

Chapter 3 Active Promotion of Security Cooperation

The international community today is facing an increasing number of challenges which are extremely difficult for one country to deal with on its own. Therefore, it is important to strengthen bilateral and multilateral security cooperation, as well as proactively engaging in international peace cooperation activities, from the perspective “proactive contribution to peace” based on the principle of international cooperation.

In light of this situation, the new National Defense Program Guidelines aims to continuously promote and enhance various initiatives related to support for capacity building, arms control, disarmament and non-proliferation in order to address global security issues, such as local conflicts, expansion and spread of international terrorism, failed states, and proliferation of Weapons of Mass Destruction (WMD), while promoting cooperation with the allied countries and the related countries that share the security benefits in peacetime.

Section 1 Promoting Multilateral Security Cooperation and Dialogue in Areas Including the Asia-Pacific Region

1 Significance and Evolution of Security Cooperation and Dialogue and Defense Cooperation and Exchange

Recent years have seen dialogue and exchanges with various countries expand in terms of both quality and quantity. Specifically, 1) in addition to enhancing mutual understanding and confidence building, moves toward establishing and strengthening cooperation are accelerating, and 2) our focus in dialogue and exchange has broadened from neighboring countries to encompass partners across the globe. Moreover, 3) with some partners, our exchanges are developing and deepening, moving from simple interaction toward the stage of more concrete, practical cooperation. In addition, 4) initiatives in the security field in the Asia-Pacific region are also gradually shifting from dialogue focused on confidence building, to practical cooperation including building regional order and common norms and standards.

In light of these developments, it is necessary for the Ministry of Defense and the SDF to pursue security cooperation and dialogues as well as conducting defense cooperation and exchanges, while considering the characteristics of each country or region in a multi-layered manner, while effectively and efficiently making use of limited resources.

In the security field, it is necessary to nurture the habits of cooperation, and promote practical

and concrete cooperation for building regional order and establishing common norms and standards; and, in our neighboring countries and region, to eliminate the sense of confrontation and sense of caution, in order to foster a cooperative atmosphere with a future-oriented perspective, and actively promote cooperation in bilateral and multilateral arenas. To that end, the MOD and the SDF are promoting multi-layered security cooperation and dialogue, defense cooperation and exchange, and combined training and exercises.

See ▶ Fig. III-3-1-1 (High-Level Visits (January 2013-Early July 2014));

See ▶ Reference 47 (Recent Defense Cooperation and Exchanges with India (Past Three Years)); Reference 44 (Exchange Student Acceptance Record (FY2013))

2 Initiatives under the Multilateral Security Framework and through Dialogue

1 Initiatives under the ASEAN Defense Ministers' Meeting-Plus (ADMM-Plus) Framework

The countries of ASEAN hold meetings such as the ASEAN Regional Forum (ARF), which serves as a security framework for the region, and the ASEAN Defense Ministers' Meeting (ADMM), which is a ministerial level meeting between defense authorities in the ASEAN countries. In addition, at the 4th ADMM in May 2010, a decision was taken to establish the ASEAN Defense Ministers' Meeting-Plus (ADMM-Plus), which added eight new non-ASEAN countries¹, including Japan to the members (those countries are called the "Plus countries"); the 1st ADMM-Plus was held in October that year, in Hanoi, Vietnam.

Until the establishment of the ADMM-Plus, there had been no official meeting for the region's defense ministers in the Asia Pacific region. The establishment of the ADMM-Plus is highly significant from the perspective of encouraging the development and deepening of security and defense cooperation in the region. Furthermore, the ADMM-Plus is a framework that tackles a broad and diverse range of security issues in the region; the MOD and the SDF are also of the view that the ADMM-Plus should be developed as a major pillar of security cooperation in the region, and are providing active support for its initiatives.

At the 1st ADMM-Plus, it was decided to create (1) ADSOM-Plus (ASEAN Defence Senior Officials' Meeting-Plus), (2) ADSOM-Plus Working Groups (ADSOM-Plus WG), and (3) Experts' Working Groups (EWG), and Japan and Singapore served as co-chairs of the EWG on Military Medicine until March 2014. In July 2012, the 2nd meeting of the EWG on Military Medicine was held in Tokyo, and the participants exchanged practical opinions on approaches to cooperation in each country and issues faced in this regard, in the field of military medicine at

¹ Japan, the U.S., Australia, the ROK, India, New Zealand, China, and Russia.

times of a major disaster. Furthermore, at meetings of the EWG on Maritime Security, Japan has been emphasizing the importance of establishing shared customary “manners” by which all countries abide, in order to avoid unintended collisions and the escalation of situations when government vessels, including warships, approach and encounter each other at sea, with a view to proactive confidence building among member countries in the field of maritime security.

In June 2013, Japan participated in the first ADMM-Plus field training exercise in Brunei Darussalam organized by the Experts Working Group on Humanitarian Assistance and Disaster Relief and the Experts Working Group on Military Medicine. It was carried out under the assumption that a large-scale disaster was caused by a severe hurricane, aiming to maintain and improve various types of operational abilities required for international disaster relief activities, and to deepen mutual understanding and strengthen cooperative relations between the participated countries. In September 2013, Japan also participated in tabletop exercises held in Indonesia, organized by the Experts Working Group on Counter Terrorism, as well as field training exercises held in Australia, organized by the Experts Working Group on Maritime Security.

In August 2013, Minister of Defense Onodera attended the 2nd ADMM-Plus meeting in Brunei Darussalam, and introduced Japan’s initiatives to promote stability in the Asia-Pacific region. He also advocated the importance of promoting initiatives to improve transparency of the military capabilities of each country, as a future agenda for the ADMM-Plus. Furthermore, since April 2014 Japan has been serving as a co-chair with Laos for the EWG on Humanitarian Assistance and Disaster Relief of the ADMM-Plus, and promoting initiatives to make contributions as a country with abundant experience in disaster relief operations.

See ▶ Fig. III-3-1-5 (Organizational Chart and Overview of the ASEAN Defense Ministers’ Meeting-Plus (ADMM-Plus))

2 ASEAN Regional Forum (ARF)

The ARF, a forum aimed to improve the security environment in the Asia-Pacific region through dialogue and cooperation on the political and security sectors, has been held since 1994. The ARF currently comprises 26 countries and one organization as member states², and holds various inter-governmental meetings on security that are attended by both foreign affairs

² A total of 26 countries, consisting of 10 ASEAN countries (Brunei Darussalam, Indonesia, Laos, Malaysia, the Philippines, Singapore, Thailand, Vietnam, Cambodia [from 1995] and Myanmar [from 1996]), in addition of Japan, Australia, Canada, China, India (from 1996), New Zealand, Papua New Guinea, the ROK, Russia, the United States, Mongolia (from 1998), North Korea (from 2000), Pakistan (from 2004), East Timor (from 2005), Bangladesh (from 2006), and Sri Lanka (2007), plus the European Union (EU).

officials and defense officials to exchange opinions on regional situations and security areas which should especially be focused on. In addition to opinion exchanges at various meetings, in recent years, specific initiatives³ in non-traditional security areas such as disaster relief, maritime security, and peacekeeping and peace building have been actively taken in coordination with various countries. For example, in the maritime security field, an Inter-Sessional Meeting on Maritime Security (ISM-MS) has been held since 2009⁴. At the ISM-MS, an anthology of best practices concerning support for capacity building in the field of maritime security was formulated on the basis of a summary compiled by Japan. In addition, it is planned to hold a workshop in the future on trust-building through international and regional frameworks, arrangements, and cooperation as an ARF official event, which is one of the priority fields of the ISM-MS led by Japan and Malaysia.

Moreover, since 2009, in the field of disaster relief, the MOD and the SDF have dispatched troops and aircraft to participate in ARF Disaster Relief Exercises. In May 2013, the third ARF Disaster Relief Exercise (ARF-DiREx2013), jointly hosted by Thailand and the Republic of Korea, was held in Thailand, with Japan sending around 50 personnel and one aircraft to participate.

3 Multilateral Security Dialogue Hosted by the MOD and the SDF

(1) Tokyo Defense Forum

As Japan's own initiatives regarding security in the Asia-Pacific region, the MOD has held since 1996 the Asia-Pacific Defense Forum (Tokyo Defense Forum) with the participation of officers in charge of defense policy (Directors General of defense ministries and General-class officers) from the countries of the region. At the forum, discussions are being held on defense policy issues and confidence-building measures in the region.

Twenty-one countries from the Asia-Pacific region, as well as the ASEAN Secretariat, the European Union (EU), the International Committee of the Red Cross (ICRC), and the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) took part in the 18th forum in October 2013. At this forum, discussions took place on the topics of (1) Preparedness in Peacetime for Humanitarian Assistance/Disaster Relief; and (2) Regional Frameworks' Roles in Humanitarian Assistance/Disaster Relief.

³ In addition to Cabinet meetings at the Foreign Minister level, the Senior Officials Meeting (SOM) is held each year, as well as meetings of the Inter-Sessional Support Group on Confidence Building Measures and Preventive Diplomacy (ISG on CBM/PD) and the ARF Security Policy Conference (ASPC). Moreover, since the Cabinet level meeting in 2002, ARF Defense Officials' Dialogue (DOD) meetings and Inter-Sessional Meetings (ISM) are held ahead of the main meeting.

⁴ In 2011, Japan co-hosted the 3rd Inter-Sessional Meeting in Tokyo, with Indonesia and New Zealand.

(2) Japan–ASEAN Defense Vice- Ministerial Forum

Since 2009, the MOD has annually held the Japan–ASEAN Defense Vice-Ministerial Forum, with the purpose of creating a foundation for strengthening multilateral and bilateral relationships through establishing human networks between Japanese and ASEAN vice-ministerial-level officials. In conjunction with this, the Ministry holds bilateral talks at the vice-ministerial level. The 5th meeting was held in Okinawa Prefecture in February 2014, attended by officials at the vice-ministerial level from the countries of ASEAN and the ASEAN Secretariat, who exchanged opinions concerning the topics of (1) Future Direction of Capacity Building Initiatives; and (2) Possible Equipment-technology Cooperation among Japan and ASEAN Member States to Respond to Non-traditional Security Issues. On the occasion of the forum Administrative Vice-Minister of Defense conducted bilateral talks at the vice-ministerial level with participants from Brunei Darussalam, Cambodia, Myanmar, etc.

Furthermore, around the time of this meeting, the Ministry holds the “Tokyo Seminar on Common Security Challenges,” a public seminar to which security experts, including both academics and government officials, from Japan and other countries are invited, in order to discuss security challenges in the region and the roles of defense authorities in tackling them.

4 Other

(1) International Conferences held by Private Organizations

In the field of security, besides official intergovernmental conferences, various international conferences are also held by private organizations, attended by government officials, academics, and journalists, such conferences provide a forum for sharing and exchanging opinions on medium- to long-term security issues.

The leading international conferences are the IISS Asia Security Summit (Shangri-La Dialogue)⁵ and the IISS Regional Security Conference (Manama Dialogue), both hosted by the International Institute for Strategic Studies (IISS).

Set up for the purpose of establishing a regional security framework, the Shangri-La Dialogue is an international conference held each year in Singapore, which is attended by many participants,

⁵ This is a multilateral conference instituted at the initiative of the International Institute for Strategic Studies, a private British think tank, in which defense ministers from various countries participate with the objective of discussing defense-related issues and regional defense cooperation. Since the 1st conference in 2002, it has been held in Singapore each year and is known as the Shangri-La Dialogue, from the name of the hotel at which it takes place.

including defense ministers from throughout the Asia-Pacific region, with discussions focusing on regional issues and defense cooperation. At the 13th conference held from May 30 to June 1, 2014, Prime Minister Abe delivered a keynote address, emphasizing the particular importance of the “rule of law” for ensuring the peace and stability in the Asia-Pacific Region. He also advocated the three principles on maritime law: 1) making and clarifying claims based on international law; 2) not using force or coercion in trying to drive their claims; and 3) seeking to settle disputes by peaceful means. In addition, Minister of Defense Onodera delivered a speech at the second plenary session “Advancing Military-to-Military Cooperation,” and also held bilateral and trilateral talks with the participating countries to explain the security policies of Japan and to exchange opinions on the regional situations and defense cooperation.

The Manama Dialogue is an international conference at which exchanges of opinions on security are carried out primarily among parties concerned such as foreign and defense ministers from countries in the Middle East. The conference is convened in Manama, Bahrain. As the stability of the Middle East is extremely important for Japan, from the perspective of energy security, as well as the safety and security of sea lanes, the MOD has participated in this conference every time it has been held, since the 2nd conference in 2005.

See ▶ Reference 56 (Keynote Address by H.E. Mr. Shinzo Abe, Prime Minister of Japan at the 13th IISS Asian Security Summit "Shangri-La Dialogue")

(2) Asia-Pacific Chiefs of Defense Conference (CHOD)

The CHOD is a meeting of the chiefs of defense, mostly from the Asia-Pacific region, aimed at nurturing trust among countries in the region and enhancing security relations through free exchanges of opinions on regional security and bilateral dialogues, among other activities. Japan has participated in each conference since the first one held in 1998. In 2004, Japan hosted the 7th conference together with the United States Pacific Command. Moreover, in November 2012, the 15th Conference, jointly hosted by the Australian Defence Force and the United States Pacific Command, convened in Sydney, Australia, and was attended by the Joint Chief of Staff.

(3) Inter-Service Branch Initiatives

a. The Pacific Armies Chiefs Conference (PACC)

The PACC is jointly held by the U.S. Army and the armies of the Asia-Pacific countries every two years, for the purpose of improving inter-service branch relations between each country's army and promoting security cooperation. The GSDF has been participating since the first conference in 1999, and the Chief of Staff of the GSDF attended the last conference held in

New Zealand in September 2013.

b. The Western Pacific Naval Symposium (WPNS)

The WPNS has been held every two years since 1988. It is attended by the chiefs of staff of the navy of countries in the Western Pacific region, and holds discussions on various maritime security issues. The MSDF has been participating since the second symposium in 1990, and the Chief of Maritime Staff attended the last meeting held in Qingdao, hosted by China in April 2014.

c. The Pacific Air Chiefs Symposium (PACS)

The PACS, hosted by the United States, is held every two years. It aims to promote mutual understanding and enhance security relationships between the countries in the region through exchanges of views among the chiefs of staff of the air forces, etc. from those countries. The ASDF has been participating in PACS since the first symposium in 1989, except the 13th in 2013, and the Chief of Staff of the ASDF attended the last meeting held in Washington, D.C., in March 2014.

(4) Invitations to Opinion Leaders

Since 2001, the Ministry of Defense has invited key figures—primarily those involved in security policy—to Japan from countries in the Asia-Pacific region, with the objective of promoting an understanding of Japan's security and defense policies, and the current status of the SDF. In March 2014, experts were invited from the Republic of Korea.

3 Promoting Capacity Building Assistance and Other Practical Multilateral Security Cooperation

1 Proactive and Strategic Initiatives to Support Capacity Building

(1) Significance of the Implementation of Support for Capacity Building

In recent years, the role of and cooperation between defense authorities have been deepening and widening in security and defense fields, such as humanitarian assistance and disaster relief, disposal of land mines and unexploded ordnance, military medicine, maritime security and PKO; in particular, there is an awareness of the importance of cooperation by the international community in providing support for capacity building aimed at improving the capabilities of stakeholder countries in such fields.

Support for capacity building is an initiative based on a new concept, which seeks to improve the ability of developing countries to deal with such situations themselves, through human

resource development and technical support in security and defense fields in peacetime, thereby actively creating stability within the region and improving the global security environment.

Providing support for capacity building has the following significance: (1) improving the capacity in the security and defense-related fields of the countries receiving such support and enabling them to contribute to improve the global security environment; (2) strengthening bilateral relationships by satisfying each country's requests for support; (3) strengthening relationships with other supporting countries such as the U.S. and Australia; and (4) promoting an awareness among the Japanese people and the countries receiving such support of Japan's stance of working proactively and independently to promote regional peace and stability, thereby increasing trust in the MOD and the SDF, as well as Japan as a whole.

In addition, these initiatives also facilitate improving the capabilities of the SDF itself.

For this reason, in FY2011, the Capacity Building Assistance Office was established in the Internal Bureau, and field surveys and initiatives were carried out to grasp and analyze specific needs, focusing on Southeast Asian countries. Since FY2012, capacity building assistance projects have been continuously implemented.

(2) Specific Activities

a. Full-scale Project

(a) Program Overview

The full-scale project involves dispatching a team composed of defense officials, SDF personnel, and staff from knowledgeable private sector groups such as NGOs (non-governmental organizations) for a comparatively long period in order to conduct large-scale, systematic human resource development, such as lectures and practical training. This program has so far been conducted in Timor-Leste and Cambodia.

(b) Activities in Timor-Leste

From December 2012 to March 2013, two GSDF personnel, one defense official, and four members of NGOs were dispatched to Camp Metinaro of the Timor-Leste Defence Force, where they carried out a program of human resource development (Phase I) relating to techniques for the maintenance and upkeep of equipment, to contribute to improving the army's abilities in the field of humanitarian assistance and disaster relief. In addition, from October 2013 to March 2014, the maximum of 15 personnel, including the maximum of eight GSDF personnel, were dispatched to carry out a program of human resource development (Phase II).

(c) Activities in Cambodia

From January to March 2013, four GSDF personnel, one defense official, and six members of an NGO were dispatched to the training institution of the National Centre for Peacekeeping Force, Mine and ERW Clearance (NPMEC), where they carried out a program of human resources development (Phase I) in engineering areas such as road building. In addition, from December 2013 to March 2014, the maximum of 23 personnel, including up to 16 GSDF personnel, were dispatched to carry out a human resource development program including practice education (Phase II).

b. Seminar-style Project

The seminar-style project involves dispatching knowledgeable SDF personnel for short periods of time to give lectures at seminars.

See ▶ Fig. III-3-1-6 (Status of Activities of Short-Term Dispatch Program)

To date, the MOD and the SDF have dispatched GSDF personnel to Mongolia and MSDF personnel to Indonesia, MSDF and ASDF personnel to Vietnam.

c. Invitation Program, etc.

The invitation program involves inviting practitioners from the counterpart country to Japan, in order to view facilities and undergo training. To date, the MOD and the SDF have invited military officials from Vietnam, Mongolia, and Indonesia.

In 2013, practitioners including generals were invited from the Ministry of Defence of Vietnam and the General Staff Office of the Mongolian Armed Forces, and received a briefing on the SDF's initiatives in the fields of PKO, underwater medicine and medical fields.

Furthermore, in November 2013, observers from the armed forces of Laos and Vietnam, which are the new and previous co-chair countries of the EWG on Humanitarian Assistance and Disaster Relief of the ADMM-Plus, were invited to see the earthquake response exercise carried out by the Northeastern Army of the GSDF.

In addition, practitioners were invited from the Indonesian Navy (February 2014), and Vietnam and Mongolia (March 2014) to introduce the SDF's initiatives in the field of oceanography, flight safety and civil engineering.

2 Pacific Partnership

The Pacific Partnership (PP), which started in 2007, is an initiative in which naval vessels, primarily those from the U.S. Navy, visit countries in the region to provide medical care, engage in cultural exchange, and seek to strengthen collaboration with participating countries and facilitate international disaster relief activities, through cooperation with the government, military, international organizations, and NGOs in each of those countries. Since 2007, Japan has dispatched SDF medical personnel or units, amongst others, as part of this initiative.

From June to July 2014, SDF medical personnel, facility repairing personnel from the GSDF, an MSDF vessel and an ASDF transport aircraft were dispatched to Vietnam, Cambodia, and the Philippines. They worked in partnership with NGOs to provide medical care and engage in cultural exchanges in Cambodia and the Philippines.

3 Multilateral Joint Training

(1) Significance of Multilateral Joint Training in the Asia-Pacific Region

Since 2000, in the Asia-Pacific region, in addition to conventional training conducted in preparation for combat situations, steps have also been taken to undertake multinational training in non-traditional security fields, such as humanitarian assistance and disaster relief, as well as non-combatant evacuation operation.

It is important to participate in and host such multinational training exercises so as not only to raise the skill level of the SDF, but to create a cooperative platform through various forms of coordination and exchanges of opinions with the countries involved. The MOD and the SDF continue to actively engage in such training.

See ▶ Reference 47 (Participation in Multilateral Training (Last Three Years))

(2) Initiatives toward Multilateral Training

a. Participation in, and Hosting of, Multilateral Training

In April 2002, the MSDF hosted Pacific Reach 2002, the second Western Pacific submarine rescue exercise, for the first time. In October 2002, the MSDF also hosted multilateral search and rescue exercises. In March 2011, Japan and Indonesia co-hosted the second ASEAN Regional Forum Disaster Relief Exercise 2011 (ARF-DiREx2011) within the framework of the ARF. Personnel from the MOD and the SDF participated in the ARF-DiREx2011. Furthermore, in September 2013, the MSDF hosted Pacific Reach 2013, the Western Pacific submarine rescue exercises.

Since 2005, the SDF has also been involved in the annual “Cobra Gold,” a multinational training event co-hosted by the U.S. and Thailand. In Cobra Gold 14 held in February 2014, the SDF participated in the command post exercises, the medical section of humanitarian and civic assistance activities, and conducted training in transporting Japanese nationals overseas. Furthermore, since 2010, the SDF has participated in the Global Peace Operations Initiative (GPOI) Capstone Exercise, a multinational exercise for United Nations peacekeeping operations launched by the U.S. In March 2013, the SDF participated in staff exercises and field training as part of the Shanti Prayas-II exercise held in Nepal.

Moreover, as it did in 2013, the GSDF participated in the multilateral exercise, “KHAAN QUEST 14,” co-hosted by the United States and Mongolia in June 2014.

In September 2013, the MSDF participated in the multinational joint exercise “Triton Centenary 2013” in Australia. The MSDF also participated in the Western Pacific Mine Countermeasure and Diving Exercises (MCMEX/DIVEX) in February 2014 in New Zealand, as well as the multinational joint exercise “Komodo” organized by the ASEAN and the navies of the surrounding countries and hosted by Indonesia in March 2014. In February 2014, the ASDF participated in “Cope North Guam 2014” conducted in Guam. The Joint Staff Council participated in the ASEAN Humanitarian Assistance and Disaster Relief Exercise (AHEX), co-hosted by Thailand and Malaysia in April 2014.

In June-August 2014, the MSDF participated in the multilateral joint exercise organized by the U.S. Navy called the Rim of the Pacific Exercise (RIMPAC), and conducted training on anti-submarine and anti-surface warfare and anti-mine operation. In addition, the GSDF also participated in this exercise for the first time, and conducted training including amphibious training. (* The training period is from late June to early August.)

b. Multinational Tabletop Exercise, etc.

Initiatives have also been made to invite observers from other foreign countries since September 2001, when observers from eight Asia-Pacific countries participated in the fourth Japan–Russia Search and Rescue training hosted by Japan.

In addition, the GSDF has hosted the Multinational Cooperation Program in the Asia Pacific (MCAP) every year since 2002 as part of its multilateral cooperative initiatives. For the MCAP, it invites officers from the respective countries involved. In August 2013, 25 countries and organizations including administrative agencies, the largest number in the past, participated in

the event and conducted a tabletop exercise based on a scenario relating to the theme of “For the further stability of the Asia-Pacific region - the cooperation of land forces for promoting effectiveness in humanitarian assistance/disaster relief activities.”