

Chapter 5 Building a Dynamic Joint Defense Force

In December 2013 the Medium Term Defense Program (FY2014-FY2018) (new MTDP) was approved by the National Security Council and the Cabinet in order to systemically make a transition towards the defense architecture laid out in the new National Defense Program Guidelines (new NDPG). The new MTDP, the first MTDP under the new NDPG, paves the way for the realization of a Dynamic Joint Defense Force that follows the philosophy laid out in the new NDPG.

In addition, the Ministry of Defense is currently in the middle of vigorously examining ways to build a Dynamic Joint Defense Force laid out in the new NDPG and new MTDP.

Section 1 New Medium Term Defense Program

1 Background for the Formulation of the New Medium Term Defense Program

The Medium Term Defense Program for FY2011 to FY2015 (previous MTDP) was a plan that defined major programs and policies for the buildup of defense capabilities during the five-year period spanning from FY2011, based on the National Defense Program Guidelines for FY2011 and beyond (2010 NDPG). With the start of the review process for the 2010 NDPG, the previous MTDP was terminated in January 2013 and necessary measures were to be taken based on a study carried out together with the review of the 2010 NDPG with regards to the medium term defense buildup.

Given this approach, both the new NDPG and new MTDP were reviewed alongside one another and following deliberations by the National Security Council, the new MTDP was approved by the National Security Council and the Cabinet on December 17, 2013.

2 Purpose of the New MTDP

Japan's Build-Up of Defense Capability is ultimately carried out based on the budget of each individual fiscal year. However, given the fact that the nation's defense is the basis of its existence and that a long-term time period is needed for defense equipment R&D and implementation, facility improvements, personnel development and unit training, the Build-Up of Defense Capability requires a sustained and systematic approach based on a specific mid-term outlook.

Therefore, the government has formulated the MTDP covering a period of every five years since 1986. Japan's defense buildup for each fiscal year is closely tied to this plan.

The new MTDP represents the first MTDP under the new NDPG and contains the defense buildup plan defining Japan's main programs and policies for the next five years in order to build the Dynamic Joint Defense Force outlined in the new NDPG.

3 Program Guidelines

Following the new NDPG, Japan is working to achieve an appropriate defense buildup through the new MTDP under the following six basic guidelines.

1 Particularly Important Functions and Capabilities

To seamlessly and dynamically fulfill the responsibilities outlined in the new NDPG, with a focus on enhancement of joint operability, emphasis will be placed on the following functions and capabilities in particular: (1) ISR capabilities; (2) intelligence capabilities; (3) transport capabilities; (4) C3I capabilities (5) response to an attack on remote islands; (6) response to ballistic missile attacks; (7) response to outer space and cyber space threats; (8) large-scale disasters; and (9) international peace cooperation efforts.

2 Development of Capacities to Ensure Maritime Supremacy and Air Superiority as well as Rapid Deployment Capabilities

The SDF will prioritize the development of capacities to ensure maritime supremacy and air superiority as well as rapid deployment capabilities, so as to effectively deter and respond to various situations. At the same time, regarding preparations for invasion such as the landing of large-scale ground force, the SDF will establish the minimum necessary level of expertise and skill required to respond to unforeseen changes in its security situation in the future and to maintain, and thereby further promote efforts to achieve even greater efficiency and rationalization of its activities.

3 Efficiently Secure Defense Capabilities Adequate Both in Quantity and Quality

Regarding equipment acquisition and maintenance, by properly combining the introduction of new equipment, with life extension and improvement of existing equipment etc., the SDF will efficiently secure defense capabilities adequate both in quantity and quality. In this effort, the MOD will strive to improve cost effectiveness by reducing life cycle costs through the strengthening of project management and other means.

4 Promote Measures to Reform the Personnel System

Given the more advanced and complex equipment, and more diverse and internationalized missions in recent years, to ensure SDF's strength and the effective use of defense force personnel, the SDF will implement measures, including the more effective use of female SDF personnel and reserve personnel, in order to reform its personnel management system.

5 Strengthen the deterrence and response capabilities of the Japan-U.S. Alliance

Initiatives for the smoother, more effective stationing of the U.S. Forces in Japan will be promoted proactively by further expanding various cooperation and discussions, including the revision of the Guidelines for Japan-U.S. Defense Cooperation.

6 Achieve Greater Efficiencies and Streamline the Buildup of the Defense Forces

Considering the increasingly difficult situation in Japan's public finance, Japan will strive to achieve greater efficiencies and streamline the buildup of its defense forces, while harmonizing these efforts with other measures taken by the Government.

4 Reorganization of the Major SDF Units

1 Ground Self-Defense Force (GSDF)

For the purpose of carrying out swift and flexible nation-wide operations of basic GSDF units under the joint operations, the GSDF will promote efficiency and rationalize the command and control function of each regional army headquarters as well as review other functions of some regional army headquarters. The GSDF will also establish the Ground Central Command. As part of such efforts the Central Readiness Force will be disbanded and its subsidiary units will be integrated into the Ground Central Command.

In order to respond swiftly to and deal effectively and nimbly with an attack on remote islands and various other situations, the GSDF will transform two divisions and two brigades into two rapid deployment divisions and two rapid deployment brigades. By establishing a coast observation unit and area security units, the defense posture of the remote islands in the southwest region will be strengthened. In order to enable the SDF to land, recapture and secure without delay any remote islands that might be invaded, an amphibious rapid deployment brigade will be established.

From the perspective of enabling swift and flexible operations, while thoroughly facilitating efficiencies and rationalization, the GSDF will deploy mobile combat vehicles and remove

tanks deployed in basic operational units stationed in locations other than Hokkaido and Kyushu. It will also concentrate tanks located in Kyushu into newly organized tank units under the direct command of the Western Army. In addition, howitzers deployed in basic operational units stationed in locations other than Hokkaido will be concentrated into field artillery units to be newly organized under the direct command of the respective regional armies.

See ▶ Fig. II-5-5-1 (Operations of the Ground Central Command); Fig. II-5-1-2 (Changes in Tank and Howitzer Deployment)

2 Maritime Self-Defense Force (MSDF)

For the purpose of defending the seas surrounding Japan and ensuring the security of maritime traffic in the region, through the effective conduct of various operations such as persistent ISR operations and anti-submarine operations, as well as for agile response in international peace cooperation activities, the MSDF will retain four escort flotillas mainly consisting of one helicopter destroyer (DDH), and two Aegis-equipped destroyers (DDG) and five escort divisions consisting of other destroyers. Necessary measures to increase the number of submarines will also be continued.

3 Air Self-Defense Force (ASDF)

To enhance the air defense posture in the southwestern region, the ASDF will relocate one fighter squadron to Naha Air Base, and newly organize and deploy one airborne early warning squadron at Naha Air Base. To prevent the relative decline of Japan's air defense capabilities and ensure stationed air superiority, ASDF units equipped with training support functions will be integrated for further effective enhancement of advanced tactical skills.

4 Authorized Number of SDF Personnel

The total number of authorized GSDF personnel at the end of FY2018 will be approximately 159,000, with approximately 151,000 being active-duty personnel, and approximately 8,000 being reserve-ready personnel. The authorized number of active-duty personnel of the MSDF and ASDF through FY2018 will be approximately at the same levels as at the end of FY2013.

5 Major Programs Regarding SDF's Capabilities

1 Effective Deterrence and Response to Various Situations

The SDF is carrying out various programs, including the buildup of defense equipment, to address each of the important situations described in the role of defense capabilities set forth in the new NDPG.

See ▶ Fig. II-5-1-3 (Programs Related to Providing Effective Deterrent and Response to Various Situations)

(1) Ensuring Security of the Sea and Airspace Surrounding Japan

Strengthen the posture to conduct persistent ISR in broad areas and to detect any signs of significant development at an early stage.

(2) Response to an Attack on Remote Islands

a. Development of a Persistent ISR Structure

Organize the structure required to carry out regular and persistent ISR activities which enable an immediate response in the case of various contingencies.

b. Obtaining and Securing Air Superiority

Improve overall air defense capabilities including cruise missile defense capability.

c. Obtaining and Securing Maritime Superiority

In defense of the seas surrounding Japan, the SDF will effectively conduct various activities including holding persistent ISR and anti-submarine operations.

d. Improvement of Capabilities for Rapid Deployment and Response

Secure capabilities for swift and large-scale transportation and deployment operations and improve effective response capabilities.

See ▶ Fig. II-5-1-4 (Example of Rapid Deployment to the Southwest Area)

e. Development of C3I

From the perspective of improving joint force capabilities, a command and control system will be established, so as to immediately concentrate necessary units into the area to be dealt with, such as remote islands. In addition, with regards to the information and communications capabilities which serve as a foundation for nation-wide operations, communications infrastructure on remote islands will be strengthened.

(3) Response to Ballistic Missile Attacks

Given North Korea's improved ballistic missile capabilities, the SDF will pursue the comprehensive improvement of its response capabilities against the threat of ballistic missiles.

The MOD will conduct studies on the best mix of the overall posture of its future BMD system, including the new BMD equipment.

In preparations for an attack by guerrilla or special operations forces concurrent with a ballistic missile attack, the SDF will continue to procure necessary equipment, etc., in order to improve its ISR posture, ability to protect key facilities such as nuclear power plants as well as search and destroy infiltrating units.

(4) Response in Outer Space and Cyberspace

a. Promoting Utilization of Outer Space

The SDF will continue to enhance information gathering capabilities through the use of various space satellites equipped with diverse sensors, and strengthen C3I capabilities by continuing to develop a sophisticated X-Band satellite communications system. In addition, the SDF will actively promote space situational awareness efforts, and research on satellite protection, and work to enhance the resiliency of its satellites.

b. Response to Cyber Attacks

The SDF will establish the necessary system by such measures as to enhance the survivability of the command and control systems and information communication networks of the three services, to strengthen capabilities against for information gathering and research analysis, and to develop a practical training environment where response capabilities against cyber attacks can be tested. Through its efforts to secure response capabilities in cyberspace where attackers have an overwhelming advantage, the SDF may consider the acquisition of capabilities to prevent them from using cyberspace.

(5) Response to Large-scale Disasters

In the event of various large-scale natural disasters, the SDF will respond by immediately transporting and deploying sufficient numbers of SDF units, as well as establishing a rotating staff posture based on joint operational approach. In these efforts, the SDF will leverage lessons of vital importance learned from the Great East Japan Earthquake.

(6) Strengthening Intelligence Capabilities

Given that advanced intelligence capabilities lay the foundation for the MOD/SDF to sufficiently fulfill their roles, the MOD will comprehensively strengthen all stages of its intelligence capabilities, including gathering, analyzing, sharing and securing intelligence.

The MOD will promote the development and improvement of its intelligence gathering facilities, and actively utilize the outer space and unmanned aerial vehicles so as to drastically reinforce its capability to gather intelligence from the diverse sources including SIGINT and IMINT. In a

related move, the MOD will develop the ability to utilize sophisticated GEOINT by such means as visualization and prediction of situations with a variety of information and intelligence overlaid on a map of image, while promoting the comprehensive and efficient geospatial database development. The MOD will take measures to enhance its HUMINT gathering capabilities including by increasing the number of personnel to be newly dispatched as Defense Attaches. It will also reinforce its posture for gathering and analyzing information from overseas through cooperation with the ally and partners, and use of advanced system for collecting public information.

2 Stabilization of the Asia-Pacific Region and Improvement of the Global Security Environments

The new MTDP cites the following specific initiatives: (1) Holding training and exercises; (2) Promoting defense cooperation and exchanges; (3) Promoting capacity building assistance; (4) Ensuring maritime security; (5) Implementing international peace cooperation activities; and (6) Cooperating to promote arms control, disarmament, and non-proliferation.

See ▶ Fig. II-5-1-5 (Programs for the Stabilization of the Asia-Pacific Region and Improvement of the Global Security Environment)

3 Basic Structure to Maximize Defense Capability

(1) Training and Exercises

The SDF will expand the use of the good training environment in *Hokkaido*, by SDF units across the country, to conduct effective training and exercises. In addition, the SDF will facilitate active use of LSTs and transport capabilities of the civilian sector, and improve unit mobility. Seeking to respond to various situations with a whole-of-government approach, coordination with relevant agencies including police and firefighters, and the Japan Coast Guard will be reinforced. In addition, the government will conduct various simulation exercise and comprehensive training and exercises regarding various situations on a regular basis in a tailored manner.

(2) Operations Infrastructure

The SDF will enhance the resiliency of military camps and bases, and in particular, strengthen its capabilities to immediately rebuild various camp and base support functions such as the maintenance of runways and information-communication infrastructure. For the SDF to immediately utilize civilian airports and ports in contingency situations, necessary measures will be promoted.

(3) Personnel and Education

The SDF will, from a long-standing perspective, promote feasible measures to ensure the strength of its troops and effective use of personnel amid the severe fiscal situation, taking into consideration a variety of elements, including skills, experience, physical strength and morale.

a. Composition of Ranks and Age Distribution

For the purpose of achieving a composition of ranks that consider the characteristics of respective units, the SDF will promote measures to secure and nurture appropriate-numbers of officers, warrant officers and sergeants/petty officers equipped with necessary capabilities, as well as recruit in a planned manner high-quality privates/seaman/airman.

To ensure an appropriate age distribution, in addition to reviewing the retirement age of 60, the SDF will work to adjust the age distribution in the respective officer, warrant officer, sergeant/petty officer, and private/seaman/airman ranks as well as conduct research on new systems for early retirement. In addition, the SDF will take measures to allow airplane pilots to be re-employed in the private sector (reemployment).

b. Effective Utilization of Human Resources

The SDF will work to advance further utilization of its female personnel, and actively reappoint retiring personnel possessing advanced knowledge, skills and experience where such personnel prove beneficial to the overall SDF's strength. In addition, to enable SDF personnel to pursue their missions with high morale and a strong feeling of pride, the SDF will promote measures related to honors and privileges including expansion of the Defense Meritorious Badge program.

c. Recruitment and Re-employment Support

The SDF will work to improve the environment to enhance public understanding of national defense and security issues, effectively engage in public relations to adjust to the changing times, and coordinate and cooperate with relevant ministries and agencies and local governments, among others, so as to spread the perception that the SDF is an attractive job option.

In addition, from the standpoint of returning the knowledge, skills and experience of retired SDF personnel to society, while strengthening collaboration with local governments and relevant organizations, the GOJ will facilitate such efforts as the consideration of measures to provide more incentives for companies to employ retired SDF personnel, and encouraging the

employment of retired SDF personnel in the public sector, so as to improve their re-employment environment.

d. Utilization of Personnel including Reserve Staff

In order to support sustainable unit operations in situations that are becoming increasingly diversified and protracted, the SDF will promote the use of ready reserve personnel and reserve personnel in broad areas. The SDF will facilitate the appointment of reserve personnel including possible opportunities to work at headquarters, and will also improve training for call-ups. Aiming at active use of the private sector's transport capabilities, the SDF will take necessary measures, considering the utilization of reserve personnel including those who have experience as ship crew, and encourage the appointment of reserve personnel equipped with specialized skills, including airplane pilots who the SDF releases to the private sector for re-employment. Other necessary measures will be taken as well to increase public awareness of the reserve program, and provide more incentives for reserve personnel themselves and companies to employ reserve personnel.

(4) Medical

The SDF will upgrade its hospitals to hubs with enhanced functions, and promote the formation of networks across hospitals and medical treatment rooms. Along with contributions to medical services in local communities, the SDF will establish an efficient and high-quality medical care structure, including improvements in the management of the National Defense Medical College Hospital. In addition, the SDF will consider such matters as revision of regulations of emergency medical treatment on situation responses, and establish a posture for rapid medical evacuation that takes into account the improvement of frontline first aid capabilities, and the enhancement of joint service capabilities.

(5) Defense Production and Technology Base

The MOD will formulate a strategy that sets forth its future vision for Japan's defense production and technology base as a whole. Japan will actively promote measures such as international joint development and production with other countries, utilizing the technological fields where Japan enjoys an advantage. The MOD will also promote adapting defense equipment developed by the MOD/SDF to civilian uses. As part of these efforts, Japan will consider approaches that will benefit both the government and private sector businesses.

(6) Efficient Acquisition of Equipment

A project manager system will be introduced so as to enhance consistent project management throughout the life-cycle from equipment design to disposal. In addition, while utilizing the private sector's knowledge, the MOD will actively train and appoint personnel to positions that require specialized knowledge, skills and experience in the acquisition of equipment. In addition, the MOD will develop a system that allows for reconsideration, including review of specifications and project plans, when there is a certain discrepancy between the estimated and actual value of the life-cycle cost.

To allow for prompt and efficient acquisitions, while ensuring transparency and fairness, parties available for negotiated contracts will be sorted and ranked as necessary so as to be useful. The government will take necessary measures after considering further development of its contract system, to incentivize companies to lower prices, possibility of introducing longer-term contracts, and establishing a flexible system for accepting orders such as the use of a consortium that enables convergence of technologies from globally competitive companies.

(7) Research and Development (R&D)

Taking cost-effectiveness into account under Japan's severe fiscal situation, the MOD will prioritize R&D projects that best meet the operational needs of the SDF.

In order to strengthen its air defense capabilities, the MOD will promote technical review of next-generation surface-to-air guided missiles. In addition, the MOD will promote strategic studies including empirical research to accumulate and enhance fighter aircraft-related technologies in Japan so as to keep an option for development of next-generation fighter aircraft including the possibility of international joint development of an aircraft to replace the F-2 when it is time to retire it. Based on the findings, the MOD will take necessary measures. In an effort to improve ISR capability, the MOD will promote development of SIGINT aircraft as well as research on new fixed air defense radar, and sonars with higher detecting capabilities through simultaneous use of multiple sonars. In addition, the MOD will conduct research on unmanned equipment available for flexible operations in case of various contingencies including large-scale natural disasters, and promote R&D to improve existing equipment.

The MOD will set a vision of future equipment which shows a direction of medium-and long-term R&D for each major equipment, in order to systematically conduct advanced research from medium and long term perspectives. The MOD will also make an effort to actively utilize civilian technologies applicable to defense needs (dual-use technologies) by such means as enhancement of coordination with universities and research institutions, while strengthening the

function of technology control to prevent outflow of advanced technologies, and promote to have defense technologies employed in the civilian sector.

(8) Collaboration with Local Communities

The MOD will continue to advance measures targeting the areas around defense facilities, as well as engage in various measures such as intensive public relations activities regarding the policies and activities of the MOD and SDF, in order to secure the understanding and cooperation of local governments and communities.

Given that the presence of SDF units makes a substantial contribution to the maintenance and revitalization of local communities in some areas, and supports medical services in communities through emergency patient transport by SDF search and rescue aircraft, etc., the MOD/SDF will give consideration to the attributes of each area in the reorganization of units, and deployment and administration of SDF camps and bases, etc. in order to secure the understanding of local governments and residents.

In these efforts, while considering efficiencies, the MOD will promote various measures conducive to local economies such as securing opportunities for local SMEs to receive orders.

(9) Boosting Communication Capabilities

The MOD will strive to provide information actively and effectively via various media sources such as social media networks. Efforts to provide information to foreign countries about MOD/SDF activities abroad will be facilitated by such means as improvement of its English website.

(10) Enhancing its Intellectual Base

To enhance understanding among Japanese citizens on security and crisis management, the MOD will contribute to the promotion of education on security-related matters at educational institutions, including by MOD personnel presenting academic papers and sending MOD lecturers as experts in security and crisis management. The role of the National Institute for Defense Studies (NIDS) as a think tank associated with the MOD will be strengthened, through such efforts as facilitating coordination with policy-making divisions by relocating the institute to the *Ichigaya* district (where the MOD's headquarters is located), and by promoting academic exchanges with foreign research institutions.

(11) Promoting Reform of the MOD

The MOD will further promote its reforms by regularly reviewing its work methods and organization in order to foster a sense of unity among civilian officials and uniformed personnel, and to optimize the overall build-up of defense capabilities, promote SDF joint operation functions and enhance policy-making and communication functions. In doing so, the MOD will establish a planning system for defense build-up, and take measures to facilitate efficiency and optimization in acquisition of equipment, keeping in mind an option to establish a new agency in the MOD. Also, by such effort as integration of duties related to actual unit operations into the Joint Staff Office, the MOD will eliminate overlapping duties in the Internal Bureau and the Joint Staff Office, and conduct an organizational review including the reorganization or disbanding of the Bureau of Operational Policy.

6 Measures for the Strengthening the Japan-U.S. Alliance

In order to maintain and strengthen the U.S. commitment to Japan and the Asia-Pacific region and to ensure Japan's national security, Japan will continue the revision of and revise the Guidelines for Japan-U.S. Defense Cooperation. Meanwhile, Japan will expand bilateral training and exercises, joint ISR activities and the joint/shared use of facilities and areas by the SDF and the U.S. forces. In addition, Japan will further deepen various Japan-U.S. operational cooperation and policy coordination in areas such as BMD, bilateral planning, and bilateral Extended Deterrence Dialogue.

Japan will also strengthen cooperation not only in the fields of counter-piracy, capacity building assistance, HA/DR, peacekeeping and counter-terrorism, but also in maritime affairs, outer space and cyberspace. Furthermore, Japan will strengthen and expand Japan-U.S. cooperative relationship over a broad range of fields, including intelligence cooperation and information security, and defense equipment and technology cooperation.

From the perspective of making the stationing of the U.S. Forces in Japan more smooth and effective, Japan will steadily ensure the Host Nation Support (HNS).

7 Quantities of Major Procurement

The appendix shows details of the quantities of major procurement described in Section 5. Japan will aim to develop the defense forces described in the Annex Table of the new NDPG over 10-year time frame.

See ▶ Fig. II-5-1-6 (Annex from the New Medium Term Defense Program)

8 Expenditures

The expenditures required to implement the defense force developments described in this program amount to approximately ¥24,670 billion in FY2013 prices. For the duration of this program, in harmony with other measures taken by the Government, approximately ¥700 billion will be secured by means of further streamlining and rationalization through efforts such as equipment procurement reform. The annual defense budgets for the implementation of this program will be allocated within a limit of approximately ¥23,970 billion over the next five years.

This program will be reviewed after three years as necessary, with consideration to such factors at home and abroad as the international security environment, trends in technological standards including information communication technology, and fiscal conditions.

9 Other

While maintaining the deterrence of U.S. Forces, Japan will steadily implement specific measures including the realignment of the U.S. forces in Japan and SACO (Special Action Committee on Okinawa) related programs to mitigate the impact on local communities, including those in Okinawa.