Overview of Japan's Defense Policy

Ministry of Defense, Japan

Introduction

This brochure is intended to give a lucid explanation of the basic concepts of Japan's defense policy, as well as such recent topics as Reform of the Ministry of Defense. In addition, Japan's active engagement to improve the international security environment is dealt with in some detail.

This brochure is intended for those who are now engaged in the issues of national defense and security as well as people interested in Japan's defense policy.

We hope this pamphlet will help readers better understand Japan's defense policy, promote relationships of mutual trust and improve the transparency of our defense policy in the Asia-Pacific region.

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1 The Basics of Japan's Defense Policy

Basic Policy for National Defense

Basic Policy of National Defense (May 1957)

1. Support the United Nations' Activities and promote international cooperation to achieve world peace
2. Stabilize the people's livelihood and establish the foundations for national security
3. Establish effective defense capabilities
4. Defend the nation on the basis of the Japan-U.S. Security Arrangements

Other fundamental policies

in accordance with the Basic Policy for National Defense(1957)

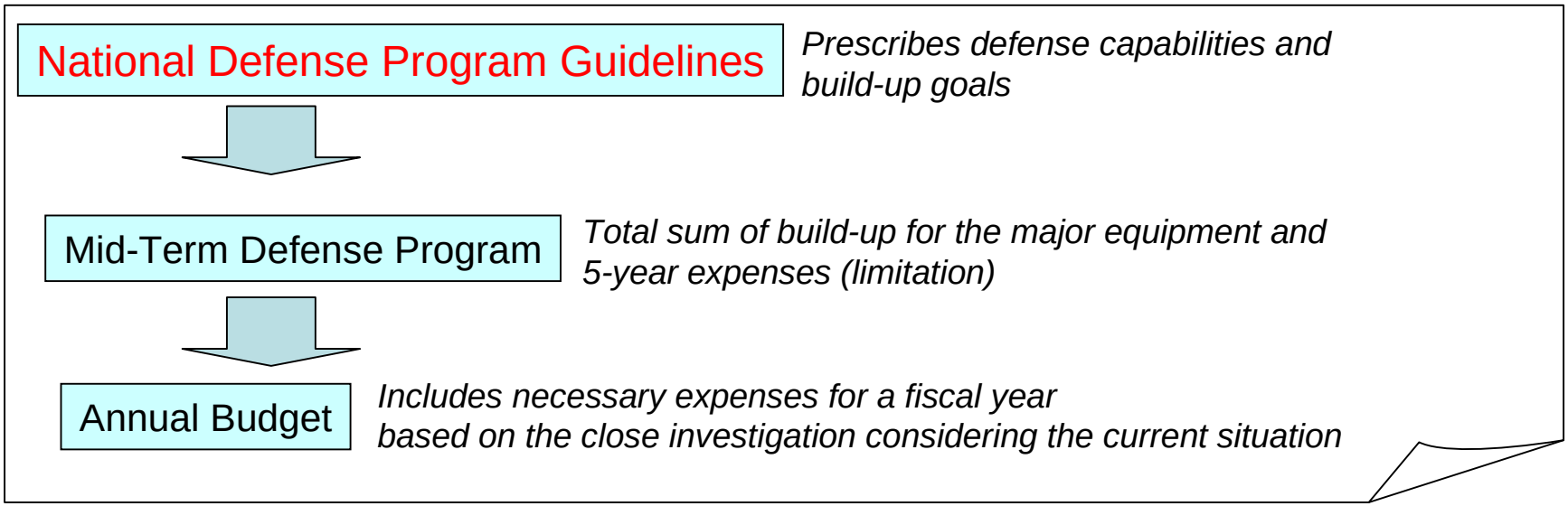
1. Exclusively Defense-Oriented Policy
2. Not Becoming a Military Power Posing a threat to other countries
3. Three Non-Nuclear Principles
   (Not possessing nuclear weapons; Not producing nuclear weapons; Not permitting nuclear weapons to be brought to Japan)
4. Ensuring Civilian Control

National Defense Program Guidelines

National Defense Program Guidelines

Describes the basic points concerning the build-up, maintenance and operations of Japan's defense capabilities, in light of the security environment surrounding Japan

- ✓ *National Defense Program Guidelines (NDPG 1976)*
- ✓ *National Defense Program Guidelines, FY1996 and After (NDPG 1995)*
- ✓ *National Defense Program Guidelines, for FY2005 and After (NDPG 2004)*



NDPG 2004

Security Environment Surrounding Japan (1)

○ *International Situation: Characteristics of New Security Environment*

Means of Attack:	**Increased precision and destructive capability of weapons** **Expansion to non-military fields**
Players: Large number of non-state entities not easily deterred	
Targets of Attack: Soft targets	**Even the U.N. and Red Cross targeted** **Involvement of fellow citizens**
Region: Broadening of regional concept	**Attack from afar** **Counter-measures from afar**
Speed: Attacks in extremely short time	**Difficult to forecast** **Prompt decision-making essential**

New threats and diverse contingencies pose imminent challenges to today's international community.

Military force plays broader roles and is actively used for various purposes, such as preventing conflicts and reconstructing failed states.

NDPG 2004

Security Environment Surrounding Japan (2)

○ *Situation in the Vicinity of Japan*

- ✓ **Diversity in race, religion, political system, etc.**
- ✓ **Intricate interests of major countries**
- ✓ **Disputes over unification, territorial issues, and maritime interests**
- ✓ **Modernization and improvement of military capability**
- ✓ **Situations in NK**
  (WMDs, Ballistic missiles, Special Operation Forces) etc.

NDPG 2004

Security Environment Surrounding Japan (3)

○ *Characteristics of Japan*

- **Security vulnerabilities**
- **Disaster-prone conditions**
- **Indispensability of the security of Sea Lines of Communication (SLOCs)**

Geographical Characteristics

- Approx 380,000 km^2 of Land Area (World 60th)
- Approx 4,470,000 km^2 of Territorial waters + EEZ (World 6th)
- 6,852 Islands*
- 33,889 km of Coast lines
- 22.9% of earthquakes** strikes Japan

* Figures for the island with the outer perimeter more than 100m

** Frequency of earthquakes magnitude upper 6.0 from 1994 to 2000

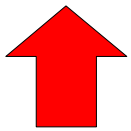
NDPG 2004

Basic Security Policy of Japan (1)

Basic Principles

Two Goals for National Security of Japan

- **Defense of Japan**
- **Prevention of emergence of threats by improving international security environment**



Two Goals should be achieved by combination of...

Three approaches

- **(1) Japan's own efforts**
- **(2) Cooperation with the alliance partner**
- **(3) Cooperation with international community**

NDPG 2004

Basic Security Policy of Japan (2)

(1) Japan's Own Efforts

- Prevention of any threat from reaching the country directly by utilizing all available means
- Integrated response by swiftly making appropriate decisions, and bringing together all relevant organizations such as the SDF, Police and Coast Guard
- Improvement of the international security to prevent the emergence of threats through diplomatic and other activities
- Development of “Multi-functional, Flexible and Effective Defense Force”

NDPG 2004

Basic Security Policy of Japan (3)

(2) Cooperation with the United States

- The Japan-U.S. Security Arrangements are indispensable in ensuring Japan's security and critically important to peace and stability in the Asia-Pacific region.
- Close cooperative relationship between Japan and the U.S. plays an important role in preventing new threats and diverse contingencies.

- Proactive engagement in strategic dialogue with the U.S.

  Common Strategic Objectives, Role-Sharing, Military Posture etc.
- Efforts to strengthen the Japan-U.S. Security Arrangements

  Intelligence exchange, operational cooperation, BMD cooperation etc.

NDPG 2004

Basic Security Policy of Japan (4)

(3) Cooperation with the International Community

- Active engagement in diplomatic efforts, including the strategic use of ODA
- Proactive participation in international peace cooperation activities
- Making efforts to stabilize the region from the Middle East to East Asia through various cooperative efforts in conjunction with other countries sharing common security interests
- Active efforts for the reform of the U.N.
- Promoting the development of a multilateral regional framework for security, such as ARF

NDPG 2004

Role of Defense Capabilities

○ Effective response to the new threats and diverse contingencies

Response to...

- Ballistic missile attacks
- Attacks by guerrillas and special operations forces
- Invasion of Japan's offshore islands
- Violations of Japan's airspace / intrusion of armed special-purpose ships
- Large-scale and special-type disasters (CBRN)

BMD

Suspicious boat incident in Southwest in 2001

○ Preparations to cope with Full - Scale Invasion

- Modify the current concept of the Cold War-type defense capability build-up
- Significant reduction of personnel and equipment
- Maintenance of the most fundamental capabilities of the defense force

○ Proactive Efforts to Improve International Security Environment

- Proactive Participation in the International Peace Cooperation Activities
  → *Development of education and training systems, responsive force posture, transport and other required capabilities*
- Promotion of Security Dialogues and Defense Exchanges/Cooperation in arms control and disarmament

2 Main Measures for Defense of Japan

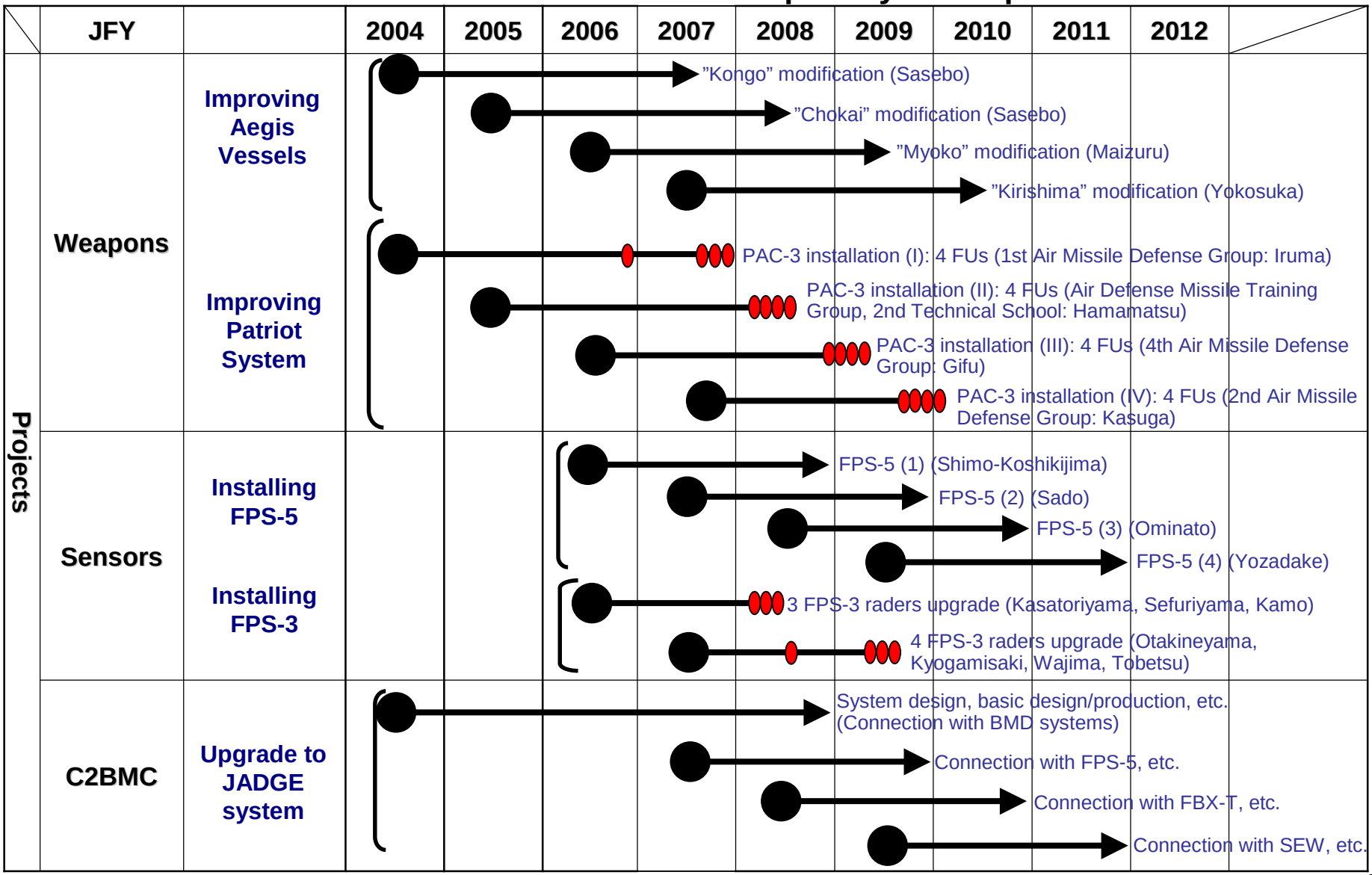
Ballistic Missile Defense

BMD system is the only and purely defensive measure, without alternatives, to protect life and property of the citizens of Japan against ballistic missile attacks, and meets the principle of exclusively defense-oriented national defense policy.

Dec 1993	**Started consultations with the U.S. on BMD**
Apr 1995	**JDA commenced BMD study (possible BMD architecture, cost estimation, other issues)**
Dec 1998	**The beginning of Japan-U.S. Cooperative Research Project was approved by the Security Council of Japan and the Cabinet. (Memorandum of Understanding was signed with the U.S. in August 1999)**
Dec 2002	**Japan-U.S. Defense Summit meeting (Minister Ishiba and U.S. Secretary Rumsfeld)** **Minister Ishiba: *"Japan will conduct study with the perspective of future development and deployment."***
May 2003	**Japan-U.S. Summit meeting (PM Koizumi and President Bush)** **PM Koizumi: *"Japan further accelerates its consideration on Missile Defense."***
Aug 2003	**JDA requested BMD-related budget for FY2004 to MOF for the first time**
Dec	**GOJ's decision on introducing BMD system**
Dec 2004	**New NDPG and MTDP showed GOJ's strong commitment on BMD. Japan and the U.S. signed the BMD Framework MOU for broader and deeper cooperation**
Jul 2005	**Japanese Diet concluded legislation for response to ballistic missile (Amendment of the SDF Law 82-2)**
Oct	**SCC Documents (Japan-U.S. Alliance: Transformation and Realignment for the Future) emphasized the importance of Japan-U.S. BMD cooperation**
Dec	**GOJ's decision on start of SM-3 Joint Cooperative Development**
Jun 2006	**THE STANDARD MISSILE-3 BLOCK IIA COOPERATIVE DEVELOPMENT (SCD) PROJECT (U.S.-Japan) started**
Mar 2007	**PATRIOT PAC-3 deployed at Iruma Air Base (Japan's first interception in history)**
Dec	**JS KONGO successfully conducted first SM-3 Flight Test. (Japan's first SM-3 Capability)**

Ballistic Missile Defense

Near-Term Plan for BMD Capability Buildup



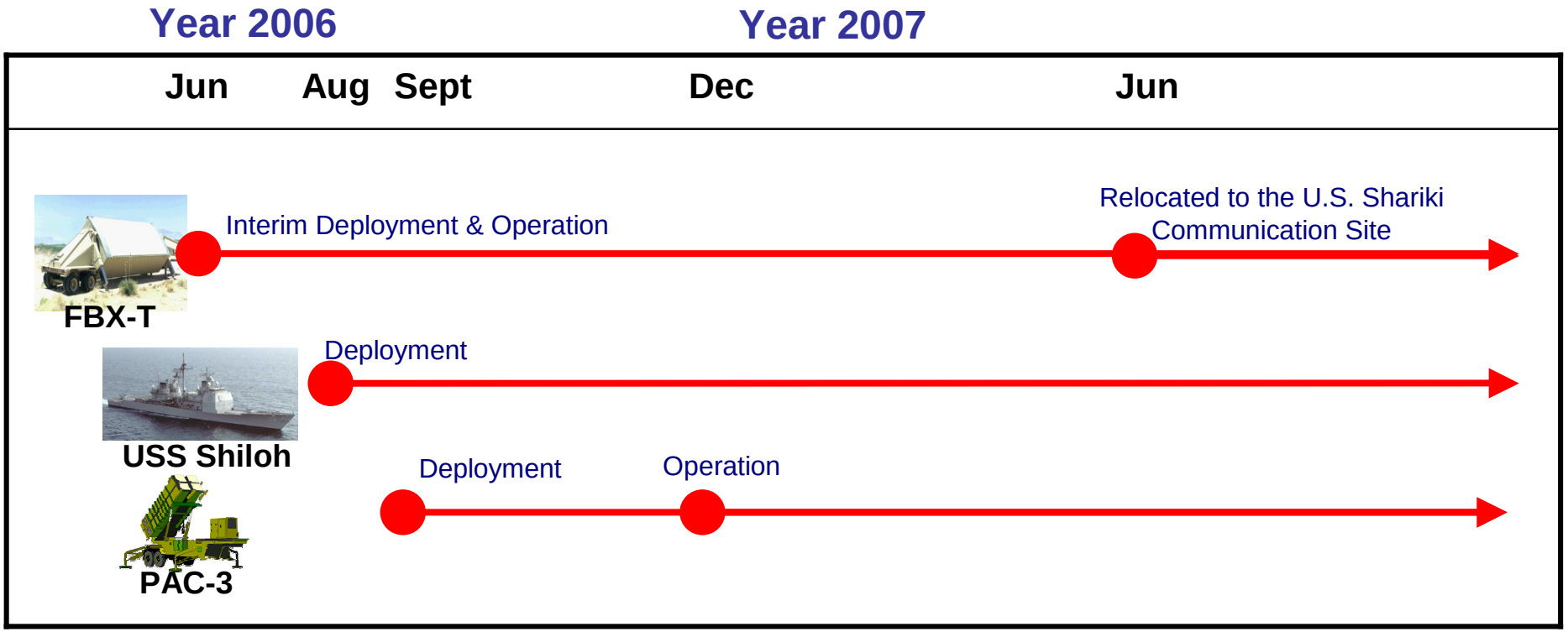
(*) FU: Fire Unit (the minimum fire unit of surface-to-air fire units)

(As of September 2008)

Ballistic Missile Defense

Deployment Schedule of the U.S. BMD Assets to Japan

- Japan and the U.S. maintain a close relationship in ballistic missile defense. The U.S. BMD assets have been deployed to Japan step-by-step for the security of Japan and the region.
- Jun 2006: FBX-T was deployed to JASDF Shariki Sub base (Aomori).
  Aug: USS Shiloh with the BM mid-course interception capabilities arrived at Yokosuka Naval Base.
  Sept: PAC-3 battalion was deployed to USFJ Kadena Air Force Base (Okinawa).
  Dec: PAC-3 battalion commenced its operation.
- Jun 2007: FBX-T relocated to the U.S. Shariki Communication Site.



Japan-U.S. Security Consultation on the Future of the Japan-U.S. Alliance

Significance of Japan-U.S. Consultations

International situation still remain unforeseeable and uncertain.

- Existence of destabilizing factors in the Asia-Pacific Region (military face-off on the Korean Peninsula, military expansion and modernization by regional countries, and the proliferation of WMDs and BM)
- Increased globalization of security issues as typified by the "Fight against Terrorism"

Roles Played by Japan-U.S. Security Arrangements and Japan-U.S. Cooperation

1. Maintenance of Japan's safety
2. Maintenance of peace and stability in the region surrounding Japan
3. Improvement of international security environment

⇒ ***Necessary to maintain and strengthen the Japan-U.S. Security Arrangements***

Background of Japan-U.S. Consultations

Japan

Defense Posture Review

- **Implementation of "Guidelines for Japan-U.S. Defense Cooperation"**
- **Establishment of emergency legislation to deal with contingencies**
- **International peace cooperation activities**

National Defense Program Guidelines (NDPG 2004)

○ **Three approaches**

Japan's own efforts	Cooperation with the alliance partner	Cooperation with international community

○ **Engage in strategic dialogue with the U.S. on overall security issues including strategic objectives, role sharing, military posture**

U.S.

National Security Strategy (Sept. 2002)

○ **Transformation of U.S. Forces**
○ **Global Posture Review**

Enhancement of consultations with allies (Nov. 2003, Speech by President Bush)

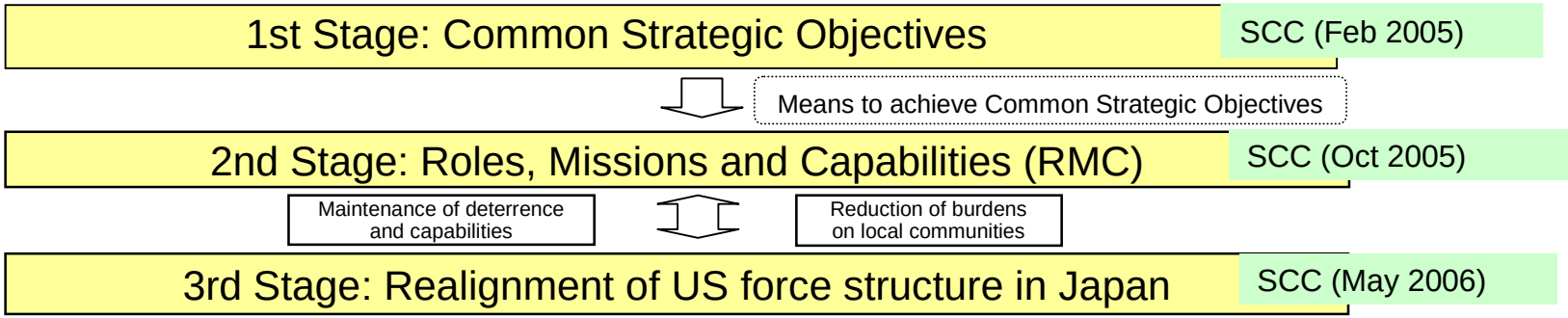
Return 60,000-70,000 troops within the next 10 years

Europe (Germany and U.K. etc.)	Asia Pacific region (ROK and Australia etc.)

Conduct Japan-U.S. Security consultation on the future of Japan-U.S. Alliance, including the realignment of U.S. Forces in Japan.

Japan-U.S. Security Consultation on the Future of the Japan-U.S. Alliance

Overall Picture of Japan-U.S. Consultations



Common Strategic Objectives in the Region

- **Security of Japan / Peace and stability in the Asia-Pacific region**
- **Peaceful unification of the Korean Peninsula**
- **Peaceful resolution of issues related to NK**
- **Develop a cooperative relationship with China, welcoming the country to play a responsible and constructive role**
- **Peaceful resolution of issues concerning the Taiwan Strait**
- **Encourage China to improve transparency of its military affairs**
- **Encourage Russia's constructive engagement in the Asia-Pacific region**

Global Common Strategic Objectives

- **Promote fundamental values such as democracy and the rule of law in the international community**
- **Further consolidate U.S.-Japan partnership in international peace cooperation activities etc.**
- **Promote the reduction and nonproliferation of WMD**
- **Prevent and eradicate terrorism**
- **Improve the effectiveness of the United Nations Security Council (Realizing Japan's aspiration to become a permanent member)**

Japan-U.S. Security Consultation on the Future of the Japan-U.S. Alliance

Basic Concepts of Roles, Missions, and Capabilities (RMC)

Two Primary Areas

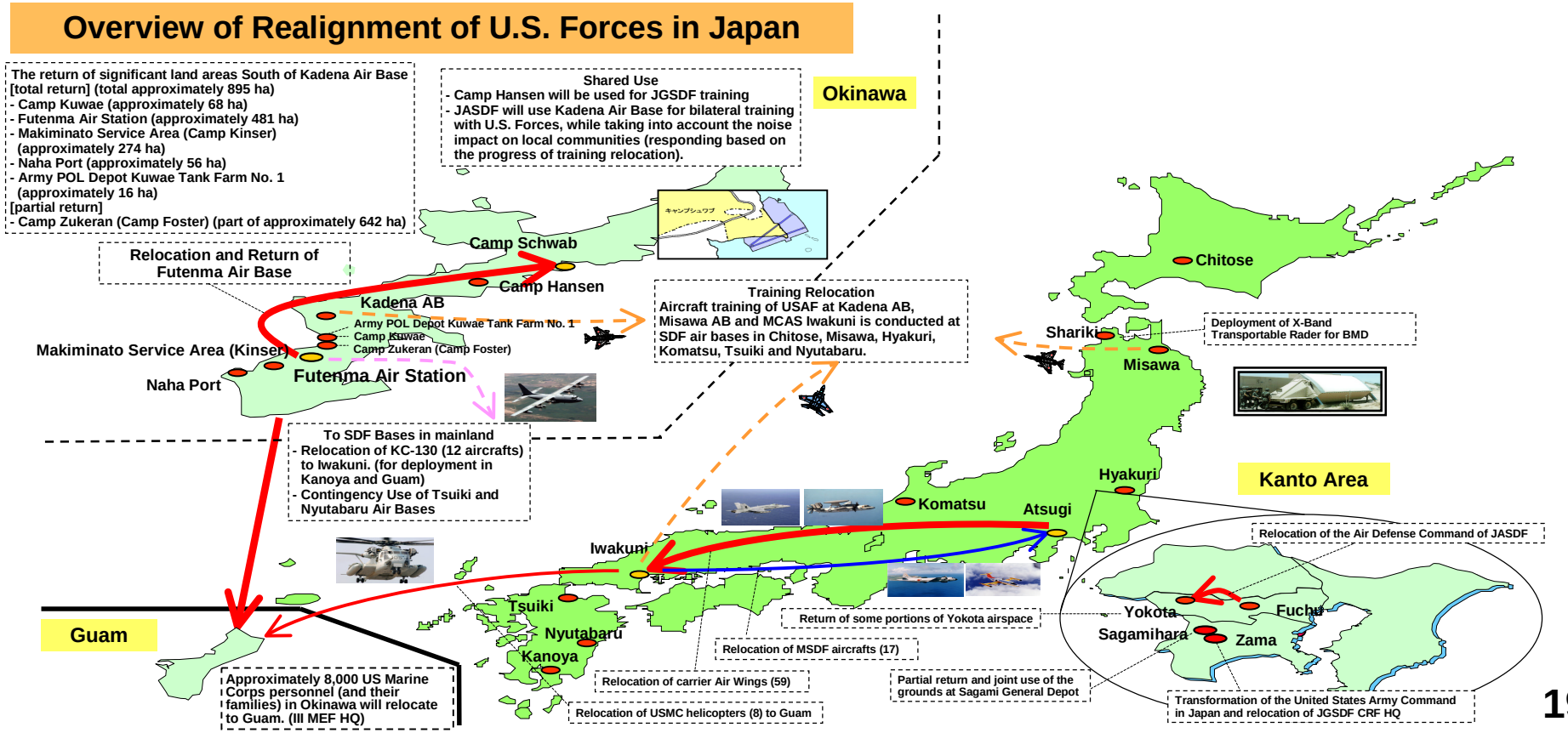
(1) Defense of Japan and responses to Situations in Areas Surrounding Japan, including responses to new threats and diverse contingencies

⇒ e.g. Japan-U.S. defense cooperation for effective response to ballistic missile attacks, invasion of remote islands

(2) Efforts to improve the international security environment

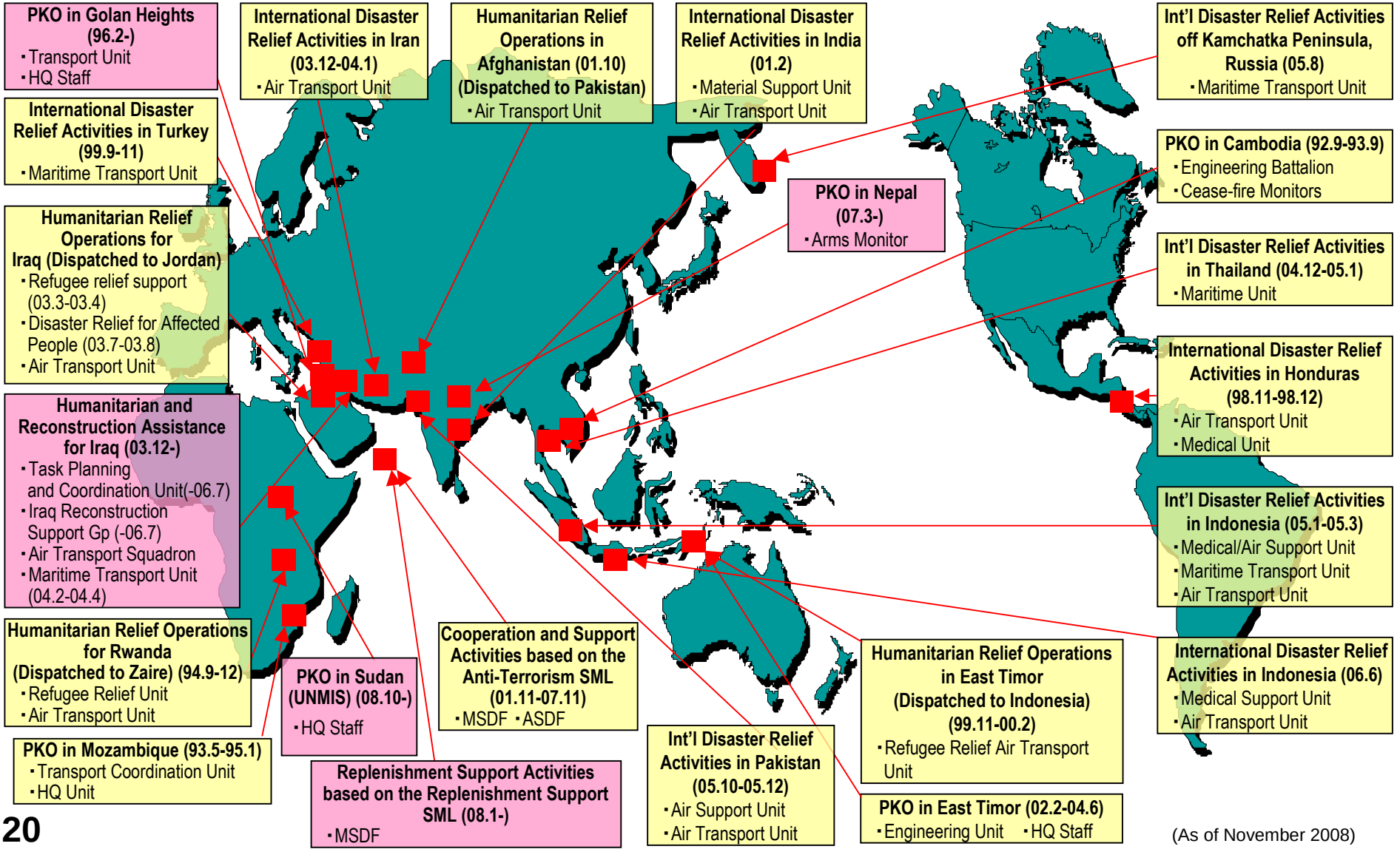
⇒ e.g. Japan-U.S. cooperation in international humanitarian relief operations, reconstruction assistance operations, PKO, international counter-terrorism measures

Overview of Realignment of U.S. Forces in Japan



International Peace Cooperation Activities

- Approx. 20 Operations in Asia, ME, Africa, Central America, etc.
- Nearly 30 thousand SDF members engaged in operations



(As of November 2008)

Security Dialogue and Defense Exchanges

Basic Policy for Defense Exchanges

Changes in the international situations and other factors

Defense exchanges of Japan have been deepening in terms of quality and expanding in terms of quantity

- ✓ **Significance of establishing and strengthening cooperative relations with other countries, in addition to confidence-building**
- ✓ **Global expansion of exchanges that extends beyond Japan's neighboring countries**
- ✓ **Importance of:**
  not only goodwill exchanges but also practical exchanges
  not only dialogue but also action-oriented exchanges

The need for strategic defense exchanges by MOD as a whole

Ways ahead

- *Formation of regional and country plans for defense exchanges*
- *Drafting Mid-term Defense-Exchange program*

April 2007, MOD formulated

➢ Basic Policy for Defense Exchanges

(Basic Ideas)

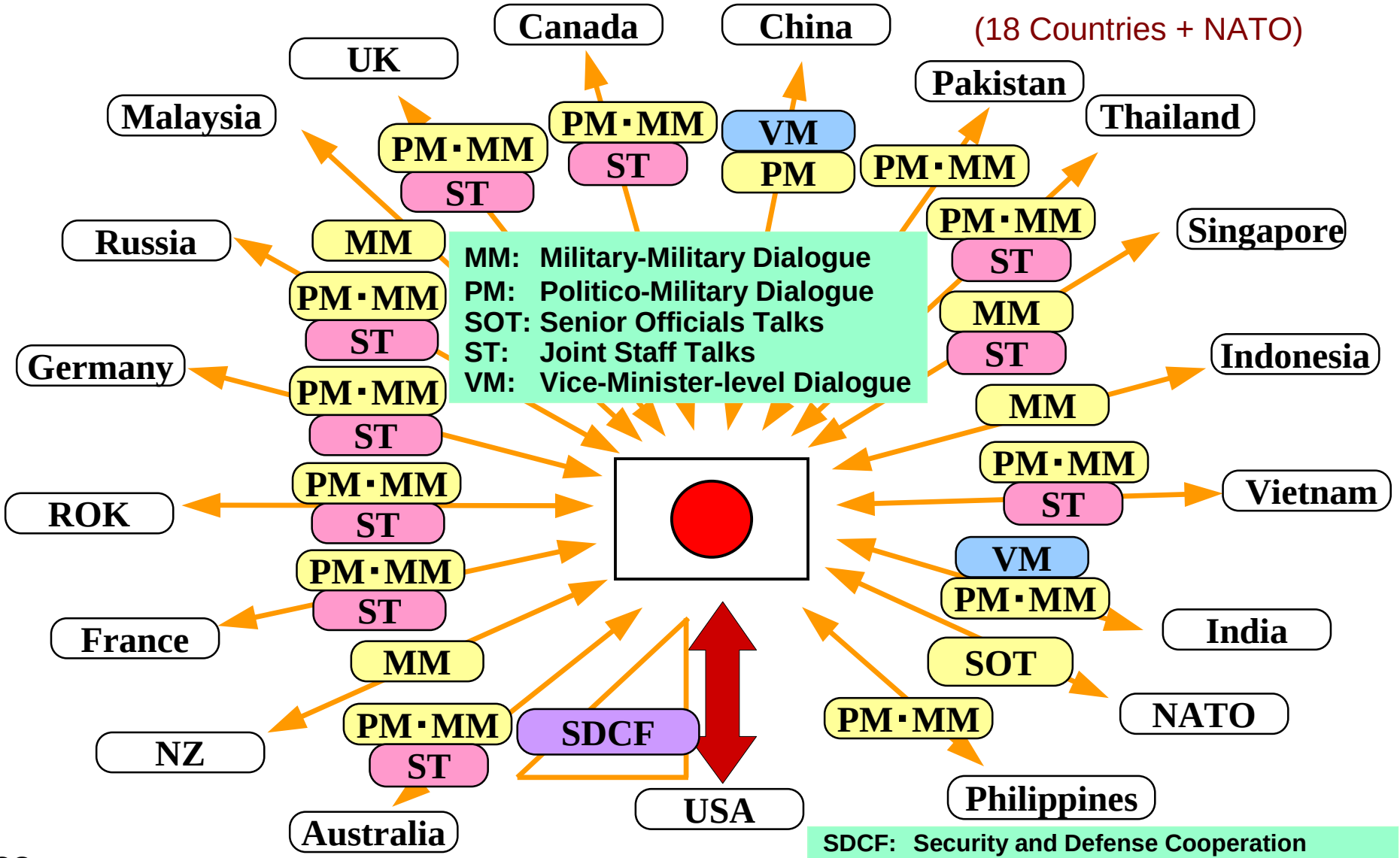
- ➢ *Effective and efficient use of limited resources (personnel and budget)*
- ➢ *Defense exchanges based on significance and purposes*

(*Future Direction*)

- ➢ Emphasis on defense exchanges aimed at contributing directly to enhancing international cooperation
  ex. Dialogue aimed at contributing directly to sharing awareness on issues to be addressed and policy coordinating/Joint exercises directly linked to facilitating SDF's international peace cooperation activities
- ➢ Effective utilization of various defense-exchange measures
  ex. Mutual visit of units/ Dispatch of observers to each other's training/ Participation in fora, symposia and seminars/Exchanges of information/ Exchanges related to defense equipment and technologies/ Provision of know-how of the SDFs

Security Dialogue and Defense Exchanges

Implementation of Regular Consultations with Foreign Countries



Security Dialogue and Defense Exchanges

Multilateral Defense Exchanges

ASEAN Regional Forum (ARF) Process	
Ministerial Meeting	26 Countries in the Asia-Pacific Region (including North Korea) and One Organization (EU)
Senior Officials Meeting (SOM) ARF Security Policy Conference (ASPC)	
Inter-Sessional Support Group on Confidence Building Measures and Preventive Diplomacy (ISG) Inter-Sessional Meeting on Disaster Relief (ISM) Inter-Sessional Meeting on Maritime Security (ISM) Inter-Sessional Meeting on Non-Proliferation and Disarmament (ISM) Inter-Sessional Meeting on Counter-Terrorism and Transitional Crime (ISM)	
Defense Officials Dialogues (held during Ministerial Meetings, SOM, and ISG)	

Track-2 Dialogues Participated in by the Ministry of Defense	
Northeast Asia Cooperation Dialogue (NEACD)	China, North Korea, South Korea, Russia, U.S. and Japan (6 Countries)
IISS Asia Security Summit (Shangri-la Dialogue)	Dialogue among prominent security experts including Defense Ministers mainly from the Asia-Pacific Region.
IISS Regional Summit (Manama Dialogue)	Dialogue among prominent security experts including Defense Ministers mainly from Gulf States. Also Participated by Ministers from Europe and the Asia-Pacific Region.

Major Multilateral Conferences Hosted by the Ministry of Defense	
Tokyo Defense Forum	Participated by Director-General-level officials in charge of defense policy and defense exchange, all from the Asia-Pacific region. The forum is designed to provide defense officials with opportunities to exchange views on confidence-building measures in the field of defense.
Sub-committee of the Tokyo Defense Forum	Participated by Director (colonel)-level working officials in charge of defense policy and defense exchange from the Asia-Pacific region. The forum is designed to provide defense officials with opportunities to exchange views on confidence-building measures in the field of defense, including diversified military roles.

3 Reform of the Ministry of Defense

Reform of the Ministry of Defense

Background

The frequent incidents of misconduct at the Ministry of Defense and the Self-Defense Forces that resulted in a significant loss of public confidence

The Council for Reforming the Ministry of Defense

- Various points had been raised concerning the execution of the work by the Ministry of Defense, which is responsible for the defense and security of Japan. Given this situation, the Council for Reforming the Ministry of Defense was established at the Prime Minister's Office. (Eleven meetings were held from December 2007 to July 2008.)
- The Council is composed of the Chief Cabinet Secretary, Minister of Defense and defense experts.
- The Council finalized the report on July 15, 2008, and submitted it to the Prime Minister.

Considerations within the Ministry of Defense

In order to follow the basic direction laid out in the report by the Council for Reforming the Ministry of Defense (see the next page) and to realize reform of the Ministry, the Ministry of Defense Reform Head Office headed by the Defense Minister was established on July 17.

Reform of the Ministry of Defense

Report of the "Council for Reforming the Ministry of Defense"

○ *Reform Proposal (1) – Reform of the Consciousness Personnel and Organizational Culture*

Principles of Reform

1. **Thorough Adherence to Rules and Regulations.**
2. **Establishment of Professionalism (Professional awareness).**
3. **Establishment of Management prioritizing execution of duties with the aim of complete Optimization.**

○ *Reform Proposal (2) – Organizational Reform for "Modern" Civilian Control*

1. Necessity of Organizational Reform

Not only to prevent the Ministry of Defense and SDF from committing misconducts, but also to ensure Japan's safety and independence, and to implement the "Principles of Reform" surely and effectively under the current security environment.

2. Strategic Level – Strengthening Command Functions of the Prime Minister's Office

Development of the Security Strategies, Use of Three Ministers' Meetings (such as Chief Cabinet Secretary, Minister for Foreign Affairs, Minister of Defense), system for the Government Policy Plan on SDF's defense capability build-up and Reinforcement of the support system for the Prime Minister's support system.

3. Organizational Reform to Strengthen Command Functions at the Ministry of Defense

Expansion of Policy Decision-Making System which centers on the Ministers of Defense, Functional reinforcement of the Bureau of Defense Policy, Functional reinforcement of the Joint Staff, Unification of defense capability build-up sections, and so on.

Reform of the Ministry of Defense

In August 2008, the "Basic Policy for Organizational Reform of the Ministry of Defense" and the "Implementation Plan for Realizing Reform of the Ministry of Defense" were formulated.

Basic Policy for Organizational Reform of the Ministry of Defense

- **Organizational Reform Implemented in FY2009**

  1) Formulate the Defense Council, 2) Abolish the Support System by Civilian Defense Counselors and appoint Aides to the Minister of Defense

- **Organization Reform Implemented in FY2010**

  1) Functional reinforcement of the Bureau of the Defense Policy, 2) Functional reinforcement of Joint Staff Office, and 3) Unification of defense capability build-up sections

- **Matters to Consider in Organizational Reform**

  1) Cooperation between civilian personnel and uniformed SDF personnel, 2) Review of operations to ensure a smooth transition to a new organization

Implementation Plan for Realizing Reform of the Ministry of Defense

(*) The Implementation Plan is formulated and announced at the time of the annual budgetary request.

The First Implementation Plan (formulated in August 2008)

- **Thorough Adherence to Principles of Reform**

  1) Thorough adherence to rules and regulations (integrating the functions of military police of the SDF [FY2010] and conducting spot inspections, in order to ensure rigorous and effective inspection)

  2) Establishment of professionalism (reviewing educational programs [FY2009-2010] and providing basic work place education necessary for the performance of duties [FY2009])

  3) Establishment of a management of works that prioritizes execution of duties, with the aim of total optimization

  (Improving the structure to properly manage lifecycle by introducing the Integrated Project Team (IPT) method [FY2009])

  (Establishing a system of controlling information in an integrated manner under the direction of Press Secretary in Internal Bureau [FY2009-2010])

- **Fundamental Organizational Reform**

  Organizational reform to be conducted in FY2009 and FY2010