

Section
4

Steady Implementation of Measures Concerning the USFJ

Under the Japan-U.S. Security Arrangements, the presence of USFJ functions as 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. In particular, the realignment of the USFJ is a very important initiative for mitigation of the

impact on local communities, including those in Okinawa, and maintaining the deterrent capability of the U.S. Forces. Therefore, the MOD will advance the realignment and other initiatives and make continuous efforts to gain the understanding and cooperation of the local communities hosting USFJ facilities and areas.

Chapter
2

Japan-U.S. Alliance

1 Stationing of the USFJ

1 Significance of the Stationing of the USFJ

Given the increasingly severe security environment surrounding Japan, it is necessary to maintain the presence of the USFJ and its readiness to make rapid and agile actions in case of emergency in Japan and the surrounding areas even in peacetime, so that Japan-U.S. Alliance based on Japan-U.S. Security Arrangements functions enough as a deterrent power that contributes to the peace and stability of the defense of Japan and the region.

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

Also, it is essential to realize the stable stationing of the USFJ in order to make a swift joint response to an armed attack to Japan based on Article 5 of Japan-U.S. Security Treaty. In addition, the actions of U.S. forces for the defense of Japan are conducted not only by the USFJ but also by timely reinforcements. The USFJ is supposed to be the basis for them.

While Article 5 of Japan-U.S. Security Treaty stipulates the duty of the U.S. to defend Japan, the U.S. is granted the use of facilities and areas in Japan based on Article 6 for the purpose of maintaining the security of Japan and international peace and security in the Far East. Therefore, though the duties of each side are not the same, they are balanced overall.

2 Measures concerning the Stationing of the USFJ

The SOFA¹ stipulates matters pertaining to USFJ facilities

and areas and the status of the USFJ, including the furnishing of facilities and areas for use by the USFJ (USFJ facilities and areas), and satisfying the labor requirements of the USFJ. In addition, the Supplementary Agreement on the Environment enhances cooperation for environmental stewardship relating to the USFJ, and the Supplementary Agreement on Civilian Component intends to clarify the scope of the civilian component, etc.

(1) Furnishing of USFJ Facilities and Areas

Japan furnishes USFJ facilities and areas under the provision 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 concludes 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 shall acquire title² under the Act on Special Measures for USFJ Land Release,³ compensating the landowners for any loss they may have suffered in the process.

(2) Satisfying Labor Requirements of the USFJ

The SOFA stipulates that the manpower (labor) required by the USFJ shall be satisfied with the assistance of the Government of Japan.

As of the end of FY2018, there were 25,842 USFJ local employees (hereinafter referred to as the “employees”) at USFJ facilities and areas throughout Japan, working as clerks at headquarters, engineers at maintenance/supply facilities,

¹ The official title is the Agreement Under Article VI of the Treaty of Mutual Cooperation and Security Between Japan and the United States of America, Regarding Facilities and Areas and the Status of United States Armed Forces in Japan.

² The term “title” means a legal cause that justifies a certain act.

³ The official title is the Act on Special Measures for USFJ Land Release, Incidental to the Agreement Under Article VI of the Treaty of Mutual Cooperation and Security Between Japan and the United States of America, Regarding Facilities and Areas and the Status of United States Armed Forces in Japan.

members of security guards and fire departments on base, and sales staff at welfare/recreational facilities. They support the smooth operations of the USFJ.

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

(3) Supplementary Agreement on Cooperation in the Field of Environmental Stewardship

In September 2015, the Governments of Japan and the United States signed and effectuated the Agreement on Cooperation in the Field of Environmental Stewardship relating to the USFJ, supplementary to the SOFA. This supplementary agreement represents an international commitment with legal binding force and sets forth provisions concerning the issuance and maintenance of the Japan Environmental Governing Standards (JEGS) and the establishment and maintenance, etc. of procedures for access to USFJ facilities and areas. This agreement was the first of its kind created to supplement the SOFA since the SOFA had entered into force and has a historical significance that differs essentially in nature from conventional improvements in the operations of the SOFA.

(4) Supplementary Agreement on Civilian Component

In January 2017, the Governments of Japan and the United States signed the Supplementary Agreement on Civilian Component, which came in to force on the same day. The agreement clarifies the scope of the civilian component, which is addressed only by a general provision in SOFA, develops criteria used in evaluating contractor employee positions for eligibility to receive designation as members of the civilian component, and stipulates the procedures for notification and review, etc. together with the exclusion of ordinary residents from the civilian component. The initiative to formulate the Supplementary Agreement on Civilian Component is the second case, following the creation of the Supplementary Agreement on the Environment that supplements the SOFA.

Q See Section 4-6 (Measures to Mitigate the Impacts of USFJ Facilities and Areas)

(5) The Revision of the Guidelines Regarding Off-Base U.S. Military Aircraft Accidents

In July 2019, the Governments of Japan and the United States agreed on the revision of the Guidelines Regarding Aircraft Accidents in Japan.⁴ This revision aims at further refining the

procedures for access to the site by GOJ and USG officials in the event of off-base U.S. military aircraft accidents that occur in Japan, and so on.

The major changes include clarification of expeditious early entry into the inner cordon (restricted area) designated in the event of an accident. The revised guidelines also stipulate that entry into the site will be made with priority given more clearly to validated USG and GOJ representatives with responsibilities associated with accident site mitigation to include hazardous material observation, the aircraft accident investigation, or claims investigations; the U.S. Forces will provide Japanese authorities with relevant information especially on hazardous materials as soon as practically possible after an accident; in removing wreckage that has the potential to affect the condition of the underlying Japanese property significantly and negatively, the U.S. Forces will coordinate with the landowner through the Regional Defense Bureau of the Ministry of Defense except when the situation otherwise dictates; and that when the U.S. authorities, GOJ authorities, or local authorities conduct environmental surveys, the results will be shared within the Joint Committee framework. These changes enable more effective, expeditious and proper response to future U.S. military aircraft accidents.

3 Costs Associated with the USFJ

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

Q See Fig. III-2-4-1 (U.S. Forces Japan-related Costs (budget for FY2019))

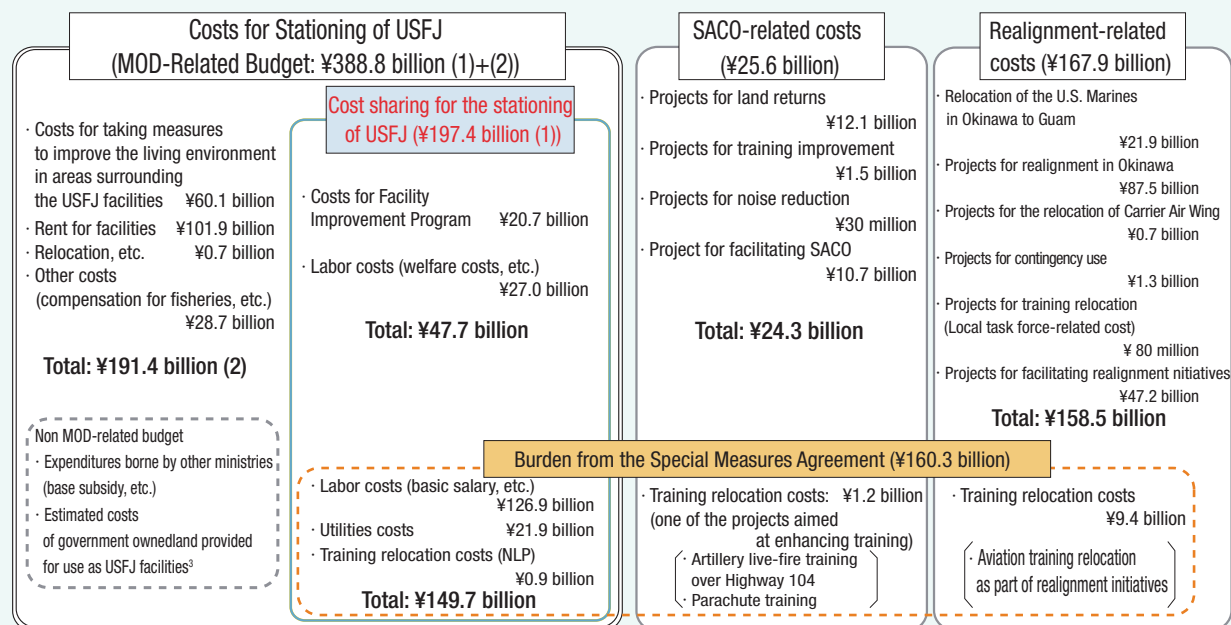
4 Host Nation Support (HNS)

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, Japan began to bear labor costs such as welfare costs in FY1978. Then in FY1979, it started 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

⁴ The official title is the Guidelines Regarding Off-Base U.S. Military Aircraft Accidents in Japan.

Fig. III-2-4-1 U.S. Forces Japan-related Costs (Budget for FY2019)



Note 1: Training relocation costs under the Special Measures Agreement extend either into the cost sharing for the stationing of USFJ or the SACO-related costs and the realignment-related costs.

Note 2: The SACO-related costs refer to the cost for implementing the contents of the SACO Final Report to reduce the impact on Okinawa, while the realignment-related costs refer to the cost relating to a step to contribute to reducing the impact on local communities as part of the realignment initiatives. Since the cost-sharing for the stationing of USFJ is Japan's voluntary effort to bear some costs in light of the importance of ensuring the smooth and effective implementation of the Japan-U.S. Security Arrangements, its nature is different from the SACO-related costs and the realignment-related costs, and is categorized separately.

Note 3: The costs related to the stationing of USFJ include the MOD-related budget, other ministry-related budgets (base subsidy, etc.: ¥38.1 billion, FY2018 Budget) and the estimated costs of government-owned land provided for use as USFJ facilities (¥164.0 billion, FY2018 Estimated Costs).

Note 4: Numbers may not add up due to rounding.

employment stability of the employees would be influenced adversely, and there was even concern that it would affect the activities of the USFJ. Therefore, in 1987, Japan and the United States concluded an agreement that sets forth special measures regarding Article 24 of the SOFA (the Special Measures Agreement)⁵ as exceptional, limited and provisional measures under the cost principle in the SOFA.

Based on this agreement, 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 shared by Japan expanded to cover labor costs including base pay, and utilities costs from FY1991, and training relocation costs from FY1996.

Japan has been reviewing HNS, 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.

5 Current Special Measures Agreement

As the former SMA was effective up until March 2016, the current SMA was intended to “open discussions pertaining to future arrangements for an appropriate level for sharing of the

costs of U.S. Forces stationed in Japan” based on the “2+2” agreement of April 2015. 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: Subsequently, after the new SMA was signed in January 2016 and approval by the Diet, the new agreement took effect in April of the same year.

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.

○ 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

⁵ The official title is the Agreement between Japan and the United States of America concerning Special Measures relating to Article XXIV of the Agreement under Article VI of the Treaty of Mutual Cooperation and Security between Japan and the United States of America, Regarding Facilities and Areas and the Status of United States Armed Forces in Japan.

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.

○ Utilities Costs

Over the new SMA period, the share of utilities costs to be shared 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.

○ 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.

(3) Scale of HNS

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).

(4) 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 Progress of the Realignment of the USFJ

"The United States-Japan Roadmap for Realignment Implementation" (Roadmap) was set forth in May 2006. Subsequently, the following factors were set forth: 1) The necessity of implementing measures to realize visible mitigation of the impact on Okinawa promptly and steadily; 2) The necessity of balancing the realignment package and the strategic rebalance to the Asia-Pacific region, which was set out in the U.S. Defense Strategic Guidance released in January 2012; and 3) The reduction in the cost associated with the relocation of the U.S. Marine Corps to Guam demanded by the U.S. congress. Full-fledged consultation on the coordination of the realignment package took place between the two countries in light of those factors. The achievements thereof were announced as part of the Joint Statements of the "2+2" Meeting and through other means.

The 2006 Roadmap stated that, among the III Marine Expeditionary Force stationed in Okinawa, the main focus of the relocation to Guam would be the command elements,

but at the "2+2" Meeting on April 27, 2012, the United States decided to alter the composition of the units and 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).



Reference 23 (Joint Statement of the Security Consultative Committee [tentative translation] [April 27, 2012])
Fig. III-2-4-2 (Progress of the Realignment of Force Structure of USFJ and the SDF Described in the "United States-Japan Roadmap for Realignment Implementation"-1)

Fig. III-2-4-2

Progress of the Realignment of Force Structure of USFJ and the SDF Described in "Japan-U.S. Roadmap for Realignment Implementation"-1

1 Realignment in the Kanto Area

[Yokota related]

- Establishment of the bilateral joint operations coordination center (BJOCC) 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.)

[U.S. Forces Sagami General Depot]

- Establishment of facilities due to the realignment of U.S. Army Japan Headquarters (Facilities including the Training Center)(Operations of the Training Center started in August 2011. Development of the Training Assistance Center completed.)
- Return of part of the land in front of JR Sagami-hara Station (approx. 17 ha)
- Joint use of West Open-air Storage Area (approx. 35 ha) (Joint use started on December 2, 2015)

[Relocation of the JASDF Air Defense Command]

- Relocation of the Air Defense Command and relevant units (Completed on March 26, 2012)

[Camp Zama]

- Reorganization of the headquarters, U.S. Army, Japan (Reorganized at the end of September 2008)
- Relocation of the GSDF Central Readiness Force Headquarters (then)(Completed on March 26, 2013)
- Joint/shared use of heliport (Joint use started on March 26, 2013)
- Release of portions (5.4 ha) of housing area and others (Land return completed on February 29, 2016)

Legend:

Implemented Continuing

2 Realignment in Okinawa

[Joint/Shared Use]

- 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

[Land Returns]

- Formulated a detailed plan (Consolidation Plan) for returning of significant land area south of Kadena Air Base by consolidating the remaining facilities and areas in Okinawa
* Announced the Consolidation Plan on April 5, 2013

Army POL Depot Kuwae Tank Farm No. 1
(total return, about 16 ha)

Naha Port (total return, about 56 ha)

A replacement facility will be constructed in the Urasoe-Pier district under the Naha Port and Harbor Plan

Makiminato Service Area (Camp Kinser)
(total return, about 274 ha)

* Return of north access road
(approx. 1 ha)
on August 31, 2013

* Return of part of the land
(approx. 3 ha) on March 31, 2018

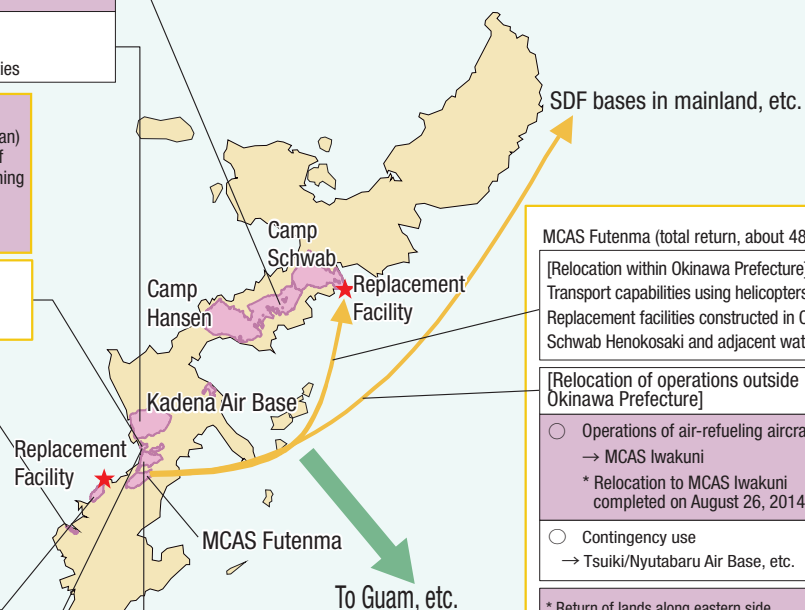
* Return of area near Gate 5
(approx. 2 ha) on March 31, 2019

Camp Kuwae (Lester)
(total return, about 68 ha)

Legend:

Implemented Continuing Six candidate facilities for land return located south of Kadena Air Base

(Areas indicated are based on the consolidation plan. See Fig. III-2-4-9 for the current status on the returning of land south of Kadena Air Base)



MCAS Futenma (total return, about 481 ha)

[Relocation within Okinawa Prefecture]
Transport capabilities using helicopters
Replacement facilities constructed in Camp Schwab Henokosaki and adjacent water areas

[Relocation of operations outside Okinawa Prefecture]

- Operations of air-refueling aircraft
→ MCAS Iwakuni
* Relocation to MCAS Iwakuni completed on August 26, 2014

- Contingency use
→ Tsuiki/Nyutabaru Air Base, etc.

* Return of lands along eastern side
(approx. 4 ha) on July 31, 2017

Camp Zukeran (Camp Foster)
(partial return, about 153 ha+)

* Return of West Futenma Housing Area
(approx. 51 ha) on March 31, 2015

[Relocation of U.S. Marine Corps]

III Marine Expeditionary Force (MEF), about 8,000 personnel and about 9,000 of their dependents will relocate to Guam
**"2+2" Joint Statement of April 27, 2012 states that about 9,000 personnel and their dependents would be relocated outside of Japan and the authorized strength of U.S. Marine Corps in Guam will be about 5,000.

Fig. III-2-4-2

Progress of the Realignment of Force Structure of USFJ and the SDF Described in "Japan-U.S. Roadmap for Realignment Implementation"-2

3 Relocation of Aircraft, etc.

The relocation of flight training activities from Kadena, Misawa and Iwakuni to ASDF bases, Chitose, Misawa, Hyakuri, Komatsu, Tsuiki and Nyutabaru, as well as to Guam.

The relocation to Guam, etc., was agreed upon at the Japan-U.S. Joint Committee in January 2011.

Relocation of carrier-based aircraft squadrons to Iwakuni
(Relocation completed in March 2018)



Relocation of the KC-130 squadron to Iwakuni
(Relocation completed in August 2014)



Part of future civilian aviation facilities were established within MCAS Iwakuni (Iwakuni Kintai-kyo Airport opened December 2012)



TPY-2 Radar: deployment of so-called "X-band Radar System"
(Deployment completed in June 2006)



Deployment of a TPY-2 radar
(Deployment completed in December 2014)

Relocation of MSDF E/O/UP-3 squadrons and other units from Iwakuni to Atsugi
("2+2" Joint Statement in 2013 confirmed the continued deployment of these units in Iwakuni Air Base)

Relocation of training of MV-22 Osprey, etc.
(Japan-U.S. Joint Committee agreement of September 2016)

Relocation of the functions of aircraft for contingency use to Tsuiki and Nyutabaru

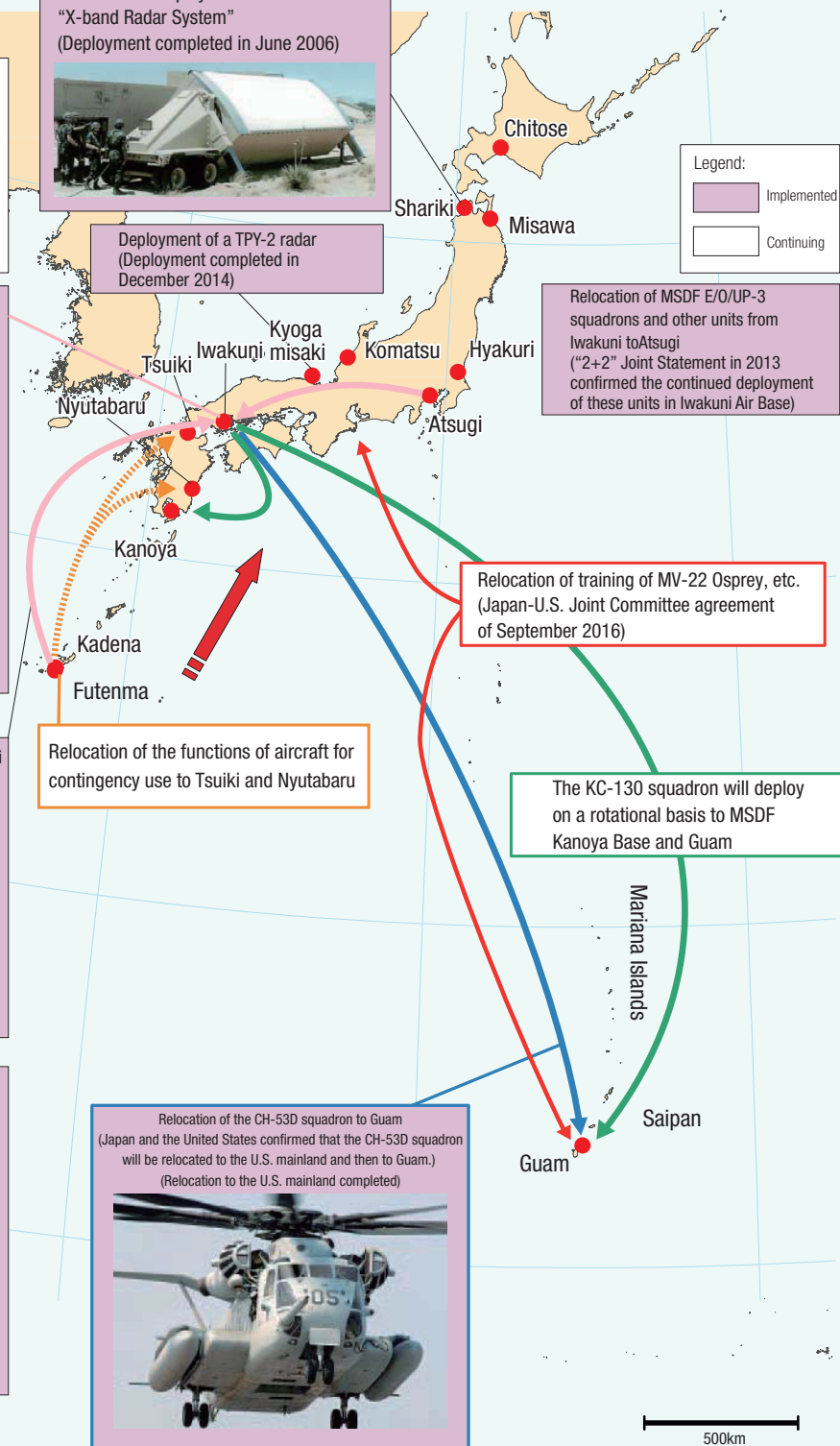
The KC-130 squadron will deploy on a rotational basis to MSDF Kanoya Base and Guam

Relocation of the CH-53D squadron to Guam
(Japan and the United States confirmed that the CH-53D squadron will be relocated to the U.S. mainland and then to Guam.)
(Relocation to the U.S. mainland completed)



Legend:

Implemented
Continuing



*JC: Japan-U.S. Joint Committee

3 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 can deal with a wide range of missions with high mobility and readiness and is in charge of first response for a variety of contingencies,

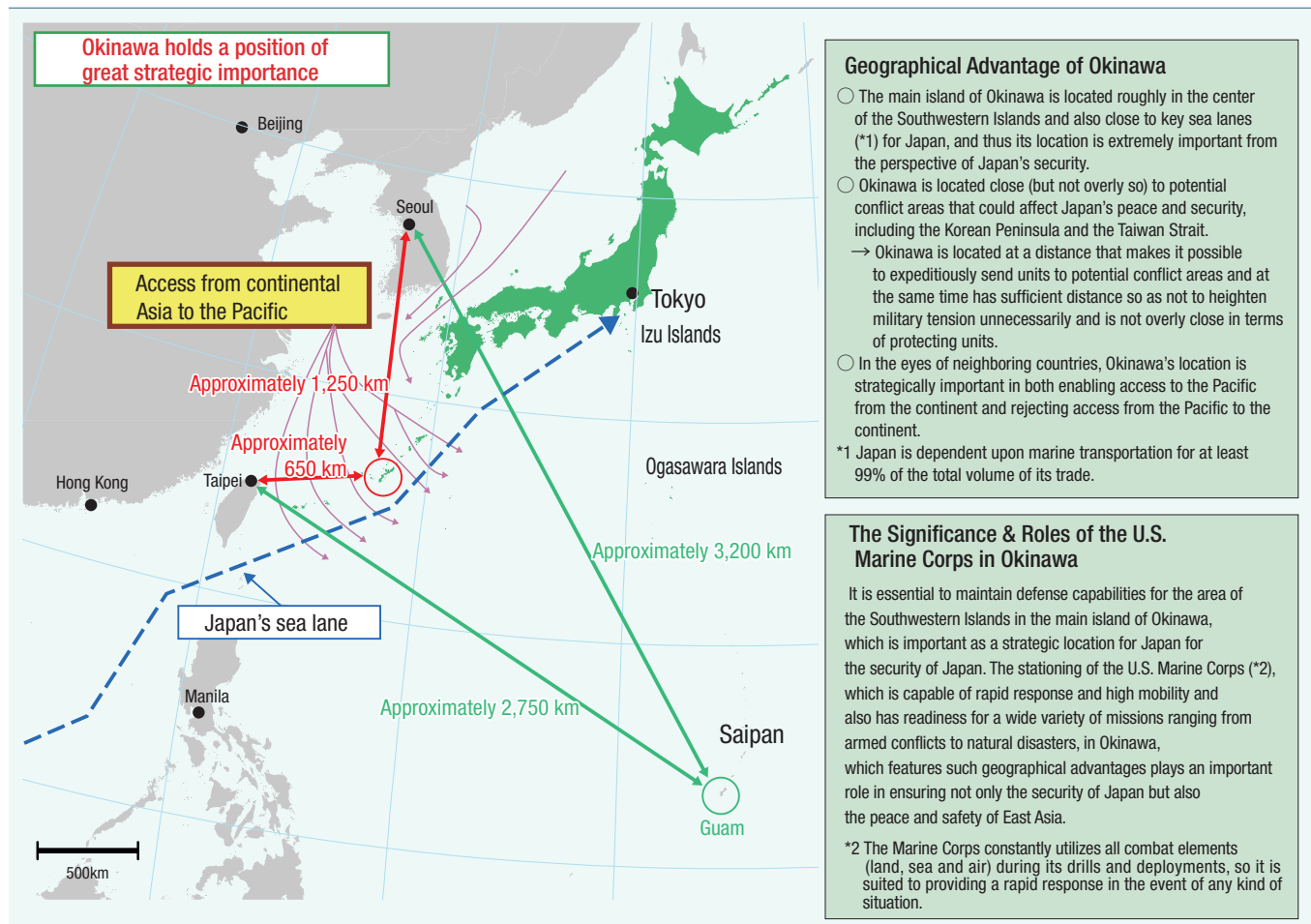
with the above-mentioned geographical characteristics, further ensures the effectiveness of the Japan-U.S. Alliance, strengthens deterrence, and contributes greatly not only to the security of Japan but also to the peace and stability of the Asia-Pacific region.

On the other hand, Okinawa has many USFJ facilities and areas such as air bases, maneuver areas and logistics facilities. As of January 1, 2019, 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.



Fig. III-2-4-3 (The Geopolitical Positioning of Okinawa and the Significance of the U.S. Marine Corps Stationed in Okinawa (image))

Fig. III-2-4-3 The Geopolitical Positioning of Okinawa and the Significance of the U.S. Marine Corps Stationed in Okinawa (image)



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. 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 coordination and procedures toward the return of land. Moreover, it was agreed in 1995 that initiatives would also be made to resolve the so-called Three Okinawa Issues,⁶ including the return of Naha Port (Naha City).

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.

Q See Reference 29 (Outline of 23 Issues)

2 Outline of SACO Final Report

The SACO Final Report stipulates the return of land, the adjustment of training and operational procedures, noise reduction, and the improvement of operational procedures regarding the SOFA procedures, 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.

Fig. III-2-4-4 Facilities and Areas Related to the SACO Final Report (image)

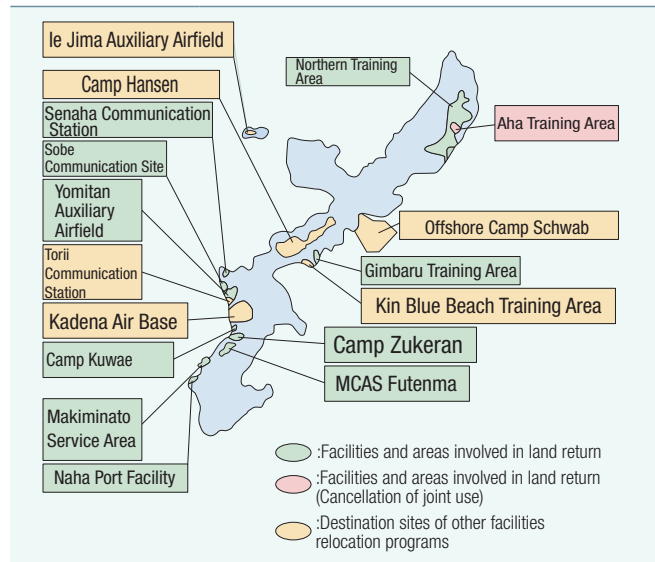
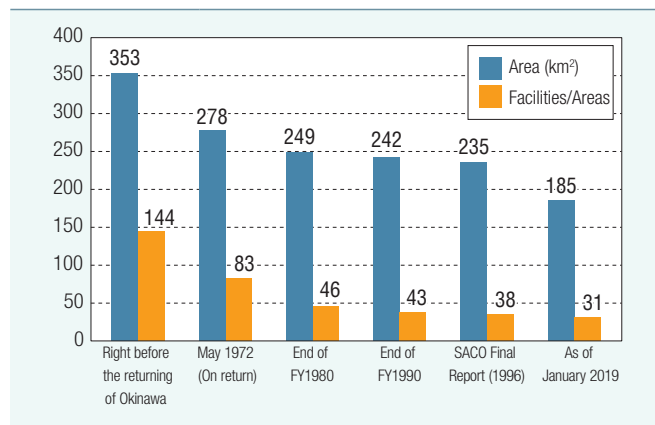


Fig. III-2-4-5 Changes in Number and Area of the USFJ Facilities and Areas (Exclusive Use) in Okinawa



Q See Reference 30 (The SACO Final Report [tentative translation]); Reference 31 (Progress of the SACO Final Report); Fig. III-2-4-4 (Facilities and Areas Related to the SACO Final Report (image)); Fig. III-2-4-5 (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

The condition for returning the Northern Training Area was to relocate seven helipads in the area to be returned to the preexisting training area. However, the Government of Japan reached an agreement with the U.S. side to give considerations for the natural environment and to relocate not all seven but the minimum number of six helipads necessary, and proceeded with the construction work. The relocation of the helipads completed in December 2016, and on December 22 of the same year, the return of approximately 4,000 ha, a

⁶ 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 FY2019 is planned for Yausubetsu Maneuver Area, Ohjojihara Maneuver Area, North Fuji Maneuver Area and Hijudai Maneuver Area.

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. The return is the largest one since the reversion of Okinawa to the mainland, and had been an issue for 20 years since the SACO Final Report in 1996.

Based on 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, the MOD took measures to remove obstacles (such as soil contamination survey, etc.) so that the landowners, etc. can use returned lands effectively and appropriately, and transferred the land to the landowners on December 25, 2017.

4 Relocation and Return of MCAS Futenma

Along with the initiatives set forth in the roadmap related to the realignment of the U.S. Forces, measures have been implemented to alleviate the impact on the local communities while maintaining the deterrence capabilities.

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, and considers that 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 relocation 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 476 ha with a land area 100 times larger than Tokyo Dome).

(1) 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.

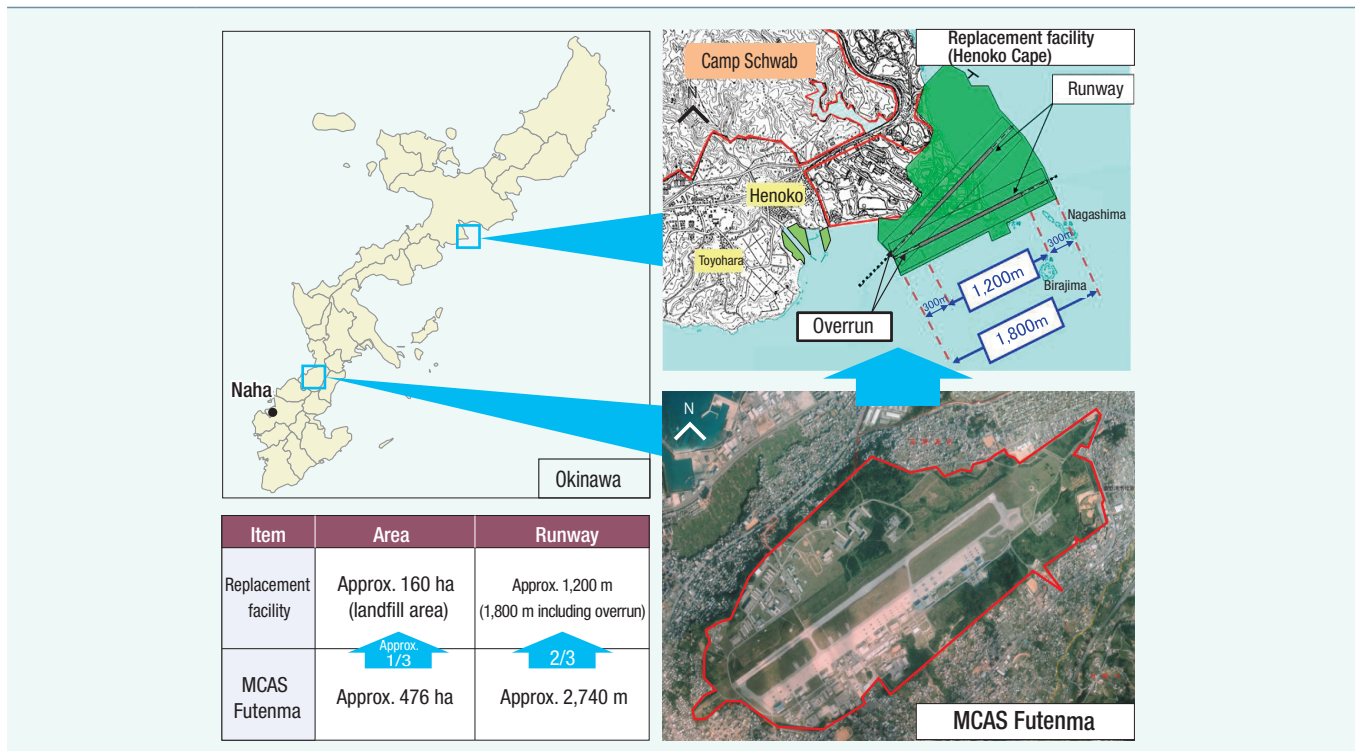
In the SCC (“2+2”) document compiled in October 2005, the initiative to “locate the FRF in ‘L’-shaped configuration that combines the shoreline areas of Camp Schwab and adjacent water areas of Oura Bay” was approved. However, since this L-shape meant that U.S. military aircraft would fly over settlements 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 Inamine and the then Minister of State for Defense Nukaga 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 decided that a study by experts regarding the replacement facility's location, configuration and construction method would be completed promptly. The two sides 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.

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.

Also at the “2+2” Meetings in April 2012, October 2013, April 2015, August 2017, and April 2019, and in other instances including 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 confirmed that the plan to construct the FRF at Camp Schwab Henokosaki area and adjacent waters is the only

Fig. III-2-4-6 Comparison between the Replacement Facility and MCAS Futenma (image)



solution that avoids the continued use of MCAS Futenma.

Q See Reference 32 (Background of the Futenma Replacement Facility);
Reference 33 (Estimated Timelines for the Return of Facilities and Areas South of Kadena);
Fig. III-2-4-6 (Comparison between the Replacement Facility and MCAS Futenma (image))

(2) 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 involves reduction in the base's functions and area in Okinawa, and contributes greatly to mitigating the impact on Okinawa.

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. In October 2018, Japan and the United States agreed on developing facilities that would be necessary for relocating the function, and related work such as design of the facilities has been carried out.

b. Reduction in Area

The area required for the land reclamation to build the FRF is approximately 160 ha, less than one-third of the approximately 476 ha of MCAS Futenma, and the new facility will be equipped with a significantly shorter runway at 1,200 m (1,800 m including the overruns) compared to the current runway length of 2,740 m at MCAS Futenma.

c. Reduction in Noise and Risks

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.

(3) The Necessity of Constructing 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 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.

(4) Completion of Environmental Impact Assessment Procedures

The MOD sent the environmental impact assessment scoping document in 2007 to the Governor of Okinawa Prefecture and other parties. After the MOD worked on revising the document based on the opinions provided by the governor, 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.

(5) Promotion of the Futenma Replacement Facility Construction Project

a. Suits over the Revocation of the Land-Fill Permit

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, then 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.⁷

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 then 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 then Governor Onaga was illegal.

b. Judgment of the Supreme Court

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 landfill 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 landfill 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.

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

⁷ (1) 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 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 stay 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 stay execution by the Minister of Land, Infrastructure, Transport and Tourism.

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."

c. Retraction of the Revocation of the Land-Fill Permit

Following this Supreme Court ruling, on December 26, 2016, then Governor Onaga retracted the revocation of the land-fill 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.

d. Lawsuit Related to Damage to the Reefs on the Seafloor, Etc.

On July 24 of the same year, Okinawa Prefecture filed suit in the Naha District Court, requesting that this seawall construction not be allowed to damage the reefs on the seafloor, etc., without permission from the Governor of Okinawa based on the regulations of Okinawa Prefecture. Subsequently, the district court dismissed Okinawa Prefecture's claim on March 13, 2018, and the Fukuoka High Court Naha Branch dismissed Okinawa Prefecture's appeal on December 5 of the same year. On December 19, Okinawa Prefecture filed a petition for acceptance of final appeal with the Supreme Court, but withdrew the petition on March 29, 2019.

e. Situation Surrounding the Land-Fill Work

On August 31, 2018, Okinawa Prefecture revoked the land-fill permit on the basis of problems concerning environmental protection measures and the soil foundation of the land-fill area. On October 17 of the same year, the Okinawa Defense Bureau filed a request for review and a petition for a stay of execution under the Administrative Complaint Review Act against the revocation of the permit, and the stay of execution was upheld on October 30. Following the ruling, the Okinawa Defense Bureau resumed the land-fill operation on December 14 of the same year in the waters south of Camp Schwab.

On April 5, 2019, the Minister of Land, Infrastructure, Transport and Tourism determined that the revocation of the land-fill permit by Okinawa Prefecture should be repealed.

The Government of Japan is going forward with the

relocation to Henoko in order to achieve the total return of MCAS Futenma.

In implementing the relocation, the MOD has conducted environmental impact assessment for about five years, and given the utmost consideration for the natural environment. Throughout the procedures, the MOD received more than 1,500 opinions from the Governor of Okinawa Prefecture on six occasions, all of which the MOD reflected in the content of the environmental assessment.

If the waters are enclosed by the seawall, the coral will be isolated from the surrounding sea with the flow of seawater shut down, a situation which will affect the coral habitat. Therefore, corals living in the land-fill area on the southern side, which were designated for conservation, were transplanted before the area was enclosed.

The standard for conservation of corals is stricter than the standard that was applied to the land-fill related to the second runway of Naha Airport.⁸

Regarding coenobita, which are nationally designated protected species, and the shellfish and crustaceans designated as endangered species, relocation from the seashore and seafloors in the construction area on the southern side to other areas is also being appropriately implemented based on instructions and advice from experts.

Regarding the soil foundation of the land-fill area, as a result of a study conducted on the stability of seawalls and other structures in the waters north of Camp Schwab in light of the results of a boring survey, it has been confirmed that although the work to improve the soil foundation is necessary, it is possible to implement the construction of seawalls and land-fill while ensuring the required stability through prevailing and adequately proven construction methods.⁹ Going forward, the Okinawa Defense Bureau will conduct a study on such matters as a concrete design related to the work to improve the soil foundation.

In February 2019, Okinawa Prefecture held a referendum on whether or not to support the land-fill work related to the relocation of MCAS Futenma to the Henokosaki area in Nago City. As a result, 114,933 voters voted for the work, 434,273 voters voted against it, and 52,682 voters voted neither (the total number of votes cast was 605,385 and the voter turnout was 52.48%).

The present situation in which U.S. bases are concentrated in Okinawa is in no way acceptable, and it is a grave responsibility of the government to mitigate the impact on Okinawa.

⁸ Specifically, in relation to the construction of the second runway of Naha Airport, around 37,000 clusters of small corals were transplanted. If the same standard as the one applicable to the construction of the alternative facility was applied, the number of clusters of small corals transplanted would have been around 170,000.

⁹ The standard methods are the sand compaction method and the sand drain method. Among examples of projects in which these methods were used is the construction work to expand Tokyo International Airport (Haneda Airport).

The government takes the results of the prefectural referendum seriously and continues to do its utmost to mitigate the impact of bases on Okinawa.

It is imperative to prevent MCAS Futenma, which is surrounded by houses and schools and which is said to be the most dangerous base in the world, from continuing to be used indefinitely and to pose a danger. The government believes that this view is shared by the local residents.

The relocation to Henoko does not mean that all functions of MCAS Futenma will be relocated there. Of MCAS Futenma's three functions, two will be moved out of Okinawa while the remaining one will be relocated to Henoko, resulting in the total return of the site of MCAS Futenma.

Indeed, from the viewpoint of sharing the impact, progress is being made in implementation of measures to realize the total return of the site of MCAS Futenma based on understanding and cooperation by local public entities outside Okinawa. The measures include the relocation of air refueling aircraft to Yamaguchi Prefecture and the relocation of the function of accepting transient aircraft in contingencies to Fukuoka and Miyazaki Prefectures.

Although more than 20 years have passed since Japan and the United States agreed on the total return of the site of MCAS Futenma, it has not been achieved yet. The MOD believes that the return must not be postponed any longer.

The MOD intends to continue making efforts to secure the understanding of local residents through years of persistent dialogue, and do its utmost to achieve the total return of MCAS Futenma as early as possible.

5 Force Reduction 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.

(1) Timing and Size of Relocation

The 2006 Roadmap stated that approximately 8,000 personnel of the III MEF and approximately 9,000 dependents would 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, the MAGTF is to be stationed and deployed in Guam, Japan, and Hawaii, approximately 9,000 personnel are to be relocated to locations outside of Japan (about 4,000 of whom are to be relocated to Guam), 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.

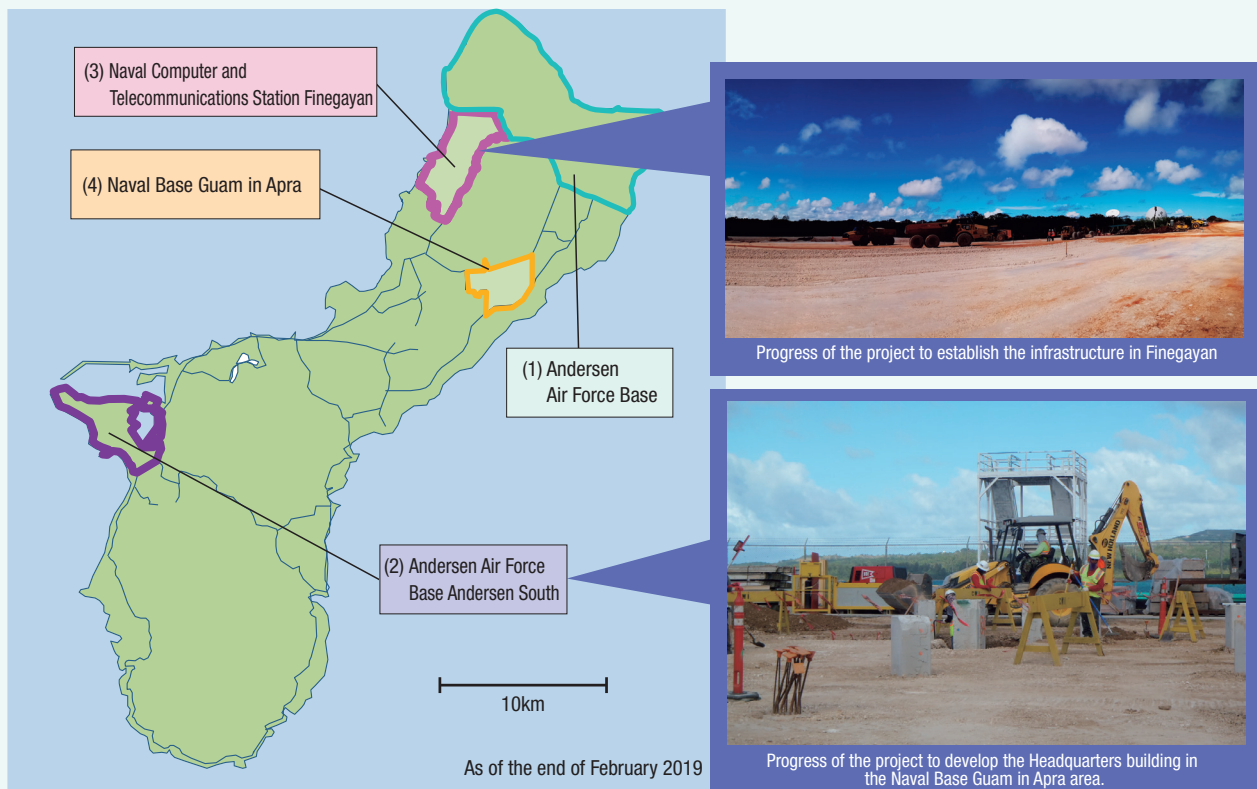
(2) Costs of the Relocation

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 FY2009.¹⁰

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

¹⁰ As for projects for which Japan provides financial support, cash contributions of approximately 208.5 billion yen have been provided to the U.S. side using the budgets from FY2009 to FY2018.

Fig. III-2-4-7 Progress of the Guam Relocation Project (image)



Relocation Project Areas	Status of Progress of GOJ Funded Projects
(1) Andersen AFB	On-base infrastructure project (*1) is in progress.
(2) Andersen South Area	Training areas (*2) project is in progress.
(3) Naval Computer and Telecommunications Station Finegayan	On-base infrastructure project (*1) is in progress.
(4) Naval Base Guam in Apra	On-base infrastructure project (*1) is complete.
	Headquarters building (*3) project is in progress. Medical Clinic project (*4) is in progress.

*1 On-base infrastructure project includes site preparation and development of roads, water supply and sewerage system and telecommunication system for construction of facilities such as office buildings for the Marines.

*2 Training areas project is to develop facilities for the Marines to conduct basic training such as military operations in urban terrain and driver convoy course.

*3 The headquarters building project is to develop a headquarters building for the Marines.

*4 Medical clinic project is to develop a medical clinic for the Marines.

Article 1 of the Guam International Agreement.¹¹ 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. 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

¹¹ 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.

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.

(3) 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.

Furthermore, the Commonwealth of the Northern Mariana Islands Joint Military Training Environmental Impact Statement (CJMT-EIS), is now being implemented.

(4) 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 implementing relocation construction work in all project areas, 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.

 Fig. III-2-4-7 (Progress of the Guam Relocation Project)

6 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. Subsequently, 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.

(1) Consolidation Plan for Facilities and Areas in Okinawa

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 and coordination with the United States. 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 six USFJ facilities for exclusive use¹² 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 Futenma Housing Area within Camp Zukeran, and the MOD has also been providing necessary cooperation.¹³

(2) Progress in the Return of Land

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. III-2-4-9), since the announcement of the Consolidation Plan in April 2013. These efforts resulted in the realization of the return of the north access road of Makiminato Service Area (approximately 1 ha) in August 2013, West Futenma Housing Area of Camp Zukeran (approximately 51 ha) at the end of March 2015 transferred to the landowners at the end of March 2018, and the area near Gate 5 of Makiminato

¹² Naha Port, Makiminato Service Area, MCAS Futenma, Camp Zukeran, Camp Kuwae, and Army POL Depot Kuwae Tank Farm No. 1

¹³ In addition to the Ministry of Defense, the Ministry of Foreign Affairs (Okinawa Office) and the Cabinet Office also participate in the consultations as observer.

Service Area (approximately 2 ha) at the end of March 2019.

Additionally, in December 2015, Japan and the United States agreed to such measures as the early return of partial land at MCAS Futenma (approximately 4 ha) for a municipal road, and the early return of partial land at Makiminato Service Area (approximately 3 ha) for the purpose of widening National Route to reduce traffic congestion, for which there had been particularly strong demand for return among local people, and the former return was realized at the end of July 2017, whereas the latter return was realized at the end of March 2018. Furthermore, such measures as relocation to Kadena Ammunition Storage Area (Chibana Area), Torii Communication Station, Camp Hansen and Camp Zukeran have been implemented to advance the land return.

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.

Q See Reference 33 (Estimated Timelines for the Return of Facilities and Areas South of Kadena)
Fig. III-2-4-8 (Consolidation Plan for Facilities and Areas in Okinawa)
Fig. III-2-4-9 (Return of Land Areas South of Kadena Air Base (image))

7 Deployment of Osprey to Japan by the U.S. Forces

(1) Deployment of U.S. Marine Corps MV-22 Osprey to Okinawa

Osprey is an aircraft that combines the vertical takeoff/landing and hovering functions of rotary-wing aircraft and the flight speed and range of fixed-wing aircraft. As a primary asset of the marine air unit, the MV-22, specified for the U.S. Marine Corps, plays an important role in engaging in a broad range of activities, including transportation of personnel and supplies.

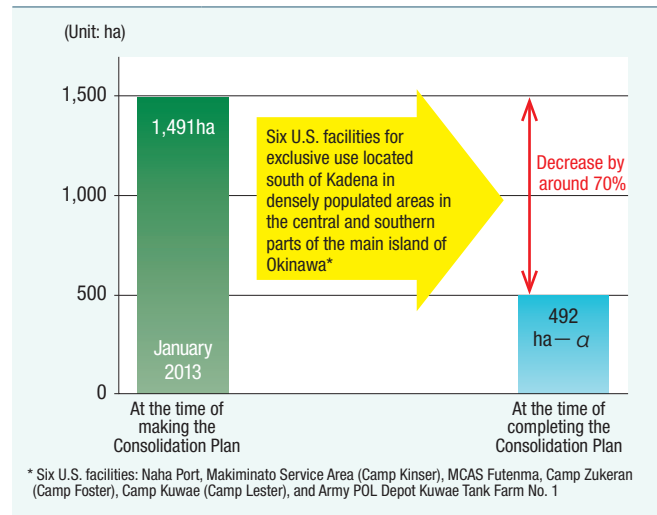
The U.S. Marine Corps replaced aged rotary-wing aircraft (CH-46) with MV-22s, which have superior basic performance. In September 2013, all the 24 CH-46s deployed at MCAS Futenma were replaced by MV-22s.

The MV-22 is a highly capable aircraft compared with the CH-46: on its flight speed, payload and flight range. Its deployment to Okinawa strengthens the deterrence of the overall USFJ and greatly contributes to the peace and stability of the region.

(2) Deployment of CV-22 Osprey by the U.S. Air Force to Yokota Air Base

In May 2015, the United States announced that CV-22,

Fig. III-2-4-8 Consolidation Plan for Facilities and Areas in Okinawa



specified for U.S. Air Force, would be deployed to Yokota Air Base (which encompasses Fussa City, Tachikawa City, Akishima City, Musashi Murayama City, Hamura City and Mizuho Town of Tokyo Prefecture). A total of 10 CV-22 Ospreys are scheduled to be deployed in stages by around 2024, with the first five CV-22s deployed to Yokota Air Base on October 1, 2018.

The CV-22 deployed to Yokota Air Base plays a role in transporting personnel and supplies of the special operation units of the U.S. Forces to address crises and emergencies in the Asia-Pacific region, including humanitarian assistance and natural disasters.

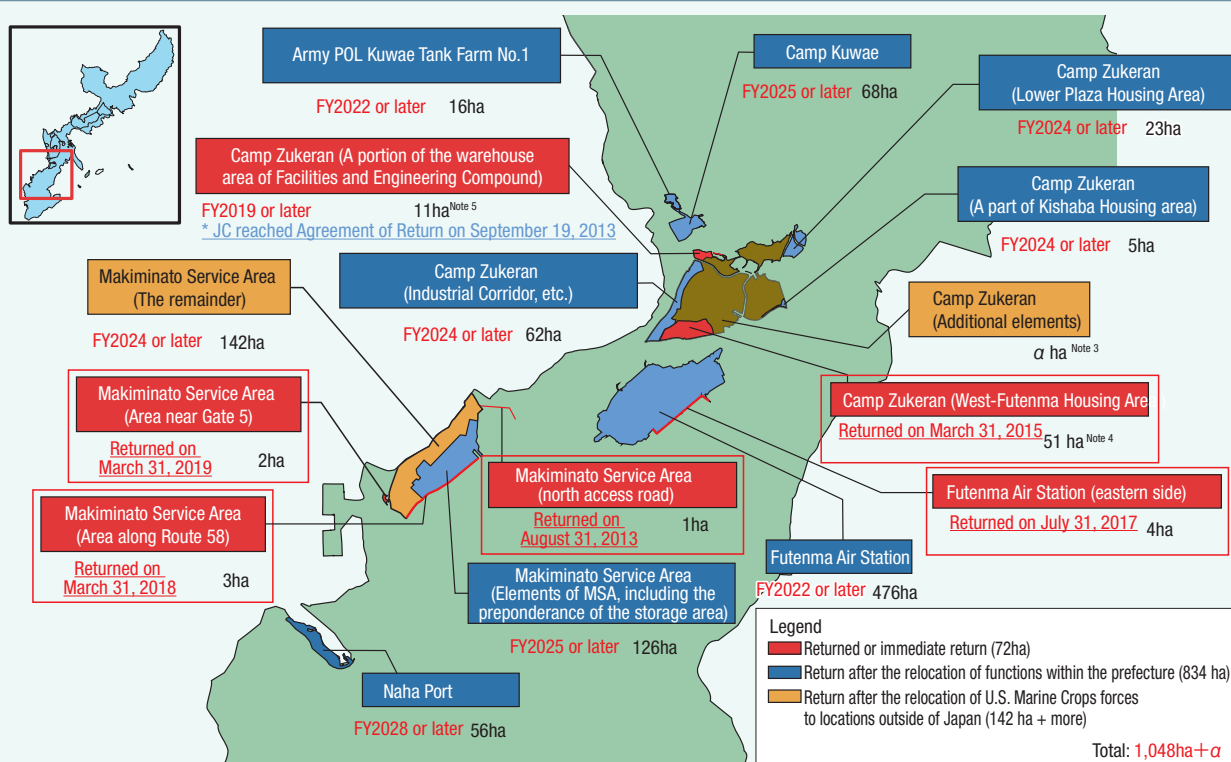
As Japan faces the increasingly severe security environment, the deployment of high-performance CV-22 is supposed to enhance the deterrence and response capabilities of the Japan-U.S. Alliance and contribute to the defense of Japan and the stability of the region from the perspective of the commitment by the U.S. to the Asia-Pacific region and the building-up of readiness by the United States.

(3) Safety of Osprey

Prior to the deployment of MV-22s to MCAS Futenma in 2012, Japan established an analysis and assessment team composed of aircraft pilots and experts from inside and outside the Government and confirmed the safety of MV-22 by conducting its own survey, etc. In addition, when Japan made the decision to introduce Ospreys in 2014, the Government reconfirmed their safety by collecting and analyzing all kinds of technical information.

Regarding the recent accidents involving the MV-22 that occurred in Okinawa and Australia, the U.S. indicated that there was no structural problem with the aircraft, and that necessary measures have also been taken after the accidents to prevent recurrence. Thus, Japan evaluates that there is no

Fig. III-2-4-9 Return of Land Areas South of Kadena Air Base (image)



Notes: 1. The timing and year are based on the best case scenario, the timing may be postponed depending on the progress of the efforts, including relocation to outside of Japan.
 2. Land area of each area is an approximate figure and may be slightly modified based on the results of future surveys, etc.
 3. Studies will be made in the process of developing a master plan to determine the feasibility of additional land returns.
 4. The area to be returned at Camp Zukeran (West-Futenma Housing area) was listed as 52 ha in the Consolidation Plan, but it was revised to 51 ha according to actual measurements.
 5. The area to be returned at Camp Zukeran (a portion of the warehouse area of the Facilities and Engineering Compound, etc.) was listed as 10 ha in the Consolidation Plan, but it was revised to 11 ha based on the area to be returned in the JC agreement of September 2013.
 6. JC: Japan-U.S. Joint Committee

problem with the safety of the MV-22.

Additionally, the CV-22 has the same propulsion system as the MV-22 and the structure of both aircraft is basically in common; therefore, the Government of Japan considers the safety of both aircraft to be at the same level.

Japan considers that ensuring safety is of prime importance in operations of the U.S. Forces, and on various occasions, including the Japan-U.S. Defense Ministerial Meeting in October 2018, Minister of Defense requested Secretary of Defense and other high-ranking officials to give consideration to local communities and ensure safety. The Government of Japan will continue to ask for the maximum consideration for safety.

See Reference 34 (Chronology of Osprey Deployment by the U.S. Forces)

(4) 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 ROK.

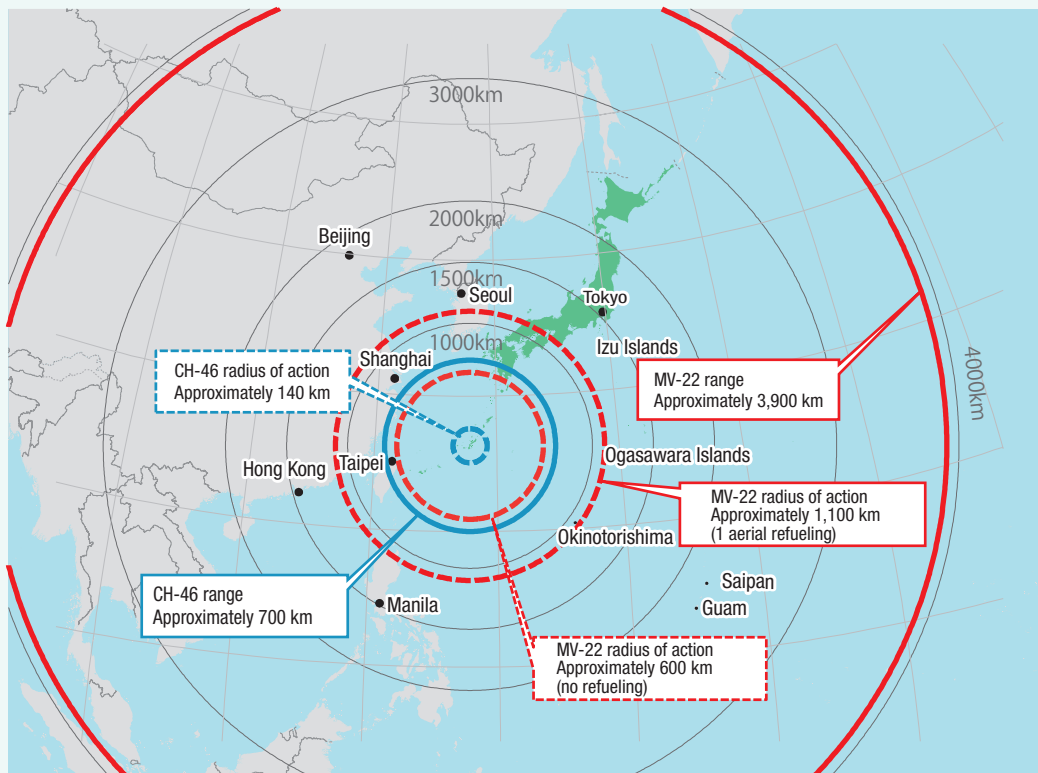
Furthermore, in response to the large earthquake that hit Nepal in April 2015, four MV-22s deployed in Okinawa were dispatched to the country to transport personnel and supplies.

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

¹⁴ In March 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.

Fig. III-2-4-10 Usability of Osprey Aircraft (image)



■ Comparison of Basic Performance			CH-46
Maximum speed	Approximately 520 km/h	About two times the maximum speed	Approximately 270 km/h
Cruising speed	Approximately 490 km/h		Approximately 220 km/h
Range	Approximately 3,900 km		Approximately 700 km
Radius of action	Approximately 600 km (With 24 troops on board)	About four times the radius of action	Approximately 140 km (With 12 troops on board)
Number of troops carried	24		12
Number of crew	3-4		3-5
Cargo (inside)	Approximately 9,100 kg		Approximately 2,300 kg
Cargo (outside)	Approximately 5,700 kg	About three times the payload	Approximately 2,300 kg
Rotor diameter	Approximately 11.6 m		Approximately 15.5 m
Angle of flight	Approximately 7,500 m		Approximately 3,000 m
Own weight	Approximately 16,000 kg		Approximately 7,700 kg
Measurement	MV-22 and CH-46 are not much different in size. 		

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 MV22s 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.

[Q See](#) Fig. III-2-4-10 (Usability of Osprey Aircraft (image))

8 Consultation Structures for Mitigating the Impact on Okinawa

Today, a number of USFJ facilities and areas still remain in Okinawa because of the long 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.¹⁴

At the Okinawa Policy Council Meeting in December 2013, then Governor of Okinawa Nakaima 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 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 meetings that have been held three times 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.

9 Initiatives for the Use of Lands Previously Provided for Use by the Stationed Forces

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 lands in Okinawa provided for use by the USFJ ("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 obstacles 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 and
- (3) provides financial benefits to alleviate the impact on the owners of the returned lands and to promote use of the land.

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

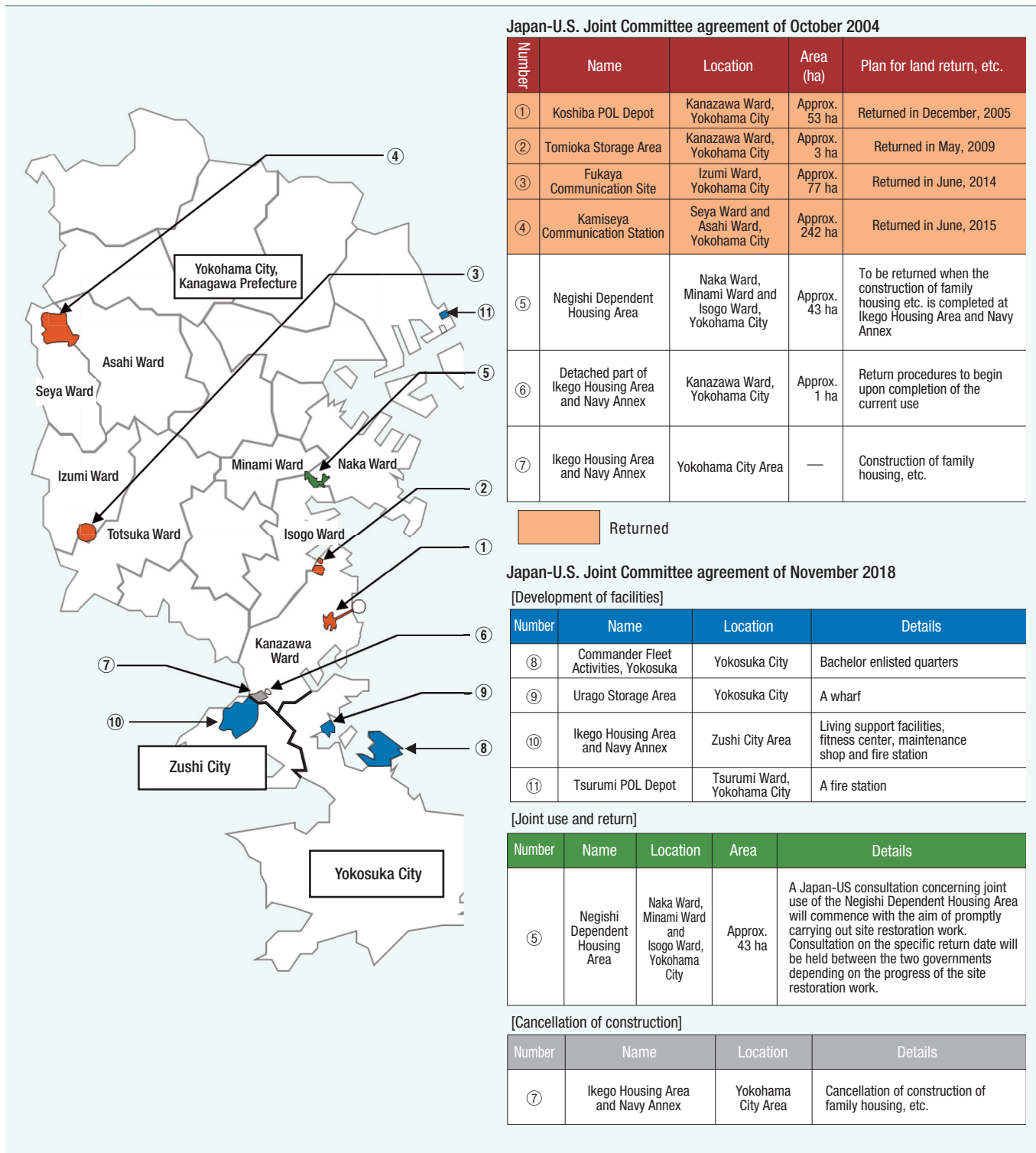
In regions other than Okinawa, the MOD is implementing measures to secure the stable presence of the U.S. Forces by maintaining its deterrence and trying to mitigate the impact on local communities.

1 Realignment of USFJ Facilities and Areas in Kanagawa Prefecture

With regard to the realignment of USFJ facilities and areas in Kanagawa Prefecture, etc., the return of facilities and areas including the Kamiseya Communication Station and the Fukaya Communication Site has already been realized based

on the Japan-U.S. Joint Committee agreement of October 2004.

However, more than 10 years have passed since the initial agreement, and Japan's security environment has become increasingly severe. Therefore, there have been changes in the U.S. Navy's posture and capabilities, as represented by the increased operation of U.S. vessels at Commander Fleet Activities, Yokosuka. In light of such circumstances, the following were agreed at the Japan-U.S. Joint Committee meeting in November 2018: (i) development of facilities for satisfying the U.S. Navy's facility requirements; (ii) start of

Fig. III-2-4-11 Realignment of USFJ Facilities and Areas in Kanagawa Prefecture (image)

negotiation on joint use of the Negishi Dependent Housing Area to conduct site restoration works; and (iii) cancellation of the plan to construct family housing in the Yokohama City area of the Ikego Housing Area and Navy Annex.

Q See Fig. III-2-4-11 (Realignment of USFJ Facilities and Areas in Kanagawa Prefecture (image))

2 Current Situation regarding the Realignment of the USFJ as Stipulated in the Roadmap

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

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.

In order to make close communication and adjustments

Fig. III-2-4-12 Initiatives for Improvement of U.S. Army Japan Command and Control Capability and Mitigation of Impact

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

in peacetime and to be able to promptly respond to various situations, the headquarters of the Ground Component Command of the GSDF has set up the Japan-U.S. Joint Headquarters at Camp Zama and has strengthened coordination with the headquarters of USARJ.

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 Sagami General Depot (Sagami City in Kanagawa Prefecture) (approximately 35ha) with Sagami 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. III-2-4-12.

 Fig. III-2-4-12 (Initiatives for Improvement of U.S. Army Japan Command and Control Capability and Mitigation of Impact)

(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 Headquarters (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 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.¹⁵ 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 aircraft 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 Indo-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

¹⁵ 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.

Fig. III-2-4-13 Measures Related to Naval Air Facility Atsugi and MCAS Iwakuni and Their Status of Progress, etc.

Measure	Status of Progress, etc.
Relocation of Carrier Air Wing Five (CVW-5) squadrons from Naval Air Facility Atsugi to MCAS Iwakuni	After explanation in January 2017 to Yamaguchi Prefecture, Iwakuni City, and other municipalities that the relocation of carrier-based aircraft to MCAS Iwakuni would commence in the latter half of 2017, etc., Yamaguchi Prefecture, Iwakuni City, and other municipalities expressed their approval by June 2017. Started relocation in August 2017. Completed relocation in March 2018.
Relocation of MSDF EP-3, etc., from MCAS Iwakuni to Naval Air Facility Atsugi	Following bilateral consultations upon request from the local community and from the perspective of the defense system, Japan and the United States confirmed in 2013 that EP-3 aircraft will remain at MCAS Iwakuni.
Relocation of the KC-130 air refueling aircraft from MCAS Futenma to MCAS Iwakuni	Relocation completed in August 2014.
Kotational deployment of the KC-130 to Kanoya Air Base and Guam	○ In October 2015, Kanoya City expressed its understanding for rotational deployment of the KC-130 to MSDF Kanoya Air Base (Kanoya City, Kagoshima Prefecture). ○ Japan and the United States are currently holding consultations over the specific timing of the commencement of rotational deployment. ○ Regarding rotational deployment to Guam, training commencement confirmed.
Relocation of CH-53D helicopters from MCAS Iwakuni to Guam	Japan and the United States confirmed that CH-53D helicopters, which had been sent to the Middle East, will return to the U.S. mainland without returning to MCAS Iwakuni, and will then be relocated to Guam.

☒ Implemented ☐ Currently under implementation or scheduled for implementation

USS Ronald Reagan,¹⁶ 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

Since Naval Air Facility Atsugi (Ayase City and Yamato City in Kanagawa Prefecture) is located in an urban district, the noise of carrier jets taking off and landing in particular had been a problem for a long time.

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. The relocation began in August 2017 and completed in March 2018.¹⁷ As a result, the noise in areas around Naval Air Facility Atsugi was alleviated to a significant extent, while maintaining the forward deployment of a U.S. aircraft carrier and carrier-based aircraft. This would not have been possible without

the understanding of residents of Yamaguchi Prefecture and Iwakuni City.

In order to mitigate impacts of the increased operations at MCAS Iwakuni due to the relocation, the related measures listed in Fig. III-2-4-13 have been implemented. If all of these measures are fully implemented, 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.

 **See** Fig. III-2-4-13 (Measures Related to Naval Air Facility Atsugi and MCAS Iwakuni and Their Status of Progress, etc.)

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 Island 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

¹⁶ 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.

¹⁷ 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.

continue to conduct FCLP at Iwo-To in accordance with existing temporary arrangements until a permanent 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)

In June 2006, an AN/TPY-2 radar (so-called “X-Band Radar”) system was deployed to the U.S. Shariki Radar Site (Tsugaru City, Aomori Prefecture).¹⁸ 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).

The United States deployed Aegis destroyers with BMD capabilities to Commander Fleet Activities, Yokosuka in October 2015, March 2016 and May 2018.

Q See Part III, Chapter 1, Section 2-2-(1) (Japan's Comprehensive Air and Missile Defense Capability)

(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 the SDF at SDF facilities, training relocation has been underway since 2007. The MOD has been improving its infrastructure, as required, for the training relocation.¹⁹

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. After that, the relocation of training to Guam and other locations was realized, and a series of training sessions have been conducted at the relocation sites.



A U.S. Marine Corps MV-22 Osprey flying to the Aibano Maneuver Area (Shiga Prefecture) for training (February 2019)

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 the USFJ, the MOD/SDF is making 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

The Government of Japan and the United States Government decided in the “2+2” joint statement of October 3, to utilize the opportunities to participate in various operations in mainland Japan and across the region to reduce the amount of time that MV-22s are deployed and used for the training in Okinawa so that training outside of Okinawa Prefecture, including mainland Japan, can be increased while maintaining the deterrence of the Alliance. Based on this, both the governments have been moving forward with the training outside of Okinawa Prefecture, etc. for the MV-22 deployed at MCAS Futenma.

On September 1, 2016, it was agreed at the Joint Committee to relocate the training activities of Tilt-Rotor / Rotary Wing aircraft, such as the AH-1 and CH53, and the MV-22 that are currently deployed at MCAS Futenma out

¹⁸ 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.

¹⁹ USFJ aircraft conduct bilateral exercises at SDF facilities.

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.

Three training relocation programs were planned for FY2018. The training was held in Oita Prefecture in December 2018, and in Shiga Prefecture in February 2019 as Japan-U.S. joint training (field training between the GSDF and the U.S. Marine Corps). Meanwhile, the Japan-U.S. joint training to be conducted in Hokkaido in September 2018 was

canceled due to the impact of the Hokkaido Eastern Iburi Earthquake, which occurred on September 6 of the same year.

The MV-22's amount of time deployed and training in Okinawa will continue to be reduced by relocating exercises in which MV-22 participate to the mainland of Japan and Guam, and the Government will continue to promote initiatives that contribute to further mitigating the impact on Okinawa.

5 Initiatives for Smooth Implementation of the Realignment of the USFJ

In order to smoothly implement the realignment of the 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),²⁰ realignment grants will be awarded to help cover the expenses of projects²¹ which contribute to increasing the convenience of the lives of residents of local municipalities affected by the realignment,²² 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 2019, 9 defense facilities in 14 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.

Q See Reference 35 (Outline of the Act on Special Measures on Smooth Implementation of the Realignment of United States Forces in Japan)

6 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."²³ To follow up

on this announcement, Japan-U.S. consultations have been enhanced. The MOD has been working with relevant ministries and agencies to enhance cooperation for regular reviews of the Japan Environmental Governing Standards (JEGS)²⁴ compiled by the USFJ, exchange information on the environment, and deal with environmental pollution.

Furthermore, in September 2015, the Governments of Japan and the United States signed and effectuated the Agreement on Cooperation in the Field of Environmental Stewardship relating to the USFJ, supplementary to the

²⁰ Approximately 6.7 billion yen in the FY2018 budget.

²¹ 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 the USFJ.

²² 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.

²³ Consisting of four items: (1) environmental governing standards, (2) information sharing and access, (3) response to environmental contamination, and (4) environmental consultation.

²⁴ JEGS is an environmental standard compiled by the USFJ. In order to ensure that USFJ activities and installations protect the natural environment and health of people, it stipulates the handling of environmental pollutants and storage methods within the facilities and areas.

SOFA. This supplementary agreement represents an international commitment with legal binding force and sets forth provisions concerning issuance and maintenance of the Japan Environmental Governing Standards (JEGS) and establishment and maintenance, etc. of procedures for access to USFJ facilities and areas.

2 Ensuring Safety of Operations of the USFJ

Ensuring the safety of local residents is of prime importance in USFJ operations, and an accident or incident must not occur. Both Japan and the U.S. cooperate with a prime focus on ensuring the safety.

Despite such circumstances, a CH-53E helicopter assigned to MCAS Futenma made an emergency landing at Higashi Village in Kunigami District and burned into flames in October 2017, and a window of another CH-53E assigned to MCAS Futenma fell onto the playground of Futenma Daini Elementary School in December 2017. Then in 2019, there have been precautionary and emergency landings of U.S. military aircraft on civilian airports, etc.

Regarding these accidents and incidents, Japan has clearly conveyed its position to the U.S. side and requested preventive measures to avoid reoccurrence especially at summit and ministerial levels, in light of anxieties and concerns of local communities.

Causes of these accidents and incidents may vary depending on the case, but the Government of Japan has determined the rationality of the causes by not only hearing the results of investigations and preventive measures on the U.S. side but also confirming with SDF expertise. Additionally, the MOD has strongly requested the U.S. side to provide information regarding the accidents and incidents, and explained the information obtained from the U.S. side to the relevant local authorities in a timely manner.

3 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



Exchange between U.S. Forces and Local Residents

The understanding and cooperation of local people are indispensable for the stationing of U.S. Forces in Japan (USFJ).

The MOD holds a Japan-U.S. exchange program every year to deepen mutual understanding between Japan and the United States with the understanding and cooperation of the local governments and USFJ. Under the program, residents living near USFJ facilities and areas together with USFJ personnel enjoy sports, music and cultural exchanges.

In FY2018, for example, the MOD hosted a Japan-U.S. Sports Festival for elementary school children of the U.S. Fleet Activities, Yokosuka (Yokosuka City, Kanagawa Prefecture) and Yokosuka City. During the festival, the children participated in long-rope jumping in Japan-U.S. combined teams, a chasing ball-toss game, tug-of-war, Japan-U.S. pairing game, and Yokosuka trivia quiz.

Around Iwakuni Air Base (Iwakuni City, Yamaguchi Prefecture), the MOD held a Japan-U.S. Sports Exchange for elementary school children in the base and Iwakuni City. Exchanges are deepened through a sports class of three field and track events – high-hurdle race, long jump, and throwing – given by former athletes and other instructors. After the class, Japan-U.S. combined teams participated in relays and played dodge ball.

The MOD believes that many years of exchange will foster a trusting relationship between local people and the USFJ and will continue to hold Japan-U.S. exchange programs with the understanding and cooperation from the local governments and the USFJ.



Chasing ball-toss game by Japan-U.S. combined teams
(Yokosuka City)



Exchange through a pairing game
(Yokosuka City)



Relay by Japan-U.S. combined teams (Iwakuni City)

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 the 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 the 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.



See

Reference 36 (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 the 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, Regarding Facilities and Areas and the Status of United States Armed Forces in Japan)

Meanwhile, the Government of Japan prepared Crime Prevention Measures in Okinawa in June 2016 under the understanding that 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.



See

Part IV, Chapter 4, Section 1-4 (Measures to Promote Harmony between Defense Facilities and Surrounding Areas)