition to information sharing, the commander also sought to meet with other young women or women of influence to ensure their cooperation with the VS in the hamlets and villages. The meetings held with the women are intended to impress upon to them that they should report instances of domestic abuse.

Additionally, the Liquisa district commander also regularly engaged in discussions with women's groups in hamlets up to the village and sub-district levels. At the district level, the commander requested that the number of women in the membership of VS should be increased. Each village should have at least one woman in the VS structure, not only as a member of VS, but also to help other women speak out the truth, and not be afraid to report their husbands or brothers when they were beaten by them.

At the national level, Commander Natercia has also been involved in the activities of NGOs engaged in women's empowerment initiatives. Along with the Secretary of State for Promotion and Equality, they always help each other in disseminating information about the law on domestic violence. Due to her active involvement in efforts to assist women, as well as on the involvement of women in development, she organized the women to attend seminars in Dili on women's roles. After organizing them to Dili and bringing them back to their village, the commander often asked them to disseminate any information they have acquired during the seminars in Dili. Commander Natercia is eager to build the capacity of other women so that they can be empowered and be able to identify types of domestic violence, in order to prevent and advocate for other women who are less informed.

Peace along the International Road

The national and international highway that connects the capital Dili with the neighboring country Indonesia, passes through the area of Liquisa district. In order to create peace and harmony as well as steady transportation for domestic and international travelers, the Liquisa district PNTL along with the community leaders have made efforts to create peace along the international highway. This case study found that the role of the VS has been significant in creating peace and security along the highway from Liquisa to Loes.

Members of the VS who live in the area along the highway from the village Tibar to Loes provided information to the road users. The role of the VS is to inform the PNTL of any accidents or disputes between the road users and the people who live near the highway. A member of the Community Police unit reported that the VS members who assumed these tasks live near the highway. It is easier for them to monitor the road traffic. In case of accidents or other events, they will report to the PNTL by means of the “miss call” system.

There are also other duties of the members of VS who live near the highway. They must report to the PNTL and community leaders in the event of:

- a. Landslides or falling rocks that cover the road.
- b. People intercepting vehicles along the highway in the area of Liquisa.
- c. Keep an eye on people who swim at the beach in Liquisa.⁴

The Maubara Community Police Commander said that when people who live near the highway responded to cases of car accidents, incidents of people drowning, fights or land slides, the police and ambulance always come late to attend to the scene. But after the VS structure was established, from village of Tibar to Loes, it has significantly contributed to peace and safety along the international highway within the area of Liquisa district. Now the police always receive information earlier and immediately respond to the scene.

A driver working for the RDT Company, who often makes round-trips to transport goods from Kupang to Dili, said that the road is safe because the district police and the communities in Liquisa have made good coordination in maintaining the road safety. He added that his car was often broken in the area between Karimbala and Maubara, but that the PNTL and the youth often came to help and provide security.

Similarly, a bus driver from Maliana said that the security situation in the area is safe and under control because the Liquisa district PNTL and youth cooperate well. He added that, in case something happens, the youth will notify the PNTL immediately. Therefore, he feels safe and secure when driving on the road during the day or night. He confessed that he was afraid to drive at night in the bus before, but now he has the courage to drive during the night because there are no threats to his security.

⁴ The International Highway in Liquisa area lay along the coast with beautiful landscapes and many local tourists from Dili visited the beaches. Therefore the PNTL also deployed the VS to report on incidents of people drowning, fighting or any other incidents.

The Practice of Community Policing Model In the Maritime Police Unit - MPU

Introduction

This case study focuses on the practice of community policing in the Maritime Police Unit (MPU). In this case study, the team was able to interview 18 members of the MPU. This includes 4 member of the MPU at the Sional post, 4 from Atauro post, 3 from the Dili Port, 3 from the MPU post in Atabae, and 3 from the MPU Post in Com. In addition, the team also interviewed 2 fish merchants, 2 buyers, 3 people from the fishing community, 3 passengers of the vessel Berlin Nakroma, the owner of the vessel Atauro Jaya, and 1 person near the MPU compound in Sional, Dili.

This case study focuses on the MPU because the daily transactions in the fish market near the beach involve more than 500 people and the circulation of between USD \$5,000 - \$10,000. The MPU assumes that with so many people involved in the transactions at the fish market, the opportunities for conflict are enormous. Additionally, the MPU also used the experience from the year 2000 as precedent. The seaside market of Bidau Santa Ana and Hera was the location of regular conflicts between people that resulted in many people being injured and the fish traders losing money and their fish products. The people involved in the transactions came from the mainland and the island of Atauro, as well as from other islands such as Wetar and Kisar.

The fishing communities from the islands met with the buyers in Dili, as well as buyers from almost all over Timor. Because of the reasons mentioned above, the MPU is implementing the community policing approach. Additionally, the involvement of community members from different backgrounds risks the outbreak of large-scale conflicts. Therefore, the application of Community Policing in the MPU is intended to assist in preventing conflicts and finding solutions to coastal fishing communities and the buyers.

The MPU does not have adequate resources available to respond to a large-scale conflict that may arise. More over, the MPU is only comprised of 36 personnel to cover such a huge area of work. Therefore, the MPU activities are oriented towards the practice of community policing in order to find preventive solutions.

The role of the MPU is to help establish a good relationship between the buyers and the fishing community in the coastal areas. With this approach, the MPU can also organize the buyers and fishermen community in the coastal area to work together in maintaining peace and cleanliness along the coast. The MPU can also bring safety and security for the community and the tourists who swim or dive at the beach.

Overview of the MPU Community Policing Activities

The activities of the MPU cover two main areas of focus. One area of focus is on the coastal areas, and the other one is offshore. In order to strengthen and successfully complete its activities, the MPU is cooperating with the community and the government institutions as well as NGOs.

Partnership with communities' in the coastal area is implemented by sharing information with the fish buyers and the customers who visited the clothing market and those who came by boat, and also the community and the tourists who swim at the beach. In addition, the MPU is also coordinating with the NGOs that are working in the environmental field, such as Fundasaun Haburas, to conduct cleaning activities on the coast. During the cleaning activities, the MPU also gives information about how to protect the sea weed on the beach to prevent it from being damaged. The MPU also informs the people about the places around the statue of Kristu Rei that are risky to swim near. In the future, the MPU plans to cooperate with the Directorate of Civil Protection to put a mark on the places that present a risk.

On July 5, 2012, the MPU cooperated with the Dili District Community Policing Team under the support of the Community Police Department at the PNTL HQ, by organizing a *Life Exercise* on the coast on how to provide first aid to victims who drown in the sea. In this *Life Exercise* simulation, the MPU took the opportunity to demonstrate how to provide first aid to the victims, and the Dili District Community Police contacted a doctor and an ambulance to take the victims to the hospital. This *Life Exercise* simulation demonstrated the cooperation between the MPU and the Dili District Community Police. The MPU has, in fact, engaged in rescuing a member of the community who drowned on the beach behind the statue of Kristu Rei. The MPU was able to promptly respond to the scene and conduct the rescue because it had previously distributed its emergency contact number to the community members. The MPU is always ready to conduct a rescue.

The MPU conducted numerous information sessions because the maritime area is very large. In Dili and Atauro, the MPU conducted briefings on the route to be travelled by boat to avoid big waves and also to avoid the destruction of seaweeds and coral reefs. In Dili, the MP identified the mooring places for fishing boats and cargo ships. These places are reserved for the ship to moor and also to facilitate the loading and unloading of goods, as well as to assist the crew to access the mainland.

In the port of Com, the MPU formed to the local community about the best times to travel by sea. There often many accidents in the area, so the MPU established a post in order to identify the trouble spots and also to provide information to the local community about correct times to travel. When accidents occur, people are advised to immediately contact the MPU.

In Atabae, many Timorese use small boats to travel to Indonesia. The MPU explained to them about the risks they face, and also socialize them on the procedure of crossing the maritime border crossings between Timor-Leste and Indonesia. In 2007, the MPU managed to rescue 4 Timorese who were

drowning. To avoid illegal maritime border crossings to Indonesia, the MPU conducts socialization on the use of *border passes* to the community in the border area.

In Atauro, the MPU helped the small boats entering port. MPU explained to them about the process during the sea journey to Dili and also the procedures while they are in Dili. This is aimed at informing the ship owners about the rules before traveling to Dili. The fishing communities in the area are already familiar with the price of fish in the market in Dili and also how to avoid problems that have often arisen between the sellers and buyers.

Beacu-Betanu

Despite the fact that there are no MPU posts in Beacu and Betanu, the MPU regularly patrols in these areas. During the patrol, they talk with the fishermen community; clean the beach, and providing information about the water front fish market in Dili. This is intended to inform them about the situation in the Dili waterfront market and also the provisions on how to access the markets. On June 24, 2011, together with the Manufahi Police Squadron, the MPU cleaned the beach. In October 2011, the MPU visited Beacu in Viqueque. During this visit, the MPU patrolled with the PNTL Squadron of Beacu, and conducted a meeting with the fishermen community in order to share information about the water front fish market in Dili and the also provisions on how to access the market.

During visits to the fishing communities the MPU always coordinate with the Heads of the village in the respective areas for cooperation. Before contacting the PNTL district commands in each area, the MPU will first contact the Heads of the village or the local community leaders. This collaboration is intended to create active engagement between the MPU and the community leaders to emphasize the importance of cleanliness in the tourism areas, the procedures for rescue, general cleanliness in the coastal areas and also the activities in the waterfront fish market in Dili.

In order to facilitate the distribution of information, on February 2012 the MPU, along with the NGO Haburas, conducted a radio *talk show* to share information about general safety. The purpose of this radio program was to distribute information about the activities undertaken by the MPU in each post across the territory as well as to provide the contact numbers for each of the MPU posts.

Activities were Designed Based on the Security Situation

a. Activities and the Actors

All activities performed by the MPU were designed according to the security situation in the respective areas; however, in principle the MPU aims to inform the fishing community and the coastal communities on several essential points:

- Familiarization with the coastal environment
- Prevent crimes
- Maintain peace

The three points mentioned above were designed based on the initiative of the MPU to create a safe and comfortable environment for the fishing community and the people who live in the coastal area as well as other community members who come to the beach as tourists.

Each separate coastal or beach area requires a different approach. Therefore, the MPU always consults with the community leaders before designing activities. On every occasion, the MPU will first identify the security situation and the potential groups involved. These details involve the type of crime, youth groups, fishing groups and berths on the waterfront.

Identification efforts aim to support the MPU in designing responses. For example, many of the youth in Atauro fish. As most of the fishermen are young people, the MPU provides an overview of the market along the coast in Dili and also the access rules. Furthermore, they explain the immediate safeguards that sometimes can be provided to the fishermen. The approach taken by the MPU is to support the fishing community so they will be able to help one another during their fishing activities on the ocean or on the beach of Atauro.

b. Expenses

As the MPU has a limited budget, the approach taken by the MPU for community participation is done in an attempt to be as low cost as possible.

In addition to reducing expenses, engaging the community is critical to the success of the activities undertaken by the MPU and the coastal and fishing communities. If the activities are successful, community members will have ownership over the activities and can practice them together.

c. Reaction to the Initiative

Activities include cleaning the beach and rules over access to the market in the beach area (such as in Sional). The rescue conducted in Atauro received a positive reaction from the fishermen and buyers as well as other community members who went to the beach as tourists.

d. Type of Change

In 2000, the fishing communities and the vendors came from Atauro to sell their products at Hera Market and Bidau Santa Ana. At times, the local buyers confiscated the products sold by the merchants, which resulted in physical confrontation.

In 2002, 2003 and 2004, some community members who went to the beach drowned in the sea without anyone being able to save them. However, after the MPU began implementing its activities, it had a significant impact in helping the fish buyers and sellers, facilitating the activities in the community with peace and accessibility.

e. MPU Tentative Activity

MPU plans to socialize environmental laws to the communities in the coastal areas. The MPU also has plans to engage with NGOs or other institutions in order to protect the people. These plans include regular patrols in the coastal areas of Kristu Rei and Area Branka. Plans are in place to put up a billboard with the contact numbers of the MPU in order to enable access for the community living in coastal areas.

Lessons Learned

Through working with diverse communities along the coasts, and with small boats in the territory of Timor-Leste, the MPU has identified and implemented the following approach:

- a. The community and the MPU should cooperate and create a good partnership in applying the community policing initiatives
- b. Active participation from the community indicates trust to the MPU in providing maritime security.

Summary Recommendation

FM's Recommendations:

1. Recommend to the Ministry of Defense and Security to provide policy, legislation and budget support for community policing activities, which include the maintenance of the CPC and Voluntary Security programs. This support should include other districts that will establish these programs based off the existing models, but tailored specifically to each respective district.
2. Recommend to the Committee B of the National Parliament for defense, security and foreign affairs to supervise the policing activities at the district level in order to monitor the progress achieved by the District Commands. In addition, relevant Ministries should support initiatives taken by the police.
3. Recommend to the Secretary of State for Security (SES) to establish an integrated working cooperation focused on conflict prevention between the PNTL Command (through the Community Policing Department) and the National Directorate for Community Conflict Prevention (NDCCP). These two organizations will cooperate but continue to operate as separate entities.
4. Recommend to the PNTL command to continue to cooperate with civil society organizations and development partners in expanding community policing activities in district commands across the territory.

Annexes

Annex A–Information on the Methodology

Discussion

Fundasaun Mahein (FM) adopted its own discussion method called *Security Sector Discussion* (SSD). By means of this method, the research team coordinated discussions and conducted analysis of the materials relevant to the research focus. As the basis for the study, discussions included a focus on the national legal frameworks as outlined in legislation, regulations, and previous studies that have been published. In practice, the duration of the discussion is one hour long.

Interview

The Research Team interviewed PNTL Commanders, members of the PNTL, community leaders, community members involved in the policing project, drivers, and female and male youths. The interviews were conducted in the Districts of Aileu, Bobonaro and Liquisa, including the Maritime Police Unitin Atabae, Atauro, Com, Dili and Sional as well as the fishing community.

Research Team

The Research Team for the study was lead by Néilson Belo as the Executive Director. The researchers are comprised of João Almeida, Caetano Alves, and Moises Vicente, with the support of Antonio Mendonça As the car driver.

Annex B –Profile of the Interview Participants

Day	District and Institution	Occupation	Participants	Male	Fema	Age
	Aileu	PNTL	3	2	1	30 – 45
		Community Leaders	3	2	1	25 – 40
	Bobonaro	PNTL	4	3	-	30 – 45
		Community Leaders	8	7	1	30 - 45
	Liquisa	PNTL	3	2	1	30 – 45
		Community Leaders	2	2		30 – 40
		Youth	2	1	1	25 – 30
		ONG	1	1	-	25 – 35
		Drivers	2	2	-	25 – 30
	UPM - PNTL	Members of MPU	18	18	-	30 - 45
		Fishermen	3	3	-	25 - 35
		Fish vendors	2	2	-	25 - 40
		Fish buyers	2	1	1	20 - 35
		Boat owner from Atauro	1	1	-	30 - 40
		Passengers of Nakroma	3	2	1	20 - 35