

GOVERNMENT RESOLUTION 6/2010,**of 10 February 2009****EMPLOYMENT OF THE ARMED FORCES**

As measures to be adopted within the scope of national defense, the Government Plan calls for restructuring the sector of defense, by reinforcing the role of the Armed Forces, and identifies a need to adopt fundamental political decisions concerning the legal framework, conceptual definitions, and technical and operational issues of an institutional nature. In this sense, it refers to the need for defining the Generic and Specific Missions of the F-FDTL – public interest, peacekeeping, humanitarian, cooperation, and crisis management missions – in order to allow that a structure be designed and the National Forces System and its Apparatus be defined, as well as the human and material resources required for the success of those missions, with high standards of efficiency in the forces;

Considering that the "Strategic Vision Plan" which established the blueprint for the "Development of the Armed Forces in Timor-Leste 2005-2020", also known as Study "Force 2020", submitted to the Government on 27 October 2006 by the General Chief of Staff of the Armed Forces, is the primary reference for the F-FDTL and its Components' strengthening and development, as it defines guidelines with a view to consolidating the structure of the F-FDTL in the short term, and its development in the medium and long term, when taking into account the authorized contingent;

Considering that said document stresses that Employment of the F-FDTL is a concept that shall be inferred from the Study "Force 2020", which concept will enable the preparation of the remaining basic documentation for the development of the F-FDTL, including without limitation, the Operational Requirements – the fundamental basis for doctrine to be issued – with a consequent critical impact on the training and on the establishment of global re-equipment needs to be financed by the Law on Military Planning (LPM), a key instrument in the process of Force Planning.

Considering that the new Security model highlights a growing importance for the Armed Forces to be prepared to act within the scope of the so-called public interest missions, by adopting a "double role" standard that expands the possibilities of the actions of the Armed Forces beyond their primary mission as military defense of the territory against any external threat or aggression;

Considering that any threatening circumstance to the country is not plausible, whether in the short term or even in the medium term, which does not allow for intentions to be evaluated, let alone for relative possibilities to be analyzed, but the possibility of facing an external threat was not eliminated, rather its nature and how it now manifests itself has changed, as incompatible interests continue to give rise to conflict even if only mildly;

Considering that there are interests that need to be met which stem from the State of Timor-Leste's desire to affirm itself in the international and regional stage, and that the reason why the F-FDTL exist cannot be limited, at the military level, to the possibility of an imminent aggression or the existence of plausible threats towards the State, in line with the conceptual and legal framework set out in the F-FDTL Organic Law which already took into consideration the three relevant functions: military, diplomatic (peace missions and Technical-Military cooperation), and in the public interest (Civil-Military cooperation and Civil-Protection);

Taking into account that National Defense, of which the F-FDTL are a fundamental instrument, should be conceived in respect of a permanent policy to be exercised at all times and in all places, the need has arisen to adopt effective mechanisms that are relevant to those in connection with the legal framework, with relationships of command, including those that involve the superior structure of the State and those of an operational nature, and tactics and the respective contingency plans and mechanisms for democratic control, but also those that allow for the indispensable synergic efforts of the various State agents, within the context of crisis management;

As such, a Forces planning model is adopted based on the capacities to be built, which proves particularly useful when threats are uncertain, diffused and very diverse in nature. Given that the focus is not placed on identifying specific adversaries ("whom") nor the time factor ("when"), but rather on other elements, namely on "how" the antagonists may attack. Depending on the preferred orientation, the size of the required means will be assessed on the basis of the efficiency required to carry out the assigned missions or on financial constraints, in which case it shall seek to optimize the forces' system within the framework of the available funds. Placing the emphasis on the objectives and not only on the dangers which require that a defensive approach be taken, any obstacle to the achievement of national goals shall be viewed as a threat.

Considering, therefore, that within the scope of the plan for consolidation and development of the Timor-Leste Armed Forces, the need has arisen to clearly define its mission and modes of operation;

Pursuant to Article 115.1(c) of the Constitution, the Government resolves:

1. To approve the Employment of the Armed Forces pursuant to the following fundamental principles:

(a) Capacities to be Built:

- i. Building the following capacities shall materialize the development of the F-FDTL for the effective execution of its missions: Command and Control; Maritime Authority; Maritime Signaling; Search and Rescue; Civil-Military Cooperation and General Support; Fixed Component; Execution of Public

Interest Missions; Intervention (Rapid Response); Active Resistance and Dissuasion; Surveillance and Control over the National Territory; Logistical Sustainment; Survival and Force Protection;

- ii. Regarding strictly military defense matters, when considering the geostrategic features of the national territory, inter-territorial and surrounding maritime areas and airspace, including without limitation, their impact on the International and Regional System and characterization of threats, as well as other Forces and antagonists with potentially hostile tendencies, in order to implement the Forces' system the mobility and operational flexibility of the existing means must be improved so as to meet the needs imposed by the archipelagic features (Territory, Oecussi Enclave, islands of Atauro and Jaco, and Timor Sea) and dispersion of the national territory, as well as the consequent characterization of the inter-territorial space, particularly with respect to reinforcement and rapid intervention in any place, with special attention placed on the border districts (Bobonaro and Covalima) and the Oecussi enclave and Atauro island, which makes it necessary to ensure a minimum maneuvering capacity through the Sea;
- iii. Employment of small units with amphibious abilities for defense of the territory and of national interest, as well as the humanitarian support to the populations and civil authorities in emergency situations or in case of catastrophe by using the maritime front, is understood within the country's geostrategic context and, in view of the assessment of threats and risks to security and national interest, prioritizing the exercise of the State's authority at sea through the creation of security groups that will allow for tacit conditions for inspections by other State institutions or intervention in the event of unlawful acts, including without limitation, in cases of organized crime, drug trafficking and threats to human life.

(b) Missions and Modes of Operation

Given the legal framework of the F-FDTL as derived from the Constitution of the Democratic Republic of Timor-Leste and the Organic Law of the FALINTIL-FDTL, and also given the proposed legal framework which is necessary to enable the applicability of the Force, particularly the draft National Security Law and draft National Defense Law, in general terms the F-FDTL missions shall be carried out through modes of operation and within the following scenarios:

- i. Integrated defense of the national territory; public interest missions; resource control operations; participation in peacekeeping and humanitarian operations; civil-military cooperation; other military operations (military exercises and military police service); technical-military cooperation;
- ii. State activities for National Defense shall envisage threat prevention and dissuasion, it being that the use of force is always subsidiary to the employment of diplomatic, negotiation and arbitration means for the peaceful resolution of disputes or conflicts, with preference being given to the use of non-lethal weapons;
- iii. All possible measures, including negotiation, arbitration and conciliation for the resolution of any issue or international conflict, shall at all times be privileged over war, and only in cases of self defense against an actual or imminent aggression;
- iv. The organization of the F-FDTL shall incorporate the principles of rationality and efficiency so as to correspond to the essential objective of efficient preparation and effective operational employment of its units and forces in completing their assigned missions, in order to ensure: improvement of the relationship between the operational component of the forces' system and the fixed component; reduction of the number of ranks, and command, leadership and supervisory bodies, making an adequate use of the means and information technologies; articulation and complementarity between the units, thus avoiding unnecessary duplications; the tactical-strategic articulation of intelligence activities through an adequate Military Intelligence System which contributes to the acceleration and greater capacity of employment and deployment of forces that would work as a multiplying factor, thus allowing for the rationalization of the military structure; a correct use of human potential; the transition from the peace time to the state of war organization with the least amount of changes possible.
- v. The adoption of an integrated concept and coordination of Human Safety that harmonizes the means at the service of the State without any of its roles being subordinated or sacrificed, having present the three pillars of State activity in matters of National Security concerning National Defense, Internal Safety and Civil Protection, which calls for an Integrated System of National Defense.

- vi. The adoption of the principles of subsidiarity and complementarity in F-FDTL intervention whenever the F-FDTL are deployed outside of the classic mission of military defense of the territory against any external threats or aggressions, for which it has been considered particularly qualified.
- vii. By subjecting the F-FDTL actions to the strict observance of the principle of proportionality, especially in connection with its operational performance, its legal and political control whenever it uses or threatens to use force, is ensured through the drafting of "Rules of Engagement";
- viii. The guarantee of flexibility, mobility and interoperability in the use of resources as regards the configuration of the Defense forces in order to ensure their mission and participation in the Integrated System of National Defense.

(c) The "Double Role" in Operational Employment

Operational employment of the Forces and Units will hereafter be viewed as having a "double role" – Support and Defense of the State's external Policy, and Authority and Safety of the State – which requires:

- i. The execution of offensive, defensive and special operations with a view to destroying hostile forces, within the scope of the integrated defense of the national territory;
- ii. The execution of naval operations by performing actions aimed at ensuring Sea control or denial through their presence, surveillance and inspection, and whenever necessary, using Force or conducting evacuation operations of citizens within the strategic national space, as well as operations for the protection of sea lines of communication (SLOC) or aggression against hostile naval and land forces and combating drug trafficking and maritime terrorism;
- iii. Employment of naval operations at the coastline in support of land operations, which limits the exploration of movement and maneuvering capacities, making the task of localization easier for the opponent and leaving the naval units more susceptible to asymmetric threats, thus requiring strict protective measures be applied (Force Protection);
- iv. Supporting friendly land, naval and air Forces within the context of defense of the national territory;
- v. Supporting the Safety and Civil Protection Forces within the scope of the Integrated

System of National Security, pursuant to the law;

- vi. Recognizing, capturing, recovering and defending strategic areas and objectives in the maritime coast that are considered essential to military operations;
 - vii. Executing operations that involve protection or evacuation of populations in areas affected by catastrophes or disasters;
 - viii. Participation in multi-national forces committed to conflict resolution and crisis management, including without limitation, through peacekeeping operations and humanitarian actions. The operational employment of Forces and Units in a "double role" perspective, as described, allows for the following objectives to be sought:
 - ix. Preparation of personnel and readiness of the Forces and Units, including without limitation, through the Operational Training Plan and participation in International Exercises;
 - x. Keeping the F-FDTL and its units in such state of operational readiness as determined;
 - xi. Ensuring a credible mechanism for surveillance and defense of military facilities;
 - xii. Keeping such level of forces readiness as ensures the operatives required for military ceremonies;
 - xiii. Cooperating with countries in the region and from the CPLP, in accordance with the political guidelines.
2. To approve the macro structure of the Armed Forces organization, which in summary implies:
- (a) Characterization of the Force – Components and Units
- The F-FDTL shall be equivalent to a Light Brigade, and the General Chief of Staff of the Armed Forces (CEMGFA) shall hold the Operational Command of the Land, Naval, Air Assistance, Support Services and Training Components, by adopting an operational model for forces that are adapted to a mission (Mission-Oriented and Task-Organized), and each of the components commanders may take on the role of commander for aggregation of forces, within the context of creating task-forces or operational commander of forces, with powers delegated by the CEMGFA, within the scope of the defined command and control structure and in accordance with the mission to be carried out. Therefore, the F-FDTL's macro structure shall have the following general characterization, as illustrated in the diagram

attached hereto:

i. Command and Control

In the exercise of the F-FDTL Command and Control, the CEMGFA is assisted by the Deputy CEMGFA and the General Chief of Staff (CEM), through the Joint Coordinating Staff and Technician Staff, as well as an Operations Center. The CEMGFA has administration and management Support Bodies of an instrumental nature that aim to ensure supervision and execution of essential specific activities, in line with the superiorly defined orientation, in accordance with the needs of the superior structure of the F-FDTL. The F-FDTL Operations Center is the body intended to allow for the exercise of the operational Command of the CEMGFA and shall be organized as Joint Headquarters in the event of war in order to ensure the exercise of the entire Command.

ii. The Land Force Component

The Land Force Component is comprised of a Land Defense Force (FDT), comprising the Sector Commands included in the land units and a Land Combat Operational Force (FOCT), a part of the operational element of the National Forces System;

The Infantry Companies included in a Command Sector or Task-Force of a similar rank, constitute the fundamental element of the F-FDTL operations and shall be organized so as to ensure an effective control over its elements, having a significant amount of firepower and a great amount of flexibility and some independence of employment. It shall have a threefold organization based on three Snipers Squads and fire support – a Mortar Section and Anti-Tank Section. This base structure shall allow for the organization of other temporary operational organizations, in line with the assigned mission (deployment of the Force). The Infantry Companies may be employed independently, for a limited time, as long as they are reinforced with combat and logistical sustainment support;

iii. The Light Naval Force Component

The Light Naval Force is organized into a Maritime Defense Force (FDM) and constitutes the capacity of the fixed component; it is part of a Naval Combat Operational Force (FOCN) comprising the units, naval means and Marines. This FOCN is part of the operational element of the National Forces System;

A particularity results from the characterization of the Force for executing operations at the maritime coast by approaching the target through the maritime front – in a covert manner – through the Marines Units with amphibious abilities, which integrate the Forces' system and constitute the Operational Reserve of the CEMGFA, due to their dissuasive capacities;

The use of Marines Units implies that they be embedded in the naval units in support of the execution of inspections in territorial waters (inspection activities to vessels involved in unlawful activities and sea interception operations), search and rescue actions, humanitarian support of the populations and disembarking small units in order to execute actions to reach limited objectives, namely the neutralization of important sensitive points, their operational employment being therefore based on the articulation of structure forces of Company rank, so as to optimize their harmonization with the naval means (small and medium size). In addition to the standard means used by the Marines (Assault Boats), their operational employment shall be articulated and integrated with the use of an adequate means (Rapid Assault Boats – LAR), considering the features of the South Coast. Their projection and recovery require the use of naval means (either surface or LAR) and air means of a varied nature, resorting to diving techniques or others to be carried out with the use of helicopters.

iv. The Light Air Component

The Light Air Component (CAL) comprises transport units, and search and conduct and intersection units, with the respective infrastructures, support and maintenance bodies necessary for operating the equipment; the CAL includes the operational element of the National Forces System;

CAL shall be small in size and its primary mission shall be to cooperate, in an integrated manner, in the military defense of Timor-Leste, through air operations, including without limitation, support of other Components (tactic-military, reconnaissance and medical evacuation), and control of air space (surveillance and detection through radar systems). Within the context of public interest missions, aid to the population is to be privileged: medical evacuation, humanitarian aid, and search and rescue actions (SAR) in the maritime space under national jurisdiction. In addition, it shall always be an important instrument in the support to the Command and Control of the CEMGFA.

CAL shall be structured according to the specifics of its missions, which implies: service assistance, flight operations, maintenance, logistics, finance, instruction centers and an accident prevention office.

v. Support and Services Component

The Support and Services Component comprises a unit ensuring the logistical duties of the F-FDTL, Engineering-like units (Company grade), a Communications unit, and a Health and Evacuation unit. The F-FDTL have Engineering-like units (Company grade) to supply mobility and counter-mobility to the maneuvering units and to allow for the incrementing of Civil-Military Cooperation actions;

vi. Instruction and Training Component

The Instruction and Training Component comprises the structure of the Nicolau Lobato Instruction Center, and the Military Academy to be incorporated.

In addition to these Components, the F-FDTL have a Special Operations unit and Military Police (Company grade), which are directly under the CEMGFA, who holds the Operational Command thereof pursuant to the following terms:

vii. Special Operations Unit

The Special Operations Unit (Company grade) is of a joint nature, shall have special equipment and shall be constituted by members with great psychophysical capacity having a high degree of specialization and training in a number of areas. Due to its characteristics, it shall be employed, in an isolated manner or within the scope of operations carried out by other forces, in carrying out actions in the whole conflict spectrum (peace, crisis and war), with a view to carrying out strategic, operational or tactical missions of great value, so as to reach military, political, economic and psychological objectives. Such operations possess characteristics that sets them apart from the operations carried out by the remaining units of the Land Force Component, conferring upon the F-FDTL a specific capacity in its operational employment, including without limitation, Special Reconnaissance, Direct Action, Military Aid and Indirect Action (in national territory).

viii. Military Police Unit

The F-FDTL have a unit (Company grade) to be employed in the execution of Military Police Service that contributes to the exercise of the CEMGFA's powers. Military Police activities aim to prevent and dissuade threats to military security, including without limitation, subversion and other threats to the military discipline and integrity of the F-FDTL, as well as to ensure security of infrastructures, military material and personnel, being that negotiation and arbitration for the peaceful resolution of any dispute or conflict, as well as the use of non-lethal weapons, shall at all times be privileged over the use of force. The Military Police may also act as a complement to all other means held by the Commander (Headquarters, Component, Sector or Unit) in order to carry out its mission, as well as to ensure Security Operations in the rearguard whenever Theatres of Operations are defined.

(b) Changes to be made in the Structure and Organization of the F-FDTL.

The following guidelines for changes to be made to the structure and organization of the F-FDTL are also approved, which lead to the respective future detailed studies to be considered within the scope of the Force Development Plan (PDF) 2009-2012:

- i. Reorganization of the Land Component, whose Structure should privilege a greater land distribution which allows for greater connection and interaction with the PNTL and the population, in order to ensure the organizational capacity of the armed resistance in the event of an external aggression.
- ii. The Forces' System shall allow for greater flexibility and mobility, with a view to the defense and security of the territory, by assigning certain areas of responsibility to the Infantry Companies acting under the Sector Commander, which shall constitute the Land Combat Operational Forces (FOCT) and Land Defense Forces (FDT).
- iii. Increase of the Companies' firepower due to the limited mobility of the non-motorized maneuvering units (dismounted forces).
- iv. Organize a Combat Support Unit (Company grade) with reconnaissance, anti-tank, anti-air, light artillery, surveillance of battlefield (VCB) and electronic warfare capacity;

- v. Motorization of a Company with armored vehicles (Cavalry – Reconnaissance Squad), which shall constitute part of the Operational Reserve of the CEMGFA;
- vi. The Naval Combat Operational Forces (FOCN) shall ensure adequate communication between the Naval Units and Marines (with a special focus on Sea inspections carried out by teams dedicated to approach operations and maritime interception operations within the scope of fisheries inspections and combating maritime terrorism);
- vii. In training and managing human resources, improvement of their multi-task capacities shall be ensured by adopting measures for additional professional qualifications of the personnel, which shall increase motivation and create additional conditions for the reintegration of qualified individuals in the society;
- viii. Attention should be placed on the actions of Civil-Military Cooperation, which shall decisively contribute to the success of the National Security purpose with regard to the binomial security-development. The close relationship with the traditional Timorese organization shall therefore be favored through the creation of an Engineering unit (Company grade) for the purposes of expanding those actions as well as extending Engineering combat support to the maneuvering units;
- ix. The importance of the Military Intelligence System as a multiplying force factor, and that in the current and emerging strategic

environment shall ensure warning, identification, limitation, control and management of damages, and consequently, a heightened response capacity and deployment of the Forces;

3. To order the amendment to the Organic Law of the F-FDTL, approved by Decree-Law 15/2006, of 30 October 2006, as follows:
 - (a) It shall be in line with the macro structure implied in this Resolution;
 - (b) It shall confer upon the Government member responsible for the Defense sector the power to approve the micro structure, in line with the superior structure and the total operatives assigned to the Armed Forces. The General Chief of Staff of the Armed Forces shall also be granted powers to proceed with the necessary operational changes;
 - (c) It shall be submitted to this Council by the end of June 2010.
4. The document attached hereto prepared by the Cabinet 2020 of the Secretary of State of Defense, materializing the Concept of Employment and the structure development guidelines which are at the root of this Resolution, is hereby approved.

Approved by Council of Ministers on 9 December 2009.

Be it published.

The Prime Minister,

Kay Rala Xanana Gusmão

Appendix

