



The 2015 State General Budget for the Community Police Needs Political Support from the National Parliament

Mahein's Voice No. 89, 30 October 2014



This Report of Fundasaun Mahein's Voice is supported by the People of America through the United States Agency for International Development (USAID) and the Embassy of Finland in Jakarta.

The views expressed in this report do not represent the views of the United States Agency for International Development (USAID) or those of the.



Website: www.fundasaunmahein.org



Contents

Contents	2
Introduction	3
Methodology	3
PNTL Strategic Plan for the Community Police and the 2015 SGB Proposed	4
Successes and Challenges of the Community Policies	6
• Success	7
• Challenge	8
Recommendations	9
Bibliography	10



Introduction

The government has submitted its 2015 State General Budget (SGB) proposal to the National Parliament (NP) on last October 2014, and it will discuss this proposal with each of the relevant parliamentary committees before continuing to a plenary session for further approval.

Fundasaun Mahein (FM) believes that, in these discussions, the NP will draw attention to the problems and successes faced by community police efforts thus far. FM believes that the NP is keenly aware of the lack of police presence in general, as well as the shortages faced by police in facilities, equipment, lodging, and training. These concerns were raised by Jacinto Viegas and Paulino Monteiro, members of Committee B of the National Parliament. Both members urged the Secretary of State for Security to provide funds in the 2015 SGB for the resolving of these issues. In reality, the community police efforts are having some success, but these departmental shortages (facilities, equipment, etc.) are severe hindrances.¹

This report wishes to stress the need for political support from the NP in regards to community policing initiatives. In the proposed 2015 SGB, the government made key allocations to community police efforts. For example, Village Police Officers (VPO's) would be given training resources and technical communication training. Security Volunteers in 13 districts were would also undergo training. Furthermore, this proposed budget sets aside money for the village police posts, home visits for community police, schools, community meetings, and transportation (vehicles and motorbikes) for district commanders.²

FM believes that the National Police of Timor-Leste (PNTL) will execute this plan, especially the aspects involving community policing, with success. The PNTL has made recent progress and has voiced its commitment to achieve the goals set out by the PNTL Strategic Plan for 2014-2018. In addition, the PNTL now holds its members to the standard of VIP (Visible, Involved, and Professional).³

Methodology

In preparation of this report, FM researchers analyzed official copies of the proposed 2015 SGB. Furthermore, researchers engaged in a Security Sector Discussion (SSD) that focused FM's monitoring of the PNTL and the activities of community police.

¹ Suara Timor Lorosa'e (STL). Saturday, 25 October 2014.

² The State General Budget (SGB) of the 2015. Paper 2: Annual Plan of Action: The Annual Action Plan of the National Police of Timor-Leste (PNTL) for 2015. P.152.

³ PNTL Strategic Plan for 2014 -2018.



The PNTL's Strategic Plan for the Community Police and the Proposed 2015 SGB

To successfully implement the PNTL Strategic Plan for 2014-2018, the PNTL needs support from the government and the NP. Purpose 5, which outlines the consolidation of order and community safety over the next four years, reads as follows:

“Consolidating the public order and community safety: The strategic aims of Operation 5 will be reached by:

- *Implementing the three VIP pillars within the realm of community policing.*
- *Improving the capability of the police by solidifying community policing efforts focused on the protection of citizens, particularly the vulnerable, such as children, youth, senior citizens, and victims of abuse.⁴*

FM has voiced that, if the PNTL is to achieve these ambitious goals, it must receive the support of the NP. Page 2 of the proposed 2015 SGB outlines an action plan for the usage of PNTL funding in 2015.

The budget proposes that the PNTL receive US\$27.963million in 2015. This budget will be allocated to the following institutions: the Directorate of National Administration and Finance (DNAF), the Special Police Unit (EPU), the Border Patrol Unit (BPU), the Maritime Police Unit (MPU), the National Command for Operation (NCO), the Police Training Center (PTC), and the PNTL in Regions I, II,III, and Oe-Cusse. The table below displays the proposed allocations for each PNTL department (US\$'000).

Institution	Expense Categories US\$'000					
	VS	GS	TC	CM	CD	Total
DNAF	13.393	4.631	0	663	140	18.827
PNTL-PEU	0	2.275	0	0	0	2.275
PNTL-BPU	0	1.286	0	122	0	1.408
PNTL-MPU	0	1.034	0	1	0	1.035
PNTL-NCO	0	1.101	0	157	0	1.258
PNTL-SFP	0	1.240	0	91	0	1.331
PNTL-Region I	0	751	0	0	0	751
PNTL-Region II	0	500	0	0	0	500
PNTL-Region III	0	474	0	0	0	474
PNTL- Oe-Cusse	0	104	0	0	0	104
Total	13.393	13,396	0	1.034	140	27.963

Source: 2015 SGB Paper 4A.

⁴ PNTL Strategic Plan for 2014 -2018. Consolidating public order and community safety is the purpose of the Strategy 5, to be implemented over the next four years.



The table above does not clearly define the allocations for the community police. Despite the stated importance of community policing in PNTL organic law, these initiatives do not yet receive specific allocations. According to Article 16 of PNTL organic law, the Community Police Department is the guardian of operational command,⁵ and the 2015 SGB allocates US\$1.258million for the national operational command. There is uncertainty as to how to interpret these overlapping allocations.

According to the action plan contained in the 2015 SGB, community police members will develop the technical and professional capacities PNTL members through internal training. Community police programs will continue to provide training for VPOs in villages as well as basic training for the community policy. Technical communication training will be given to VPOs in villages, and training will be provided to youth Security Volunteers in 13 districts. This action plan, if implemented, would have profound social and psychological impacts upon communities. Training for the youths would also prepare them to assist the police in security and crime prevention.⁶

In 2015, PNTL plans to carry out infrastructural development through the construction and rehabilitation of residences, streets, and other installations. The PNTL will begin the construction of 38 police posts in 13 districts, in the hope that increased police presence in rural areas will improve the PNTL's ability to protect and serve the needs of the people.⁷

In 2015, the PNTL also plans to ameliorate its administration and general operations by acquiring security equipment and motorcycles for 13 districts. This increased transportation will hopefully allow the police to successfully carry out its duties.⁸ It is not yet clear, however, how many motorcycles will be allocated to districts commanders, community police members, and other sections? FM recommends that these vehicles should be given to community police initiatives. FM's monitoring proved that lack of transportation is a major problem for VPOs in villages. For example, one VPO member sometimes works in two or three village but lives in other village. This individual does not have VPO transportation and must, instead, use public transportation or his private motorbike for work activities. Furthermore, residences for VPOs in villages do not exist yet.

⁵ Decree Law No. 9/2009, 18 February. The Organic Law of PNTL.

⁶ The State General Budget (SGB) of 2015. Paper 2: Annual Plan of Action: The Annual Action Plan of the National Police of Timor-Leste (PNTL) for 2015. P.152.

⁷ The State General Budget (SGB) of 2015. Paper 2: Annual Plan of Action: The Annual Action Plan of the National Police of Timor-Leste (PNTL) for 2015. P.152.

⁸ The State General Budget (SGB) of 2015. Paper 2: Annual Plan of Action: The Annual Action Plan of the National Police of Timor-Leste (PNTL) for 2015. P.152.



In 2015, police forces will be visible, patrolling by car, by motorbike, and by foot. Furthermore, the police will involve the community in its services and respond professionally to accidents and incidents by communicating with VPOs connected at the village level. Next, police will hold meetings with local leaders, vendors, youths, NGOs, and churches. It will be customary for police to visit schools, villages, and hamlets, collecting demographic data in the process. The result of this involvement will hopefully be improved relations between police and communities. This will hopefully increase trust in police, thereby improving the ability of the police to address crime, accidents, and incidents within the communities.⁹

FM believes that these policies and the proposed funds represent a positive movement toward the PNTL Strategic Plan in the realm of community policing, despite the problems still waiting to be addressed in the field. FM believes the proposed allocations will be approved by the National Parliament, because the NP has performed supervision and recognizes the demands of the conditions in the field. The NP has, in fact, urged the government to pay more attention to police conditions, and it has also heard public demands for increased police professionalism. In order to achieve professionalism, there must be reform in funding and policymaking for the PNTL.

Successes and Challenges for the Community Police

The communities' concerns over the poor presence of police in communities garnered strong attention from the President of the Republic and the Prime Minister, who responded by planning VPOs in all villages around 13 districts. According to the PNTL General Command's plan for the Districts, VPOs should be placed in every village in each district. By the middle of 2015, VPOs will be established in 442 villages.¹⁰

At the end of 2013, FM published a report about the general initiatives of community police.¹¹ These initiatives are supported by development partners and donors,¹² who helped form the Council of the Community Police (CCP) and the Volunteer Security (VS) in villages. The CCP and VS have formed in 8 districts, including Aileu, Ainaro, Baucau, Dili, Liquica, Manatuto, and Viqueque. Furthermore, 3 districts (Covalima, Ermera, and

⁹ The State General Budget (SGB) of 2015. Paper 2: Annual Plan of Action: The Annual Action Plan of the National Police of Timor-Leste (PNTL) for 2015. P.156.

¹⁰ Speeches made by the Chief of the National Community Police Department, Superintendent Boavida Ribeiro, in a community policing seminar Dili on September 2014

¹¹ Initiatives of the Community Police Practice: Initiatives of District Commanders of Bobonaro, Aileu, Liquisa and the Maritime Police Unit. Available at: http://www.fundasaunmahein.org/wpcontent/uploads/2013/11/MNH_Nu.05_15112013_Polisia-Komunitariapdf.pdf. Accessed on 24 October 2014.

¹² Donators that have supported community policing thus far are the government of New Zealand (through its Timor-Leste Community Policing (TLCPP) initiative), The Asia Foundation (through its HAKOHAK program), and the government of Japan (who operates JICA program)



Manufahi) are in the socialization phase of implementation.¹³ Right now, the CCP and VS are functioning in 74 villages in 8 districts.¹⁴

The CCP and VS are involved in every social fabric of their respective communities. The CCP and VS are composed of VPO personnel, village chiefs, members of village councils, story tellers, veterans, shopkeepers, educators, health practitioners, church administrators, and other relevant villagers.¹⁵

The placement of VPO's, CCP's, and VS's in villages is an integrated approach to the PNTL Strategic Plan, because these community-level agents embody the 'visibility' measure of the PNTL 'VIP Doctrine.'

- **Successes**

What are the responsibilities of the VPO, CCP, and VS? The main activity of these community police agencies is prevention of conflict and crime. First, members of the CCP and VS should identify security problems in their village. These individuals should then analyze the relative priority and threat level of each identified problem. Finally, they should collaborate to solve the identified problems. The methods used to resolve these conflicts are mediation and traditional justice with the story teller in their district. A real-life problem is the ongoing land dispute discussed recently in all territories. In the last few years, the crimes associated with this issue have increased. The VPO, CCP and VS in villages have become primary mediators, helping to foster agreement between the opposing sides of a case. However, these agencies do not intervene in the criminal cases (such as domestic violence) but, rather, communicate these concerns to the police via the VPO located in each village.

The VPO, CCP, and SV will conduct activities in houses and schools in their village by sharing pertinent security information with students and families. Members of the VPO and VS are also involved in other relevant tasks from the government, such as socialization of domestic violence laws. Members of all of these groups are working voluntarily.

¹³ Speeches made by the Chief of the National Community Police Department, Superintendent Boavida Ribeiro, in a community policing seminar Dili on September 2014

¹⁴ The National Community Police Department, 2014.

¹⁵ Ribeiro, Boavida, Assistant Superintendent (2014). Chief of the National Community Police Department. Private Interview



During its monitoring, FM noted that, in districts that have implemented the CCP and VS services, conflict and crime are reducing significantly. Before, rate of crime was far higher in these districts and villages. It can, therefore, be said that these security groups are immediately involved in the decision-making and peace-keeping efforts of their villages and hamlets. These actions reflect key parts of the PNTL Strategic Plan for 2014-2018 and the doctrine of VIP in the security sector. Communities are striving to become the main agents for security-sector development in their villages.

- **Challenges**

These successes, however, have not yet received the full attention of the government. In particular, the allocated budget for community police must be prioritized. As of now, community police activities in districts and villages still face various limitations, such as facilities, equipment, and lack training for these community police members.¹⁶

In mid-2014, the PNTL General Command and donor organizations partnered to hold a workshop in Dili to talk about community police services. In the workshop, the evaluation team of the donor program presented a preliminary report that found that the community police in villages will face basic shortages, in areas such as such as facilities, equipment, and training for the community police members. These provisions are all essential, if the community police agencies wish to improve their services.¹⁷

FM's monitoring of the community police took place during its regional visits to police and community workshops in five districts in 2013-2014. These districts were Aileu, Covalima, Liquica, Oe-Cusse and Viqueque. Community police members in these five districts presented their concerns regarding problems in transportation, communication, lodging, and community acknowledgment of the community police.

In response to these concerns, the government paid special attention to the community police in drafting its proposed 2015 SGB. Indeed, the PNTL action plan in the 2015 SGB focuses on human resource training, activities for the community police, infrastructure,

¹⁶ Initiatives of the Community Police Practice: Initiatives of District Commanders of Bobonaro, Aileu, Liquisa and Maritime Police Unit. http://www.fundasaunmahein.org/wp-content/uploads/2013/11/MNH_Nu.05_15112013_Polisia-Komunitariapdf.pdf.

¹⁷ Summary of the preliminary study of the monitoring and evaluation of the Timor-Leste Community Policing Program (TLCPP) as well as the cooperation between police and communities (HAKOHAK). This study was conducted by the evaluation team of Gordon Peake, Wilson, and João Almeida. Fundasaun Mahein participated in this preliminary discussion. The presentation of this report was held on 2 September 2014 at World Vision Hall in Bidau, Dili.



facilities, and equipment.¹⁸ These measures coincide with the philosophy of PNTL as well as the PNTL Strategic Plan for 2014-2018, which both call for commitment to community policing and adherence to the VIP Doctrine.

This proposed allocation to upgrade the community police service represents a positive push for police professionalism, which is lately of great concern to the National Parliament and communities alike.

Recommendations

1. Committee B of the National Parliament should support the allocations for the community police in the forthcoming discussion of the proposed 2015 SGB.
2. If the proposed measures are approved and implemented, the National Parliament should supervise its funding to the community police.

¹⁸ The State General Budget (SGB) of 2015. Paper 2: Annual Action Plan.



Bibliography

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

Initiatives in the Community Police Practice: Initiatives of District Commanders of Bobonaro, Aileu, Liquisa and the Maritime Police Unit. Available at: http://www.fundasaunmahein.org/wp-content/uploads/2013/11/MNH_Nu.05_15112013_Polisia-Komunitariapdf.pdf. Accessed on 24 October 2014.

The State General Budget (SGB) of 2015. Paper 2: Annual Action Plan.

The State General Budget (SGB) of 2015. Orsamentu. Paper 4: Rubric Budget.

PNTL Strategic Plan of 2014 -2018.

Summary of the preliminary study of the monitoring and evaluation of the Timor-Leste Community Policing Program (TLCPP) as well as the cooperation between police and communities (HAKOHAK). This study was conducted by the evaluation team of Gordon Peake, Wilson, and João Almeida. Fundasaun Mahein participated in this preliminary discussion. The presentation of this report was held on 2 September 2014 at World Vision Hall in Bidau, Dili.

Suara Timor Lorosa'e (STL). Saturday, 25 October 2014.