Part III

Three Pillars of Japan’s Defense
(Means to Achieve the Objectives of Defense)

Chapter 1

Japan’s Own Architecture for National Defense

Response from Peacetime to Grey Zone Situations

Persistent Intelligence, Surveillance and Reconnaissance (ISR) in the Area Surrounding Japan

The Self-Defense Forces (SDF) is engaged in persistent intelligence collection and warning and surveillance during peacetime over Japan’s territorial waters and airspace, as well as the surrounding sea and airspace so that it can respond to various contingencies immediately and seamlessly.

As part of its regular warning and surveillance activities in Japanese territorial waters, the SDF is carrying out information gathering on vessels suspected of violating the UN Security Council sanctions. During the period from 2018 to the end of March 2020, the SDF has observed 24 cases of seaborne rendezvous by (ship-to-ship transfer) North Korean vessels.

In response to these illicit maritime activities, including ship-to-ship transfers by North Korean vessels, the United States, Australia, Canada, New Zealand and France carried out early warning surveillance activities with aircraft using the U.S. Kadena Air Base in Japan. In addition, naval vessels of the U.S. Navy, the United Kingdom, Canada, Australia and France carried out enforcement of United Nations Security Council sanctions imposed against North Korea in sea areas surrounding Japan.

Warnings and Emergency Takeoffs (Scrambles) in Preparation against Intrusion of Territorial Airspace

The Air Self-Defense Force (ASDF) detects and identifies aircraft flying in airspace surrounding Japan using warning and control radars as well as early-warning and control aircraft. If any suspicious aircraft heading to Japan’s territorial airspace are detected, fighters and other aircraft scramble to approach them in order to confirm the situation and monitor the aircraft as necessary.

In FY2019, ASDF aircraft scrambled 947 times, the third largest ever recorded. Breaking this figure down, ASDF aircraft scrambled 675 times in response to Chinese aircraft, and 268 times in response to Russian aircraft.
Defense of Japan including its Remote Islands

Defense of Japan’s Remote Islands

In response to attack on Japan including its remote islands, the SDF will quickly maneuver and deploy requisite units to block access and landing of invading forces while ensuring maritime and air superiority. Even when maintaining maritime and air superiority becomes untenable, the SDF will block invading forces’ access and landing from outside their threat envelopes. Should any part of the territory be occupied, the SDF will retake it by employing all necessary measures.

In order to strengthen its defense architecture in the southwestern region, a surface-to-air missile unit and a surface-to-ship guided missile unit were deployed to Miyakojima Island in March 2020. The GSDF will deploy an area security unit in charge of the initial response and other units also in Ishigaki Island.

As part of measures to enhance the persistent ISR posture, the ASDF established Airborne Warning and Control Wing by upgrading the Airborne Early Warning Group in March 2020 and will establish a temporal unmanned aerial vehicle unit (tentative name) within FY2020.

In order to secure capabilities for swift and large-scale transportation and deployment of units, the MOD established a Tactical Airlift Wing that operates Osprey in March 2020.

Response to Missile Attacks

Currently, Japan’s Ballistic Missile Defense (BMD) is an effective multi-layered defense system with the upper tier interception by Aegis equipped destroyers and the lower tier by Patriot PAC-3, both interconnected and coordinated by the Japan Aerospace Defense Ground Environment (JADGE).

In order to effectively and efficiently counter increasingly complex and diverse airborne threats by optimum means and minimize damage, the SDF will establish a structure to conduct integrated operation of various equipment for missile defense and air defense equipment, thereby providing persistent nation-wide protection from peacetime and also enhancing the comprehensive air and missile defense capability that can simultaneously deal with multiple, complex airborne threats.

As for the introduction of the land-based Aegis system (Aegis Ashore), in June 2020, it was decided to suspend the process. Future direction will be examined based on the discussion at the NSC.

Responses in the Domains of Space, Cyberspace and Electromagnetic Spectrum

Responses in Space Domain

The MOD aims to establish SSA system by FY2022 to monitor and maintain an accurate picture of conditions in space. The MOD is also working to deploy radar to monitor threats to Japanese satellites, such as space debris, and its operating system.

In preparation for full-scale SSA operation and introduction of defense equipment, the ASDF established Space Operations Squadron in May 2020.

Response in Cyber Domain

The MOD/SDF has taken comprehensive measures to ensure the safety of information and communication systems and respond to cyber attacks by a specialized unit, etc.

The Cyber Defense Group will be further expanded by about 70 personnel to approximately 290 in FY2020.
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Response in Electromagnetic Domain

- The MOD/SDF will: enhance its ability to appropriately manage and coordinate the use of electromagnetic spectrum; strengthen information collection and analysis capabilities related to electromagnetic spectrum, and develop an information sharing posture; and strengthen capabilities to neutralize the radar and communications of opponents who intend to invade Japan.
- In addition to the establishment of the GSDF Electronic Warfare Unit, in FY2020, the SDF will also proceed with development of standoff electronic warfare aircraft for jamming, and R&D aimed at the procurement of potentially game-changing technologies, such as high-power microwave devices and a high-energy laser system (HEL).

Efforts of the MOD/SDF in response to the Spread of Novel Coronavirus Disease (COVID-19)

- In order to prevent the spread of COVID-19, the MOD/SDF gathered all their strength to carry out various activities. None of the SDF personnel engaged in the activities got infected (as of May 31, 2020.)
- In addition to activities in the cruise ship Diamond Princess, the MOD/SDF implemented disaster relief pertaining to rescue for prevention of the spread of COVID-19, disaster relief for reinforcement of border control against COVID-19, and education on infection protection for employees of the local governments.
- The SDF hospitals and the National Defense Medical College Hospital (NDMCH) have been accepting COVID-19 patients. A clinical trial of Avigan (favipiravir) tablets was also started.
- The MOD/SDF disclosed protective measures of “JSDF’s standards” in order to prevent the spread of COVID-19. At the same time, through the ministerial telephone conversations, the defense authorities shared information, lessons learned and knowledge obtained primarily while taking infection control measures.

Response to Large-Scale Disasters

- The SDF works in collaboration with local governments, engaged in various activities such as the search and rescue of disaster victims and ships and aircraft in distress, and preventing epidemics. In FY2019, the SDF conducted 449 disaster relief operations, including the disaster relief in response to the flooding caused by heavy rain accompanying a front in August 2019 (Northern Kyushu Heavy Rain), the 2019 Boso Peninsula Typhoon (Typhoon Faxai) and the 2019 East Japan Typhoon (Typhoon Hagibis).
- At the beginning of a disaster, the SDF will maintain response readiness to any damage and need for activities while giving the first priority to life-saving activities. For livelihood support, the SDF will coordinate the division of roles, response policy, activity period, and other matters with relevant parties including the local governments and ministries concerned at the local response headquarters, etc.
- The SDF strengthened dissemination of information so that people can easily access the information related to support.

Information Gathering Activities for Ensuring the Safety of Japan-related Vessels in the Middle East

- In order to ensure peace and stability in the Middle East and the safety of Japan-related vessels, as a part of Japan’s independent initiative, the Cabinet decided to dispatch MSDF vessels for the purpose of gathering information and to utilize the existing counter-piracy unit.
- On January 11, 2020, two P-3C (fixed-wing patrol aircraft) left Japan to replace the counter-piracy unit and began information gathering activities on the 20th. Destroyer JS “Takanami” left port on February 2 and began information gathering activities in the field on February 26. On May 10, 2020, Destroyer JS “Kirisame” left Japan to replace “Takanami.”
Significance of the Japan-U.S. Security Arrangements

- The Japan-U.S. Security Arrangements based on the Japan-U.S. Security Treaty, which marked the 60th anniversary in 2020, together with Japan’s own national defense architecture, constitute a cornerstone for Japan’s national security.
- The Japan-U.S. Alliance, with the Japan-U.S. Security Arrangements as its core, plays a significant role for peace, stability and prosperity of not only Japan but also the Indo-Pacific region and the international community.

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

The Guidelines manifest a strategic vision for a more robust Alliance and greater shared responsibilities by modernizing the Alliance and enhancing its deterrence and response capabilities in all phases, from peacetime to contingencies.

Policy Consultations between Japan and the United States

- **Japan-U.S. Summit Meeting**
  At the meeting held in New York on September 25, 2019, the leaders reaffirmed the recognition that the Japan-U.S. Alliance is stronger than ever before, and shared the view on continuing to further strengthen the unwavering Japan-U.S. Alliance.

- **Japan-U.S. Defense Ministerial Meeting**
  At the meeting held in Washington D.C. on January 14, 2020, Minister of Defense Kono explained the cabinet decision made in December 2019, which is to send the SDF to the Middle East, and Japan and the United States have confirmed the following points:
    - The Ministers confirmed that we have to avoid further escalation of the situation in the Middle East;
    - The Ministers confirmed the importance of full implementation of the UN Security Council resolutions for a complete, verifiable and irreversible dismantlement of all North Korea’s WMD and ballistic missiles of all ranges;
    - The Ministers confirmed that they oppose unilateral attempts to change the status-quo by coercion in the East and South China Seas, and work together to make sure that the rule of law and the freedom of navigation are firmly established;
    - The Ministers confirmed that they continue to closely work together to even strengthen the alliance capability to deter and respond, and to materialize the aligned strategies of both countries;
    - The Ministers reaffirmed that they cooperate with various partners, including conducting joint exercises and capacity building to maintain and strengthen a free and open Indo-Pacific with Japan-U.S. Alliance being the cornerstone;
    - The Ministers confirmed to work closely together for the steady implementation of the U.S. forces realignment initiatives, including the acquisition of Magéshima, a candidate site for a permanent FCLP facility;
    - The Ministers reaffirmed that the relocation to Henokosaki is the only solution to avoid the continued use of MCAS Futenma, and;
    - The Ministers reaffirmed that Japan and the United States continue to work together with the shared recognition that understanding and cooperation from the local communities is crucial for the maintenance of operational readiness of the USFJ.

Strengthening Ability of Japan-U.S. Alliance to Deter and Counter Threats

In order to ensure Japan’s peace and security, Japan and the United States are advancing cooperation in various fields, including “Cooperation in Space and Cyber Domains,” “Comprehensive Air and Missile Defense,” “Bilateral Training and Exercises,” “ISR Activities,” “Maritime Security,” “Logistics Support,” and “Cooperation in Response to a Large-Scale Disaster in Japan.”
In order to create a desirable security environment including maintaining and enhancing free and open maritime order, and with an eye on increasing Japanese and U.S. presence in the Indo-Pacific region, Japan and the United States are conducting bilateral activities in such areas as “Maritime Security,” “Humanitarian Assistance/Disaster Relief,” and “Trilateral and Multilateral Training and Exercises,” and promoting cooperation in the areas of “Defense Equipment and Technology Cooperation” and “Joint/Shared Use.”

The presence of USFJ provides deterrence, while on the other hand, given the impacts of the stationing of the USFJ on the living environment of the local residents, it is necessary to make efforts appropriate for the actual situation of each area in order to mitigate the impacts.

It is necessary to maintain the presence of the USFJ and its readiness to make rapid and agile responses in case of emergency in Japan and its surrounding areas even in peacetime, so that Japan-U.S. Alliance based on Japan–U.S. Security Arrangements provides enough as a deterrence contributing to the peace and stability of the defense of Japan and the region.

Therefore, Japan accepts the stationing of the U.S. Forces based on the Japan-U.S. Security Treaty and it is a cornerstone of Japan-U.S. Security Arrangements.

Approximately 70% of USFJ facilities and areas (for exclusive use) are concentrated in Okinawa Prefecture, occupying approximately 8% of the land area of the prefecture and approximately 14% 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.

Regarding distribution of functions offered by MCAS Futenma, the development of facilities is being promoted to transfer the function of accepting transient aircraft in contingencies to Tsuiki Air Base and Nyutabaru Air Base.

For the construction of the Futenma Replacement Facility, the land-fill operation has been carried out in the waters south of Camp Schwab. In April 2020, the Okinawa Defense Bureau submitted to Okinawa Prefecture an application for change of land-fill work related to addition of the work to improve the soil foundation, etc., based on the Act on Reclamation of Publicly-owned Water Surface.

The following progress has been made involving the return of USFJ land:

- March 2015: West Futenma Housing Area within Camp Zukeran (Camp Foster) (approximately 51 ha) was returned.
- December 2016: A major portion of the Northern Training Area (approximately 4,000 ha) was returned. This is the largest of its kind since the reversion of Okinawa to the mainland.
- July 2017: A portion of MCAS Futenma (approximately 4 ha along Ginowan City road 11) was returned.
- March 2018: A portion of Makiminato Service Area (Camp Kinser) (approximately 3 ha of land to expand Route 58) was returned.
- March 2019: A portion of Makiminato Service Area (Camp Kinser) (approximately 2 ha of land near Gate 5) was returned.
- March 2020: Portions of land at Camp Zukeran (Warehouse Area of Facilities and Engineering Compound) (approximately 11 ha) were returned.

In regions other than Okinawa, the MOD is implementing measures to secure the stable stationing of the U.S. Forces by maintaining its deterrence and trying to mitigate the impact on local communities, such as realignment of USFJ and its facilities and areas.

As a permanent FCLP facility, in December 2019, the MOD acquired more than half of the land on Mageshima in Nishinoomote City, Kagoshima Prefecture, and is conducting various surveys in preparation for the development of SDF facilities.
The MOD/SDF will create a desirable security environment for Japan by promoting multi-faceted and multi-layered security cooperation.

**Strategic Promotion of Multi-Faceted and Multi-Layered Defense Cooperation**

**Efforts under the Vision of a “Free and Open Indo-Pacific”**

The Indo-Pacific region is the center of the world vitality, and home to more than half the world’s population. It is important to establish this region as a free and open global commons to secure peace and prosperity in the region as a whole.

In order to promote a “Free and Open Indo-Pacific,” the MOD/SDF will strengthen defense cooperation and exchanges with countries in the region.

**Promotion of Defense Cooperation and Exchanges**

- **Australia**: In November 2019, a Japan-Australia Defense Ministerial Meeting was held. The Ministers agreed to deepen and expand bilateral defense cooperation.
- **India**: In September 2019, a Japan-India Defense Ministerial Meeting was held. In November of the same year, a Defense Ministerial Meeting and the first Japan-India 2+2 Foreign and Defense Ministerial Meeting were held. The Ministers reiterated their commitment to advance bilateral security cooperation.
- **ASEAN**: In November 2019, at the ASEAN-Japan Defence Ministers’ Informal Meeting, Vientiane Vision 2.0, an updated version of Vientiane Vision, was announced. Meetings with the defense ministers of each country were held.
- **ROK**: In November 2019, the ROK government announced the suspension of the notification to terminate the Japan-ROK GSOMIA. In response, Defense Minister commented that Japan-U.S. and Japan-ROK bilateral cooperation and Japan-U.S.-ROK trilateral cooperation are important amid the severe security environment in East Asia, and that he considered that the ROK government made its decision from a strategic perspective taking into account the current security situation in the region.
- **European countries, Canada, and New Zealand**: Meetings with the defense ministers of European countries and New Zealand were held on the occasion of the ADMM-Plus in November 2019, and meetings with the defense ministers of European countries and Canada were held at the Munich Security Conference in February 2020. In October 2019, the Chief of Staff, GSDF visited Canada for the first time.
- **China**: In October 2019, the Chinese vessel visited Japan for the first time in about 10 years. In December of the same year, Defense Minister visited China for the first time in 10 years and held a meeting with China’s Defense Minister.
- **Russia**: In August and September 2019, the GSDF band participated for the first time in the Spasskaya Tower International Military Music Festival in Moscow. In November of the same year, Commander-in-Chief of the Russian Navy visited Japan for the first time in 18 years.
- **Pacific Island Countries**: From January to February 2020, State Minister of Defense visited Fiji, PNG, and Tonga for the first time as a political officer of the Ministry of Defense.
- **Middle Eastern Countries**: Defense Minister attended the Manama Dialogue held in November and the Doha Forum in December 2019 for the first time as a Japanese Defense Minister. In addition, the Minister visited Jordan and Oman for the first time and held defense ministerial meetings. He also had telephone conversations with defense ministers of various other countries in the Middle East.
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Promotion of Multilateral Security Cooperation

- Multilateral framework initiatives, such as the ASEAN Defence Ministers’ Meeting (ADMM)-Plus and the ASEAN Regional Forum (ARF) have made steady progress and served as an important foundation for dialogue and cooperation and exchanges on the security of Asia-Pacific. Based on Vientiane Vision 2.0, a guideline for future ASEAN-Japan defense cooperation, in addition to bilateral cooperation, Japan has strengthened cooperation under multilateral frameworks.
- Japan has contributed to the enhancement of multilateral cooperation in the region by holding the Japan-ASEAN Defense Vice-Ministerial Forum and the Tokyo Defense Forum annually. Moreover, Japan has proactively participated in international conferences hosted by international organizations and private organizations, as well as service-to-service exchange initiatives.

Proactive and Strategic Initiatives for Capacity Building

- Since 2012, the MOD/SDF has provided capacity building in such areas as HA/DR, peacekeeping operations (PKO), and maritime security to 15 countries and one organization in the Asia-Pacific and other regions.
- In 2019, the number of capacity building programs conducted by means of dispatch was 126 (11 countries, 20 officials), and the number of those conducted by means of invitation was 75 (four countries, one organization and six trainees).
- Specifically, from September to October 2019, Japan has provided guidance on techniques to PNG Military Band, which participated in the Royal Edinburgh Military Tattoo in Australia, hosted by the United Kingdom. In addition, Japan implemented programs in Laos, Mongolia, Cambodia, the Philippines, Sri Lanka, Malaysia, Myanmar, Djibouti and other countries.

Ensuring Maritime Security

- For Japan, a maritime nation, strengthening the order based on fundamental norms, such as the rule of law and the freedom of navigation, as well as ensuring safe maritime transport, is the foundation for its peace and prosperity, which is extremely important.
- The SDF has been dispatching the Deployment Surface Force for Counter Piracy Enforcement, the Deployment Air Force for Counter Piracy Enforcement, and the Deployment Support Group for Counter Piracy Enforcement since 2009 in order to protect vessels from acts of piracy in the waters off the coast of Somalia and in the Gulf of Aden.
- In addition to strengthening cooperation with coastal states of the Indo-Pacific region through exercises and port calls, the MOD has been implementing capacity building in maritime security of coastal countries, and working on cooperation for maritime security within regional security dialogue frameworks such as the ADMM-Plus.

Cooperation in Use of Space and Cyber Domains

- Regarding cooperation in the use of space domain, the MOD/SDF has taken part in the annual SSA multinational tabletop exercise (Global Sentinel) and the Schriever Wargame, a multinational tabletop exercise on space security, hosted by the U.S. Forces.
- Regarding cooperation in the use of cyber domain, the MOD has held cyber dialogues with the respective defense authorities of the United States, the United Kingdom, Australia, and others. In December 2019, Japan formally participated for the first time in the cyber defense exercise hosted by NATO, in which Japan used to participate as observer. Additionally, the SDF is expanding its scope of cooperation such as by holding a follow-up seminar for cybersecurity personnel of the People’s Army of Vietnam.
**Initiatives for Arms Control, Disarmament and Non-Proliferation**

- The proliferation of WMDs and missiles that can deliver them, as well as the proliferation of not only conventional arms but also goods and sensitive technologies of potential military use, pose a pressing challenge to the peace and stability of the international community. International discussions related to Lethal Autonomous Weapons Systems (LAWS) are also under way.
- Since April 2018 the MOD/SDF has been sending a personnel as a member of the Group of Experts of the 1540 Committee established pursuant to the UN Security Council Resolution 1540 (adopted in April 2004) to prevent the proliferation of WMDs and their means of delivery to non-state actors.

**Efforts to Support International Peace Cooperation Activities**

The MOD/SDF has been proactively undertaking international peace cooperation activities working in tandem with diplomatic initiatives, including the use of ODA for resolving the fundamental causes of conflicts, terrorism and other problems.

**Dispatch to the Multinational Force and Observers (MFO)**

- In April 2019, the Government of Japan decided to dispatch staff officers, and later two staff officers were dispatched to the MFO headquarters as the first “Internationally Coordinated Operations for Peace and Security.”
- The dispatched officers engage in liaison and coordination between Egypt and Israel, and the MFO as a Deputy Chief of Liaison and an Assistant Liaison Operation Officer at the MFO headquarters, which is located in the south camp at Sharm El-Sheikh in the southern part of the Sinai Peninsula.

**Dispatch to the United Nations Mission in the Republic of South Sudan (UNMISS)**

- The peace and stability of South Sudan is not only essential for the country itself; but also for the peace and stability in Africa as a whole, as well as a crucial issue that should be dealt with by the international community.
- Japan currently dispatches four officers (logistics, information database, engineering, and aviation operations officers) to the UNMISS headquarters.

**Support to the UN Triangular Partnership Project (UNTPP)**

- The UNTPP was founded using funds from Japan as a project to support training for military engineers and the procurement of heavy equipment by the UN DOS. Japan has been dispatching a total of 164 GSDF personnel to Africa to provide nine training sessions for a total of 277 members from eight African countries.
- Considering that 30% or more of PKO personnel are from Asia, Japan has been implementing the projects in Asia and the surrounding regions.
- In addition, given that strengthening sanitation capacity to ensure the safety of deployed personnel has become an issue in UN peacekeeping operations, medical training was implemented in October 2019.

**International Disaster Relief Activities**

- To contribute to the advancement of international cooperation, the SDF has engaged in international disaster relief activities proactively from the viewpoint of humanitarian contributions and improvement of the global security environment.
- In recent years, international disaster relief activities were carried out from November to December 2019 in response to the heavy rains and floods in the republic of Djibouti and from January to February 2020 in response to the major bush fires in Australia.