Section 3. Preparation against Full-Scale Aggression

In the region surrounding Japan, even today, unpredictable and uncertain factors remain. Considering the devastating loss of lives and property of the people that armed aggression could cause, readiness for full-scale invasions is essential.

In the event of full-scale aggression against Japan, the GSDF, MSDF and ASDF will respond promptly and effectively by means of a joint operational structure to act in a coordinated and integrated manner. Operations to be employed in response to full-scale aggression are classified as follows according to function: 1) operations for air defense, 2) operations for guarding the waters surrounding Japan, 3) operations for guarding the territories of Japan, and 4) operations for securing the safety of maritime traffic. In implementing these operations, U.S. forces will support operations employed by the SDF and conduct operations to supplement the capabilities of the SDF, including operations which employ strike capabilities in accordance with the “Guidelines for U.S.-Japan Defense Cooperation.”

This section explains the outline of typical operations which may be conducted by the SDF to defend the nation in the event that full-scale aggression occurs. (See Chapter 2, Section 3)

1. Air Defense Operations

In the event of an armed attack on Japan, such attacks are likely to begin with surprise air attacks using aircraft and missiles, which may be repeated because of Japan’s geographical characteristics of being surrounded by waters and because of modern warfare trends67.

Air defense operations are characterized by the invading party having the advantage in choosing the time, location and mode of attack and by adequacy of the initial response having a significant effect on the overall operation. Therefore, it is necessary to maintain a prompt response posture in peacetime, continuously collect relevant information, and exhibit combat strength promptly and comprehensively from the initial stage of operations.

Operations for air defense can be divided into overall operations led by the ASDF, and local air defense operations conducted by the GSDF, MSDF and ASDF to defend their respective bases and units.

In terms of overall air defense, efforts will be made promptly in response to enemy air strikes to intercept enemy aircraft as far from Japanese territory as possible to prevent the enemy from acquiring air superiority68, to prevent damage to the Japanese people and territory, to inflict heavy damage on the enemy and to deter serial air assaults. (See Fig. III-1-3-1)
Part III Measures for Defense of Japan

(1) Detecting Intruding Enemy Aircraft
The entire airspace surrounding Japan is under constant surveillance by means of air warning and control unit radar and early warning and control aircraft so as to detect intruding enemy aircraft as early as possible.

(2) Identifying the Detected Aircraft
Detected aircraft are identified as enemy or friend according to the Base Air Defense Ground Environment (BADGE) system.

(3) Interception and Destruction of the Enemy’s Aircraft
In the event an aircraft is judged to be an enemy aircraft, the air warning and control unit organization assigns destruction targets to aircraft standing-by on the ground or in the air, as well as to surface-to-air guided missile units of the GSDF or ASDF. The enemy aircraft is then destroyed by guided and controlled fighter aircraft or surface-to-air guided missiles.

Notes: 1. Aircraft with alternative control capabilities for defense ground environments, with early warning and control functions in distant sea from national land.
2. Keeping armed fighters on stand-by in order to immediately respond to approaches by enemy aircraft.
2. Operations for the Defense of Surrounding Sea Areas

Armed attacks on Japan can be made by vessels as well as by aircraft due to the island geography of Japan.

Operations for defending sea areas surrounding Japan will be led by the MSDF in cooperation with the GSDF and the ASDF to execute various combined strategies including anti-surface ships, anti-submarines and air defense warfare (local) operations. The cumulative result of these operations provides protection to surrounding sea areas by obstructing enemy advances and exhausting the enemy’s military strength. (See Fig. III-1-3-2)

Fig. III-1-3-2 Strategy for Defense in Sea Areas Surrounding Japan

(1) Defense on the Sea
The MSDF patrols vast sea areas using patrol aircraft and patrols navigation sea areas with destroyers. In the event that an enemy surface ship or submarine attempting to attack Japanese ships is detected, it will be destroyed by using MSDF destroyers, submarines and patrol aircraft (anti-surface ship and anti-submarine operations). Additional support will be provided by fighters and others as the situation requires.

(2) Defense in Coastal Areas
The MSDF patrols the vicinity of major ports and harbors using destroyers, patrol aircraft and minesweepers for the early detection of enemy offensives and to ensure the safety of ships and coastal areas.

In the event of an attack by enemy surface ships and submarines, these will be destroyed by using MSDF destroyers, submarines and patrol aircraft (anti-surface ship and anti-submarine operations). In this case, depending on the situation, support will be provided by fighter aircraft and GSDF surface-to-ship guided missile units. Further, the MSDF will remove mines laid by the enemy using minesweepers (anti-mine operations).
(3) Defense in Main Straits
As the situation requires, mines will be laid in main sea areas using minesweeping mother ships, submarines, and aircraft of the MSDF and ASDF (mine-laying operations). In the event that enemy surface ships or submarines attempt to pass the sea areas, they will be destroyed by using MSDF destroyers, submarines and patrol aircraft (anti-surface ship and anti-submarine operations).

(4) Air Defense in Surrounding Waters
Air defense for ships in surrounding waters will be performed by destroyers and will receive support from fighters as necessary.

[COLUMN]

**Voice of SDF Personnel on Dispatch at Other Ministries and Agencies**

Commander Hayato Shinzato  
(Deputy Counsellor), Secretariat, Headquarters for Ocean Policy

In April 2007, the Basic Law of the Sea was enacted, and following its entry into force on July 20, 2007, the Headquarters for Ocean Policy was newly organized within the Cabinet Secretariat, which began work on the formulation of the Basic Plan on Ocean Policy, which is the first ever basic plan on policy relating to the ocean created in Japan. The Headquarters for Ocean Policy comprises 38 persons (including part-time members), from eight ministries and agencies, including two personnel dispatched from the Ministry of Defense, one regular SDF member and an administrative official. Together, the group worked towards the realization of Japan as a maritime nation.

The Basic Plan on Ocean Policy has been formulated with the aim of comprehensively promoting measures concerning the ocean that will achieve balance and synergy among the concepts of “knowing the ocean,” “protecting the ocean,” and “using the ocean.” The plan sets forth six basic policies and 12 measures that the government should construct in a comprehensive and systematic manner and it was approved by the Cabinet on March 18, 2008. The six basic policies are: (1) harmonization of the development and use of the oceans with conservation of the marine environment; (2) ensuring safety and security of the oceans; (3) improvement of scientific knowledge of the oceans; (4) sound development of ocean industries; (5) comprehensive governance of the oceans; and (6) international partnership with regard to the oceans.

In the compilation of the plan, for example with regard to “ensuring safety and security of the oceans,” based on a number of themes, such as how to approach safety and security issues in waters surrounding Japan...
3. Operations for Defending Japan’s Territory (Response to Landing of Invading Forces)

In the event of an attempt to occupy the island nation of Japan, the invading country will acquire air and sea superiority on the invading fronts and then land ground troops, etc., on Japanese territory by ship or aircraft.

However, it will be difficult for invading ground troops to demonstrate a systematic fighting force during movements by ship and aircraft, and before and after landing. Operations in response to land invasions must take advantage of this weakness to destroy enemy forces as early as possible by countering them between the sea and coastal areas, as well as at landing sites, etc. (See Fig. III-1-3-3)

(1) Defense in the Nearshore Waters

The ASDF, GSDF and MSDF will endeavor, as much as possible, to destroy enemy ships transporting ground troops and such, whilst at sea using destroyers, submarines, patrol aircraft, fighters and surface-to-ship guided missiles to force the enemy to abandon its intention of landing or to reduce its strength.

Further, the ASDF and GSDF will endeavor to destroy enemy aircraft transporting ground troops in the air using fighters and surface-to-air guided missiles.

(2) Defense in Coastal Areas

The MSDF will use minesweeping mother ships to lay sea mines and the GSDF will use amphibious mine-laying equipment to lay coastal mines to obstruct and counter the mobilization of landing enemy forces.

The GSDF will play the primary role in response to enemy forces planning a landing by concentrating the use of tanks, anti-tanks and special artillery of the units, etc. deployed close to the coast. In the event that an enemy lands, the enemy invasion will be obstructed and destroyed through mobile striking ability provided predominantly by special artillery of the units, anti-tank guided missiles and tanks. The ASDF will support the GSDF with fighters during these operations.

Enemy airborne assaults and helicopter borne assaults conducted at this time in coordination with the landing of ground troops will be destroyed in the early stages mainly through special artillery of the units and mobile striking ability.

Further, the GSDF will conduct air defense (local) including units using anti-aircraft firepower starting with surface-to-air guided missiles.
(3) Inland Defense
In the event that the SDF is not able to destroy enemy ground troops immediately after their landing, an enemy advance will be prevented by pre-deployed units in inland areas with the support of fighters (holding operations). In the meantime, to the utmost extent, units will be assembled from other areas to launch counterattacks to eliminate advancing enemy ground troops.

(4) Countermeasures to be Implemented throughout the Stages of Operations
Throughout each of these stages, efforts will be made by the MSDF using destroyers, submarines, and patrol aircraft, and by the ASDF using fighters to obstruct ocean transport ships providing reinforcements to enemy ground troops and to cut off maritime logistical support lines.

Furthermore, throughout operations, to counter the landing of invading forces, the GSDF, MSDF and ASDF will carry out air defense, reconnaissance, and transport of units and supplies, etc., required for the execution of operations.
4. Operations for Ensuring the Safety of Maritime Traffic

Maritime traffic is the lifeline of Japan and operations to ensure maritime traffic safety are important not only to sustain the country’s fighting ability and foundation for survival, but also for enabling the support of U.S. forces to the SDF.

The MSDF ensures the safety of maritime traffic by patrolling, escorting ships and making defensive preparations for straits and harbors through a combination of various operations including anti-surface ship and anti-submarine operations, air defense (local) and minesweeping operations. These operations are conducted in waters several hundred nautical miles around Japan and also generally around 1,000 nautical miles in the event of establishing sea lanes.

Operations conducted in waters surrounding Japan will be almost the same as those for defending the waters surrounding Japan as described previously.

In the event of operations following the establishment of sea lanes, the sea lane will be patrolled continuously to quickly detect and respond to disturbances from enemy surface ships or submarines, etc. In addition, Japanese ships will be escorted as necessary.

Air defense of Japanese ships traveling in maritime traffic routes will be conducted by destroyers. In this case, depending on the circumstances, support will be provided by fighters within a feasible range.

[COLUMN]

Basic Plan on Ocean Policy

Japan enforced the Basic Law on Ocean Policy in July 2007, as an oceanic nation facing the need to address maritime-related issues through cooperation of related ministries and agencies, against the backdrop of various issues associated with the ocean, particularly waters surrounding Japan. The Basic Law is aimed at the sound development of Japan’s economy and stable enhancement of the life of its people, as well as the pursuit of contribution to the coexistence of the ocean and mankind.

Pursuant to the Basic Law, the Cabinet approved the Basic Plan on Ocean Policy on March 18, 2008, as the foundation for ocean-related measures, in order to promote maritime measures accordingly and jointly. The Basic Plan incorporated measures that are highly important to Japan’s security, such as the safety of the seas and maintenance of maritime transportation.

The Ministry of Defense, on its part, actively engaged in activities for the maritime policy of the entire Government, which is headed by the Headquarters for Ocean Policy. For example, it has established a section for maritime policy in its Bureau of Defense Policy. The Ministry of Defense further plans to strategically examine the maintenance of maritime order, preservation of safe sea transportation lines from the Middle East via the Straits of Malacca and Singapore to the waters surrounding Japan, and measures for non-proliferation of weapons of mass destruction.
Notes:

1) A situation in which an external armed attack on Japan emerges, or an imminent danger is clearly acknowledged.

2) A situation where an armed attack has yet to emerge, but circumstances are growing increasingly strained and an armed attack is expected.


4) Emergency legislation is not a clearly defined concept and has been used in different ways in the past. For example, “emergency legislation research” refers to research conducted for legislation to mobilize the SDF via a defense operations order, as provided for by Article 76 of the SDF Law. However, the term “emergency legislation” as used in this white paper, refers to legislation for responses to emergency situations established from 2003 and onwards.


6) Independent administrative agencies, the Bank of Japan, the Japanese Red Cross Society, the Japan Broadcasting Corporation (NHK), other public institutions, and corporations engaged in public service operations, including the provision of electricity, gas, transportation, communications, and other services.

7) An emergency response situation. (A situation arising due to actions that may kill or injure many people which uses methods equivalent to those used in an armed attack situation, or a situation where it is recognized that the relevant actions represent a clear and present threat that necessitate an emergency response by the state.) Alternatively, a contingency situation other than an armed attack situation that may have a significant impact on the security of the nation and its people.

8) Based on the framework provided by this Law, the Armed Attack Situation Response Law establishes the specific emergency legislation for measures to protect the lives etc. of the people and to minimize the impact on their daily lives and economic conditions. It achieves this by enabling those measures implemented by the SDF and the U.S. to repel and terminate armed attack situations to proceed smoothly and effectively, and by ensuring the accurate implementation of the International Humanitarian Laws relating to specific emergency legislation.


10) Measures such as those relating to the responsibilities of the national and local governments to minimize the impact on the lives of the people, to the cooperation by the people of Japan, to the evacuation of residents, to assistance operations for the evacuation of residents, and to responses to an armed attack situation, etc.


14) The Law Related to the Use of Specific Public Facilities, etc.
17) There are four Geneva Conventions:
   1) The Geneva Convention for the Amelioration of the Condition of the Wounded and Sick in Armed Forces in the Field of August 12, 1949 (Convention I);
   2) The Geneva Convention for the Amelioration of the Condition of the Wounded, Sick and Shipwrecked Members of Armed Forces at Sea of August 12, 1949 (Convention II);
   3) The Geneva Convention Relative to the Treatment of Prisoners of War (Convention III);
See <http://www.mofa.go.jp/mofaj/gaiko/k_jindo/pdfs/giteisho_02.pdf>
21) The Prime Minister will assume the position of the Director of the Countermeasures Headquarters, although these positions will be legally prescribed as separate entities.
22) Based on Article 22, paragraphs 1 and 2 of the SDF Law, a special unit shall be organized to carry out a specific duty, or the required troops will be placed under the authority of a commander outside of their usual command structure. This unit shall be made up of members of the GSDF, the MSDF and the ASDF, or a combination of two or more of the branches of the SDF.
25) Vessels equipped with Aegis air defense systems which automatically process a series of activities including target search, detection, identification/classification and attack using high performance computers.
26) Patriot PAC-3 missiles are one of the air defense systems for countering airborne threats. Unlike the conventional type anti-aircraft PAC-2 missiles, which mainly target the interception of aircraft, the PAC-3 missile system is designed primarily to intercept ballistic missiles.
27) Developed since FY 1999, radar which enables the detection and tracking of ballistic missiles (formerly referred to as FPS-XX).
28) Fire unit (the minimum fire unit of surface-to-air fire units).
29) These refer to objects other than aircraft which are recognized to cause grave damage to human life and property when they fall to earth such as ballistic missiles.
30) A specific example of SDF activity is deployment, upon receipt of the appropriate directive from the Minister of Defense, of Patriot PAC-3 missiles by the ASDF and Aegis system-equipped destroyers by the MSDF in
order to respond to ballistic missiles and prepare for ballistic missiles launched toward Japan. In the event missiles are launched toward Japan, based on the aforementioned directive, these can be destroyed.

31) The amendment was made in view of the successful test firing of the sea-based SM-3 missile onboard the Aegis system-equipped destroyer (Kongo class) in the sea off Hawaii. Items amended were 1) addition of the standard SM-3 missile as a method of destroying ballistic missiles, 2) area of activity for SDF units is not restricted to the area around Tokyo, 3) the Ministry of Economy, Trade and Industry was added to the Cabinet Secretariat; National Police Agency; Ministry of Foreign Affairs; Fisheries Agency; Ministry of Land, Infrastructure and Transport and Japan Coast Guard as a cooperating relevant administrative authority.

32) The U.S. is steadily enhancing its missile defense systems with research and development while deploying systems as they become technically feasible in what is referred to as the evolutionary spiral development method.

33) The radar was later on moved to the U.S. Forces Shariki Communication Site.

34) The four components are the nose cone, second-stage rocket motor, kinetic warhead, and infrared seeker.

35) Refers to persons engaging in illegal acts such as subversive activities in Japan while possessing weapons with significant killing power, those cooperating with such persons, etc.

36) The official name is the Agreement on the Maintenance of Public Order in the Event of Public Security Operations which was concluded between the (then) Defense Agency and the National Public Safety Commission.

37) An incident in which members of Aum Shinrikyo spread extremely poisonous sarin gas in subway trains crowded with commuters, claiming the lives of 12 people. The SDF conducted decontamination operations of the trains and stations.

38) Since September 2001, postal mail containing anthrax has been delivered to individuals including members of the U.S. Senate and those related to the mass media.

39) During a critical accident that occurred at the JCO uranium-processing plant in Tokaimura, Ibaraki Prefecture in 1999, some employees were exposed to radioactive emissions caused by the nuclear accident and died. The GSDF chemical unit was dispatched to the plant at this time for disaster relief operations.

40) Radiation sickness caused by inhaling radioactive substances into the body.

41) Radiation injury caused by direct exposure to external radioactive substances.

42) Ratio by country of emergency scramble subject aircraft: Russia, approximately 82%; China, approximately 14%; Taiwan, 1% and others, 3%.

43) Including territorial waters and inland waters.

44) Maritime security operations (Article 82 of the SDF Law) refer to actions taken at sea by the SDF with the particular need to protect lives or property or keep peace and order. Prime Ministerial approval is required.

45) Regarding Response to Foreign Submarines Navigating Underwater in Territorial and Inland Waters of Japan, decided at the Security Council and Cabinet meeting in December 1996.

46) An SDF patrol aircraft (P-3C) discovered two unidentified vessels in a surveillance operation in Japanese territorial waters east of the Noto Peninsula and west of Sadogashima Island. These were suspected to be North Korean spy ships disguised as Japanese fishing vessels. The two vessels were pursued around the clock by patrol vessels, destroyers and aircraft but fled to outside the air defense identification zones (ADIZ). They are presumed to have reached a port in the northern part of North Korea.

47) An SDF patrol aircraft (P-3C) discovered an unidentified vessel in a surveillance operation and monitored it with patrol vessels and aircraft. The vessel did not stop despite repeated orders by the Japan Coast Guard. As a result, the JCG fired warning shots after alerting the vessel, however, the vessel continued to make
its getaway and made an armed attack on the patrol ship which fired shots in self-defense. The vessel subsequently exploded from possible self-destruction and sunk. Based on facts revealed in the investigation process the vessel was identified as a North Korean spy ship. Further, in 2002 a patrol aircraft (P-3C) discovered an unidentified vessel in waters approximately 400km north-northwest off the Noto Peninsula (beyond the exclusive economic zone of Japan) in a surveillance operation. The vessel was tracked and observed by patrol vessels of the Japan Coast Guard, destroyers and aircraft.

48) Six vessels have been commissioned since March 2004 with the following main improvements:
   1) Speed improved from 40 knots to 44 knots, 2) fitted with 12.7mm machine guns, 3) bullet-proof measures were implemented on the bridge and 4) night vision devices were fitted.

49) A special unit of the MSDF newly established in March 2001 to deter expected resistance, and disarm and immobilize unidentified vessels in the event of on-board inspections under maritime security operations.

50) A non-bursting shell launched from 76mm artillery fitted on destroyers whereby the flat front edge of the shell prevents scattering.


52) Unit commanders may make a dispatch in the event that 1) intelligence gathering is necessary in order to provide information to relevant organizations and bodies, 2) it is deemed impossible for the prefectural governor to make a dispatch request and immediate rescue measures are required, 3) life saving rescue operations occur or a fire or disaster occurs in the vicinity of Ministry of Defense facilities.

53) The Prime Minister issues an earthquake alert with endorsement of the Cabinet in the event that an earthquake has been predicted and when it is deemed necessary to urgently implement emergency earthquake disaster prevention measures.

54) Parks and playgrounds close to the disaster site are suitable for assembly areas. For example, for lodging and the activities of forces on the scale of one GSDF regiment, approximately 15,000m$^2$ is required (an area approximately one-third the size of the Tokyo Dome) and a division requires in excess of approximately 140,000m$^2$ (an area approximately three times the size of the Tokyo Dome).

55) While heliport sizes differ according to the type of helicopter and the nature of activities, as a rough estimate, each helicopter requires a circle area with a radius of 50 to 100m.

56) Subsidized projects based on Article 8 of the Law Relating to Improvement, etc. of the Living Environment in the Vicinities of Air Defense Facilities.

57) Examples may include temporary communication sites, waiting rooms for liaison officers or vehicle parking spaces for liaison and coordination duties.

58) Manual for Responses to Disasters in Urban Areas, Hilly and Mountainous Areas, Islands and Special Disasters.

59) 1) SDF units can be dispatched to provide assistance upon a request of the Director of the Nuclear Disaster Countermeasures Headquarters, 2) SDF personnel dispatched for nuclear disaster relief may exercise necessary authority, 3) special units may be temporarily formed when necessary for nuclear disaster relief dispatches, and 4) SDF Ready Reserve Personnel may be called up for service in the event of nuclear disaster relief dispatches.

60) Special-type disasters may be caused by terrorist or armed attacks using weapons of mass destruction.

61) Limited to the case where there are no police officials at the scene, SDF personnel on duty are authorized to make enquiries, undertake evacuation measures and enter property in addition to their authorized duties of preventing and controlling crimes and usage of weapons.

62) Facilities and equipment for the storage, accommodation or maintenance of SDF weapons, ammunition,
explosives, ships, aircraft, vehicles, wired telecommunications equipment, wireless telecommunications equipment or liquid fuels, barracks, harbors and airports.

63) SDF personnel may use weapons to the extent deemed to be reasonably necessary in situations within applicable facilities in the event it is considered the use of such weapons is required to execute duties or to protect themselves or others. Weapons must not be used to cause harm to other people except in cases of self-defense or acts of emergency evacuation.

64) Units temporarily organized to be dispatched along with transport units (SDF aircraft and ships) to guide and protect Japanese nationals overseas on site.

65) As of the end of May 2007, 48 defense attachés (SDF personnel temporarily transferred from the Ministry of Defense to the Ministry of Foreign Affairs) were dispatched to diplomatic establishments overseas in 37 locations. Utilizing their experience as SDF personnel, these attachés are engaged in information gathering through exchange with defense-related personnel of the country to which they have been dispatched, as well as military attachés from other nations.

66) In order to enhance Japan’s capability for gathering image data, the third and fourth intelligence gathering satellites were launched respectively on September 11, 2006 and February 24 last year.

67) In modern warfare, air operations play a vital role in determining the success or failure of an operation. Therefore, it is essential to secure air superiority ahead of, or concurrently with, land and sea operations.

68) A state in which various strategies can be executed without incurring damage from the enemy due to the security of air superiority.

69) An automated air warning and control unit organization which serves as a nationwide command and communications system to deliver and process commands, and track information.

70) The systematic patrol of particular regions with the objective of preventing surprise attacks, reconnaissance, etc.

71) Long-range and large-caliber howitzers and rockets will be used to destroy or intercept infantry, light- armored vehicles and facilities.

72) Assault units which parachute to the ground from transport aircraft in the vicinity of important terrain to conduct offensives. These units are specially formed, equipped and trained to be able to move quickly by air over long distances.

73) Assault units which are delivered to the vicinity of important terrain by transport helicopters to conduct offensives. Compared to airborne offensives, the attack criterion are simply and easily executed.

74) Relatively safe sea areas established to enable maritime traffic. The area and width of sea lanes vary according to the threat aspect.