

Mid-Term Defense Program (FY2011- FY2015)

(approved by the Security Council and the Cabinet on December 17, 2010).

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I. Program Guidelines

The Defense Program for FY2011 to FY2015 will be carried out in accordance with the “National Defense Program Guidelines for FY 2011 and beyond” (approved by the Security Council and the Cabinet on December 17, 2010) with the following as guidance to develop a Dynamic Defense Force that possesses readiness, mobility, flexibility, sustainability, and versatility reinforced by advanced technology based on the trends of levels of military technology and Intelligence capabilities, to effectively and efficiently build, maintain, and operate defense forces.

1. The NDPG identifies three roles that Japan’s defense should fulfill; to effectively deter and respond to contingencies; to further stabilize the security environment of the Asia-Pacific region; and to improve the global security environment. To engage swiftly and seamlessly in activities to fulfill these roles, while taking responses to complex contingencies into consideration, Japan will adopt a posture enabling rapid response, joint operations and international peace cooperation activities. In view of the foregoing, emphasis will be given to: enhanced joint-ness; enhanced operational capability in remote island areas; enhanced capacity for international peace cooperation activities; enhanced intelligence capability; and dealing with advances in science & technology.
2. Among necessary Self-Defense Force (SDF) functions, priority for resource allocation will be given to the following aspects; versatility, asymmetric response

capabilities, and irreplaceable functions. As regards preparations against full-scale invasion, the SDF will maintain relevant knowledge and expertise at a minimum necessary level in order to respond to possible changes in uncertain future circumstances.

3. In order to efficiently build a quality defense force, introduction of highly capable equipment, service-life extension and upgrading of existing equipment will be combined.

4. In order to effectively build a basis for a better robustness of the force to leverage its capability, the Government, by implementing a drastic review of the SDF personnel management system, Japan will seek to curb personnel costs and improve efficiency as well as increase the strength of SDF personnel by lowering its average age. These initiatives will lead to improving the structure of the defense budget, which has a high proportion of personnel cost that currently suppresses the expenditure for the SDF's activities.

Additionally, Japan will promote further acquisition reform to raise operating levels of units, and strengthen cooperation with related organizations and local society.

5. The Japan-U.S. Alliance remains vital for the peace and security of Japan, and the presence of the U.S. armed forces in Japan is essential to maintaining peace and stability of the region. Japan will enhance bilateral consultations and other cooperation to deepen and develop the Alliance to adapt to the evolving security environment, while actively taking measures for the smooth and effective stationing of the United States armed forces in Japan.

6. Mindful of increasingly severe fiscal conditions, Japan will control defense expenditures by further rationalizing and streamlining its defense force while harmonizing other measures taken by the Government. In doing so, responding to changes in the security environment, budget allocation among each service of the SDF will be subject to drastic review by excluding sectionalism and from a comprehensive perspective regardless of precedent.

Furthermore, it aims to complete a structural reform of the defense force and to achieve greater results with limited resources, through making focused investments in critically necessary functions by thoroughgoing rationalization and improvements in efficiency in equipment, personnel, organizations, and facilities in the SDF overall.

II. Reorganization of Major SDF Units

1. The unit organization and personnel structure of the Ground Self-Defense Force (GSDF) will be reviewed so as to ensure thorough rationalization and streamlining of the defense forces, and increase readiness, mobility and other factors while reducing tanks, howitzers and rockets by reorganizing five divisions and one brigade. It will also eliminate one anti-aircraft artillery group, and establish a new anti-aircraft artillery regiment within one brigade in conjunction, and reorganize one brigade in order to further improve readiness and air transportability.

The GSDF will establish a new coastal surveillance unit, and will begin to form a first-response unit to station in the island areas of southwestern Japan, to gather intelligence, monitor situations, and respond swiftly when incidents occur.

The GSDF will examine the makeup of the main combat units (divisions and brigades) and the armies, looking at promoting joint operations and the joint Japan-U.S. response structure, taking command and control functions into consideration, and work out necessary measures.

2. The Maritime Self-Defense Force (MSDF) will provide for more flexible and mobile deployment of the destroyer units that are currently regionally-deployed, in order to effectively defend the seas surrounding Japan and the security of sea lanes through the effective prosecution of various operations including intelligence, surveillance and reconnaissance (ISR) activities and anti-submarine operations as well as to flexibly engage in international peace cooperation activities. During the course, five regionally-deployed units will be reorganized into four units. The MSDF will also take necessary measures for expanding its submarine fleet.

3. The Air Self-Defense Force (ASDF) will shift one fighter squadron to the Naha Air Base, so that two fighter squadrons will be stationed there to expand rapid response capability in southwestern Japan, and at the same time will newly establish one fighter air wing, and eliminate one existing air wing. The ASDF will establish a new base at Yokota, and transfer the Air Defense Command and other units there to improve interoperability with the U.S. forces.

4. At the end of FY2015 the authorized number of the regular SDF personnel will be approximately 2,000 personnel less than at the end of FY2010, at approximately 246,000 personnel.

(1) The GSDF will have approximately 157,000 personnel, including 150,000 regular personnel, and 7,000 ready reserve personnel.

(2) The MSDF and ASDF will have approximately the same regular personnel levels as at the end of FY2010.

(3) During the period the SDF will further rationalize personnel through radically rationalizing and streamlining logistical operations. The personnel sufficiency rate of front-line units will be addressed without additional personnel expenses by curbing personnel costs and reassignment resulting from the introduction of a new personnel appointment system for logistical operations.

III. Major Programs Regarding SDF Capabilities

1. Effective Deterrence and Response

(1) Ensuring security of sea and air space surrounding Japan

To provide continuous steady-state ISR activities of the land, sea and air space around Japan, in order to gain early warning of all types of signs, a helicopter-equipped destroyer (DDH), destroyers (DD), submarines and fixed-wing patrol aircraft (P-1) will be acquired,

and the service lives of existing destroyers, submarines and fixed-wing patrol aircraft (P-3C) will be extended. Fixed 3D radar system will be installed and at the same time E-767 airborne warning and control system (AWACS) will continue to be improved.

(2) Response to attacks on offshore islands

A. ISR capabilities

As described in II. 1 above, the GSDF will establish a new coastal surveillance unit, and will begin to form a first-response unit to station in the island areas of southwestern Japan, to establish regular ISR and to respond swiftly. It will also assign mobile ground-based radar to the southwestern islands in order to reinforce a seamless ISR posture. Further, maintenance infrastructure for early warning aircraft (E-2C) will be developed in the southwestern region for continuous steady-state operations.

B. Improvements in rapid deployment and response capabilities

Transport helicopters (CH-47JA) will continue to be acquired to improve effective response capabilities and to ensure rapid deployment, and at the same time the successor to the current transport aircraft (C-1) will be introduced. A new helicopter-equipped destroyer (DDH) which contributes to the rapid deployment of units will be acquired. Further, in addition to the deployment of ground-based anti-ship missile launchers, rapid deployment exercises will be conducted for deployment of units to island areas.

C. Improvements in air defense capability

In order to improve air defense capability including response to cruise missile attacks as described in II. 3 above, the ASDF will station one more fighter squadron at Naha Air Base to make two fighter squadrons there. Also, the successor aircraft to the F-4 fighter will be introduced, and the existing F-15 fighter will continue to be modernized and improved in its self-protection capabilities. The Patriot surface-to-air guided missile (SAM) will be upgraded, and introduction of medium-range SAM will be promoted. In addition, electronic warfare capabilities will be added to the F-15, and the air-to-air and networking capabilities of the F-2 fighter will be improved. A new rescue helicopter to succeed the current rescue helicopter (UH-60J) will be introduced, and capability for aerial refueling of rescue helicopters will continue to be added to transport aircraft (C-130H), to improve rescue capabilities.

D. Security of sea-lanes

In order to ensure the security of sea-lanes in areas including southwestern Japan, by enforcing ISR activities and capabilities for effective anti-submarine and other types of military operations, a helicopter-equipped destroyer (DDH), destroyers (DD), submarines and fixed-wing patrol aircraft (P-1) will be acquired and the service lives of existing destroyers, submarines and fixed-wing patrol aircraft (P-3C) will be extended, as described in III. 1 (1) above. Patrol helicopters (SH-60K), minesweepers, minesweeping/transportation helicopters (MCH-101) will be introduced, and the service-lives of patrol helicopters (SH-60J) will be extended. Rescue amphibious craft (US-2) will be acquired while the search and rescue posture will be streamlined.

(3) Response to cyber attacks

The SDF will improve security functions of its information networks by strengthening its joint network protection system, reinforcing research and exercises, and educating personnel to have a high level of knowledge on countering cyber attacks, contributing to the government's overall response.

(4) Response to attacks by guerillas and special operation forces

The SDF will further increase unit readiness and mobility, etc, to respond rapidly and effectively to guerilla and special operation force attacks, and in addition to strengthening infantry units, continue to acquire light armored vehicles, multi-purpose helicopters (UH-60JA), and attack helicopters (AH-64D).

To improve capabilities to respond to nuclear, biological or chemical weapons attacks, deploy NBC reconnaissance vehicles.

(5) Response to ballistic missile attacks

The SDF will continue to improve the capability of Aegis-equipped destroyers and Patriot SAM systems to strengthen the system to counter ballistic missile attacks.

The SDF will continue to promote the joint Japan-US development of advanced ballistic missile interceptor, consider the possibility of transition to the production and deployment stage, and take necessary measures.

(6) Response to "complex" contingencies

The SDF will establish command and control system and logistic support system to respond promptly and appropriately to multiple contingencies occurring successively and simultaneously.

(7) Response to large-scale and /or chemical, biological, radiological and nuclear (CBRN) disasters

The SDF will enhance measures for disaster relief, such as conducting exercises and formulate countermeasure plans, in order to respond promptly and appropriately to various large-scale or special disasters including a major earthquake and a nuclear accident, and to protect citizens' lives and property, cooperating with related organizations regularly.

2. Efforts to Further Stabilize the Security Environment of the Asia-Pacific Region

Japan aims for stability in the surrounding region by conducting timely and appropriate information gathering and surveillance and unit operations such as training and exercises in peacetime.

In order to remove destabilizing factors and further stabilize the Asia-Pacific region, Japan will promote bilateral and multilateral security dialogues, defense cooperation and exchanges, and joint training and exercises in a multi-layered manner, and will promote building and strengthening regional cooperative architecture. In addition, in order to promote more practical cooperation, in non-traditional security fields including

Humanitarian Assistance and Disaster Relief (HA/DR), Japan will provide countries in the region with capacity building assistance to improve their response capability and personnel response development, by utilizing the expertise and experience of the SDF in the military medicine and disposal of landmines and unexploded shells.

3. Efforts to Improve the Global Security Environment

Japan is actively engaged in international peace cooperation activities. Japan is reviewing its modality of participation in U.N. Peace Keeping Operations (PKO), including the Five Principles.

Japan will actively engage in capacity building assistance, international counter-terrorism measures, ensuring maritime security, and the maintenance of maritime order. Furthermore, Japan will study the impact of climate change and resource constraints on the security operational environments, and in cooperation with foreign nations is working out necessary measures such as promotion of its own studies.

Japan Peacekeeping Training and Research Center (tentative translation) will conduct education for spreading knowledge on international peacekeeping activities and higher specialized curricula, and is studying extension of the educational opportunity to personnel of the other government ministries in addition to SDF personnel and will take necessary measures.

Japan will continue to be actively engaged in various activities of arms control and disarmament conducted by the U.N. and other international organizations.

4. Priorities in strengthening SDF organization, equipment and force disposition

(1) Strengthening of joint-ness

The SDF is to build a structure which is capable of integrated and organized response by three services in countering attacks against island areas, ensuring security of sea and air space surrounding Japan and responding to “complex” contingencies to ensure safety of Japanese citizens. In addition to the mobility, transport capabilities and effective response capabilities of all the services in joint operations, the SDF will enhance its command and control functions starting with the Joint Staff, reorganizing cross-sectional functions across the entire SDF, and working out necessary measures after examining the best forms for an effective and efficient organization and operation to contribute to enhancement of dynamic defense forces.

To strengthen a basis for joint operations, a unified command and control system and information sharing capabilities that utilize a high level information system including satellite communications, will be enhanced as well as implementing necessary programs to train personnel in specialized knowledge and building a new organization, which will be the core for responding to cyber attacks, to strengthen the SDF joint response to cyber

attacks. Also, various types of training will be conducted including joint SDF training exercises and joint Japan-U.S. exercises.

At the same time that the land-based air rescue facilities of the MSDF and ASDF are to be consolidated into the ASDF, the SDF is examining the most effective and efficient way to consolidate the anti-aircraft units of the GSDF and ASDF.

(2) Strengthening capabilities for international peace cooperation activities

The SDF will enhance the standby posture of forces and improve functions of the GSDF Central Readiness Force, to enable rapid deployment of units to international peace cooperation activities and to sustain continuous deployments. It will introduce a helicopter-equipped destroyer (DDH) and the successor to the transport aircraft (C-1) to contribute to international peace cooperation activities, and in addition to strengthening sea and air transport capabilities, will improve existing equipment to enable support for such activities, to provide functions to enable them to carry out all necessary duties.

Equipment and materials to improve facilities, hygiene, and training, which contribute to international peace cooperation activities as well as to the other purposes, will be acquired.

(3) Enhancement of intelligence functions

The SDF will study the best posture to implement overall surveillance over a broad area, based on technology trends including space technology and unmanned aerial vehicles in order to flexibly meet intelligence demands in an evolving security environment, and will strive to acquire, renew and improve intelligence gathering facilities, materials and equipment. It will also acquire highly competent personnel and foster intelligence experts who are well versed in diverse fields in order to enhance overall analysis and evaluation capabilities of the intelligence organizations.

The SDF will establish an appropriate information support system for units dispatched to remote locations, to provide them with maps and topographical information to enable them to perform their duties smoothly and safely while deployed overseas. It will also expand and enhance intelligence cooperation and exchanges with related nations to rear personnel and ensure effective and efficient information gathering.

It will also consider how air reconnaissance is to be conducted in the future based upon deliberations including the possible use of the intelligence gathering functions possessed by the new fighter aircraft, and will take necessary measures.

(4) Incorporating progress in science and technology into defense capability

A. Enhancing the command and control system

The SDF will improve the information communication network including advanced command and control systems and new field communication systems by utilizing excellent domestic and foreign communication technology, in order to contribute to reliable command and rapid information sharing. It will enhance capabilities to counter cyber attacks as described in 1. (3) above.

In addition to strengthening command and communication capabilities, the SDF will build an enhanced X-band satellite communication network, which will contribute to promotion of the utilization of outer space in the defense field. In this effort it will actively utilize finance, management ability and technology of private business, pursuing a project form that will effectively and efficiently promote domestic industries.

B. Promoting research and development

Development project will begin on a successor to the current multi-purpose helicopter (UH-1J). MOD will promote research and development of a mobile combat vehicle and new air-to-ship guided missile, improved medium-range SAM, enhancement of submarines, new technology for future radar, and improvement of other several existing equipment. Strategic consideration will be given to prepare the future fighter development as one of the alternatives for F-2 fighter replacement.

The technology survey system will be enhanced for more effective and efficient R&D, priorities are to be set for necessary equipment functions based on medium and long-term perspectives and on technology trends for unmanned and reduced manpower technologies, and a methodology will be put in place for better project management through cost analysis and risk assessment. Excellent technology will be actively introduced from academia, industry and government through exchanges among domestic research institutions, and the MOD is to promote cooperation with the U.S. and other foreign countries.

(5) Enhancing medical capabilities

The SDF will enhance the ability of its personnel to perform various duties such as international peace cooperation activities by maintaining their good health through turning the SDF hospitals into hub hospitals, enhancing their functions, combining each service hospital into joint hospitals, and providing tools and materials to contribute to good health, and at the same time enhancing the medical support functions for units dispatched overseas. In addition, it will utilize information technology to a medical control system, with information networks between hospitals and doctors' offices. Education of medical officers will be enhanced, and the nurse's training curriculum will be set at four years, training will be implemented for personnel with medical certificates, and high quality medical specialists will be obtained. Furthermore, a high level of medical service will be provided at SDF hospitals, making a contribution to local medical practices.

5. Basic Foundations to Maximize Defense Capability

(1) Effective utilization of human resources

A. Recruiting, retaining and developing SDF personnel

In order to appropriately adapt to the declining birth rate, the increasing ratio of people receiving higher education, the diversification and internationalization of SDF missions and the sophistication of equipment. Japan will strive to recruit, retain and develop high-quality human resources and improve the foundation for trainings as well as

improve necessary training. It will also steadily implement the reform of the National Defense Academy.

B. Reform of the SDF personnel management system including review of its personnel management policy

In order to enhance the strength of the forces, the SDF will review its rank and age structure so as to reduce the proportion of officers, warrant officers and sergeants and increase the number of privates while giving consideration to the balance among the missions of the SDF and the physical strength, experiences and skills of personnel. For that purpose, the SDF will formulate institutions for systematic management of authorized and actual personnel numbers, by establishing basic rules including the management of those numbers in respective ranks. In addition, the SDF will carry out reform of its personnel management system including designing and introducing a system to give precedence to younger personnel in assignment to front-line units while applying an optimum level of salaries and other terms to personnel engaged in other duties. These initiatives will lead to fulfill necessary numbers of SDF personnel without additional personnel expenses. Also, the SDF will study and implement several measures to invigorate all ranks such as officers, warrant officers, sergeants and privates. In this respect, Japan will promote effective use of retired SDF personnel in society, implement measures to support their re-employment including in the public sector, and ensure they receive adequate post-retirement treatment. The SDF will also seek to introduce an early retirement system to be implemented together with the above measures.

C. Rationalizing and streamlining logistical operations

The SDF will promote rationalization and streamlining of logistical operations including base and camp support services, while improving quality of services through utilization of private-sector skills, and will further streamline personnel and curb personnel costs, by which it will provide necessary number of personnel, in front-line units in particular.

D. Utilizing the research and education functions of the National Institute for Defense Studies

As regards research, education and international exchanges conducted by the National Institute for Defense Studies, MOD will pursue more organized, efficient and effective management to meet the demands from the Internal Bureau of the ministry and each service, and utilize the research and education functions concerning security and military history.

(2) Development and maintenance of defense production capability and technological bases

From the perspective of the importance of national security, Japan will set forth a strategy for defense production capability and technological bases. With this strategy, Japan will identify critical defense production capabilities and technologies that should be kept in the country and build effective defense forces in an efficient manner by concentrating resources on the development and maintenance of those capabilities and technologies.

(3) Consideration of measures in response to changes in the international environment regarding defense equipment

In contributing to peace and promoting cooperation in international community, there are increasing opportunities to conduct effective cooperation activities through measures such as the utilization of heavy machinery and other defense equipment carried to the site by the SDF and providing equipment to disaster-stricken countries. Moreover, it has become the mainstream among developed countries to improve the performance of defense equipment and to deal with rising costs of equipment by participating in international joint development and production projects. Japan will study measures to respond to such major changes.

(4) Promoting further effectiveness and efficiency in the procurement of equipment
Japan will strengthen cost management approach, taking function and price into overall consideration to procure necessary equipment at the appropriate price in order to promote the further effectiveness and efficiency in equipment procurement.

Also, while introducing purchase methods that effectively elicit civilian energy, Japan will make efforts to improve contract systems for equipment purchases that are effective and efficient such as short-term concentrated purchases and bulk purchases.

(5) Enhancement of the basis for operating equipment

The SDF will introduce “Performance Based Logistics,” a new contract method in which payments depend on performance of maintenance achieved, with the study of domestic and overseas advanced examples, so as to keep a high level of equipment operation rate at low cost while securing fuel and parts essential to the operation of equipments. It will also enhance the basis for operating equipments by beginning to take drastic measures aimed at the improvement in quality and streamlining of equipment maintenance.

The total amount of costs on maintenance in the three services of the SDF from FY2011 to FY2015 will be substantially curbed to the level that enables the major programs described in “ . Major Programs Regarding SDF Capabilities ” to be implemented through these measures. In addition, these measures will lead to further reduction of the costs beyond FY2016, in order to build defense forces continuously and steadily. The performance in curbing costs by the three services will be released at the appropriate times.

(6) Promoting cooperation with related organizations and local communities

The MOD will strengthen ties to related organizations such as the police, fire departments, and the Japan Coast Guard and promote cooperation with local governments and local society based on the Civil Protection Law, while conducting simulations of various contingencies and general training exercises regularly, so that Japan can undertake a joint response in various contingencies. It will examine the functions and systems related to government decision-making and response to situations, and will consider necessary policies including legal measures.

The MOD will continue to promote measures in areas surrounding bases to reconcile interests between defense facilities and the surrounding local communities, in close cooperation with relevant local governments, while conducting efficient maintenance and improvement of defense facilities.

IV. Measures to strengthen Japan-U.S. Security Arrangements

1. Strategic Dialogues and Policy Coordination

Japan will continue, with the U.S., to conduct security environment assessments, and examine common strategic objectives as well as Roles, Missions and Capabilities.

2. Strengthening Japan-U.S. Defense Cooperation

(1) Further enhancement of cooperation in key areas

Japan will promote cooperation in existing fields, including intelligence cooperation, deepening of bilateral contingency planning, various operational cooperation including that upon situations in areas surrounding Japan, ballistic missile defense and equipment and technology cooperation. Japan will conduct bilateral consultations to improve the credibility of extended deterrence and information security. In addition, in order to strengthen the U.S. forces' deterrent and response capability to regional contingencies, Japan will study measures to enhance bilateral cooperation.

(2) Deepening Japan-U.S. defense cooperation

Japan will deepen bilateral cooperation in surveillance operations, broaden trilateral and multilateral training with countries other than the U.S. in addition to joint exercises and training, and engage in consultation on expansion of the joint/shared use of facilities of the SDF and the U.S. forces in Japan. These will strengthen regular cooperation between Japan and the U.S. Japan will also hold bilateral consultations to strengthen regional and global cooperation with the U.S. in areas such as international peace cooperation activities, international disaster relief operations and counter-piracy efforts.

Japan will hold Japan-U.S. consultations to advance cooperation on global issues such as space, cyber-space, maritime security, and climate change, while coordinating with relevant ministries and agencies.

3. Measures for the smooth and effective stationing of U.S. Forces in Japan

From the viewpoint of securing smooth and effective stationing of U.S. Forces in Japan, Japan will ensure a stable Host Nation Support, while further promoting its efficiency and transparency.

V. Quantities of Major Procurement

See the Annex Table for a list of the major procurements described in the previous section III.

VI. Expenditures

1. The ceiling on total expenditures necessary for the implementation of this program, including the amounts described in 3. below, is approximately ¥23,490 billion, at FY2010 valuation.
2. The annual defense budgets will be allocated within a limit of approximately ¥23,390 billion over the next five years, in harmony with other measures of Japan and striving for further streamlining and rationalization. The spirit of building a modest defense force presented in the “Future Defense Preparedness” (approved by the Security Council and the Cabinet on January 24, 1987) will continue to be respected.
3. In the event of unforeseen future difficulties that are recognized as regional or global security issues that require response, then with the approval of the Security Council, approximately ¥100 billion in addition to the amount described in 2. above, can be used for such contingencies.
4. This program will be reviewed after three years and revised as necessary, taking into consideration the international security environment, technological trends including information communication technology, and fiscal conditions. Total expenditure of the revised program would not exceed the ceiling described previously in 1.

VII. Other

1. The MOD will set up a system to collect and evaluate information on the status of the SDF's equipment and personnel in order to conduct continuous review of the modality of the defense force, as well as a system for planning and programming pertaining to the developments of the defense force.
2. While maintaining the deterrence of the U.S. forces, Japan will steadily review and implement concrete measures such as force posture review of U.S. forces in Japan, etc., as well as SACO (Special Action Committee on Okinawa) related programs to reduce the burdens on local communities, including those in Okinawa.

Annex Table

Classification	Equipment	Quantity
Ground Self-Defense Force	Tanks	68
	Howitzer and rockets (except mortars)	32
	Armored vehicles	75
	Ground-based anti-ship missile launchers	18
	Attack helicopters (AH-64D)	3
	Transportation helicopters (CH-47JA)	5
	Medium-range SAM batteries	4 batteries
Maritime Self-Defense Force	Improvement of capability of Aegis-equipped destroyers	2
	Destroyers	3
	Submarines	5
	Other ships	5
	Total new ships (Tonnage)	13 Approx. 51,000t
	Fixed-wing patrol aircraft (P-1)	10
	Patrol helicopters (SH-60K)	26
	Minesweeping/transportation helicopters (MCH-101)	5
Air Self-Defense Force	Improvement of capability of Patriot SAM batteries	1 battery
	Modernization of fighters (F-15)	16
	New fighters	12
	New transportation aircraft	10