The National Security Strategy

Proactive Contribution to Peace based on the Principle of International Cooperation

The National Security Strategy (NSS) developed in December 2013 sets forth Japan’s fundamental principle of national security, which is that Japan will continue to adhere to the course that it has taken as a peace-loving nation, and contribute even more proactively in securing peace, stability, and prosperity of the international community, while achieving its own security as well as peace and stability in the Asia-Pacific region as a proactive contributor to peace based on the principle of international cooperation.

Japan’s Basic Defense Policy

The NDPG specifies (1) Japan’s own efforts, (2) strengthening of the Japan-U.S. Alliance, and (3) active promotion of security cooperation as the basic principles from the perspective of becoming a proactive contributor to peace based on international cooperation.

Building a Dynamic Joint Defense Force

To build a Dynamic Joint Defense Force, the MOD conducts capability assessments based on joint operations for the enhancement of deterrence and response capability by pursuing further joint operations, improving the mission-capable rate of equipment and its employment to conduct activities, as well as developing defense capabilities adequate both in quality and quantity that underpin various activities.

Role of the Defense Forces

1 The following points will be emphasized in particular as effective means of deterrence and response to various situations:

- Ensuring the security of the sea and airspace surrounding Japan
- Response to ballistic missile attacks
- Responses in outer space and cyberspace
- Response to an attack on remote islands
- Responses to major disasters

2 The following points will be emphasized in particular for the stabilization of the Asia-Pacific region and improvement of the global security environment:

- Holding training and exercises
- Promoting defense cooperation and exchange
- Ensuring maritime security
- Implementing international peace cooperation activities
- Promoting capacity building assistance
- Cooperating with efforts to promote arms control, disarmament, and non-proliferation

The Medium Term Defense Program

1 The Medium Term Defense Program (MTDP) (FY2014-FY2018) developed in December 2013 based on the NDPG specifies the review of major units, major projects concerned with the capability of the SDF, policies to strengthen the Japan-U.S. Alliance, the maintenance scale of main equipment (“appendix”), and required expenses.

2 The expenditures required to implement the defense capability build-up described in this program amount to approximately 24.670 trillion yen in FY2013 prices.
Japan will steadily build up its defense capability in FY2017, which is the fourth fiscal year under the NDPG and the MTDP, to establish a Dynamic Joint Defense Force, based on these programs. The main activities are as follows.

Advanced interceptor missiles for BMD that can be fitted on Aegis ships (SM-3 Block IIA) will be acquired to deal with more sophisticated and diversifying future ballistic missile threats.

An amphibious rapid deployment brigade (tentative name) will be established to develop sufficient amphibious operational capabilities, which enable the SDF to land, recapture, and secure without delay any remote islands that might be invaded.

The GSDF Ground Central Command will be established for the purpose of carrying out swift and flexible nationwide operations of basic GSDF units under the joint operations.

As part of Japan’s ongoing initiative to increase its submarine force, Submarine Division 6 will be established, which will raise the number of submarine divisions to six, and a new class submarine (3,000 tons) with higher detecting and other capabilities will be built.

Six F-35A fighters will be acquired to obtain and secure air superiority. In addition, one new air refueling and transport aircraft (KC-46A) will be acquired to allow Fighter Aircraft Units and other units to execute various operations continuously.

The Southwestern Composite Air Division will be abolished and the Southwestern Air Defense Force will be established to enhance Japan’s air defense posture in the southwestern region.

In FY2017, in order to strengthen the posture for protecting the life and property of the Japanese people as well as Japan’s territorial land, sea, and airspace in light of the increasingly severe security environment, Japan has increased defense-related expenditures following on from FY2016 (increased 0.8% from the previous year to 4.8996 trillion yen).
Chapter 3

Legislation for Peace and Security

The Legislation for Peace and Security, consisting of the Act for the Development of Legislation for Peace and Security and the International Peace Support Act, was passed and enacted in September 2015 and entered into force in March 2016. In FY2016, after the legislation entered into force, the MOD/SDF conducted the necessary training related to the legislation, assigned new duties for the UN peacekeeping operations in South Sudan, and approved guidelines for the operation of the protection of weapons and other equipment of the United States and other countries.

Overview of Development of the Legislation for Peace and Security

Revision of the Self-Defense Forces Law

1. Establishment of provisions for measures to rescue Japanese nationals overseas
   In addition to the existing duty of “transportation of Japanese nationals and others overseas,” “rescue measures,” including guarding and rescue of Japanese nationals and others overseas, became possible.

2. Establishment of provisions for the protection of weapons and other equipment of the United States and other countries
   The provisions enable SDF personnel to protect the weapons and other equipment of the armed forces of the United States and other countries that are, in cooperation with the SDF, currently engaged in activities that contribute to the defense of Japan.

3. Expansion of the provision of supplies and services to the United States Armed Forces
   The revision expands the range of settings where the provision of supplies and services is possible, as well as the scope of supplies and services available.

Law Concerning Measures to Ensure Peace and Security of Japan in Situations that Will Have an Important Influence on Japan’s Peace and Security (Revision of the Law Concerning Measures to Ensure Peace and Security of Japan in Situations in Areas Surrounding Japan)

1. The name of situations that will have an important influence on Japan’s peace and security has been changed from “situations in areas surrounding Japan” to “situations that will have an important influence.”

2. “Armed forces of other foreign countries engaged in activities contributing to the achievement of the objectives of the UN Charter,” etc. were added as the armed forces, etc., responding to situations that will have an important influence on Japan’s peace and security that can receive Japan’s support. The law’s revision expanded the types of supplies and services the SDF can provide in situations that will have an important influence on Japan’s peace and security and also set forth measures to avoid integration with the use of force by a foreign country.

Amendment to the International Peace Cooperation Act

1. “Internationally coordinated operations for peace and security” (humanitarian relief support and safety-ensuring tasks not under the control of the UN) were added as operations Japan can participate in. In addition to the satisfaction of the Five Principles for Participation, Japan can participate in these operations based on UN resolutions or at the request of the UN, or other prescribed organizations.

2. The so-called “safety-ensuring operations” and the so-called “kakensukeno” operations, etc., were added as tasks of UN peacekeeping operations, etc., and the authority to use weapons was also reviewed. Prior Diet approval is required, in principle, for the “safety-ensuring operations.”

Revision of the Legislation for Responses to Armed Attack Situations

1. “Survival-Threatening Situation” was newly added to the situations to which Japan must respond under the Armed Attack Situations Response Act.

2. Necessary revisions were made to relevant laws to make it possible to issue an order for defense operations to respond to a “Survival-Threatening Situation” for the SDF’s primary duty of the defense of Japan, and also to require prior Diet approval for this, in principle, in the same manner as for the defense operations in the case of the armed attack situations, etc.

Enactment of the International Peace Support Act (New)

1. The International Peace Support Act enables Japan to conduct cooperation and support operations, search and rescue operations, and ship inspection operations for the armed forces of foreign countries engaged in operations for peace and security of the international community in “situations threatening the international peace and security that the international community is collectively addressing.”

2. The operations of the armed forces of foreign countries need to have competent UN resolutions as well as meet other requirements in order for Japan to provide support. The Act also sets forth measures in order to avoid “integration” with the use of force by a foreign country, such as those not allowing the SDF to conduct support activities “in the scene where combat operations are conducted at that time” in situations threatening the international peace and security that the international community is collectively addressing.

3. Prior Diet approval is required without exception, and re-approval is necessary in the case of a lapse of more than two years since the commencement of the response measures.

1 A situation where an armed attack against a foreign country that is in a close relationship with Japan occurs and as a result threatens Japan’s survival and poses a clear danger to fundamentally overturn the people’s right to life, liberty and pursuit of happiness.

2 Situations that threaten peace and security of the international community, and the international community is collectively addressing the situations in accordance with the objectives of the UN Charter to remove the threat. In addition, Japan, as a member of the international community, needs to independently and proactively contribute to these activities.
Revision of the Act for Establishment of the National Security Council

1. Responses to “Survival-Threatening Situation,” “situations that will have an important influence on Japan’s peace and security,” and “situations threatening international peace and security that the international community is collectively addressing” were added as items for deliberation.

2. “Rescue measures for Japanese nationals and others overseas” and “decisions on and changes in implementation plans for the implementation of safety-ensuring operations or ‘kaketsuke-keigo’ operations” were added as the items the National Security Council must deliberate without fail.

Key Points regarding the Legislation for Peace and Security

Implementation of Training Pertaining to the Legislation for Peace and Security

Since August 2016, the SDF has undergone training related to the Legislation for Peace and Security, including training to prepare for the dispatch to peacekeeping operations in South Sudan and a multilateral joint exercise (Cobra Gold 17).

Assignment of New Task for the South Sudan PKO

After a comprehensive consideration, the Government decided to assign the task of so-called “kaketsuke-keigo” starting with the 11th rotation of the SDF Engineering Unit to be deployed to the United Nations Mission in the Republic of South Sudan (UNMISS). Following the deliberations and the approval at the National Security Council, the Cabinet approved the revision of the Implementation Plans for the International Peace Cooperation Assignment for UNMISS on November 15, 2016.

The Operationalization of the Protection of Weapons and Other Equipment of the Units of the Armed Forces of the United States and Other Countries

In order to ensure the appropriate operation of the system for the protection of weapons, etc., of the units of the U.S. Forces and the armed forces of other foreign countries, the Government decided on the Implementation Guidelines concerning Article 95-2 of the SDF Law at the National Security Council in December 2016, and started operating the article in relation to the U.S. Forces.

Conclusion of the New Japan-U.S. Acquisition and Cross-Servicing Agreement (ACSA)

The ACSA was prepared as a new agreement to enable the application of existing settlement procedures to the provision of supplies and services from the SDF to the U.S. Forces that become possible under the newly enacted Legislation for Peace and Security, and was approved and enforced by the Diet.

Images of Situations and Conditions

Reorganizing the Agenda Items of the National Security Council (NSC) [Act for Establishment of the National Security Council]

(Note) Cabinet Decisions on accelerating procedures to issue orders for public security operations and maritime security operations in cases of responding to a situation where an infringement that does not amount to an armed attack occurs in areas surrounding remote islands, etc., and police forces are not present nearby (Development of no new legislation)

The Situation of the Self-Defense Forces after the Enforcement of the Legislation for Peace and Security

GSDF unit in a training of rescue of Japanese nationals overseas as part of the Cobra Gold 17 exercise

Defense Minister Inada being briefed by the commander of the 10th rotation of the SDF Engineering Unit during her visit to South Sudan (photo center)
Part II

Chapter 4

The Japan-U.S. Security Arrangements

1. The Japan-U.S. Security Arrangements based on the Japan-U.S. Security Treaty, together with Japan’s own efforts, constitute the cornerstone for Japan’s security.

2. The Japan-U.S. Alliance centered on bilateral security arrangements functions as public goods that contribute to the stability and prosperity, not only of Japan but also of the Asia-Pacific region and the world at large.

3. As the security environment surrounding Japan becomes increasingly severe, and the United States, at the same time, maintains and strengthens its engagement and presence in the Asia-Pacific region, it has become more important than ever to strengthen the Japan-U.S. Alliance for the security of Japan.

4. The stationing of USFJ based on the Japan-U.S. Security Treaty not only contributes to the interests of Japan but also to the interests of the United States, which has an interest in this region.

Outline of the Guidelines for Japan-U.S. Defense Cooperation

Chapter 4

Initiatives to Build the Foundation for Strengthening the Alliance

Outline of the Guidelines for Japan-U.S. Defense Cooperation

The Guidelines update the general framework and policy direction for the roles and missions of Japan and the United States, as well as manifest a strategic vision for a more robust Alliance and greater shared responsibilities. The Guidelines newly specify the matters to be emphasized in security and defense cooperation, and maintain the concept of the objectives of the 1997 Guidelines.

Major Initiatives for Strengthening the Alliance

In order to respond to the increasingly severe security environment, Japan and the United States will establish a seamless cooperation structure in all phases from peacetime to contingencies, including cooperation in “gray zone” situations, while enhancing the Japanese and U.S. presence in the Western Pacific. The two countries are continuing to promote the expansion of joint training and exercises as well as joint intelligence, surveillance and reconnaissance (ISR) activities, and also the expansion of the joint use of facilities and areas of both countries that serve as the bases for these activities.

Policy Consultations between Japan and the United States

Since February 2017, Japan and the United States have affirmed the following in their series of bilateral summit meetings and defense ministerial meetings (February and June 2017).

1. The U.S. commitment to defend Japan through the full range of U.S. military capabilities is unwavering.


3. Close bilateral cooperation between Japan and the United States and trilateral cooperation among Japan, the United States, and the ROK are important for addressing North Korea’s nuclear and missile development programs which are becoming a new level of threat.

4. The relocation of MCAS Futenma to Henoko is the only solution, and the two countries will continue to cooperate closely for its realization.
Chapter 4 Stationing of the U.S. Forces in Japan

For the Japan-U.S. Alliance to adequately function as a deterrence that contributes to Japan’s defense as well as to the peace and stability of the Asia-Pacific region, it is necessary to secure the presence of USFJ and to maintain a posture 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.

Host Nation Support (HNS)  P. 285

HNS plays an important role to ensure the smooth and effective implementation of the Japan-U.S. Security Arrangements, and the Government of Japan has thus been providing HNS while paying adequate attention to its tight fiscal situation.

Realignment of USFJ  P. 287

Realignment of USFJ is extremely important in mitigating the impact on local communities, such as those in Okinawa, while maintaining the deterrence capabilities of the U.S. Forces. The MOD will advance the U.S. Forces realignment and other initiatives while making continuous efforts to gain the understanding and cooperation of local communities accommodating USFJ facilities and areas.

Stationing of the U.S. Forces in Okinawa  P. 288

1 Approximately 70.6% of USFJ facilities and areas (for exclusive use) in Japan are concentrated in Okinawa Prefecture, occupying approximately 15% of the main island of Okinawa. Therefore, it is necessary to continue to make utmost efforts to mitigate the impact.

2 The relocation of MCAS Futenma is the only solution to eliminate its danger as quickly as possible while simultaneously maintaining the deterrence capabilities of the U.S. Forces. Thus, the Government of Japan is making all-out efforts to realize the relocation.

3 On December 22, 2016, the return of approximately 4,000 ha, a major portion of the Northern Training Area, was achieved, the largest of its kind since the reversion of Okinawa to the mainland.

4 As part of its initiatives to mitigate the impact on Okinawa in a tangible manner, the Government of Japan is addressing issues such as the return of land areas south of Kadena Air Base, the reduction of U.S. troops stationed in Okinawa and its relocation to Guam, and the training relocation of tilt-rotor/rotary-wing aircraft such as U.S. Marine Corps’ MV-22 Osprey aircraft.

Stationing of the U.S. Forces in Regions Other than Okinawa  P. 304

In regions other than Okinawa, the MOD is implementing measures to consolidate facilities and areas of USFJ and to proceed with the realignment of USFJ. Such measures are aimed at securing the stable presence of the U.S. Forces while maintaining its deterrence and trying to mitigate the impact on local communities.

Initiatives for Smooth Implementation of the Realignment of the U.S. Forces in Japan  P. 308

On March 31, 2017, an act revising part of the Act on Special Measures on Smooth Implementation of the Realignment of United States Forces in Japan (USFJ Realignment Special Measures Act) that came into force in August 2007 entered into force. The revisions include a ten-year extension of the expiration of the Act to March 31, 2027.