Table of Contents

Forewords
- Deputy Minister of Defence 2
- Permanent Secretary (Policy and Administration) 4
- Commander of Royal Brunei Armed Forces 6

The Defence White Paper 9
- Brunei Darussalam : The Nation 11
- Understanding a Complex World 12
- Immediate Security Concerns 13
- Continuing Strategic Dynamics 14
- "The Way Forward" 15

Securing the Nation 17
- Developing the Royal Brunei Armed Forces 19

Supporting the Nation 21
- Regional Security Engagement 23
- International Cooperation 24

Shaping the Future Force 25

Operational Roles for the RBAF 27
- Maritime Surveillance and Response 28
- Control of Maritime Focal Area 29
- Surveillance and Response to Threats on Land 30
- Surveillance and Response to Airspace Intrusion 31
- Protection of Key National Assets and Infrastructure 32
- National Tasks 33

Supporting the Operational Roles 34
- Integrated Command, Control, Communication and Intelligence 35
- Integrated Combat and Logistics Support 36

Enabling the Force 37
- Resources and Procurement 38
- Personnel and Training 39
- Reserve Forces 40
- National Support 41
- Defence Industrial Policy 42

Priorities for Development 43

Wawasan Kita

Negara sentiasa selamat, aman dan makmur

Our Vision

The Nation is always safe, peaceful and prosperous

TITAH AMANAT...

Kebawah Duli Yang Maha Mulia Paduka Seri Baginda Sultan Haji Hassanal Bolkiah Muizzaddin Waddaulah, Sultan dan Yang Di-Pertuan Negara Brunei Darussalam ketika berkenan mengurniakan titah di Istiadat Mengadap dan Mengurniakan Bintang-Bintang Kebesaran Negara Brunei Darussalam di Balai Singgahsana Indera Buana, Istana Nurul Iman pada 15 Julai 2003

Menjunjung Titah

"...This step is very important towards a more focused and professional defence management. It is for this reason that planning and decision making cannot be made haphazardly or unexpectedly but require a methodological and well organised approach.

The Defence White Paper will not only contribute to "Confidence Building" in this region but also towards the integration of defence activities, which will also be implemented by other government ministries and agencies..."

Excerpt from the Titah of His Majesty Sultan Haji Hassanal Bolkiah Mu'izzaddin Waddaulah Sultan and Yang Di-Pertuan of Brunei Darussalam, on the occasion of the 43rd Anniversary Celebration of the Royal Brunei Armed Forces at Penanjong Garrison, on 31st May 2004.

H BOLKIAH

His Royal Highness Crown Prince General Pengiran Muda Haji Al-Muhtadee Billah ibnu Kebawah Duli Yang Maha Mulia Paduka Seri Baginda Sultan Haji Hassanal Bolkiah Mu'izzaddin Waddaulah

General of the Royal Brunei Armed Forces

Foreword

Yang Amat Mulia Pengiran Sanggamara Diraja Major General (R) Pengiran Haji Ibnu Ba'asith bin Pengiran Datu Penghulu Pengiran Haji Apong

Deputy Minister of Defence

السَّلَامُ عَلَيْكُمْ وَرَحْمَةُ اللهِ وَبَرَكَاتُهُ
بِسْمِ اللهِ الرَّحْمٰنِ الرَّحِيْمِ

اَلْحَمْدُ لِلّٰهِ رَبِّ الْعَالَمِيْنَ وَالصَّلَاةُ وَالسَّلَامُ عَلٰى سَيِّدِنَا مُحَمَّدٍ اَشْرَفِ الْاَنْبِيَاءِ وَالْمُرْسَلِيْنَ وَعَلٰى اٰلِهٖ وَصَحْبِهٖ اَجْمَعِيْنَ.

All praises to Allah Subhanahu Wa Ta'ala which enables us to carry the command of our beloved Ruler, His Majesty the Sultan and Yang Di-Pertuan of Negara Brunei Darussalam in the publication of this Defence White Paper titled "Defending the Nation's Sovereignty".

The world we live in is shrouded with uncertainties. New threats are now challenging world security. It remains to be seen how one will stand to get the upper hand in dealing with these pressing issues. There is no set of blueprints readily available which one might refer to for determining the kind of solution that best deals with a particular circumstance. However, at times, these uncertainties might lead to suspicions. In this context, I am pleased that the Ministry of Defence has now been able to publish its inaugural Defence White Paper.

The Defence White Paper mainly describes the role of the Royal Brunei Armed Forces (RBAF), the various strategic capabilities and the overall contribution from our people that our nation needs for defending Brunei Darussalam's sovereignty. Our aspiration is to develop and see modern Armed Forces which in the long term have the necessary capabilities and a high standard of professionalism to preserve the nation's sovereignty, help maintain the integrity of our territory and interests, as well as ensuring freedom and independence.

Even though this region has shown a continuous existence of peace, we are now facing in greater proportion than ever before, a complex and uncertain strategic environment. Skirmishes are an almost daily occurrence in this part of the world. Destruction and the unavoidable suffering are mounting and seem limitless. There appears to be no cessation. Thus we pursue a defence policy that is defensive in nature and aims primarily at protecting the nation's sovereignty and its national security interests. In doing so, we believe in rendering our support to the Government and other national agencies in promoting the well-being and cohesion of the nation while at the same time maintaining our steady momentum in strengthening regional and international security cooperation.

Aspiring to have a credible force with a high degree of readiness to react to any crisis, will not be sufficient. To achieve this mission, it will require a collective participation from our most valuable asset which is our people. Together, they will play to a greater extent as significant a role as that of our Armed Forces in the defence of our nation. To facilitate this, we will pursue all avenues to nurture the population that will enable every single individual to acquire and thereon amass the best possible means of contribution in delivering their support to the defence of the nation.

Undoubtedly, this requires us to utilise all our available resources. This in itself will provide us with a big challenge. A balance here will have to be identified and maintained to allow equal share and division of those resources. Time will also be a significant factor in making certain we do accomplish what we strive for. We will, therefore, need concise but conciliatory time scales so as to make provision for the success of what we are aiming for.

I sincerely hope and believe this important publication will in addition to outlining our policy, also demonstrate our long commitment towards the building of confidence in the region. At the same time, I also hope this will help eliminate any misconception and misgivings, about our nation's intentions. Indeed we cherish the international environment whereby we can contribute towards world peace, stability and prosperity.

May I take this opportunity to record my sincere appreciation and gratitude for the valuable contributions of all those involved in this White Paper.

وَبِاللهِ تَوْفِيْقَ وَالْهِدَايَةَ وَالسَّلاَمُ عَلَيْكُم وَرَحْمَةُ اللهِ وَبَرَكَاتُهُ

Foreword

Yang Dimuliakan Pehin Datu Singamanteri Colonel (L) Dato Paduka Haji Mohd Yasmin bin Haji Umar

Permanent Secretary (Policy and Administration)

السَّلَامُ عَلَيْكُمْ وَرَحْمَةُ اللهِ وَبَرَكَاتُهُ
بِسْمِ اللهِ الرَّحْمٰنِ الرَّحِيْمِ

اَلْحَمْدُ لِلّٰهِ رَبِّ الْعَالَمِيْنَ وَالصَّلَاةُ وَالسَّلَامُ عَلٰى سَيِّدِنَا مُحَمَّدٍ شَرَفِ الْاَنْبِيَاءِ وَالْمُرْسَلِيْنَ وَعَلٰى اٰلِهٖ وَصَحْبِهٖ اَجْمَعِيْنَ.

Alhamdulillah, we are thankful to Allah Subhanahu Wa Ta ala, for it is with His gracious blessings that our country and people continues to enjoy security, peace and prosperity.

The nation, Government and its people continuously expects the Ministry of Defence to deliver a strong, modern and cost-effective defence, capable of responding to uncertainties and threats in the security environment.

Since its formation, the Royal Brunei Armed Forces have consistently risen to the challenges set on them. This has been made possible by its people, properly trained and equipped, and directed by good leaders throughout the chain of command. His Majesty Sultan Haji Hassanal Bolkiah Mu'izzaddin Waddaulah, Sultan and Yang Di-Pertuan of Negara Brunei Darussalam, our Minister of Defence and Supreme Commander of the Royal Brunei Armed Forces, is the central figure all the way through. The Royal Brunei Armed Forces will remain an important element of our national response to a diverse range of threats and crises that may impact on Brunei and our interests.

Until recently the strategic landscape for Brunei's defence and security has changed dramatically. The emergence of new and more immediate threats from terrorism and the proliferation of Weapons of Mass Destruction (WMD) have created a more complex mixture of uncertainty and instability. In addition, there is also the increasing concern about developments in our immediate region that have consequences for Brunei interests. These new circumstances have implications for the types of operations the Royal Brunei Armed Forces might have to conduct and the capabilities it might require.

This inaugural Defence White Paper follows from a consideration of Brunei's strategic interests. It recognizes and sets out our analysis and policy responses to the changing strategic and security environment, and the implications for Brunei's defence posture. It provides a framework for adapting our defence planning, capability development and force structure appropriately to meet the challenges facing Brunei. We are grateful to His Majesty Sultan Haji Hassanal Bolkiah Mu'izzaddin Waddaulah, Sultan and Yang Di-Pertuan of Negara Brunei Darussalam, for his steadfast encouragement and wise guidance in this worthy initiative.

A broad range of tasks will be required to be undertaken by the

Royal Brunei Armed Forces, from purely national operations to operations alongside and integrated with the United Nations or other forces under various command arrangements such as counter terrorist, peacekeeping, humanitarian support and confidence building operations.

Achieving our mission will require flexibility across defence, from our people, structures and equipment. It will require continuous rebalancing of capabilities, expenditures and priorities. This rebalancing will not fundamentally alter the roles, size and force structure of the Royal Brunei Armed Forces. The focus will be on delivering a more flexible force, multi-roled and able to configure to generate the right capability with sufficient levels of readiness, mobility, interoperability and sustainability to achieve the desired outcomes in the national interest. This implies significant changes to the current and future capabilities of the Royal Brunei Armed Forces in the way we plan, prepare and execute operations, placing different pressures and demands on our people, equipment, supporting infrastructure and processes.

For these reasons we must invest in recruiting and retaining the right people, putting them in the right jobs, and providing them with the necessary training, development and support. Over the coming years we must exploit a range of new technologies, techniques and equipment to enhance the development of important new capabilities through the formulation and implementation of a pro-active and flexible Defence Industrial Policy. We must also continue to modernize the rest of defence to effectively support operations. Resources must be directed at those capabilities that best deliver the range of effects required, with reduced emphasis on capabilities of less importance.

Upon releasing this Defence White Paper, the Ministry of Defence will undertake to review our defence posture periodically. Through this process of continuous improvement, it will ensure that the Royal Brunei Armed Forces continue to have the appropriate mix of concepts, capabilities and forces to face successfully the challenges of the future and contribute to wider international security.

It is my strong belief that the Defence White Paper will contribute towards robust and modern defence at a reducing cost in real terms to underpin our foreign and security policies, now and well into the 21st century.

وَبِاللهِ تَوْفِيْقَ وَالْهِدَايَةَ وَالسَّلاَمُ عَلَيْكُمْ وَرَحْمَةُ اللهِ وَبَرَكَاتُهُ

Foreword

Yang Dimuliakan Pehin Datu Lailaraja
Major General Dato Paduka Seri
Haji Awang Halbi bin Haji Md Yussof

Commander of Royal Brunei Armed Forces

السَّلَامُ عَلَيْكُمْ وَرَحْمَةُ اللهِ وَبَرَكَاتُهُ
بِسْمِ اللهِ الرَّحْمٰنِ الرَّحِيْمِ

اَلْحَمْدُ لِلّٰهِ رَبِّ الْعَالَمِيْنَ وَالصَّلَاةُ وَالسَّلَامُ عَلٰى سَيِّدِنَا مُحَمَّدٍ شَرَفِ الْاَنْبِيَاءِ وَالْمُرْسَلِيْنَ وَعَلٰى اٰلِهٖ وَصَحْبِهٖ اَجْمَعِيْنَ.

The Defence White Paper could not have come at a more auspicious time when we are celebrating the 43rd Anniversary of the Royal Brunei Armed Forces (RBAF). It aims to provide a strategic framework within which more specific planning by the RBAF can take place. It takes into account both the demands of the more immediate security environment and the range of risks and pressures that will continue to shape Brunei Darussalam's defence and broader security planning in the longer term.

In Defending the Nation's Sovereignty 2004 the RBAF will do whatever is necessary to keep Brunei Darussalam safe from all possible threats. In this ever changing new security challenges and uncertain complex strategic environment the RBAF strives to robustly protect the nation's sovereignty and national security interests.

In this paper, we set out how the capabilities and activities of the Royal Brunei Armed Forces contribute to maintaining internal stability and cohesion as well as an exhaustive review of force capabilities to respond to new security dimensions.

With the publication of this Defence White Paper, the general public and the international community will have a better understanding about the missions and functions of the Royal Brunei Armed Forces. Importantly, it would serve to increase public awareness of the defence needs of the country and it is my hope that this paper will enlighten Bruneian on the importance of defence and security as well as enhancing a common understanding, especially among our friends and allies.

This paper is also a part of our commitment to promoting transparency and building confidence in the region. Defending the Nation's Sovereignty 2004 would hopefully reduce or eliminate any possible causes of mistrust, tension, and hostility towards our intentions. The RBAF remains strongly committed towards the maintenance of peace and prosperity of the region

I firmly believe that in the years to come, the RBAF will be able to show that we have the innovation, resilience and strength necessary to survive and thrive in the complex world of this new millennium.

Finally, I would like to take this opportunity to extend my sincere appreciation to all those who contributed to the success of this first publication of the White Paper both inside and outside the Ministry of Defence.

وَبِاللهِ تَوْفِيْقَ وَالْهِدَايَةَ وَالسَّلاَمُ عَلَيْكُم وَرَحْمَةُ اللهِ وَبَرَكَاتُهُ

Brunei Darussalam

Defence White Paper 2004

Defending the Nation's Sovereignty

The security and stability of the nation and its immediate region are at the foundation of Brunei Darussalam's well-being and prosperity. This Defence White Paper has been developed as an important element in achieving those objectives. It provides a clear statement of the nation's current and prospective strategic circumstances and of the policies that it intends to pursue to maintain its security in both the short and longer term.

The importance of publishing a Defence White Paper at this time is strengthened by the complex and rapidly changing trends that have affected both regional and international security in recent years. The dimensions of security have broadened with the emergence of new trans-national challenges including terrorism, illegal movement of drugs, finance and weapons.

Development and environmental issues have tested the stability and welfare of states. The threat of terrorism poses a new global challenge. The introduction of more advanced defence technologies stands in contrast to new concepts of asymmetric warfare. The primary responsibility for a number of these issues does not lie with the armed forces of a nation. Yet, as a sizeable and disciplined force with advanced skills and technologies, the armed forces can make an important contribution in many areas.

In this complex environment, publication of the Defence White Paper contributes to regional transparency and confidence building

In this complex environment, publication of the Defence White Paper contributes to regional transparency and confidence building. Within the nation, it supports the effective integration of Defence activities with those of Government Ministries and agencies who share the responsibility for security and stability.

Not least, the Defence White Paper provides a framework giving coherence and direction to the policies and activities within the Ministry of Defence and the Royal Brunei Armed Forces (RBAF). Within that framework, more specific plans can be developed to pursue the nation's security objectives in particular areas and to enhance progressively balanced defence capabilities well attuned to the nation's priority security needs.

Brunei Darussalam, one of the smallest nations among the Association of Southeast Asian Nations (ASEAN) grouping with a land area of 5,765 sq.km, is located strategically at the southern end of the South China Sea and lies adjacent to major sea lines of communication. It has extensive reserves of oil and natural gas that fuel the economies of Northeast Asia Beyond its ASEAN membership, Brunei Darussalam is an active member of the United Nations (UN), the Asia-Pacific Economic Co-operation (APEC), the Organisation of Islamic Conference (OIC) and the Non-Aligned Movement (NAM).

Historically, Brunei Darussalam is one of the oldest and was one of the strongest kingdoms in Southeast Asia dating back more than 500 years with its empire encompassing the whole of the Borneo Island and extending across to the Philippines. In 1888, the nation became a British Protectorate State and accepted the Residential System until the creation of the Brunei Constitution in 1959. The subsequent move to self-government culminated in 1984 when Brunei Darussalam proclaimed its full independence and resumed full responsibility for its defence and foreign affairs.

Photo by David Kirkland

Under the guidance of the Government of His Majesty Kebawah Duli Yang Maha Mulia Paduka Seri Baginda Sultan and Yang Di-Pertuan of Brunei Darussalam, the nation's people enjoy one of the highest living standard and literacy levels in Asia. While oil and gas production are a fundamental part of the nation's prosperity, successive Five-Year National Economic Development Plans have emphasised the importance of diversifying economic activity. The nation will remain an important supplier of the region's energy for the foreseeable future.

Brunei Darussalam is a peace-loving nation. At home, the nation's coherence and stability is underpinned by the Malay Islamic Monarchy (MIB) philosophy. Abroad, its foreign policy continues to be guided by the words of the Titah of His Majesty the Sultan and Yang Di-Pertuan of Brunei Darussalam during the proclamation of Independence. His Majesty stated that ***"the maintenance of friendly relations among nations on the principle of mutual respect for the independence, sovereignty, equality and territorial integrity of all nations free from external interference".***

a peace loving nation

The end of the Cold War contributed to new dynamics in the overall global security environment.

There are also new forces at work in the international system largely attributed to the impact of globalisation. The emergence of an increasingly integrated global economy facilitated by Information Communication Technology (ICT) on one end of the spectrum and the rise of non-traditional security concerns on the other.

The security environment also continues to be shaped by traditional sources of conflict. This interplay of forces characterise the complexity of the global environment.

Over the years, we have seen the establishment of new arrangements for strengthening regional security cooperation and promoting dialogue and transparency. In the Asia Pacific region, in order to preserve peace, stability and prosperity, ASEAN established the ASEAN Regional Forum (ARF), which continues to serve as the key forum for political and security dialogue and co-operation in the region.

Relationships amongst major powers in the Asia Pacific region have been constructive and stable. Importantly, this underpins peace, stability and prosperity in the region. The major powers recognize the importance of constructive relationships between them. They have given greater emphasis on forging partnerships at regional and global level to meet new challenges.

Despite this, the situation will remain unpredictable in the foreseeable future. ASEAN as an institution will continue to play a central role in maintaining regional peace and security but the environment within which it operates may well change rapidly.

The range of new security challenges which have emerged, while not fitting traditional models of conventional conflict, could pose a considerable threat to national security. This complexity and uncertainty creates considerable difficulty for defence policy.

Defence planning, by nature long-term, must address these immediate security challenges with the need to be prepared to defend the nation should strategic circumstances deteriorate. The major challenges to which it must respond to in the more immediate future are set out below.

ASEAN as an institution will continue to play a central role in maintaining regional peace and security

Terrorist strike indiscriminately

Revelations of regional terrorist networks and more recent attacks highlight Southeast Asia's vulnerability to the global threat of terrorism. Important steps have been made to strengthen bilateral, regional and international cooperation, especially in law enforcement through reviewing and enhancing national mechanisms; deepening cooperation among front line agencies; exchanging intelligence and developing capacity building programmes. It remains, however, a threat that is difficult to identify and contain without concerted domestic and international action.

Terrorists strike indiscriminately. If not contained, they have the potential to damage national economies, intimidate governments and cause significant loss of life and property. A robust response is important to reassure citizens of their own safety, both at home and abroad, and to maintain the confidence of the international community in the region.

Transnational security is becoming a major concern that could affect security if it is not addressed effectively. Trafficking in illegal drugs, people-smuggling including trafficking in women and children, sea piracy, terrorism, arms-smuggling, money-laundering, international economic crime and cyber crime, have become important factors of uncertainty affecting regional and international security and are posing new challenges to regional and international peace and stability. Drugs and arms trafficking, trafficking in persons and influx of illegal immigrants can have substantial social impacts and may foster armed dissent or insurgency. Piracy at sea can undermine national economies, disrupt exports and deter investment.

Importantly, the sophistication, scale and increasing firepower available to these criminal groups are greater than that of national law enforcement agencies. Such criminal activities may be difficult to detect at points of entry. This situation is made more difficult when advantage is taken of porous borders.

The pressure for those leading edge capabilities, including long range missile systems, to be introduced into the region is likely to grow.

The new security agenda has not diminished the importance of a number of traditional regional security concerns. Unresolved land and maritime boundaries remain an issue in bilateral relations between a number of regional countries. While direct confrontation has generally been avoided, competing claims do affect diplomatic relations. Pressure on fishing stocks and the advantages of exploiting seabed resources reinforce the need to resolve these issues constructively and peacefully through dialogue and consultation.

Efforts to resolve overlapping claims in the South China Sea are ongoing. The Declaration on the Conduct of parties in the South China Sea, between ASEAN and China signed in Phnom Penh on 4 November 2003, is a valuable contribution to peace and stability in the region. This is a significant contribution to preserve regional peace, stability and prosperity.

The build up of conventional warfare capabilities within the region slowed with the Asian financial crisis. Recent improvements in economic growth could encourage acquisitions of more advanced weapons systems. Maritime control and air defence capabilities continue to be priority, including an enhanced capacity for stand-off engagement. The acquisition appears to be based primarily on strategic posture rather than specific threats or ambitions, as well as to modernize and to adapt into new military functions.

The technological levels of regional military capabilities are increasing but the more advanced and integrated systems of the “Revolution in Military Affairs” are primarily confined to Northeast Asia. The pressure for those leading edge capabilities, including long range missile systems, to be introduced into the region is likely to grow.

The continuing stability of Northeast Asia remains of interest to countries in the region. The denuclearisation of the Korean Peninsula and the peaceful resolution of disputes through dialogue and negotiations would be a valuable contribution to the prospects for peace and stability in East Asia. Any significant confrontation would have major adverse strategic and economic implications for Southeast Asia.

A number of positive development and processes help to counter balance these security challenges.

Increased bilateral cooperation among countries provides confidence to others in terms of brighter prospects for future peace and security in the region. The scope of their relationships has also broadened to include bilateral economic partnerships. Enhanced relationships amongst major powers have proved to be a valuable contribution to regional peace and stability. Countries in the region have also strengthened their bilateral relationship based on mutual respect, understanding and good neighbourliness.

The increasing value of multilateral processes is also clearly recognized. ASEAN will continue to be a positive force for peace and development in the region. It has consolidated its external relations with various countries within and outside the region through strong political, security and economic cooperation.

ASEAN Leaders at their Summit in 2003 agreed to establish an ASEAN Community supported by the three pillars of "political and security cooperation", "economic cooperation" and "socio-cultural cooperation". These would be closely intertwined and mutually reinforcing in the effort to achieve peace, stability and prosperity. It is expected that this effort would promote closer and mutually beneficial integration among ASEAN member countries and its people. More importantly, it will contribute to existing efforts in promoting regional peace and stability, security, development and prosperity to realising a dynamic and resilient ASEAN Community.

In this regard, ASEAN continues to be committed to the peaceful resolution of disputes based on principles enshrined in the Treaty of Amity and Cooperation in Southeast Asia. ASEAN is moving toward deeper integration, particularly in the

ASEAN will continue to be a positive force for peace and development in the region.

economic, security and socio-cultural fields.

ASEAN is committed to play a central role as the driving force for ARF and work closely with other participants to make the forum an effective and meaningful process for preserving peace and security in the Asia Pacific region.

The ARF is conscious of the need to keep pace with the times by adapting itself to the evolving situation, develop a greater sense of common security and build a more effective regional security framework, thus contributing to lasting peace, stability and prosperity in the Asia-Pacific region. It is looking into ways to add value to international efforts against terrorism and has initiated exploratory work on preventive diplomacy.

Region wide, APEC, Asia-Europe Meeting (ASEM), Forum for East Asia-Latin America Cooperation (FEALAC) remain very important processes for regional economic interactions. Economic engagement between ASEAN and its Dialogue Partners such as China, Japan and Korea under ASEAN plus Three, with the

Securing the Nation

Brunei Darussalam
Defence White Paper 2004

Defending the Nation's Sovereignty

The cohesion and stability of the nation guided by the MIB philosophy

The security and prosperity of Brunei Darussalam rests on three pillars of national policy:

- The cohesion and stability of the nation guided by the MIB philosophy;
- A stable regional environment in which its membership of ASEAN provides it to pursue national goals free from external interference; and
- The maintenance of its defence capabilities including its armed forces to preserve the nation's sovereignty, protection of its territorial integrity and interests, and secure freedom and independence.

While defence policy is primarily concerned with the final of these three pillars, the capabilities that the armed forces develop and the activities that they undertake enable defence to contribute significantly to all aspects of national security.

The importance of that broader view of defence responsibilities is emphasised by the principal strategic objectives to emerge from the review of the nation's current and prospective security environment. Those priorities are as follows:

- Support the maintenance of stability and cohesion within the nation;
- Protect national interests in adjacent maritime areas;
- Reinforce the integrity of the nation's borders;
- Enhance the national capability to counter terrorism;
- Cooperate within the ASEAN context on issues of shared concern and supporting the stability of neighbours;
- Further regional security cooperation through dialogue, increased transparency and crisis management; and
- Develop a robust and flexible defence capability able to handle the complex set of current tasks while retaining the capacity to deter aggression.

Achievement of these objectives is a demanding task. It will require a comprehensive approach to security drawing upon all instruments of national policy - political, social, economic and military - to promote stability and protect the nation and its interests.

Recognising the nation's modest size and the complex nature of the new security challenges, that stability and cohesion must be complemented by an active program fostering regional and broader international security engagement.

National defence policy, and through that policy the capabilities and activities of the RBAF, contribute to the nation's security in four important ways. They provide the capacity to:

- Protect robustly the nation's sovereignty and national security interests in the currently complex and uncertain strategic environment;
- Progressively enhance the ability of the nation to defend itself should strategic circumstances deteriorate;
- Support the Government and other national agencies in promoting the well-being and cohesion of the nation; and
- Work constructively with neighbours and the wider international community to promote regional stability and to respond to common security concerns.

The RBAF are currently a relatively small but very professional defence force. The main force elements are:

- An Army of three infantry battalions and one support battalion, including an armoured reconnaissance squadron and combat engineers squadron.
- A Navy currently equipped with fast attack craft, inshore patrol vessels, landing craft, and Special Forces craft.
- An Air Force, primarily rotary wing, with transport, air defence, ground attack and maritime surveillance roles and a nascent air combat capability.

In line with the changing strategic environment, future development of the RBAF must recognise that the operational demands on it are likely to be significant. Established commitments including the protection of Government, the assertion of maritime sovereignty, border patrol and presence commitments, and support for civil agencies will continue.

At the same time, the RBAF will need to enhance its capabilities to respond to the new trans-national challenges and the threat from terrorism. The level of operational activity may need to increase to meet both these tasks and the possibility of modest commitments to regional stability operations. Additional personnel will be necessary to maintain force flexibility and sustainability.

In the longer term, developments in overall regional capabilities and the possibility of changes in the wider Asia-Pacific security environment may justify additional firepower and self defence capabilities. Significant changes in the overall shape of the force structure could not, however, be achieved quickly.

Meeting these diverse needs within a small force places a high priority on the effective integration of both operational planning and force development. The careful use of advanced technologies, particularly in areas such as command and control, information management and surveillance can be important force multipliers. More integrated command support contributes to the most efficient use of available resources.

To provide a consistent framework for capability decision-making within the RBAF and the development of operational concepts and national doctrine, a set of joint force operational roles have been developed. These roles integrate the primary operational demands emerging from the current and prospective security environment with the more enduring characteristics that will shape national defence planning in the longer term.

Those operational roles are:

- Maritime surveillance and response
- Control of maritime focal areas Surveillance and response to threats on land
- Surveillance and response to airspace incursions Protection of key national assets and infrastructure
- National tasks

And the additional capabilities to support the operational roles are:

- Integrated command, control, communication and Intelligence Integrated combat and logistics support

A more detailed description of these operational roles and their capability implications is provided in the following chapter.

Supporting the Nation

Supporting the Nation

The importance to national security of maintaining internal stability and cohesion gives added weight to the support that the armed forces provide. At the highest level, the RBAF are a major symbol of nationhood both at home and abroad. The professionalism which the services display, their key role in guarding the administration of government, and their support for civil agencies demonstrate clearly the nation's commitment to protecting its sovereignty.

In addition to the Navy's role in patrolling the nation's maritime zones and protecting vital resource assets there, the RBAF conducts operations in support of the police, customs and immigration and other agencies. That cooperation occurs when civil authorities lack the capability, specialist skills or manpower to coordinate a particular task. Operations in difficult or remote terrain and the organisation of major national events are specific examples. The RBAF supports the police, when required, in internal security operations.

The development of capabilities to counter terrorism and trans-national crime will further this cooperation. Intelligence sharing will be essential. Specialist capabilities within the RBAF can augment those of the police. Crisis management arrangements integrate both civil and military advice, capabilities and systems. RBAF patrol and presence operations support both broad area surveillance and the response to specific intelligence. High levels of protection can be provided to national assets in circumstances of heightened alert.

They work closely with local communities on development projects and the organising of events.

The presence and activities of the armed forces in the community contribute to national cohesion. Their leadership and professionalism is on display at major ceremonial occasions. They work closely with local communities on development projects and the organising of events. The status of the armed forces as the major employer in the national workforce reinforces that relationship.

The qualities of organisation, discipline and specialist skills that Defence possesses equip it to undertake a range of national tasks that are beyond the response capacity of civil agencies. These tasks include specific actions such as medical evacuation and search and rescue operations. In addition, Defence has become the lead agency in responding to natural disasters.

The Defence Executive Committee, working closely with other agencies, has coordinated the national response to major health and environmental challenges including the haze from forest fires, Severe Acute Respiratory Syndrome (SARS) and offshore oil spills. The RBAF maintains the disciplined manpower and the command and control capability to coordinate a major national response. Its logistic capabilities are fundamental to the support of those operations.

Regional Security Engagement

Membership of ASEAN is the foundation of a stable regional environment in which members are able to pursue national goals free from interference. Conciliation and consensus are favoured over division and confrontation. Established patterns of consultation provide a foundation for addressing issues of common security concern. Relations with the wider Asia-Pacific and international communities can be managed cooperatively.

Within the ASEAN context, there are several important dimensions of security engagement to which defence policy and capabilities can contribute directly.

The ARF provides the opportunity for dialogue between Asia-Pacific nations. It has contributed significantly to regional transparency, allows members to identify and discuss issues of concern in a non-confrontational environment, and has helped promote multilateral approaches to specific issues. Both the Senior Officers Meetings which complement the ARF and the cooperative initiatives being developed in the semi-formal Council for Security Cooperation in the Asia-Pacific region support this approach at the working level.

Among the ASEAN nations themselves, practical measures of security cooperation have developed, both bi- and multi laterally. There is frequent interaction between senior military and policy officers. Intelligence sharing has grown on issues of common concern. Support has been given in areas such as logistics, specialist training and training facilities, and the provision of technical information.

In recent years, limited operational coordination has begun to develop. Arrangements are in place for combined search and rescue operations and a coordinated approach taken to anti-piracy operations in specific areas. The potential impact of unregulated trans-national movements on regional stability points to further cooperation in the future, including in relation to border security.

The new security environment has added two new dimensions to regional cooperation. The impact of terrorism, and revelations of its intra-regional networks, led ASEAN nations to support the Joint Declaration of ASEAN-US for Co-operation to Combat International Terrorism at the ASEAN Ministerial Meeting (AMM) in July 2002. Intelligence exchanges are essential to effective counter terrorist operations. Cooperation in developing national counter terrorist capabilities would be a valuable step in strengthening regional resilience to this new security threat.

Pressure is also growing for peacekeeping operations to restore stability in regional nations challenged by separatism or insurgency. Engagement should be at the request of the nation concerned and under the auspices of the United Nations. The capacity of the RBAF to deploy and sustain force elements at distance is limited but the nation's neutral reputation and the professionalism of the forces make requests for its involvement likely. Any commitment would draw upon the existing forces and take into account its impact on other national tasks.

Beyond Southeast Asia, Brunei Darussalam's principal security engagement is with the United Nations. It is the primary organisation through which all states in the international community can contribute to the maintenance of security and the development of international norms of behaviour. Brunei Darussalam is firmly committed to the peaceful resolution of international disputes, to international humanitarian law, and to the processes of disarmament. It strongly opposes the proliferation of weapons of mass destruction.

The nation is signatory and state party to a broad range of United Nations treaties and conventions in the field of international humanitarian law, disarmament and non-proliferation such as the Geneva Conventions, the Treaty on the Non-Proliferation of Nuclear Weapons (NPT), the Comprehensive Nuclear Test Ban Treaty (CTBT), the Chemical Weapons Convention (CWC), the Biological Weapons Convention (BWC) and the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction (APLM).

In addition, the nation's security benefits from practical defence cooperation with a wide range of individual nations. Historically, it has a special link with the United Kingdom and a British unit continues to be based and trained in the country. The nation's capacity to support its own defence capabilities is strengthened through technical and training contacts with Europe, North America, Australia and New Zealand and North and South Asia.

Shaping the Future Force

Planning for how the RBAF can most effectively contribute to the achievement of the nation's defence policy must balance three different considerations. There is a need to:

- Ensure available capabilities are ready to meet the complex strategic challenges to the nation's security in the immediate future;
- Provide consistent guidance for longer term force development; and
- Retain the capacity to contribute to broader national tasks.

To achieve these goals, a concise set of operational roles have been developed which blend the demands of shorter term tasks with the more enduring characteristics that will shape the nation's response to any future contingency. Importantly, they have been developed on a joint force basis to support integrated planning for the future development and employment of the force.

The roles are designed to provide a basis for force structure development and a framework within which more detailed strategic and operational planning and doctrine specific to Brunei Darussalam's needs are based upon. Planning on this basis allows a range of likely tasks to be identified together with capability increments to enhance operational performance or response to more serious and multi-dimensional threats.

Together, the operational roles enable the development of a military strategy with three primary elements - surveillance, manoeuvre and protection. The essence of that strategy includes:

- Early identification of potential security challenges;
- Capability to respond quickly with proportionate force to incidents that occur;
- Flexibility to adjust the focus of operations and the level of force being applied at short notice; and
- Maintenance of the national decision making capacity and key infrastructures that underpin the nation's security.

It is an active strategy that reinforces the ability of the RBAF to maintain the operational initiative and apply its major combat elements to priority tasks.

Operational Roles for the RBAF

Brunei Darussalam
Defence White Paper 2004

Defending the Nation's Sovereignty

Surveillance and response operations throughout the nation's maritime approaches are essential to protecting national security interests in both peace time and any future crisis. There is a need to assert sovereignty over, and protect specific interests in, the nation's Exclusive Economic Zone (EEZ), as well as to monitor and where necessary regulate maritime activities. Control over the maritime approaches can add considerable strategic depth to national defence in a crisis.

Operationally, the role has two elements. The first involves extended range patrolling out to 200 nm to demonstrate sovereignty, regulate fishing activities, and provide early warning of possible security threats. The second aspect, extending up to 100 nm from the coast, encompasses more concentrated and varied maritime activities including protecting the oil and gas platforms, the sea lines of communication, and detecting and responding to significant trans-national movements.

Patrol of the more distant areas requires vessels with extended range and sea-keeping, an interception capability and a capacity for self defence against missile equipped surface vessels and aircraft. An immediate area surveillance capability together with air defence would enhance operational performance. Special Forces may also contribute to the inspection and protection of ships in transit.

There is a need to assert sovereignty over, and protect specific interests in, the nation's Exclusive Economic Zone (EEZ)

Patrol tasks closer inshore would be shaped by the need to prevent unauthorised intrusions into territorial waters, monitor overall maritime movements and intercept vessels acting illegally. The emphasis would be on speed of response, intercepting multiple targets if required, and stopping and boarding vessels for inspection. A naval gunfire and surface-to-air and surface-to-surface missile capability would be necessary and provide self defence for the vessel. Land based air combat platform would provide primary or additional protection and firepower in circumstances of direct military threat.

Operational effectiveness would be significantly enhanced by a broad area surveillance capability against surface targets. This could be provided by maritime air platforms. These are particularly appropriate where detailed, but not continuous, coverage is required of a specific area. The more immediate priority should be the continuous all weather coverage of a surface land based maritime long range surveillance radar to provide a response tripwire across the nation's maritime zone.

Control of Maritime Focal Areas

Surveillance and response operations must be complemented by the capacity for a sustained presence to control activities in maritime focal areas. The primary focal areas are relatively close to the coast, including the oil and gas platforms, the sea lines of communication, the maritime approaches to Bandar Seri Begawan and Brunei Bay. A more distant focal area may arise should specific tensions arise from competition in the nation's EEZ.

The essence of this role is the ability to sustain a surface presence within a specific maritime area to control movement and protect key assets. Normally, this would require the presence of vessels on a rotational basis committed to the task. In areas closer to land based support, continuous surveillance coverage (and protective measures on fixed assets) together with regular patrols and a ready response capability may be appropriate in times of low security threat.

Vessels deployed for maritime patrol tasks should have adequate sea keeping, an immediate area surveillance capability, the ability to respond quickly to incursions and to board vessels, and capabilities for engagement and self defence. In circumstances of direct military threat, an air defence capability would be essential and an anti-submarine warfare capability necessary in deeper waters. Aerial surveillance by maritime air platform or unmanned aerial vehicles could enhance detailed surveillance of focal areas and control of response operations once the key capabilities are in place.

Protection of Brunei Bay presents particular challenges due to its shallow waters and adjacent riverine environment. Effective response requires a fast, manoeuvrable shallow water craft to patrol the bay and river estuaries. This should be capable of intercepting small force incursions and be complemented by land-based and aerial surveillance. Response troops should be rapidly deployable and be able to counter raiding parties in riverine and jungle terrain.

Surveillance and Response to Threats on Land

Brunei Darussalam's lengthy land borders with its undulating terrain hinders effective surveillance of, and a robust and mobile response to, land based incursions or attacks. These are essential both in peace and in military contingencies. Transnational criminal or refugee movements, low-level insurgencies and more direct military attacks may need to be identified and countered.

There is a need to be able to deploy highly mobile and well equipped patrols into jungle and riverine environments, as well as more open terrain, to monitor activities and to respond to specific intelligence.

In the event of a direct military conflict or significant instability in the future, organic protection in the form of armoured personnel carriers and short-to-medium range missiles may be necessary, particularly in the more open coastal regions, to support patrols. Additional capabilities including laser targeting and electronic warfare assets would enhance surveillance force effectiveness.

Response operations involve the deployment of significant manpower and/or delivery of concentrated firepower against the intruder. In response to illegal trans-national activities and low level military incursions, regular infantry forces may need to be deployed for cordon and search or counter-insurgency operations. Additional firepower might be provided by close air support or, in more open areas, by light tanks and armoured vehicles.

Tactical mobility is the key to effective manoeuvre operations with a small force in a diverse operational environment. Both land and air transportation should be available to support and deploy up to a battalion at any one time. Close links with the civilian population for intelligence and limited logistic support would greatly facilitate surveillance and response operations.

Surveillance and Response to Airspace Intrusions

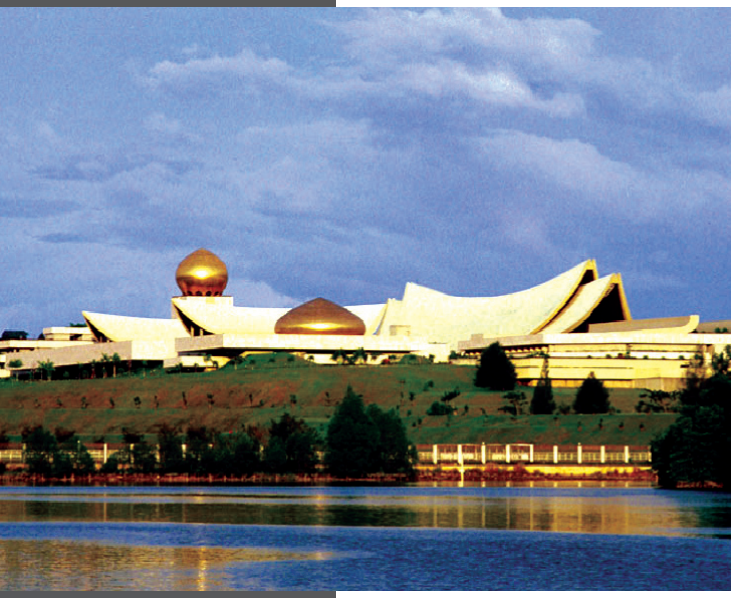
The nation's extensive maritime interests yet limited strategic depth underpin the need to be able to respond quickly to intrusions into its airspace both on land and throughout its maritime approaches. It contributes directly to sovereignty assertion, the control of unauthorised movement, and the protection of high value targets and infrastructure, including deployed defence assets. Importantly, control of the air significantly constrains the options available to a potential aggressor.

Performance of this role requires the availability of an air combat platform with the ability to patrol and intercept hostile aircraft movements to the limits of Brunei's maritime interests. This platform should also possess surveillance, self defence and response capabilities.

Effective interception depend upon appropriate surveillance information including a broad area, all-altitude, all-weather surveillance platform to provide early warning. Specific area surveillance may be provided by deployed naval vessels. The priority area for this surveillance coverage is in the approaches to Bandar Seri Begawan but any system should be mobile to enhance its survivability and support more detailed coverage of specific areas of interest, whether in peace time or during a crisis.

Ground or sea-based capabilities can provide additional and continuous air defence protection for high priority infrastructure and defence platforms. Depending on the particular asset, these might be point or areas air defence systems with tactical radars and surface-to-air missiles. Additionally, the employment of multi-layered air defence concepts would further strengthen this capability.

Protection of Key National Assets and Infrastructure



The ability to protect the seat of government and key national infrastructure lies at the heart of Brunei Darussalam's security. Protection of those assets requires the ability to exercise tight and sustained control over all activities into, and in the immediate vicinity of, those assets. Potential threats may range from terrorism and low level incursions through to internal instability or direct military attack should strategic circumstances deteriorate markedly.

To conduct such protective operations, the armed forces must have the ability to maintain continuous surveillance of approaches, control movement through major entry points, provide direct protection for essential facilities, conduct cordon and search operations in specific areas (including urban environments), directly engage both special forces and/or larger military units seeking to penetrate the asset, and respond to attacks from hostile aircraft.

Given the physical size of key infrastructure, and the possibility of either direct or indirect attack against them, the ability to concentrate (and if necessary) redeploy forces within the area at short notice would be essential. Establishing forward surveillance positions would enhance response times.

The ability to concentrate firepower would be essential. At lower levels of threat, this would primarily be provided by direct firepower from armoured fighting vehicles, light tanks and medium range missile systems. This could be expected to be supplemented by artillery and mortars in circumstances of direct military attack. Air defence would be provided by surface to air missiles and air combat platform when they become available.

The capacity to deploy and support two battalions, either separately or together, for this task should be the minimum available within the RBAF. The battalions could be expected to draw considerable non-combat support from the national infrastructure. Planning might take place within a brigade headquarters. The close area surveillance, protection and search skills would equip the battalions to respond to other national security emergencies, including in response to a heightened terrorist alert, should police resources be too limited for the task.

National Tasks

The RBAF represent a significant national asset. As an organised, disciplined force with valuable specialist support capabilities, the Armed Forces contribute to the nation in several important ways. They perform guarding and ceremonial duties, support the community through specialised tasks such as medical evacuation, search and rescue and disaster relief, and can support the civil authorities including police and customs where tasks are beyond their capacity to respond. The Armed Forces play a significant role in promoting a sense of nationhood.

The use of military capabilities for national tasks will continue to play a major role. The operational roles set out above will maintain that capacity. They will also underpin the armed forces' response ability to new security challenges, including terrorism and trans-national criminal activities, which are of significant concern to the nation's future and fall on the boundary line between traditional police and military responsibilities.

What needs to be recognised is that, as the forces acquire more sophisticated capabilities and seek to meet the new security challenges, greater demands will be placed on personnel and readiness levels. Significant additional equipment capabilities may not be required but additional manpower and the strengthening of complementary civil capabilities will be necessary if the policy objectives set out in this White Paper are to be achieved.

Supporting the Operational Roles

Integrated Command, Control, Communication and Intelligence

A timely and controlled response to security crisis and the management of major national activities depends upon the availability of comprehensive, real time information, the capacity to combine and assess a variety of inputs, and the directing of an integrated response. It underpins the capacity of the force to manoeuvre and control developments as operational circumstances demand.

Emerging technologies offer the prospect of significant performance enhancement in this area. Concepts of network centric warfare confirm the criticality of information management to success in any future conflict. The complex nature of the new security challenges, with the diversity of potential targets and the policy sensitivity of many operational choices, make this essential.

The Joint Operations Centre (JOC) is at the core of this activity. It has worked effectively in controlling joint force operations. It is, however, important that its command and computing systems and operational procedures be reviewed to ensure that the Centre is able quickly to fuse and analyse all source intelligence and support the commander with a transparent view of the area of operations. Advanced skills in intelligence assessment and real time communications links with military commanders and senior policy advisers are a priority.

At the operational level, advanced surveillance systems such as unmanned aerial vehicles promise much greater situational awareness. Their effectiveness depends, however, upon the ability of deployed forces to receive and interpret the nature and volume of information. Decisions on their possible introduction in the future need to be made in this wider operational context. Compatible communications should be available in each force element.

Integrated Combat and Logistics Support

The ability to deploy quickly, to manoeuvre and to be supported during operations is essential to the RBAF's effectiveness in carrying out its primary operational roles. Within a small force, this requires that combat support service be well matched to those roles, and that their employment is directed centrally to priority tasks. Commonality of systems must be exploited to maximise availability and the capacity to surge in specific areas.

Mobility assets, technical support, specialist services and the supply of fuel, ammunition and basic combat provisions are all areas in which joint planning can contribute to the overall efficiency and effectiveness of operations. A coordinated approach can also facilitate the identification of support assets available in the wider national infrastructure and the development of arrangements to access them.

With respect to force mobility, the country's terrain places a high priority on rotary wing aircraft and fast riverine craft to support tactical operations in the more remote border areas and rapid strategic deployments should a response be required with little warning. Land transport is appropriate for deployments in more open coastal terrain (making use of the existing infrastructure), for the re-supply of significant force elements and the carriage of bulk supplies to an area of operations.

The adoption, where possible, of common equipment and support systems throughout the RBAF would allow first and some second line logistics technical support and specialist services (such as medical teams) to be organised on a force-wide basis. This would streamline the overall level of support capabilities that need to be retained but give greater flexibility to concentrate those assets in response to specific operational demands. Combat support assets should normally only be dedicated to particular force elements where they are unique to that capability or in the context of a defined deployment.

The establishment of a baseline logistics support capability relative to the operational roles of the RBAF is one of the planning priorities. This should seek to maximise the commonality of support services and establish an indicative frequency and concurrency of tasks. The latter should encompass both current activity levels and a short term surge capacity for responding to specific incidents. Options should be identified for enhancing that capability through expansion and/or use of the national infrastructure. This might occur if significant force elements were deployed simultaneously.

Enabling the Force

Brunei Darussalam
Defence White Paper 2004

Defending the Nation's Sovereignty

Future planning should take place on the basis of a three to five year rolling program.

The delivery of effective combat power depends ultimately upon defence capabilities being developed and maintained holistically. The quality of personnel, training and logistic support are essential to maximising operational performance, sustaining deployments, and ensuring the efficient use of available resources. Resource commitments need to match this comprehensive approach to capability and be sensitive to the longer term nature of defence planning.

Resources and Procurement

Current financial planning is on an annual basis. It takes into account personnel costs, projected activity levels, and more immediate maintenance, facilities and support needs. Acquisitions of major capabilities are budgeted for separately, with the emphasis being on the initial procurement. Broader considerations of through-life support, additional personnel and training needs, and stockholding are generally addressed subsequent to the purchase.

To shift the emphasis to capability outcomes, both for specific projects and for the force as a whole, several key changes need to be introduced. Future planning should take place on the basis of a three to five year rolling program. That program should identify objectives in terms of personnel, operational activities (including training), capability development and support needs. These should be linked directly to the progressive enhancement of the RBAF to undertake the operational roles identified in the previous chapter.

While resources would still be allocated to Defence on an annual basis, that approach would provide guidance for a more consistent level of budget support and a balanced framework for resource expenditure within Defence. It allows for the more measured and phased development of defence capabilities, including maintenance and system upgrades as well as new acquisitions. It equates resource allocation with the actual capabilities that the RBAF can, or can be expected to be able, to deliver in either the short or longer term.

Importantly, proposals for new capabilities should be approached and costed on a comprehensive basis. They should identify each aspect of achieving the desired operational performance - acquisition, support, personnel, training, facilities and anticipated operational costs. Consideration of through-life support requirements should be included from the beginning of the acquisition process.

The ability to attract and retain high quality personnel is essential to the operations of a small force seeking to exploit advanced technologies in key areas. RBAF personnel enjoy attractive conditions of service and the quality of applicants to join the force is high. Future force development would benefit from greater flexibility in the level and nature of recruitment. This will require expanding the capacity of the initial training course, an upgrading of its facilities, and an assessment of how specialist skills to support future capabilities can best be attracted and retained.

A comprehensive career management scheme is important. Retention and operational performance could be enhanced by the closer matching of individual personnel strengths to nominated postings and of training development opportunities to career progression points. Changing force structure priorities require that specialist skills be acknowledged along with traditional command and leadership potential.

Future training development should take place in two key areas. Specialist skills need to be maintained and regularly upgraded to support the introduction of more advanced technologies. Options for transferring such skills as an integral part of any new capability acquisition should be explored. The RBAF must have the capacity to provide at least first line technical and maintenance support to deployed forces. Additional support can be provided, where appropriate and cost effective, by the wider national infrastructure or through exchanges and cooperation with the nation's security partners.

A more comprehensive program of all level officer and subordinate training is essential to the future enhancement of the force. This should encompass leadership training, more advanced policy and military planning skills, and management and acquisition expertise. An emphasis on joint planning and exercising would strengthen operational coordination. Initially, these objectives might be achieved by a carefully structured program of short courses and exercises. These would develop national expertise in these areas and lay the foundation for the future development of a tri-service staff course in Brunei Darussalam.

The Reserve Forces remain an under utilised element in the nation's defence capability. Officers who leave the force have a reserve obligation. This commitment needs to be clarified in law and legislation has been drafted to formalise the arrangements. Others who leave the force after a longer period possess both the experience and often the specialised skills that could support operations in an emergency.

Clarity of role for the Reserve Forces is important. There would be considerable advantage in identifying specific tasks for the Reserves that provide purpose and achieve identifiable outcomes. Tasks which do not require the continuation of comprehensive military training (most effectively maintained through full-time service) but contribute directly to the nation fall primarily in the areas of combat support and national tasks.

They include the organisation of major events, the response to natural disasters, and the provision of specialist technical and maintenance skills. In times of high force activity and in any future contingency, employment of the Reserves for guarding and immediate area protection tasks would provide an important "surge" capability. It would free the regular force for more operationally demanding response operations.

NATIONAL SUPPORT

Complementing the specific contribution of Reserve forces is the ability of the wider civilian population and national infrastructure to support defence operations. The nation's social cohesion as guided by MIB philosophy and the constructive presence of the RBAF in the community on a day-to-day basis are important foundations for that support.

From an operational perspective, local communities provide a valuable extension of defence capability. The communities are a key source of information, providing early warning of possible illegal activities or hostilities. They can contribute a range of non-military supplies, facilitating both force deployment and sustainability. Civil transport and communication networks can provide system redundancy and support a surge in the tempo of operations.

National support capabilities can contribute more broadly to the most effective use of available defence resources. While the nation's industrial base is limited, civil industry offers a range of goods and services valuable to the RBAF. These include repair and maintenance of vehicles and smaller vessels, the movement and storage of bulk cargoes, communications and information technology skills, and the provision of basic services.

The development of partnerships in these areas can improve resource efficiency through the introduction of commercial practices, the cutting of overheads, and greater economies of scale. This process will act as a catalyst for a continous development in defence industries. In this context, the Ministry of Defence will establish guidelines for the enhancement of defence related economic activities in order to regulate suppliers obligations and commitments to the country.

Defence resources could be released to focus on primary combat tasks. Contractual arrangements and the national legislative framework would need to provide a firm assurance that such support would continue to be available in a crisis.

The identification of opportunities to draw upon the national industrial and service base in this way should be considered in all new capability proposals. Desired technological levels should balance operational performance with the national capacity, both within and outside the RBAF, to support new systems in an affordable and sustainable way. Sensitive technologies and defence specific capabilities would need to be supported independently within the RBAF.

The Ministry of Defence is responsible for providing the RBAF with the equipment that they require, on time, and at best value for money for the Government and at a price we can afford. Investment in science and technology, including research and development, is crucial to the future capability of the Royal Brunei Armed Forces.

The Ministry of Defence, on behalf of the Government, will seek to maximise the economic benefit to the country from defence expenditure, to develop and sustain a healthy competitive defence industry and a high value technologically-skilled industrial base.

A pro-active and flexible Defence Industrial Policy will address these issues. As a key principle of the policy, the defence industry should embrace all defence suppliers - both Brunei and foreign-owned companies - that create value, employment, technology or intellectual assets in the country.

The Ministry of Defence will work with industry and academia to co-ordinate our joint resources, to maximise exploitation of technology, and to target our investment into areas of fast and maximum value creation in which Brunei industry can grow. Developing these relationships and processes to promote closer dialogue will be key to our mutual success in the long-term.

Brunei Darussalam
Defence White Paper 2004

Defending the Nation's Sovereignty

The policy principles established in this Defence White Paper provide an overall framework within which more specific planning can take place. They provide direction and coherence without seeking to prescribe the details of particular policy, operational or capability decisions.

Importantly, the principles are designed to have considerable longevity. They blend the demands of the more immediate security environment with the primary drivers that will continue to shape the nation's defence and broader security planning in the longer term.

What is essential to the effective implementation of the White Paper is the early introduction of the capabilities and planning tools that promote a genuinely integrated approach.

In terms of capabilities, priority should be given to:

- The development of the command, control and communication systems that link not only the operational components of the RBAF but underpin Defence interaction with Government and other national agencies. The capacity of the JOC to link strategic, operational and tactical level activities will be central to this.
- Enhancement of the surveillance and intelligence capabilities that provide early warning of security challenges, enhance transparency in an area of operations, and support high level decision making. Broad area maritime surveillance, improved signals intelligence and electronic warfare capacities, and advanced skills in intelligence analysis are areas requiring attention.
- The integration of mobility and other combat support assets on a force-wide basis. The current capabilities needs to be reviewed against the likely demands of the new joint operational roles, options for support from the civil infrastructure considered, and Support Command tasked to develop guidelines for the control and deployment of support assets during operations.

Complementing those changes, there should be a greater emphasis on joint planning under the sponsorship of the Commander of the RBAF and the Permanent Secretaries. Important areas in which this should be pursued are:

- A review of overall command and control arrangements and organisational structures in the context of the joint operational roles.
- Development of a series of joint exercises both at the planning and operational levels as the basis for refining independent national doctrine and identifying any capability shortfalls.
- Preparation of the rolling 3-5 year defence program and the shift to outcome based planning.
- Support to the individual Services in the development of more comprehensive capability development proposals matched to overall priorities.

- Introduction of a comprehensive program of mid- level officer and non-commission officer development, including training courses, secondments and exchanges and career management.
- Establishment of Religious Military Unit.

In the context of the new operational roles, the White Paper has identified both the core operational elements that are necessary for their performance and the increments of capability that might be introduced to meet more serious challenges. Progress towards realising those capabilities will be influenced by the level of available national resources and assessments of continuity and change within the security environment.

The new priority in capability development being accorded to joint operations reinforces the need for balanced development across the force both numerically and in terms of their level of operational capability. The appropriate balance between combat forces and the capacity to support them must be sustained. The capacity for units and platforms to be upgraded through the addition of more advanced sensors or weaponry within relatively short time frames should be considered in both capability proposals and the development of specific operational concepts.

The state of readiness and reliability of current capabilities are the necessary foundations for future force development. Apart from the priorities noted above, specific aspects of current capability that need to be addressed are:

- The expansion of the capacity of the recruit training centre;
- An increase in Army manpower either to establish a fourth battalion or provide a fourth rifle company within each of the existing battalions;
- The re-organisation of the Reserves to be an effective component of the RBAF to ensure that they fulfil an effective and identifiable role.
- Replacement of obsolete equipments

In terms of major combat capabilities, the introduction of an air combat and naval vessel attracts priority. Additionally, enhancing the Light Infantry Battalion will give flexibility in mobility and added force multiplier in Land Operations.

Given the current strategic uncertainty, a comprehensive review of the security environment should be undertaken every 2-3 years to identify any significant changes that may have occurred or appear imminent. The continuing applicability of the policy and planning principles laid down in this White Paper should be reviewed in that light. Progress with implementing the White Paper's recommendations should be reviewed every two years. In the absence of more immediate imperatives for change, a new Defence White Paper should be prepared in 2008.

Brunei Darussalam
Defence White Paper 2004

Defending the Nation's Sovereignty

BRUNEI DARUSSALAM

DEFENDING THE NATION'S SOVEREIGNTY

DEFENCE WHITE PAPER 2004

DEFENCE WHITE PAPER 2004

DEFENDING THE NATION'S SOVEREIGNTY

"..the maintenance of friendly relations among nations on the principle of mutual respect for the independence, sovereignty, equality and territorial integrity of all nations free from external interference..."

Excerpt from the Titah of His Majesty, Sultan Haji Hassanal Bolkiah Mu'izzaddin Waddaulah, Sultan and Yang Di-Pertuan of Brunei Darussalam, on the occasion of the Proclamation of Independence, on 1st January, 1984