



Police Training Center: The Philosophy of Community Policing

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Photo: PNTL

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Introduction

According to the mission of the PNTL, although its organization, discipline, instruction and the ranks are based on the military, the PNTL is *not* a military force.¹

The PNTL strategic plan for 2014-2018, has the stated goal of achieving peace and security of Timor-Leste, with the principal mission being the defense of the rights and freedoms of the citizens in this democratic state of Timor-Leste, in order to strengthen the young republic.²

With this goal in mind, it is crucial that the state has the confidence of the people. To achieve this, the PNTL strategic plan adopts a practice called VIP—Visibility, Involvement and Professionalism. Central to the VIP scheme is visibility, since the increased police presence helps the community feel more secure. The plan has communities take part in the policing process, and requires police personnel to carry out their duties with professionalism, with the aim of building safer communities.³

The philosophy of VIP applies to all members of the PNTL. The community police does not refer only to a department or a specific section of the PNTL, but it refers to the approach of the PNTL members to the institution as well as between the PNTL and communities.⁴

This philosophy is to become a central tenet of the police service. And central to this is the role of the Police Training Center (PTC) of the PNTL academy. The PTC possesses the special capacity to provide training in ethics, cultural sensitivity, and professional technique, so that its graduates may provide a higher level of service to their communities and their country.⁵

To realize the instruction program for the community policing project, it is crucial that the PNTL take a special interest in the PTC and its curriculum. There must be clearly defined instruction program for community policing skills.⁶

This purpose of this report is to review the training processes at the PNTL, which is currently orienting to the philosophy of community policing. The report will also examine who is responsible for the community police, and finally cover concerns over the approaches and actions of the PNTL.

¹ Decree Law No. 09/2009, 18 February. THE ORGANIC LAW OF THE NATIONAL POLICE OF TIMOR-LESTE (PNTL). Article 1), number 2).

² PNTL Strategic Plan 2014 – 2018.

³ PNTL Strategic Plan 2014 – 2018 over the pattern of the PNTL called VIP.

⁴ PNTL Strategic Plan 2014 – 2018.

⁵ Decree Law No. 09/2009, 18 February. THE ORGANIC LAW OF THE NATIONAL POLICE OF TIMOR-LESTE (PNTL). Article 39), number 1).

⁶ Decree Law No. 09/2009, 18 February. THE ORGANIC LAW OF THE NATIONAL POLICE OF TIMOR-LESTE (PNTL). Article 18), line a).



Methodology

This report is based on information gathered from literature previously published by national and international NGOs and media, official government documents, and prior reports published by Fundasaun Mahein (FM), including private interviews. All Information was cross-checked by the research team.

The Background and the PNTL Training Process

1. *History of the PNTL*

The history of the PNTL begins on March 2000, with the United Nations (UN) mission under the United Nations Transitional Administration in East Timor (UNTAET). At that time, fifty (50) recruits were selected by the UN civilian police (CIVPOL) from candidates in Dili and the districts.⁷ The recruit pool was selected based on the combination between individuals who had no prior experience, and led by the former Indonesian police that filled the middle and upper levels of the force—a decision that caused controversy and was strongly protested by many civil society organizations.⁸

After building the police academy in Dili with guidance from CIVPOL, training was commenced for fresh recruits with a stated duration of three months. At the same time, 370 of the former Indonesian police joined to be new forces through an intensive four week course.⁹ Obstacles faced at the time are the limited time for training, and the UNPOL officers who provided training using English. Cadets only received three months training followed by four weeks of the basic course, and then graduated to be the PNTL officers.¹⁰

The quality and the efficacy of such training was not adequate because of the lack of a plan and hampered by the competency of CIVPOL since the initial year.¹¹ Some of the international training officers did not have enough experience of their own, and CIVPOL failed to develop a comprehensive curriculum.¹²

⁷ Fundasaun Mahein (2010) Recruitment to PNTL: Long Way To Be Professional. Available at: <http://www.fundasaunmahein.org/2010/12/14/mahein-nia-lian-no-14-komunikadu-da-imprenzarekrutamentu-ba-pntl-dalan-naruk-ba-profesionalismu/>. Access on 12 February 2015.

⁸ Bulletin of Lao Hamutuk, Volume 4 and 2. May 2003.

⁹ Wassel, Todd (2014). Report of TAF, Institutionalize the Community Police of Timor-Leste.

¹⁰ Fundasaun Mahein (2010) Recruitment to PNTL: Long Way To Be Professional. Available at: <http://www.fundasaunmahein.org/2010/12/14/mahein-nia-lian-no-14-komunikadu-da-imprenzarekrutamentu-ba-pntl-dalan-naruk-ba-profesionalismu/>. Access on 10 February 2015.

¹¹ Wassel, Todd (2014). Report of TAF, Institutionalize the Community Police of Timor-Leste.

¹² Fundasaun Mahein (2010) Recruitment to PNTL: Long Way To Be Professional. Available at: <http://www.fundasaunmahein.org/2010/12/14/mahein-nia-lian-no-14-komunikadu-da-imprenzarekrutamentu-ba-pntl-dalan-naruk-ba-profesionalismu/>. Access on 12 February 2015.



2. *Training for the Community Police*

With the PNTL organic law approved in 2009, the police academy was renamed to the police training center (PTC). The PTC continues to be responsible for providing training to PNTL recruits according to the PNTL organic law article 39 orders.

The PTC has provided training for the PNTL till 2015, with 35 classes graduated itself since the PNTL was established, with the total classes reaching 81 if the classes graduated by the development partners are taken into account. The duration of training for new recruits is one year: 2 months in Rai-Robo Atabae-Bobonaro, 8 months at the PTC in Dili, followed by 2 additional months in training before graduating to be the police officers of the PNTL.¹³

The training is very important for cadets for in order to build their basic awareness before becoming police officers. The training period lasts for one year. This one year is composed of two months basic training in Rairobo, followed by training in the law and discipline at the PTC and the function of police. The second general commander of the PNTL, Afonso de Jesus, said the purpose of the basic training's physical fitness is to educate the new cadets' mentalities to be strong if there are any conflicts in the future. It is hope that they will be prepared to respond to such situations.¹⁴

The training period for those recruits today compares well with the previous training. The current duration of the training program allows sufficient time for new recruits to learn their trade and prepare them to protect their communities.

The ombudsman of human rights and justice (PDHJ) cooperated with the PTC since 2010 and has provided training for new officers. The ombudsman role is important in order to provide training on law and human rights. However, the main obstacle is a limited amount of time in providing training for cadet. This results in important information such as the PDHJ's responsibilities, basic human rights, domestic violence laws, what constitutes torture, appropriate use of force and the detention process sometimes being glossed over or inadequately explained. The outcomes of the basic training that the PNTL have got are not sufficient to prepare cadets only in a week so it considers very limit of time.¹⁵

In an observation from the director of the NGO Asian Justice and Rights-AJAR, Jose Luis Oliveira said that the physical training should be sufficient, but that additional training should focus on the acknowledgement of law, and the proper mentality of a law enforcement officer. The issue can be resolved if there is a regular existing program inside the institution to develop

¹³ 260 Recruited Agents Start Participating in Training. Available at: <http://www.pntl.tl/2015/01/19/ajente-rekruta-foun-260-hahu-tuir-formasaun/>. Access on 17 February 2015.

¹⁴ New Police Should Participate in Physical Training. Available at: <http://www.thediliweekly.com/tl/notisias/seguransadefeza/1144-polisia-foun-tenke-tuir-treinamentu-fiziku>. Access on 20 January 2015.

¹⁵ Magno Ximens, Valerio (2014). National Director of Human Rights of PDHJ. Private Interview.



the physical training. The force should not depend on the PTC to provide the training, because it has yet to define clearly the curriculum of the PNTL training.¹⁶

The specialized training at the PTC, including the community police training, revolves around the main orientation of the PNTL philosophy: the community policing doctrine. Despite this, it is not evident from unit, department or section services of the PNTL.¹⁷

The community police training does not only focus on basic level but for the advance training as well, whether at the PTC or through the development partners. The advanced training covers the responsibility of the police officer village (POV) to visit homes in order to familiarize residents with domestic violence law, the new police training process, awareness of drugs/alcohol, and how the police conduct investigations.¹⁸

An important partner is New Zealand Police, with its mission in Timor-Leste called Timor-Leste Community Policing Program (TLCPP). TLCPP has supported PNTL cooperation with the national community police department (NCPD) and the PTC to expand and revise the community police training curriculum. Not only does it include training, but the head of the PNTL also did a comparative study in New Zealand in order to see firsthand the methods that are to be applied in Timor-Leste.¹⁹

Another important partner is the *Japan International Cooperation Agency* (JICA) in Timor-Leste. JICA is giving PNTL the opportunity to conduct a comparative study in Japan and Indonesia about community police training. An important aspect of this is tourism policing; the PNTL learn from those countries that have been used previously over the community police.²⁰

The Asia Foundation (AF) also support this initiative through the program HAKOHAK (Hametin Koperasaun Polisia ho Komunitade). HAKOHAK aims to help the PNTL formulate a more established structure from the national to village level. An important purpose of this initiative is to strengthen the police's relation to communities, as in reality practical that the community's involvement are stronger. The structure for the national level is called *Konsellu Diretativa Nasional* (KDN), for district level is called *Konsellu Diretativa Distritais* (KDD), and village level is called *Konsellu Polisiamentu Komunitaria* (KPK). The composition of these structures includes

¹⁶ Luis de Oliveira, José. (February 2015). Private Interview.

¹⁷ Second Commander of the General PNTL, The Commissary Police Afonso de Jesus Intervened at a Meeting with the Development Partners TLCPP and TAF at the Secretary State of Security (SSS) in 2014.

¹⁸ 442 Members of OPS Participated in Advance Training. Available at: <http://www.pntl.tl/2014/09/15/membru-ops-442-tuir-treinementu-avansadu/>. Access on 10 February 2015.

¹⁹ Ribeiro, Boavida. The Assistant Superintendent. (2014) The National Community Police Department. Private Interview.

²⁰ 30 Members of OPS Continue Capacity building Studying in Indonesia. Available at: <http://www.pntl.tl/2014/11/14/membru-ops-30-hasae-koinesementu-ih-indonezia/>. Access on 14 February 2015.



police, the community leaders, veterans, NGOs, church and the state agents at the district and village levels.²¹

These efforts of the PNTL in the community police training seem to be bearing fruit: a report of the district commanders to the PNTL general command claims that the community police program has reduced crime. The community police initiative has strengthened the cooperation with the community in resolving crime. The Baucau commander stated that the official police village (OPV) has made coordination with the village chiefs for socializing their constituencies to traffic law and the impact of drugs and alcohol much easier. A similar statement was made by the Liquica commander that during the community policing program, the police are better able to communicate with citizens. Through the police program with the community leaders, issues have been resolved such as land disputes, domestic violence, polygamy, and many more cases are registering at the court.²²

Who Creates the Community Police?

Second commander of the general PNTL, the commissary police Afonso de Jesus said that the philosophy of the community police does not only refer to a particular department or section at the PNTL, but refers to the unities, departments and all district commanders of the PNTL. They all are working for the community police.²³

Furthermore, the PNTL strategic plan will make clear for the philosophy of the community police which means that the PNTL philosophy of the community police is applying to all members of the PNTL. Again the community police does refer to a specific department or section at the PNTL, but refers the approaching of polices' service for the institution also between PNTL and communities.²⁴

The *survey report of TAF* in 2013 shown that majority of the PNTL officers (89%) declared that they know well concept of the community police, the respondent police only 44% (plus 1 from 2008) that agreed have got some peculiar trainings over the community police. Though 81% of the respondent polices claimed that they apply "the principle of the community police" in areas that working for, this percent is down from 93% in 2008. This data suggests that even the

²¹ Tilman, Adelio (2014). Deputy Program Manager HAKOHAK – of TAF. Private Interview.

²² Program of the Community Police is Start Reducing Crimes. Available at: <http://www.pntl.tl/2014/08/08/programa-polisiamentu-komunitaria-komesa-redus-krime-sira/>. Access on 10 February 2015.

²³ Second Commander of the General PNTL, The Commissary Police Afonso de Jesus Intervened at a Meeting with the Development Partners TLCPP and TAF at the Secretary State of Security (SSS) in 2014.

²⁴ Second Commander of the General PNTL, The Commissary Police Afonso de Jesus Intervened at a Meeting with the Development Partners TLCPP and TAF at the Secretary State of Security (SSS) in 2014.



training of the community police is increasing but it is not clearly yet on how to apply such principles in actions.²⁵

The report of TAF further related that public mainly expressed their confidence to the PNTL, and its relation of the police and communities are strong, public also satisfied with the PNTL services. However, the survey's result emerges a lot of reasons and gives a pause before making a conclusion. Majority of the PNTL officers who have been interviewed said that they understand the concept of the community police. According to the observation, it can be seen that there is a disconnection in practices. A minority number of the respondent police officers who have got a special training on the community police said that they apply the principle of the community police in areas that they are working for.²⁶

Up to date, the PNTL strategy is to establish the public order (as an example and response), but the institution lacks the operational capacity for prevention, when the PNTL closes to the community and when the community's concerns on identification problems and prevention of crimes are increasing, PNTL needs to develop the structure that may encourage involvement of the communities before conflict takes place, not to respond only for crimes that have been happened if they want to maintain high public support.²⁷

Regarding the FM's conversation with some members of the PNTL or in another perception that those members who are addressing for the community police department are working for the community police's service. Members of the special police unit (EPU) declared that their special action is to take the necessary action and use force to restore the public order.

To confirm the aforementioned perceptions, FM immediately talked to members at sub-units of the EPU, for example a member of the public order battalion (POB) said that they train more on action for public order perturbation therefore, the community police is only assigned by members of the community police.

And members of *task force* also stated the same perception that the community police is only assigned by members at the community police department. Other contradictory perception is that the community police approaching is like to ignore crimes and give a chance to people to continue occurring crimes, therefore it needs a rigorous approach to solve any situation that perturbs the public order.

Even clear on policy and law but not in the implementation, actually the PNTL action should make an approach with the communities, sometimes shown to us that the inconsistency of training and practical in the field. There were different perceptions emerging inside the PNTL units over actions in the field.²⁸

²⁵ Chinn, Liam and Silas Everett, Silas (2008). The Asia Foundation, RESEARCH ON THE COMMUNITY POLICE PERCEPTION: Timor-Leste.

²⁶ The Asia Foundation. Survey 2013 in Timor-Leste on the Security and Policy Issues. Page 6.

²⁷ The Asia Foundation. Survey 2013 in Timor-Leste on the Security and Policy Issues. Page 6.

²⁸ Luis de Oliveira, José. (February 2015). Private Interview.



It happens because there is no a rigor orientation over uniform of vision and action, so the PNTL members just applying the special training that they have got. Task force unit stressed that they use force for action because they have got peculiar training to secure the public order. There is no continuing training and they should wait, while they were contacted for an incident then they immediately go for action.²⁹

Fundasaun Mahein's monitoring to the security sector detected that PNTL continues facing problems of discipline and professionalism while action in the field, example the happened cases in 2014, where member of the PNTL (JS) with his colleagues from the especial police unit (EPU) sub-unit of public order battalion (POB) hit a young man (Bosco Lobato) till get serious injury.³⁰ And other cases during the operations period under the ezeution resolution of the government and the national parliament against the illegal groups. Majority of the PNTL members did not show yet the PNTL's characteristic based on the community police approaching, therefore, public raise strong concern over their (PNTL) discipline and professionalism.³¹ Regarding such behaviours members of the PNTL will continue commit in problems because of less mentality and discipline trainings. Actually the police should become good partners for the communties and not become enemies,³² regarding the committing cases means that members of the PNTL is hard to let their bad behaviours and will continue to violate law and rules of the institution.

Recommendations

1. Recommends to the PTC to coordinate with the national community police department and the the state's main agent to provide more of the community police training for the entirely members of the PNTL and other national legal charts.
2. Recommends to the PTC to make performance evaluation for the training in order to realize again traning for the PNTL, particularly units and departments that orient to the philosophy of the PNTL.

²⁹ FM's informal conversation with a practical PNTL member of the task force unit in 2013

³⁰ Member of BOP hit Bosco Lobato till injury "Armando: " this PNTL member commits in crime. Available at <http://www.indiario.com/2014/05/08/membru-bop-baku-bosco-lobato-too-gravida-armando-membru-pntl-nee-komete-ona-krimel/>. Access on 13 February 2015.

³¹ Fundasaun Mahein (2014). Friendship Operation, Reintegrate or Threats? Available at: http://www.fundasaunmahein.org/wpcontent/uploads/2014/06/MNL_Nu.80_26062014_Operasaunpdf1.pdf

³² Jornal Diariu Online (2014). Case of BOP member hit Bosco Lobato, the PNTL command needs to apply the penalty. Available at: <http://www.indiario.com/2014/05/09/kazu-membru-bob-baku-bosco-lobato-komandu-pntl-presiza-aplika-pena-penal/>. Access on 14 February 2015.



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