1 Significance of the Presence of the U.S. Forces in Japan

As the security environment surrounding Japan is becoming increasingly severe, for the Japan-U.S. Alliance, which is based on the Japan-U.S. Security Arrangements, to adequately function as a deterrent that contributes to Japan’s defense as well as the peace and stability in the Asia-Pacific region, it is necessary to secure the presence of the U.S. military in Japan and to maintain a posture in Japan and the surrounding areas from peacetime that enables USFJ to respond swiftly and expeditiously to emergencies.

For this purpose, based on the Japan-U.S. Security Treaty, Japan allows the stationing of USFJ, which is a core part of the Japan-U.S. Security Arrangements.

Further, the realization of a stable U.S. military presence is necessary for a swift Japan-U.S. joint response based on Article 5 of the Japan-U.S. Security Treaty in the event of an armed attack on Japan. Additionally, the actions of USFJ in the defense of Japan will be assisted by the timely reinforcement of other U.S. Forces, and USFJ will serve as the basis of such support.

In order for USFJ to carry out the abovementioned role, it is essential that all the services of the U.S. Forces, including those in Japan, are functionally integrated. For instance, when responding to armed aggression against Japan in cooperation with the SDF, the U.S. Forces primarily serve the role of “spear” through its offensive power. When the U.S. Forces function as an offensive power, it can be expected that the U.S. Navy, Air Force, and Marine Corps stationed in Japan work in an integrated manner to fully exert their functions.

In addition, while Article 5 of the Japan-U.S. Security Treaty stipulates the obligation of the United States to defend Japan, Article 6 allows the United States to use facilities and areas in Japan for maintaining the security of Japan and international peace and security in the Far East, and overall Japan-U.S. obligations are kept in balance.

2 Measures to Ensure the Smooth Stationing of the U.S. Forces in Japan

The Status of Forces Agreement (SOFA) stipulates matters pertaining to USFJ facilities and areas and the status of USFJ, including furnishing of facilities and areas for use by the U.S. Forces (USFJ facilities and areas), and satisfying the labor requirements of USFJ.

(1) Furnishing of USFJ Facilities and Areas

Japan furnishes USFJ facilities and areas for the U.S. Forces under the provisions of the SOFA, in accordance with agreements reached through the Joint Committee between the Governments of Japan and the United States. The Government of Japan has entered into agreements and concluded lease contracts with owners of private and public lands on which USFJ facilities and areas exist in order to ensure the stable use of these facilities and areas. However, should the Government be unable to obtain the approval of landowners, it will acquire title under the Act on Special Measures for USFJ Land Release, while compensating the landowners for any loss they may have suffered in the process.

(2) Satisfying Labor Requirements of USFJ

USFJ require manpower (labor) to maintain its forces, and the SOFA stipulates that the requirements of USFJ shall be

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3 The term “title” means a legal cause that justifies a certain act.
satisfied with the assistance of the Government of Japan.

As of the end of FY2016, 25,507 USFJ local employees (hereinafter referred to as the “employees”) at USFJ facilities and areas throughout Japan, working as office workers at headquarters, engineers at maintenance/supply facilities, members of security guards and fire departments on base, and sales staff at welfare/recreational facilities. They perform functions essential for the smooth operations of USFJ, and support its activities.

The Government of Japan hires these employees in accordance with the provisions of the SOFA. The MOD supports the stationing of USFJ by performing administrative work for personnel management, payment of wages, health care, and welfare, etc.

3 Costs Associated with the U.S. Forces Stationed in Japan

Various costs associated with USFJ include the costs of stationing USFJ, costs for implementing the stipulations of the Special Action Committee on Okinawa (SACO) Final Report for mitigating the impact on the people of Okinawa, as well as costs for implementing measures that will contribute to mitigating the impact on local communities associated with the initiatives for the realignment of the U.S. Forces.

4 Host Nation Support (HNS)

Host Nation Support (HNS) plays an important role to ensure the smooth and effective implementation of the Japan-U.S. Security Arrangements. Due to soaring prices and wages in Japan since the mid-1970s, and changes in the international economic situation, the Government of Japan began to bear labor costs such as welfare costs in FY1978. Then in FY1979, Japan began to bear costs for the Facilities Improvement Program (FIP).

Furthermore, as labor costs soared due to changes in economic conditions that affected both countries, the employment stability of the employees was adversely influenced, and there was even concern that it would affect the activities of USFJ. Therefore in 1987, the Governments of Japan and the United States concluded an agreement that sets forth special measures regarding Article 24 of the SOFA (the Special Measures Agreement)4

as exceptional, limited and provisional measures under the cost principle in the SOFA.

Based on this agreement, the Government of Japan started to bear labor costs of eight categories such as the adjustment allowance (currently replaced by the regional allowance). As the Special Measures Agreement (SMA) was revised later on, the costs borne by the Government of Japan expanded to cover labor costs for base pay, etc., and utilities costs from FY1991. The financial responsibility of the Japanese Government was further expanded to cover training relocation costs from FY1996.

The Government of Japan has been reviewing HNS while paying full attention to its tight fiscal conditions, and as a result, HNS has been on a steady decline after peaking out in the FY1999 budget on an expenditure basis.

With the SMA due to expire in March 2016, the “2+2” Meeting held in April 2015 agreed to “start consultations on future arrangements to provide an appropriate level of host nation support.” Following this agreement, Japan and the United States held consultations on a new SMA, and in December 2015, the Governments of Japan and the United States reached agreement as follows:

(1) Labor costs
The upper limit of the number of workers at welfare, recreation, and morale facilities to be funded by Japan will be reduced from 4,408 to 3,893, while the upper limit of the number of workers engaged in activities such as maintenance of assets and administrative works to be funded by Japan, will be increased from 18,217 to 19,285. As a result, the upper limit of the number of workers to be funded by Japan will be increased from the current 22,625 to 23,178. These adjustments will be phased in over the new SMA period from FY2016 to FY2020.

(2) Utilities costs
Over the new SMA period, the share of utilities costs to be borne by Japan for each fiscal year is reduced from the current 72% to 61%, with the upper limit for utilities costs to be funded by Japan set at approximately 24.9 billion yen.

(3) Costs for Facilities Improvement Program
The amount of costs for the FIP will not fall below 20.6 billion yen in each fiscal year during the new SMA period. For the period of the previous SMA, any amount of reductions in the labor costs and the utilities costs was to be appropriated for an increase in costs for the FIP. But such appropriation will not be made during the new SMA period.

(4) Scale of Host Nation Support
The amount of HNS in FY2020, the final fiscal year of the new SMA period, will be approximately 189.9 billion yen, with the average amount for each fiscal year during the same period coming to approximately 189.3 billion yen (any change in wages based on recommendations by the National Personnel Authority will be reflected appropriately in labor costs for each fiscal year).

(5) New Special Measures Agreement
The Governments of Japan and the United States signed the new SMA in January 2016. Following approval by the Diet, the new SMA took effect in April 2016.

The key points of the new SMA are as follows:
(1) Effective period: Five years (from FY2016 through FY2020).
(2) Cost sharing: Japan shall bear all or part of the labor costs, utilities costs, and the costs incurred in training relocation.

Policies for the implementation of the new SMA concerning the labor costs and utilities costs adopted in Notes are as follows:
❖ Labor costs: The upper limit of the number of workers to be funded by Japan will be increased gradually from the current 22,625 to 23,178.
❖ Over the new SMA period, the share of utilities costs to be borne by Japan for each fiscal year will be reduced from the current 72% to 61%, with the upper limit for utilities costs to be funded by Japan set at approximately 24.9 billion yen.
(3) Cost-saving efforts: It is clearly stipulated that the United States will make further efforts to economize the above-mentioned expenditures.

(6) USFJ Facilities and Areas and the Local Communities
The social conditions surrounding USFJ facilities and areas have changed significantly, including, for example, through urbanization over the past several decades. For USFJ facilities and areas to fully exert their capabilities and be genuinely accepted by the Japanese people, it is vital to reduce the impact of the facilities and areas as much as possible and secure the understanding and cooperation of the local communities in light of such changes. Japan’s national land is narrow with limited plains, and there are many cases where USFJ facilities and areas are located close to urban and business areas. In such areas, factors including the existence of those facilities and areas, and
the takeoffs and landings of the U.S. Forces aircraft have considerable impact on the residents’ living environment and local development. It is therefore necessary to make efforts to mitigate the impact in a way that is responsive to the circumstances of each area.

2 Deployment of New U.S. Forces Assets (F-35B) to Japan

As a fifth generation fighter, the F-35 has high stealth performance and powerful fire control capabilities. It has three variants: F-35A, the normal takeoff and landing variant; F-35B, the short takeoff and vertical landing variant; and F-35C, the aircraft carrier variant.

It was confirmed in the Japan-U.S. “2+2” joint announcement in October 2013 that the deployment of the F-35B fighter to Japan would begin in 2017 as its first forward deployment outside of the United States. In January 2017, 10 F-35B fighters arrived in Iwakuni Air Base to replace F/A-18 fighters. In August 2017, the AV-8B fighters currently deployed there are scheduled to be replaced by six F-35B fighters.

As the security environment surrounding Japan is becoming increasingly severe, the Government of Japan believes that the deployment of the F-35B, the most up-to-date and high-performance fighter, to Japan is a manifestation of the iron-clad commitment of the United States to the Japan-U.S. Alliance, strengthens the deterrent of the Alliance, and contributes to the security of Japan and the Asia-Pacific region.

3 Progress of the Realignment of the U.S. Forces in Japan

As for the realignment of USFJ, “the United States-Japan Roadmap for Realignment Implementation” (Roadmap) was set forth in May 2006. Subsequently, the Governments of Japan and the United States have conducted full-fledged bilateral discussions concerning coordination of the plan for the realignment, in view of factors including the following: 1) The necessity of implementing measures to promptly and steadily enable the visible mitigation of the impact on Okinawa; 2) The necessity of coordinating strategic rebalance to the Asia-Pacific region and the realignment package, which was set out in the U.S. Defense Strategic Guidance released in January 2012; and 3) The fact that a reduction in the cost associated with the relocation of the U.S. Marine Corps to Guam has been demanded by the U.S. Congress. The achievements thereof have been announced as part of the Joint Statements of the “2+2” Meeting and through other means.

1 Achievements at the “2+2” Meeting (April 27, 2012)

The 2006 Roadmap stated that, among the III Marine Expeditionary Force (III MEF) stationed in Okinawa, the main focus of the relocation to Guam would be the command elements, but the United States decided to alter the composition of the units. As a result, the U.S. Government decided to deploy the Marine Air-Ground Task Force (MAGTF)—consisting of command, ground, aviation and logistics support elements—in Japan, Guam, and Hawaii, as well as in Australia as a rotational unit. In addition, the Governments of Japan and the United States decided to delink both the relocation of U.S. Marine Corps personnel from Okinawa to Guam and the resulting land returns south of Kadena Air Base from the progress on the Futenma Replacement Facility (FRF).

2 Achievements at the “2+2” Meeting (April 27, 2015)

The Ministers reaffirmed the two governments’ continued commitment to implement the existing arrangements as soon as possible, while ensuring operational capability, including training capability, throughout the process of the USFJ realignment. The Ministers underscored their commitment to maintaining a robust and flexible force posture that enhances deterrence by strengthening the
capacity to respond effectively to future challenges and threat, while also mitigating the impact of the U.S. Forces on local communities.

4 Stationing of the U.S. Forces in Okinawa

In comparison to areas such as the U.S. mainland, Hawaii, and Guam, Okinawa is located closer to potential conflict areas that could affect Japan’s peace and security, including the Korean Peninsula and the Taiwan Strait, but at the same time has the advantage of having a certain distance from these areas that would not heighten military tension there unnecessarily. In addition, Okinawa, comprising a large number of small islands, is located roughly in the center of the Southwestern Islands having a total length of some 1,200 km and close to key sea lanes for Japan, which depends on marine transportation for over 99% of its overall international trade. Furthermore, its location is extremely important from the perspective of security, as Okinawa serves as a strategically important target for neighboring countries in both making access to the Pacific from the continent and rejecting access from the Pacific to the continent. Thus, the stationing of the U.S. Forces in Okinawa—including the U.S. Marine Corps, which is in charge of first response for a variety of contingencies and capable of high mobility and rapid response, and also has readiness for wide-ranging missions—with the above-mentioned geographical characteristics, further ensures the effectiveness of the Japan-U.S. Alliance, strengthens deterrence, and contributes greatly not only to the security of Japan but also to the peace and stability of the Asia-Pacific region.

On the other hand, Okinawa has many USFJ facilities and areas such as airbases, exercise fields and logistics facilities. As of the end of January 2017, approximately 70.6% of USFJ facilities and areas (for exclusive use) are concentrated in Okinawa Prefecture, occupying approximately 8% of the land area of the prefecture and 15% of the main island of Okinawa. Therefore, it is necessary to make utmost efforts to mitigate the impact on Okinawa, while also considering the above-mentioned security standpoints.

1 Initiatives for Realignment, Consolidation, and Reduction of USFJ Facilities and Areas in Okinawa

When Okinawa was returned to Japan in 1972, the Government of Japan provided 83 facilities and areas covering approximately 278 km² for exclusive use by the U.S. Forces under the Japan-U.S. Security Treaty. However, their concentration in Okinawa has led to strong calls for their realignment, consolidation and reduction on the grounds that they seriously affect the lives of people in Okinawa Prefecture.

Both countries have continued their initiatives to realign, consolidate, and reduce USFJ facilities and areas, centering on those subject to the strong local requests, and, in relation to the so-called 23 issues, it was agreed in 1990 that both sides would proceed with the required adjustments and procedures for the return of land. Moreover, it was agreed in 1995 that initiatives would also be made to resolve the so-called Three Okinawa Issues, including the return of Naha Port (Naha City).5

Subsequently, in response to an unfortunate incident that occurred in 1995, as well as the refusal of the then Governor of Okinawa to sign land lease renewal documents under the Act on Special Measures for USFJ Land Release, the Government of Japan decided to devote even greater initiatives towards realignment, consolidation, and reduction, believing that the impact should be shared by the whole nation. In order to hold consultations on issues related to USFJ facilities and areas in Okinawa, the Government of Japan established the Okinawa Action Council between the central government and Okinawa Prefecture, and SACO between Japan and the United States, and the so-called SACO Final Report was compiled in 1996.

5 The Three Okinawa Issues refer to the return of Naha Port, the return of Yomitan Auxiliary Airfield, and the relocation of artillery live fire training over Highway 104. The relocation (distribution and implementation) of artillery live fire training over Highway 104 in FY2017 is planned for Ohjojihara Maneuver Area, East Fuji Maneuver Area, Yausubetsu Maneuver Area and Hyudai Maneuver Area.
Progress of the Realignment of Force Structure of USFJ and the SDF Described in “Japan-U.S. Roadmap for Realignment Implementation”

1. Realignment in the Kanto Area

- Establishment of the bilateral joint operations coordination center (BUJOCC) at Yokota Air Base
- Partial return of airspace (returned on September 25, 2008) and placing the JASDF air traffic controllers besides the Yokota RAPCON facility (started on May 18, 2007), etc.
- Deliberation on civilian-military dual-use of Yokota Air Base (specific conditions and modalities are considered between Japan and the U.S.)

2. Realignment in Okinawa

- Camp Hansen is used for JGSDF training (Implemented on March 17, 2008)
- JASDF uses Kadena Air Base for bilateral training with U.S. Forces, while taking into account the noise impact on local communities

Legend:
- Implemented
- Continuing
Outline of SACO Final Report

The SACO Final Report stipulates the return of land, the adjustment of training and operational procedures, the implementation of noise abatement initiatives, and the improvement of operational procedures regarding the SOFA, and also refers to the related facilities and areas covered. The land to be returned based on the SACO Final Report represents approximately 21% (about 50 km²) of USFJ facilities and areas in Okinawa at that time, exceeding the amount of land returned during the period between the reversion of Okinawa and the implementation of the SACO Final Report, which is roughly 43 km².

Reference 30 (The SACO Final Report); Reference 31 (State of Progress of the SACO Final Report); Fig. II-4-3-4 (Facilities and Areas Related to the SACO Final Report); Fig. II-4-3-5 (Changes in Number and Area of the USFJ Facilities and Areas (Exclusive Use) in Okinawa)
3 Return of a Major Portion of the Northern Training Area

(1) Achievement of Majority Return

On December 22, 2016, the return of approximately 4,000 ha, a major portion of the Northern Training Area located in the villages of Kunigami and Higashi, was achieved based on the SACO Final Report.

The returned land accounts for approximately 20% of USFJ facilities and areas (for exclusive use) in Okinawa and the largest of its kind since the reversion of Okinawa to the mainland, and had been an agenda for 20 years since the SACO Final Report in 1996.

Given the requests for an early return from the local villages of Kunigami and Higashi, the Government of Japan exerted its full efforts to achieve the earliest possible return as a way of contributing to the mitigation of the impact on Okinawa.

On the day before the return, Prime Minister Abe...
and then U.S. Ambassador Kennedy made a Japan-U.S. Joint Announcement. On the day of the return, a ceremony was held in Okinawa, which was attended by many officials including Chief Cabinet Secretary Suga, Defense Minister Inada, then U.S. Ambassador Kennedy, and Kunigami Village Mayor Miyagi and Higashi Village Mayor Iju.

The Government of Japan is advancing measures such as the removal of impediments, with a view to realizing the earliest possible handover of the land to ensure the smooth use of the returned land.

(2) Construction Work for the Relocation of Helipads

The condition for returning the Northern Training Area was to relocate seven helipads to be returned in

The Largest Return Since the Reversion of Okinawa to Japan

The Northern Training Area is the largest of USFJ facilities and areas in Okinawa. It was agreed in the Special Action Committee on Okinawa (SACO) Final Report of December 1996 that approximately 4,000 ha, the major portion of the training area, would be returned under the condition that the helipads would be relocated within it.

Although not a legal requirement for the relocation work for the helipads, an environmental impact assessment was conducted to give consideration to the preservation of the natural environment as much as possible. Based on its results, the construction work was conducted with the greatest of care for preserving the natural environment, such as reducing the size of the helipads, bringing in materials and equipment using routes that avoid settlements as much as possible, and refraining from civil works during the breeding seasons of the Okinawa woodpecker and other valuable birds. In December 2016, 20 years after the SACO Final Report, the return of approximately 4,000 ha, the major portion of the Northern Training Area, was realized with the relocation of the helipads finally achieved.

The Yanbaru region in the northern part of the main island of Okinawa, where the Northern Training Area is located, is covered by some of the largest subtropical laurel forests in Japan. It is an area where a large variety of endemic species thrive including the Okinawa rail and the Okinawa woodpecker. The Yanbaru National Park was newly designated as a national park in September 2016, and it was decided that it would be nominated for World Heritage as a natural site in January 2017. Kunigami Village and Higashi Village, the local municipalities, aim to have the returned area included in the Yanbaru National Park and registered as a World Heritage. The Government of Japan is taking measures to remove impediments to using the returned land such as soil contamination surveys, with a view to achieving the handover of the land as early as possible.
Strengthening of the Japan-U.S. Alliance
Chapter 4

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DEFENSE OF JAPAN 2017

Government of Japan and the people of Okinawa.
Prefecture. This is a fundamental idea shared between
and schools in the center of Ginowan City, Okinawa
its current location, which is in the vicinity of houses
not to allow MCAS Futenma to remain indefinitely at

The Government of Japan believes that it is imperative
(1) Relocation and Return of MCAS Futenma

Some protesters impeded the expeditious execution
of the construction work for the relocation of the
helipads, through repeated obstruction such as parking
cars and setting up tents in front of the entrance of the
Northern Training Area. Thus, not only the Okinawa
Defense Bureau but also the MOD headquarters and
other regional defense bureaus dispatched personnel
to support the relocation construction work.

Despite such efforts, the continuous obstruction
made it difficult to bring in material and equipment by
land, leading to a decision to transport them by helicopter.
However, some of the equipment was too heavy for
civilian helicopters to transport. For this reason, the
Ground Self-Defense Force’s CH-47JA helicopter was
used for their transportation in September 2016. In such
ways, utmost efforts were made towards the achievement
of the early return. As a result, the relocation of the
helipads was completed in December 2016.

4 History and Progress of the U.S. Forces
REALIGNMENT IN OKINAWA

(1) Relocation and Return of MCAS Futenma
The Government of Japan believes that it is imperative
not to allow MCAS Futenma to remain indefinitely at
its current location, which is in the vicinity of houses
and schools in the center of Ginowan City, Okinawa
Prefecture. This is a fundamental idea shared between
the Government of Japan and the people of Okinawa.

As for the relocation of MCAS Futenma, the
Government of Japan has not changed its stance that
the current plan to construct the FRF at the Camp
Schwab Henokosaki area (Nago City) and adjacent
waters is the only solution to avoid the continued use
of MCAS Futenma.

The Government of Japan plans to make further
efforts to achieve the replacement and return of MCAS
Futenma as early as possible and to mitigate the impact
on Okinawa in a speedy manner. The return of MCAS
Futenma is expected to eliminate danger in the area
and to contribute to the further growth of Okinawa,
including Ginowan City, through the reuse of the area
(approximately 481 ha with a land area 100 times larger
than Tokyo Dome).

a. Relocation of MCAS Futenma and Mitigation of the
Impact on Okinawa

The relocation of MCAS Futenma holds more significance
than merely moving the facility from one location to
another. Rather, it also contributes greatly to mitigating
the impact on Okinawa. As such, the Government will
work as one to implement this initiative.

(a) Distribution of Functions Offered by MCAS Futenma

MCAS Futenma fulfills the following functions relating
to the aviation capabilities of the U.S. Marine Corps
stationed in Okinawa: (1) Operation of the Osprey and
other aircraft; (2) Operation of air refueling aircraft;
and (3) Accepting a large number of transient aircraft
in contingencies. Of these three functions, only
(1) “operation of the Osprey and other aircraft” will be
relocated to Camp Schwab. As for (2) “operation of air
refueling aircraft,” all 15 KC-130 air refueling aircraft
were relocated to MCAS Iwakuni (in Iwakuni City,
Yamaguchi Prefecture) in August 2014.

This marked the completion of a task that has
remained unresolved for 18 years since the SACO
Final Report in 1996, enabling a vast majority of fixed-
wing aircraft located in MCAS Futenma to be moved
outside Okinawa Prefecture. This move also led to the
relocation of approximately 870 USFJ personnel, civilian
employees, and dependents.

Moreover, the function of (3) “accepting a large
number of transient aircraft in contingencies” will also be
transferred to Tsuiki Air Base and Nyutabaru Air Base.

(b) Landfill Area

The area required for the land reclamation to build the
FRF is approximately 160 ha, less than one-third of
the approximately 481 ha of MCAS Futenma, and the
new facility will be equipped with a significantly shorter
runway at approximately 1,200 m (approximately 1,800 m
including the overruns) compared to the current runway
length of 2,740 m at MCAS Futenma.

(c) Flight Routes

Two runways will be constructed in a V-shape, which
enables the flight path for both takeoff and landing to
be located over the sea, in line with the requests of the
local community. In MCAS Futenma, flight paths used
daily for training and other purposes are located over
residential areas, whereas flight paths in the FRF will be
changed to over the sea, thereby reducing noise and risks.

For example, while more than 10,000 households are
located in areas requiring housing noise insulation near
MCAS Futenma, there will be zero households requiring
such insulation around the FRF. This means that the noise
levels experienced by all households will comply with the
environment criteria applied to exclusive housing areas.
In the case that an aircraft encounters any contingency, safety on the ground can be ensured by diverting the aircraft offshore.

b. The Necessity of Relocating the Futenma Replacement Facility within Okinawa Prefecture

The U.S. Marine Corps in Okinawa consists of air, ground, logistics, and command elements. The interaction of those elements is indispensable for U.S. Marine Corps operations characterized by great mobility and readiness, so it has been determined that the FRF needs to be located within Okinawa Prefecture so that rotary-wing aircraft stationed at MCAS Futenma will be located near the elements with which they train, operate, or otherwise work on a regular basis.

c. Background Concerning the Futenma Replacement Facility

Considering the occurrence of the U.S. Forces helicopter crash in Ginowan City in August 2004, bilateral discussions on the realignment have been made towards realizing the relocation and return of MCAS Futenma at the earliest possible date in order to resolve the concern of the residents living in the vicinity.

In the SCC (“2+2”) document compiled in October 2005, the initiative to “locate the FRF in an ‘L’-shaped configuration that combines the shoreline areas of Camp Schwab and adjacent water areas of Oura Bay” was approved. However, since this L-shape meant that U.S. military aircraft would fly over settlements in Nago City and Ginoza Village, a request was submitted to avoid flights over these settlements. In light of this, based on negotiation and agreement with the local municipalities including Nago City, it was decided to stipulate in the Roadmap that the FRF be located in a V-shape configuration that “combines Henokosaki and adjacent water areas of Oura and Henoko Bays.” With regard to construction of this replacement facility, “a Memorandum of Basic Understanding” was exchanged between the Governor of Okinawa Prefecture and the then Minister of State for Defense in May 2006.

After the change of government in September 2009, the Exploratory Committee for Okinawa Base Issues was established. After reviews conducted by the Committee, both governments, at the “2+2” Meeting held in May 2010, confirmed the intention to locate the FRF in the Camp Schwab Henokosaki area and the adjacent waters, and also agreed to take concrete measures to mitigate the impact on Okinawa.

Subsequently, at the “2+2” Meeting held in June 2011, it was decided that the runway would take a “V” shape, and the Ministers confirmed their commitment to complete the relocation project at the earliest possible date after 2014 in order to avoid the indefinite use of MCAS Futenma and to remove the risks as early as possible.

During the deliberation process which led to these conclusions, first of all, it was determined that, from a security perspective, the deterrence of the U.S. Forces, including that of the U.S. Marine Corps stationed in Okinawa that is located in a crucial area for the security of Japan, cannot be lessened while there remains instability.
and uncertainty in the security environment in East Asia. Furthermore, concern was expressed that the functions of the U.S. Marine Corps such as mobility and readiness would be weakened if the helicopter units stationed at MCAS Futenma were to be detached from the other Marine units stationed in Okinawa and moved abroad or out of the prefecture. Therefore, it was concluded that the FRF had to be located within Okinawa Prefecture.

At the “2+2” Meetings in October 2013 and April 2015, which followed the “2+2” Meeting of April 2012, and the joint statement issued at the first Japan-U.S. Summit Meeting during the Trump administration in February 2017, the Governments of Japan and the United States also confirmed that the plan to construct the FRF at Camp Schwab Henokosaki area and adjacent waters is the only solution that avoids the continued use of MCAS Futenma.

**d. Completion of Environmental Impact Assessment Procedures**

After the MOD sent the environmental impact assessment scoping document in 2007 to the Governor of Okinawa Prefecture and other parties, the MOD worked on revising the document based on the opinions provided by the governor. Finally, the MOD completed the environmental impact assessment procedures by sending the revised assessment document to related parties including the governor in December 2012, while making the assessment document available for public review. Throughout these procedures, the MOD received a total of 1,561 opinions from the Governor of Okinawa Prefecture on six occasions, made all the required revisions, and reflected them in the content of the environmental assessment. In this way, the MOD had taken steps to comply with relevant laws, asked opinions and ideas from Okinawa Prefecture over a sufficient period of time, and reflected them in the assessment.

**e. Promotion of the Futenma Replacement Facility Construction Project**

The Director General of the Okinawa Defense Bureau submitted the land-fill permit request on public waters to Okinawa Prefecture in March 2013, and then Governor of Okinawa Nakaima approved this in December 2013. However, Governor of Okinawa Onaga revoked the land-fill permit by then Governor of Okinawa Nakaima in October 2015, leading to the filing of three suits over the revocation of the land-fill permit between the Government of Japan and Okinawa Prefecture.

Under these circumstances, the court came up with a settlement recommendation, and the Government of Japan and Okinawa Prefecture reached a court-mediated settlement agreement in March 2016. In the settlement, the Government of Japan and Okinawa mutually affirmed that after the final judicial ruling is handed down by the Supreme Court, they would abide by the ruling and take steps in line with the spirit of the text of the ruling and the reasons conducive to the text, and continue to take responses in good faith by cooperating with each other in accordance with the purpose of the ruling.

Pursuant to the provisions of the settlement agreement, the Director General of the Okinawa Defense Bureau immediately suspended the land-fill work while the Minister of Land, Infrastructure, Transport and Tourism issued an instruction for correction based on the Local Autonomy Act to current Governor Onaga to repeal the revocation of the land-fill permit. Subsequently, in December 2016, after examination by the Central and Local Government Dispute Management Council and deliberation by the Fukuoka High Court Naha Branch, the Supreme Court set forth the decision that the revocation of the land-fill permit by Governor Onaga was illegal.

In the judgment, the Supreme Court ruled that then Governor Nakaima’s decision was not illegal. The court stated that no circumstances could be found indicating that then Governor Nakaima’s decision that the land-fill was in compliance with the condition in Article 4 (1) (i) of the Act on Reclamation of Publicly-owned Water Surface, “that it is appropriate and reasonable as the use of national land,” had no foundation in fact, or clearly lacked reasoning under socially accepted conventions. The reasons given by the court include: (1) the area of the replacement facilities and the land-fill area will be significantly reduced from the area of the MCAS Futenma facilities, and (2) aircraft flying over residential areas can be avoided by the land-fill in the coastal area that puts the runway extension out to the sea, and the replacement facilities will be installed using part of Camp Schwab, which is already provided to the U.S. Forces.

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6 The suit, filed by the Government of Japan as plaintiff based on Article 245-8 of the Local Autonomy Act, seeking a court ruling instructing a retraction of the revocation of the land-fill permit by current Governor Onaga (the so-called subrogation suit); (2) the suit, filed by Okinawa Prefecture based on Article 251-5 of the Local Autonomy Act, seeking to invalidate the decision to suspend the validity of the revocation of the land-fill permit (the decision to suspend execution) by the Minister of Land, Infrastructure, Transport and Tourism as the illegal “involvement of the state”; and (3) the suit, filed by Okinawa Prefecture based on Article 3 of the Administrative Case Litigation Act, seeking to invalidate the decision to suspend execution by the Minister of Land, Infrastructure, Transport and Tourism.
Moreover, regarding whether the construction of replacement facilities takes environmental protection and other considerations into adequate account, the Supreme Court, finding that construction methods, environmental protection measures and countermeasures that can conceivably be taken at this point in time have been taken and that there is sufficient consideration for disaster prevention, determined that it cannot be said that then Governor Nakaima’s decision was illegal. The court did not find that there was anything particularly unreasonable in then Governor Nakaima’s decision-making process and the content of the decision that the construction met the condition of Article 4 (1) (ii) of the Act on Reclamation of Publicly-owned Water Surface, “the land-fill gives sufficient consideration to the protection of the environment and prevention of disasters.”

Following this Supreme Court ruling, on December 26, Governor Onaga retracted the revocation of the landfill permit and the Okinawa Defense Bureau resumed the replacement facilities construction project the following day. On April 25, 2017, it started the construction of the seawall, the main part of the public waters reclamation. The Government of Japan views that both the national government and Okinawa Prefecture will cooperate with each other and act in good faith, according to the purpose of the ruling of the Supreme Court and the settlement to which the two parties agreed. The Government intends to go forward with the project, while being fully mindful of the safety of the work and taking the natural environment and the living environment of the residents into utmost consideration based on the relevant laws and regulations.

(2) Force Reductions and Relocation to Guam

Since the Roadmap was announced in May 2006, the Governments of Japan and the United States held a series of consultations on the reduction of the U.S. Forces in Okinawa.

a. Timing and Size of Relocation

The 2006 Roadmap stated that approximately 8,000 personnel of the III Marine Expeditionary Force (III MEF) and approximately 9,000 dependents will be relocated from Okinawa to Guam by 2014, but the “2+2” Meeting in June 2011 and other agreements set the timing of the relocation for the earliest possible date after 2014.

Subsequently, at the “2+2” Meeting held in April 2012, the Governments of Japan and the United States decided to delink both the relocation of III MEF personnel from Okinawa to Guam and the resulting land return south of Kadena Air Base from the progress on the FRF and the United States reviewed the composition of the units and the number of personnel to be relocated to Guam. As a result, Marine Air-Ground Task Force (MAGTF) is to be stationed and deployed in Guam, approximately 9,000 personnel are to be relocated to locations outside of Japan, the authorized strength of the U.S. Marine Corps forces in Guam is to be approximately 5,000 personnel, and the end-state for the presence of the U.S. Marine Corps in Okinawa is to be consistent with the level of approximately 10,000 personnel envisioned in the Roadmap.

Accordingly, the “2+2” Meeting held in October 2013 agreed that, under the relocation plan described at the 2012 “2+2” Meeting, the relocation of U.S. Marine Corps units from Okinawa to Guam is to begin in the first half of the 2020s. The plan is expected to promote the implementation of the consolidation plan for facilities and areas in Okinawa of April 2013.

b. Costs of the Relocation

Under the Roadmap, the two sides reached an agreement that, of the estimated US$10.27 billion (in U.S. fiscal year 2008 dollars) cost of the facilities and infrastructure development costs, Japan would provide US$6.09 billion, including US$2.8 billion in direct cash contribution, while the United States would fund the remaining US$4.18 billion. In February 2009, the Japanese Government and the U.S. Government signed “the Agreement Between the Government of Japan and the Government of the United States of America Concerning the Implementation of the Relocation of the III MEF Personnel and Their Dependents from Okinawa to Guam” (the Guam International Agreement). The Agreement legally guarantees and ensures actions taken by Japan and the United States, such as Japan’s long-term funding for projects to which Japan provides direct cash contributions. As part of measures based on this Agreement, the Japanese Government has been providing...
cash contributions to the U.S. Government in relation to the projects for which Japan has provided financial support since FY2009.\(^7\)

Subsequently, at the “2+2” Meeting held in April 2012, the unit composition and the number of personnel to be relocated to Guam were revised and it was agreed that the preliminary cost estimate by the U.S. Government for the relocation was US$8.6 billion (in U.S. fiscal year 2012 dollars). With regard to Japan’s financial commitment, it was reaffirmed that it was to be the direct cash contribution of up to US$2.8 billion (in U.S. fiscal year 2008 dollars) as stipulated in Article 1 of the Guam International Agreement. It was also confirmed that Japan’s equity investment and loans for family housing projects and infrastructure projects would not be utilized. Moreover, it was stipulated that any funds that had already been provided to the U.S. Government under the Guam International Agreement would be counted as part of the Japanese contribution.\(^8\) Furthermore, as a new initiative, a portion of the direct cash contribution of US$2.8 billion mentioned above would be used to develop training areas in Guam and the Commonwealth of the Northern Mariana Islands as shared use facilities for Japan and the United States. In addition, it was agreed that the remaining costs and any additional costs would be borne by the United States, and that the two governments were to complete a bilateral cost breakdown.

At the “2+2” Meeting in October 2013, a Protocol Amending the Guam International Agreement was signed to add the stipulations concerning the development of training areas in Guam and the Commonwealth of the Northern Mariana Islands, and the use of these training areas by the SDF. The limit on Japanese cash contributions remains unchanged at US$2.8 billion (in U.S. fiscal year 2008 dollars). Both countries also completed the process of creating a detailed breakdown of required costs.

Furthermore, the National Defense Authorization Act for U.S. Fiscal Year 2015 was enacted in December 2014, which lifted the freeze on the use of funds for the relocation to Guam imposed by the U.S. Congress in U.S. Fiscal Year 2012.

d. Completion of Environmental Impact Assessment Procedures

As for the environmental impact assessment for Guam, the required procedures were conducted to reflect the revisions to the project made by the adjustments to the plan for realignment, and the assessment was completed in August 2015.

As for the Commonwealth of the Northern Mariana Islands Joint Military Training Environmental Impact Statement (CJMT-EIS), it is planned to be completed in 2018.

d. Progress of the Guam Relocation Project

While the environmental impact assessment for Guam was being conducted, the Government of the United States implemented infrastructure development projects at the Andersen Air Force Base and the Apra area of the Naval Base Guam as projects unaffected by the assessment. The U.S. Government is currently making preparations for full-scale relocation construction work, following the lifting of the freeze on the Guam relocation funds pursuant to the National Defense Authorization Act and the completion of the environmental impact assessment for Guam. In January 2017, Defense Minister

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\(^7\) As for projects for which Japan provides financial support, cash contributions of approximately 124.2 billion yen have been provided to the U.S. side using the budgets from FY2009 to FY2016.

\(^8\) In line with this, the special provisions for the operations of the Japan Bank for International Cooperation (investment and loan) that had been prescribed by the Act on Special Measures on Smooth Implementation of the Realignment of United States Forces in Japan were abolished by an act revising part of that act that was enacted on March 31, 2017.
Inada visited Guam to observe the progress of the Guam relocation project.

(3) Return of Land Areas South of Kadena Air Base

The Roadmap stated that following the relocation to the FRF, the return of MCAS Futenma, and the transfer of III MEF personnel to Guam, the remaining facilities and areas on Okinawa will be consolidated, thereby enabling the return of significant land areas south of Kadena Air Base. However, at the “2+2” Meeting in April 2012, it was decided to delink the progress on the FRF from both the relocation of the III MEF personnel from Okinawa to Guam and the resulting land returns south of Kadena.

In addition, with regard to the land to be returned, it was agreed to conduct consultations focusing on three categories, namely (1) land eligible for immediate return; (2) land eligible for return once the relocation of functions is completed; and (3) land eligible for return after the relocation abroad.
Since the change of administration at the end of 2012, Japan and the United States have continued consultation under the basic policy of the Abe administration to dedicate all its strength to mitigate the impact of the U.S. Forces on Okinawa communities. Japan strongly requested an early return of land areas south of Kadena, including Makiminato Service Area (Camp Kinser) in Urasoe City of which Okinawa has particularly made a strong request for the return. As a result, both countries announced the Consolidation Plan for Facilities and Areas in Okinawa (Consolidation Plan) in April 2013, which stipulated the return schedule, including the specific years of return.

The return of all land according to the plan will enable the return of approximately 70% (approximately 1,048 ha, the equivalent of 220 Tokyo Domes) of USFJ facilities and areas located in densely populated areas in the central and southern parts of the main island of Okinawa.

In the consolidation plan, both sides confirmed that they would implement the plan as early as possible. The Government of Japan will continue to work with all its strength so that land areas south of Kadena would be returned at the earliest possible date.

Furthermore, following the announcement of the consolidation plan, consultations have been held since April 2013, involving Ginowan City, Ginowan City Military Land Owners Association, Okinawa Prefecture, Okinawa Defense Bureau, and Okinawa General Bureau in a bid to contribute to the promotion of the effective and appropriate use of West Futemen Housing Area within Camp Zukeran, and the MOD has also been providing necessary cooperation.

Efforts have been made to enable the early return of land areas, including the land areas that are to be returned as soon as required procedures are completed (shown in red in Fig. II-4-3-9), since the announcement of the consolidation plan in April 2013. These efforts resulted in the realization of the return of the north entrance of Makiminato Service Area (approximately 1 ha) in August 2013 and West Futemen Housing Area within Camp Zukeran (approximately 51 ha) at the end of March 2015.
In December 2015, the Governments of Japan and the United States also agreed on an early return of part of the land of MCAS Futenma for use as land for a municipal road, as well as on an early return of part of the land of Makinimato Service Area for the purpose of widening a national road to relieve traffic congestion.

All-out initiatives are being continuously made to steadily implement the return of land areas south of Kadena Air Base under the consolidation plan and mitigate the impact on Okinawa as early as possible, and also to realize the respective returns of land in the shortest possible time for more visible mitigation of the impact on Okinawa.

The Government of Japan will continue to take responses in a careful and sincere manner in order to obtain the understanding and cooperation of local communities.

(3) Safety of the Osprey

Following the crash of an MV-22 in Morocco in April 2012 that occurred prior to the deployment of the MV-22s to MCAS Futenma in September 2012, and the crash of a CV-22 in Florida in June 2012, a Japanese analysis and assessment team examined these accidents based on Japan’s own viewpoints and knowledge and also looked at the results of the investigations by the Government of the United States, and confirmed that these accidents were caused largely by human factors and that there were no safety problems with the aircraft itself.

In relation to the MV-22, operations commenced in Japan after the two governments confirmed at the Japan-U.S. Joint Committee and on other occasions that measures have been taken to address these human factors in light of the lessons learned from the accidents and agreed to implement specific measures to ensure the safety of MV-22 operations in Japan.

In addition, in relation to the CV-22, the CV-22 and the MV-22 offer the same propulsion system and have a basically similar structure according to information obtained from the United States. The Government of Japan has also confirmed that the United States will ensure complete safety in operating the CV-22 in Japan as in the case of the MV-22.

Furthermore, in order to ensure that full consideration is given to local residents and that the Joint Committee agreement is properly implemented for flight operations of the MV-22 and the CV-22, the Government of Japan has been continuously engaging with the U.S. side through various opportunities, including the Japan-U.S. Defense Ministerial Meetings.
(4) MV-22 Emergency Water Landing

a. Outline of the Accident
On December 13, 2016, when an MV-22 assigned to U.S. MCAS Futenma was conducting nighttime aerial refueling training, a proprotor of the MV-22 inadvertently contacted the refueling hose of the MC-130 air refueling tanker after finishing the refueling, damaging its blades and forcing the MV-22 to conduct an emergency water landing off the east coast of Nago City in Okinawa Prefecture.

Following this accident, the MOD requested the assessment of the cause, sufficient provision of information, and suspension of flights until the safety was confirmed. The U.S. side suspended all flights of the MV-22 in Japan.

Subsequently, the MOD was explained by the U.S. side that elements vital to the safety of flights were inspected for each of the MV-22 at MCAS Futenma and no problems were found, that the cause of the accident was deemed to be the proprotor blades coming into contact with the refueling hose during aerial refueling, and that the United States would keep aerial refueling suspended and resume it only after group education, confirmation of procedures, etc. had been completed. The MOD reviewed the U.S. explanation in light of the MOD/SDF technical expertise on the airframe structure of the MV-22, the procedures to land safely when the propeller is damaged, etc. On this basis, the MOD determined that the U.S. explanation was reasonable and showed understanding for resuming flights. The United States resumed the flights excluding aerial refueling on December 19.

In resuming aerial refueling, Japan and the United States conducted intensive consultations regarding the assessment of the cause, measures to be taken, etc. In this accident, nighttime aerial refueling, an operation that requires a high level of skills on the part of the crew, was conducted under challenging weather conditions including strong winds and air turbulence. The accident could have resulted from such external factors compounded by human factors. In this light, the United States took measures to prevent recurrence covering a wide range of human and external factors that may cause accidents, such as group education regarding aerial refueling, review of procedures, and on-the-ground simulation. At the same time, the MOD confirmed that all measures to prevent recurrence had been taken by drawing on its technical expertise and experiences. In addition, since the U.S. side confirmed that they would continue to conduct aerial refueling training only in places away from land, the Government of Japan determined that effective measures had been taken to prevent recurrence, and aerial refueling was resumed on January 6, 2017.

b. The MOD’s Response
The emergency water landing by the MV-22 caused a great deal of anxiety among Okinawa and other local governments and residents nationwide. The MOD considers that ensuring safety is the most important precondition for the flight of U.S. Forces aircraft, including the MV-22, and will continue to request the U.S. side to give the utmost consideration for safety in order to minimize the impact on the local residents.

(5) Usability of Osprey Deployed by the U.S. Forces in Case of Disaster

In the aftermath of the devastating typhoon that hit the central part of the Philippines in November 2013, 14 MV-22 aircraft, deployed in Okinawa, were dispatched for humanitarian assistance and disaster relief activities to support Operation Damayan. The MV-22s were deployed promptly to affected areas that were difficult to access, and transported several hundred isolated victims and about six tons of relief materials in a day. In April 2014, the MV-22, deployed in Okinawa, was dispatched for search and rescue activities in the wake of an accidental sinking of a passenger ship off the coast of Jindo in the Republic of Korea. Furthermore, in response to the large earthquake that hit Nepal in April 2015, four MV-22s deployed in Okinawa were dispatched to the country to transport personnel and supplies.

In Japan, when the Kumamoto Earthquake occurred in 2016, MV-22s were dispatched to deliver daily necessities to the disaster stricken areas.

In this manner, the MV-22 is capable of conducting humanitarian assistance and disaster relief activities immediately and over a large range when large-scale disasters occur because of its high performance and multi-functionality. It has also been used for disaster prevention drills since 2014. In September 2016, two MV-22s participated in the comprehensive disaster prevention drills of Sasebo City, Nagasaki Prefecture and conducted delivery drills for isolated islands.

Like the MV-22, the CV-22 can conduct humanitarian assistance and disaster relief activities, including search and rescue missions, both immediately and over a large range, in the case of a large-scale disaster.

As such, it is expected that the superior capabilities of the Osprey deployed by the U.S. Forces can be showcased in a variety of operations in the future as well.
Today, a number of USFJ facilities and areas still remain in Okinawa because of the U.S. occupation of Okinawa and the slower progress of return of USFJ facilities and areas compared to other areas of Japan even after the occupation ended. In order to mitigate the concentrated impact on Okinawa, the Government of Japan has been implementing initiatives towards the realization of the SACO Final Report and the Roadmap. The MOD is committed to further mitigating the impact on Okinawa through the Okinawa Policy Council, its subcommittee..
and other means, while listening to the opinions of the local residents.

At the Okinawa Policy Council Meeting in December 2013, the Governor of Okinawa presented several requests, including cessation of the operation of MCAS Futenma within five years and its early return, the re-deployment of about twelve MV-22s to bases outside of Okinawa, and the total return of Makiminato Service Area within seven years.

The Japanese Government as a whole is addressing the mitigation of the impact on Okinawa by establishing the Council for Promoting the Mitigation of the Impact of MCAS Futenma on Okinawa, consisting of the Chief Cabinet Secretary, the Minister of State for Okinawa, the Minister for Foreign Affairs, the Minister of Defense, the Governor of Okinawa and the Mayor of Ginowan. The MOD also created the Committee for Promoting the Mitigation of the Impact of Bases on Okinawa headed by the State Minister of Defense in January 2014 to continually work on the reduction of the impact on Okinawa.

The Government of Japan is taking steps to promote various efforts such as the training relocation of MV-22 through, among other means, the agreement of the Japan-U.S. Joint Committee to relocate the training of aircraft based at MCAS Futenma such as MV-22 to locations outside of Okinawa Prefecture at Japan’s expense. In October 2015, it decided to implement regular MV-22 maintenance at GSDF Camp Kisarazu (Kisarazu City, Chiba Prefecture) and commenced maintenance operations in February 2017.

The Consultation between the Central Government and Okinawa Prefecture, consisting of the Chief Cabinet Secretary, the Minister of State for Okinawa, the Minister for Foreign Affairs, the Minister of Defense, the Deputy Chief Cabinet Secretary (administrative) and the Governor and Vice Governor of Okinawa, was established with the purpose of holding consultations on measures for the mitigation of the impact on Okinawa and measures for Okinawa’s development. In the three meetings that have been held since January 2016, discussion took place on issues such as the relocation of MCAS Futenma and the suspension of its operation within five years and the return of more than half of the Northern Training Area.

For the return of lands in Okinawa provided for use by the USFJ (“USFJ Land”), the Act on Special Measures Concerning Promotion of Effective and Appropriate Use of the Lands in Okinawa Prefecture Previously Provided for Use by the Stationed Forces stipulates various measures concerning the USFJ Land agreed to be returned. The MOD mainly conducts the following initiatives, and will continue its initiatives to promote the effective and appropriate use of returned lands by coordinating and cooperating with related ministries, the prefectural government and local municipalities. The MOD:

(1) conducts mediation in relation to access for surveys, etc., to be implemented by the prefectural government and local municipalities on the USFJ Land which are agreed to be returned;

(2) conducts measures applying to all the returned lands to remove impediments for use such as soil contamination and unexploded ordnance, not only those caused by the activities of the stationed forces, before handing over the land to the owners of former USFJ Land; and

(3) provides financial benefits to alleviate the impact on the owners of the returned lands and to promote use of the land.

10 On March 19, 2013, a subcommittee was established under the Okinawa Policy Council in order to address issues concerning mitigation of the impact relating to U.S. bases and Okinawa development measures.
In regions other than Okinawa, the MOD is implementing measures to secure the stable presence of the U.S. Forces by maintaining its deterrence and trying to mitigate the impact on local communities.

1 **Realignment of USFJ Facilities and Areas in Kanagawa Prefecture**

Due to the strong desire from local public bodies and other organizations, the Japanese and U.S. Governments, after bilateral consultations, agreed on the return of six facilities and areas in Yokohama City and on the construction of housing units for dependents of members of the U.S.
Fig. II-4-3-11
Reorganization of the USFJ Facilities and Areas in Kanagawa Prefecture

<table>
<thead>
<tr>
<th>Location</th>
<th>Name</th>
<th>Location</th>
<th>Area (ha)</th>
<th>Plan for Land Return, etc.</th>
</tr>
</thead>
<tbody>
<tr>
<td>①</td>
<td>Kamiseya Communication Station</td>
<td>Seya-ku and Asahi-ku, Yokohama City Area</td>
<td>About 242 ha</td>
<td>Land return completed at the end of June 2015</td>
</tr>
<tr>
<td>②</td>
<td>Fukaya Communication Site</td>
<td>Izumi-ku, Yokohama City Area</td>
<td>About 77 ha</td>
<td>Land return completed in June 2014</td>
</tr>
<tr>
<td>③</td>
<td>Negishi Dependent Housing Area</td>
<td>Naka-ku, Minami-ku and Itosu-ku, Yokohama City Area</td>
<td>About 43 ha</td>
<td>To be returned upon completion of construction of dependent housing in ⑥</td>
</tr>
<tr>
<td>④</td>
<td>Tomioka Storage Area</td>
<td>Kanazawa-ku, Yokohama City Area</td>
<td>About 3 ha</td>
<td>Land return completed in May 2009</td>
</tr>
<tr>
<td>⑤</td>
<td>Koshiba POL Depot</td>
<td>Kanazawa-ku, Yokohama City Area</td>
<td>About 53 ha</td>
<td>Land return completed in December 2005</td>
</tr>
<tr>
<td>⑥</td>
<td>Ikego Housing Area and Navy Annex</td>
<td>Yokohama City Area</td>
<td>About 37 ha</td>
<td>Agreed in 2014 to change the number of housing units to be constructed from about 400, as initially planned, to 171</td>
</tr>
<tr>
<td>⑦</td>
<td>Detached part of ⑥</td>
<td>Kanazawa-ku, Yokohama City Area</td>
<td>About 1 ha</td>
<td>Return procedures to begin upon completion of the current use</td>
</tr>
</tbody>
</table>

Fig. II-4-3-12
Initiatives for Improvement of U.S. Army Japan Command and Control Capability and Mitigation of Impact

<table>
<thead>
<tr>
<th>Time</th>
<th>Improvement</th>
</tr>
</thead>
<tbody>
<tr>
<td>December 2007</td>
<td>Reorganized into the headquarters of the USARJ&amp;I Corps (Forward) at Camp Zama</td>
</tr>
<tr>
<td>June 2008</td>
<td>Agreed on the partial return of land (approximately 17 ha) at Sagami General Depot</td>
</tr>
<tr>
<td>September 2008</td>
<td>Reorganization of the headquarters of the USARJ&amp;I Corps (Forward)</td>
</tr>
<tr>
<td>August 2011</td>
<td>The operation of the Mission Command Training Center commenced</td>
</tr>
<tr>
<td>October 2011</td>
<td>Agreed on the partial return of land (approximately 5.4 ha) at Camp Zama</td>
</tr>
<tr>
<td>June 2012</td>
<td>Agreed on the shared use of a portion of land at Sagami General Depot (approximately 35 ha) with Sagamihara City</td>
</tr>
<tr>
<td>March 2013</td>
<td>The GSDF Central Readiness Force Headquarters was relocated from GSDF Camp to Camp Zama</td>
</tr>
<tr>
<td>September 2014</td>
<td>Partial return of land (approximately 17 ha) at Sagami General Depot</td>
</tr>
<tr>
<td>December 2015</td>
<td>The shared use of a portion of land at Sagami General Depot (approximately 35 ha) commenced</td>
</tr>
<tr>
<td>February 2016</td>
<td>Partial return of land (approximately 5.4 ha) at Camp Zama</td>
</tr>
</tbody>
</table>

Forces in the Yokohama area of the “Ikego Housing Area and Navy Annex.” Of the area of approximately 419 ha to be returned, approximately 375 ha consisting of four facilities and areas, including Kami Seya Communication Station, have to date been returned.

Current Situation Regarding the Realignment of the U.S. Forces in Japan as Stipulated in the Roadmap

(1) Improvement of U.S. Army Japan Command and Control Capability

To have enhanced mobility and readiness as well as to enable joint missions, the headquarters of U.S. Army Japan (USARJ) at Camp Zama (Sagamihara City and Zama City in Kanagawa Prefecture) was reorganized into the headquarters of the USARJ&I Corps (Forward) in December 2007 and the reorganization took place at the end of September 2008.

With the aim of strengthening coordination with the reorganized USARJ headquarters so as to enable rapid responses to various contingencies, the GSDF Central Readiness Force Headquarters was relocated from GSDF Camp Asaka (Asaka City, Wako City and Niiza City in Saitama Prefecture and Nerima Ward, Tokyo) to Camp Zama, where the headquarters of U.S. Army Japan (USARJ) are located, at the end of FY2012. With the establishment of the Ground Component Command at the end of FY2017, the GSDF Central Readiness Force Headquarters located in Camp Zama will be abolished and a Japan-U.S. Joint Headquarters (tentative name) that assumes a coordinating role between Japan and the United States will be established in the headquarters of the Ground Component Command. The headquarters of the Ground Component Command will be established in the GSDF Camp Asaka.

In addition, for more effective and efficient use of Camp Zama and the Sagami General Depot (SGD), measures were taken for the partial return of respective facilities and areas. In February 2016, the partial release of land (approximately 5.4 ha) at Camp Zama was realized and Zama General Hospital was established on the returned site in April 2016. In addition, in December 2015, the shared use of a portion of land at SGD (approximately 35 ha)
with Sagamihara City was realized. In other areas, the realignment projects associated with the improvement of U.S. Army Japan command and control capability have been undertaken as shown in Fig. II-4-3-12.

(2) Yokota Air Base and Airspace

a. Commencement of the Operation of the Bilateral Joint Operations Coordination Center (BJOCC) and the Relocation of ASDF Air Defense Command HQ

Enhancement of coordination between the headquarters of both countries, combined with the transition to joint operational posture, is highly important to ensure a response with flexibility and readiness of the SDF and the U.S. Forces. Therefore, at the end of FY2011, the Bilateral Joint Operations Coordination Center (BJOCC) commenced its operations at Yokota Air Base and the ASDF Air Defense Command HQ and its relevant units were relocated to Yokota Air Base. These arrangements have made it possible to enhance coordination between the headquarters of the SDF and the U.S. Forces, including the sharing of information concerning air defense and BMD.

b. Yokota Airspace

To facilitate the operations of civilian airplanes in Yokota airspace, where the U.S. Forces conduct radar approach control, measures have been taken since 2006 to temporarily transfer the responsibility for air traffic control of portions of Yokota airspace to Japanese authorities, to deploy ASDF officers at the Yokota Radar Approach Control (Yokota RAPCON), and to reduce the airspace by about 40% (i.e., the release of air traffic control from USFJ).

c. Civilian-Military Dual Use of Yokota Air Base

At the Japan-U.S. Summit Meeting held in May 2003, it was agreed that the joint civilian-military use of Yokota Air Base would be studied, and a Liaison Conference was then established as a working panel attended by relevant government ministries and agencies and the Tokyo Metropolitan Government. The Governments of Japan and the United States are also conducting a study on the specific conditions and modalities, with the understanding that both countries will not compromise the military operations and safety of Yokota Air Base.

(3) Deployment of U.S. Aircraft Carrier to Commander Fleet Activities, Yokosuka

The presence of the U.S. Pacific Fleet plays an important role in ensuring maritime security in the Asia-Pacific region as well as regional peace and stability. The U.S. aircraft carrier provides the core capability of the Fleet.

The U.S. Navy affirms that it will continue to ensure that all of its forward-deployed nuclear-powered vessels, including USS Ronald Reagan, while anchored at Commander Fleet Activities, Yokosuka (Yokosuka City, Kanagawa Prefecture), adhere to the relevant safety policies. For example, the nuclear reactor will normally be shut down while the aircraft carrier is anchored, and repairing and refueling will not be carried out in Japan. The Government of Japan intends to continue taking all possible measures to ensure safety.

(4) Measures relating to Naval Air Facility Atsugi and MCAS Iwakuni

a. Relocation of Carrier-Based Aircraft

Naval Air Facility Atsugi (Ayase City, Yamato City and Ebina City in Kanagawa Prefecture) is currently used as a base for carrier-based aircraft. Since Naval Air Facility Atsugi is located at the center of an urban district, the noise of carrier jets taking off and landing in particular has been a problem for a long time. It is necessary to resolve such problems as soon as possible in order to stably maintain the operations of aircraft carriers.

Thus, after the completion of the runway relocation project at MCAS Iwakuni (Iwakuni City, Yamaguchi Prefecture), which made aircraft operations possible with less impact on the living environment of the surrounding communities, it was decided that CVW-5 squadrons would be relocated from Naval Air Facility Atsugi to MCAS Iwakuni.

In order to mitigate impacts of the increased operations at MCAS Iwakuni due to the relocation, the related measures listed in Fig. II-4-3-13 are to be taken. As a result, the noise problems are expected to be mitigated from the current situation, with the area requiring residential noise-abatement work, or the so-called first category area, decreasing from approximately 1,600 ha to approximately 650 ha.

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12 The BJOCC functions to contribute to providing a joint response for Japan’s defense. To that end, it works to enhance information sharing, close coordination, and interoperability between the Japanese and U.S. headquarters.

13 Nuclear-powered aircraft carriers do not need to replenish their fuel and they are able to maintain the high speeds necessary for the operation of aircraft, giving them excellent combat and operational capabilities.

14 A project to relocate the runway of MCAS Iwakuni by approximately 1,000 m to the east (offshore), in response to the requests from Iwakuni City, etc. The new runway commenced its operations in May 2010. The project was completed at the end of FY2010.
b. Field-Carrier Landing Practice (FCLP)

The 2006 Roadmap prescribes that a bilateral framework to conduct a study on a permanent FCLP facility is to be established with the goal of selecting a permanent site at the earliest possible date. At the “2+2” Meeting of June 2011, it was confirmed that the Government of Japan will explain to local authorities that Mageshima is considered to be the candidate site for a new SDF facility. This SDF facility would be used to support operations in response to a variety of situations including large-scale disasters as well as regular exercises and other activities, including use by the U.S. Forces as a permanent site for FCLP. In addition, the 2005 SCC document confirmed that the U.S. Forces will continue to conduct FCLP at Iwo-To in accordance with existing temporary arrangements until a permanent FCLP training facility is identified.

c. Resumption of Civil Aviation Operations at MCAS Iwakuni

Considering that the local public entities, etc., including Yamaguchi Prefecture and Iwakuni City, had been working together to request the resumption of civil aviation operations, it was agreed in the Roadmap that “portions of the future civilian air facility will be accommodated at MCAS Iwakuni.” Based on this agreement, Iwakuni Kintaikyo Airport was opened in December 2012, resuming regular flights of civil aviation aircraft for the first time in 48 years.

(5) Ballistic Missile Defense (BMD)

Japan and the United States are set to continue close coordination on BMD as the two countries improve their respective BMD capabilities. In June 2006, an AN/TPY-2 radar (so-called “X-Band Radar”) system was deployed to the U.S. Shariki Communication Site (Tsugaru City, Aomori Prefecture). Also in October 2006, U.S. Army Patriot PAC-3 units (Patriot Advanced Capability) were deployed to Kadena Air Base (Kadena Town, Okinawa City and Chatan Town in Okinawa Prefecture) and Kadena Ammunition Storage Area (Yomitan Village, Okinawa City, Kadena Town, Onna Village and Uruma City in Okinawa Prefecture). In December 2014, the second TPY-2 radar in Japan was deployed to the U.S. Kyogamisaki Communication Site (Kyotango City in Kyoto Prefecture).

In addition, the United States deployed Aegis destroyers with BMD capabilities to Commander Fleet Activities, Yokosuka (Yokosuka City in Kanagawa Prefecture) in October 2015 and March 2016. The additional deployment is scheduled for around July 2017.

(6) Training Relocation

a. Aviation Training Relocation (ATR)

Based on the decision that U.S. aircraft from three USFJ facilities and areas—Kadena, Misawa (Misawa City and Tohoku Town in Aomori Prefecture) and MCAS Iwakuni—would participate for the time being in bilateral training with ASDF at ASDF facilities, training relocation has been underway since 2007. The MOD has been improving its infrastructure, as required, for the training relocation.

In January 2011, at the Joint Committee, based on the achievements at the “2+2” Meeting in 2010, both governments agreed to include Guam as a new training relocation site and to expand the scale of training.

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15 The radar was deployed to ASDF Shariki Sub Base (in Aomori Prefecture) in June 2006, but was thereafter transferred to the neighboring U.S. Shariki Communication Site.
16 USFJ aircraft conduct bilateral exercises at ASDF facilities in order to improve interoperability and reduce the impact of training activities on the areas surrounding USFJ air bases.
Moreover, at the Joint Committee in October 2011, they agreed on details for training sites. After that, training was relocated to Guam and other locations for the first time, leading to a series of training conducted at relocation sites.

Furthermore, in March 2014, both governments at the Joint Committee agreed to add air-to-ground training using the Misawa Air-to-Ground Range (Misawa City and Rokkasho Village in Aomori Prefecture). This agreement resulted in air-to-ground training using the Misawa Air-to-Ground Range in June 2014.

The training relocation contributes to enhancing interoperability between the two countries, and also to relocating part of air-to-ground training conducted by using Kadena Air Base. Thus, this training relocation will help noise abatement around Kadena Air Base, thereby contributing to the mitigation of the impact on Okinawa.

In addition to assisting USFJ, the MOD/SDF is conducting efforts to ensure the safety and security of the local community, such as the establishment of a liaison office, facilitating communication with related government agencies, and response to requirements from the local community. These efforts have been contributing to successful training relocation.

b. Relocation of Training for MV-22, etc.

Having decided in the “2+2” joint statement of October 3, 2013 to reduce the MV-22’s amount of time located and training in Okinawa and to utilize opportunities to participate in various operations in mainland Japan and across the region in order to increase training outside of Okinawa Prefecture, including mainland Japan, while maintaining the deterrent of the Alliance, the Governments of Japan and the United States have been moving forward with the implementation of training, etc. for the MV-22 at MCAS Futenma outside of Okinawa Prefecture.

On September 1, 2016, it was agreed at the Japan-U.S. Joint Committee to relocate the training activities of Tilt-Rotar/Rotary wing aircraft, such as the AH-1 and CH-53, and the MV-22 that are currently stationed at MCAS Futenma out of Okinawa Prefecture at Japan’s expense in order to further promote training outside of Okinawa and mitigate the impact of training activities on Okinawa.

Based on this agreement, the first relocation exercise (unilateral exercise by U.S. Forces) in which (16) MV-22s participated was held in Guam for approximately three weeks from September 12, 2016. For approximately two weeks from March 6, 2017, six MV-22s arrived, in conjunction with the field training in Japan with the U.S. Marine Corps (Forest Light 02) and conducted the first relocation exercise in mainland Japan (Japan-U.S. joint exercise) at the Sekiyama Training Area (Niigata Prefecture) and the Somagahara Exercise Area (Somagahara Maneuver Area) (Gunma Prefecture). In April 2017, it was announced that around three relocation exercises are planned for FY2017.

The MV-22’s amount of time located and training in Okinawa will continue to be reduced by relocating exercises participated by the MV-22 that were originally conducted in Okinawa to places such as mainland Japan and Guam, and the Government will continue to promote initiatives that contribute to further mitigating the impact on Okinawa.

6 Initiatives for Smooth Implementation of the Realignment of the U.S. Forces in Japan

In order to smoothly implement the realignment of USFJ based on the Roadmap, the Act on Special Measures on Smooth Implementation of the Realignment of United States Forces in Japan (USFJ Realignment Special Measures Act) was enacted in August 2007. Realignment grants, Special Subsidy Rates for Public Projects, etc. and other systems were established based on the law.

During a period of time before and after the implementation of realignment (10 years in principle), realignment grants will be awarded to help cover the expenses of projects which contribute to increasing the convenience of the lives of residents of local

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17 Approximately 7.1 billion yen in the FY2017 budget
18 Under the Realignment Special Measures Act, changes in the composition of units of those naval vessels that conduct operations integrally with U.S. air wings subject to realignment (replacement of the aircraft carrier at Commander Fleet Activities, Yokosuka with a nuclear aircraft carrier) will be treated in the same way as the realignment of USFJ.
municipalities affected by the realignment, and to stimulate local industries. To this end, they will be awarded in accordance with progress made in the steps of U.S. Forces realignment, after the Defense Minister designates the specified defense facilities and neighboring municipalities affected by realignment. As of April 2017, 9 defense facilities in 15 municipalities are eligible to receive the grant.

In addition, under the U.S. Forces realignment, some USFJ facilities and areas will be returned, and the U.S. Marine Corps in Okinawa will be relocated to Guam. Since these developments may affect the employment of USFJ local employees, the Government of Japan will take measures to include education and skills training, which is to help retain their employment.

The Realignment Special Measures Act was supposed to cease to be effective as of March 31, 2017. However, since there remain realignment projects that require implementation, an act revising part of the Act including a ten-year extension of the time limit of the Act to March 31, 2027 was enacted.

Reference 37 (Outline of the Act on Special Measures on Smooth Implementation of the Realignment of United States Forces in Japan)

7 Measures to Mitigate the Impacts of USFJ Facilities and Areas

1 Initiatives to Conserve the Environments around USFJ Facilities and Areas

At the “2+2” meeting in September 2000, based on the recognition that environmental conservation is important, the governments of both nations agreed to make it a common objective to ensure the health and safety of residents in the vicinity of USFJ facilities and areas, U.S. Forces personnel, their families and other such parties, and made the “Joint Statement of Environmental Principles.” To follow up on this announcement, Japan-US. consultations have been enhanced. Specifically, the MOD has been working with relevant ministries and agencies to enhance cooperation for regular reviews of the Japan Environmental Governing Standards (JEGS), exchange information on the environment, and deal with environmental pollution.

Additionally, at the “2+2” Meeting in May 2010, Japan and the United States discussed the possibility of taking a “Green Alliance” approach and studied the adoption of renewable energy for the U.S. Forces facilities and areas under development in Japan.

Furthermore, the Governments of Japan and the United States engaged in discussions aimed at the creation of a framework for increased initiatives in managing the environment associated with USFJ facilities and areas. The Government of Japan then commenced negotiations with the United States on an agreement that supplements the SOFA on an environmental front, and they reached substantive accord in October 2014, before signing and effectuating the supplementary agreement in September 2015. This supplemental agreement represents an international commitment with legal binding force and sets forth the following provisions concerning environmental standards and access to U.S. Forces facilities and areas:

1. Japan and the United States shall share available and appropriate relevant information;
2. The United States shall release and maintain the Japan Environmental Governing Standards (JEGS), and for these standards, Japan and the United States shall adopt the more protective of Japanese, U.S. or international agreement standards;
3. Procedures shall be established and maintained to allow appropriate access for the Japanese authorities to USFJ facilities and areas when an accident with an impact on the environment (leakage) actually occurs or when the Japanese authorities conduct a field survey (including a survey on cultural assets) in relation to the return of USFJ facilities and areas;
4. Japan and the United States shall start consultations at the Joint Committee on matters related to the implementation of the agreement upon request from either party.

This supplemental agreement is part of a more comprehensive framework for recognizing the significance of environmental protection. This agreement is the first one to be created to supplement the SOFA since the SOFA entered into force and has a historical

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19 The specific scope of projects includes 14 projects identified by Article 2 of the enforcement ordinance of the Act on Special Measures on Smooth Implementation of the Realignment of United States Forces in Japan, including education, sports, and cultural projects.
20 Consisting of four items; (1) environmental governing standards, (2) information sharing and access, (3) response to environmental contamination, and (4) environmental consultation.
21 JEGS is an environmental standard compiled by USFJ in order to ensure that USFJ activities and installations protect the natural environment and health of people, and stipulates the handling of environmental pollutants and storage methods within the facilities and areas.
significance that differs in nature from conventional improvements in the operations of the SOFA.

### Other Measures

The Government of Japan has been taking measures for the improvement of the living environment in regions surrounding USFJ facilities and areas. The Ministry of Internal Affairs and Communications also provides municipalities with base grants, which have alternate features in terms of municipal tax on real estate.

Moreover, in the vicinity of USFJ facilities and areas, incidents and accidents caused by U.S. Forces personnel and others have affected local areas and their residents, so the Government of Japan has requested USFJ to take effective measures for the prevention of recurrence, such as educating military personnel and others, and enforcing strict discipline among them. The Government of Japan is cooperating with USFJ in these prevention measures; at the same time it has taken measures for prompt and appropriate compensation for the damage caused by the incidents and accidents.

The United States has also taken measures for its part, putting in place its guidelines for off-duty action (liberty policy), including measures such as nighttime alcohol restrictions as well as curfews applying to U.S. Forces personnel ranked below a certain rank.

Following the case which occurred in Okinawa in April 2016 where a member of the U.S. Forces civilian component became a suspect of murder, the Governments of Japan and the United States engaged in discussions to develop effective prevention measures, and released the Japan-United States Joint Statement in July 2016 on clarifying the scope of the civilian component, among other matters.

The Governments of Japan and the United States conducted intensive discussions to establish a legally binding document based on the joint statement, and in January 2017 signed the Agreement between the Government of Japan and the Government of the United States of America on Cooperation with regard to Implementation Practices Relating to the Civilian Component of United States Armed Forces in Japan, Supplementary to The Agreement under Article VI of the Treaty of Mutual Cooperation and Security Between Japan and the United States of America. This Agreement has the following provisions:

1. Clarification of the scope of the civilian component and the establishment of eligibility criteria for contractor employees;
2. Notification, review, etc. of contractor employees;
3. Exclusion of persons ordinarily resident in Japan from the civilian component; and
4. Establishment of a working group.

This is the second such supplementary agreement, following Environmental Framework, which was concluded in 2015.

It is hoped that the recurrence of incidents and accidents by the civilian component of USFJ will be prevented by further promoting cooperation between Japan and the United States and further strengthening management of the civilian component of USFJ through the steady implementation of this supplementary agreement.

In light of the aforementioned joint statement, training materials to deepen understanding about the history and culture unique to Okinawa, designed for all military personnel, the civilian component and their families newly arriving in Okinawa, were revised taking into account the views of Okinawa Prefecture and others. In November 2016, the relevant local governments observed the actual training using the materials.

In March 2017, the U.S. Forces in Okinawa invited journalists to Camp Foster and showed them the training for new arrivals using the materials.

Meanwhile, the Government of Japan prepared Crime Prevention Measures in Okinawa in June 2016 under the understanding that in order to never allow a recurrence of similar tragic incidents, it is necessary for the Government to promptly promote measures to deter crime and ensure the safety and security of the people of Okinawa. The pillars of the Measures consist of bolstering crime prevention patrol operations and the establishment of a safe and secure environment. The MOD is participating in the Okinawa Local Safety Patrol Corps established in the Okinawa General Bureau and will continue to cooperate with relevant ministries and agencies to ensure the implementation of effective measures.
For the stationing of the U.S. Forces in Japan (USFJ), it is imperative to obtain understanding and cooperation from citizens who live near USFJ facilities. The MOD hosts Japan-U.S. friendship programs every year with the cooperation of local communities and the U.S. Forces to promote exchanges between residents living near the USFJ facilities and areas and USFJ-related personnel through sports and music events, etc. in order to deepen mutual understanding between Japan and the United States. The U.S. Forces also conduct local exchange programs in collaboration with the communities.

For example, each year, in the vicinity (Tachikawa, Akishima, Fussa, Musashimurayama and Hamura cities and the Mizuho town) of Yokota Air Base, where the USFJ headquarters, etc. are located, the U.S. Air Force Band of the Pacific-Asia stationed at Yokota Air Base, local amateur bands and others hold the Japanese-American Friendship Music Festival, and the children on Yokota Air Base visit Japanese schools and experience Japanese culture and school life through the Japanese-American School Exchange Program.

The U.S. Forces also conduct exchanges with participants from facilities for persons with disabilities near the bases. For example, Yokota Air Base hosts the Special Olympics each year, whose mission is to promote self-reliance and social participation by people with intellectual disabilities.

The MOD believes that maintaining these exchanges over the years is highly important in building good relationships between local residents and the U.S. Forces. Therefore, we will continue to host Japan-U.S. friendship programs with the cooperation of local communities and the U.S. Forces.