

This year marked the 60th anniversary of the signing of the Japan-U.S. Security Treaty. The National Defense Program Guidelines for FY2019 and beyond (NDPG) states that the Japan-U.S. Security Arrangements based on the Japan-U.S. Security Treaty, as well as Japan's own national defense architecture, constitute a cornerstone for Japan's national security, and that the Japan-U.S. Alliance, with the Japan-U.S. Security Arrangements as its core, plays a significant role for peace, stability and prosperity of not only Japan but also the Indo-Pacific region and the international community.

The NDPG also explains that, as inter-state competitions prominently emerge, it has become all the more important for Japan's national security to further strengthen relationship with the United States, with whom Japan shares universal values and strategic interests, and that the United States also views that cooperation with its allies has become more important.

On that basis, the NDPG provides that, while the Japan-U.S. Alliance has been reinforced through activities

including those that were made possible by the Legislation for Peace and Security, Japan needs to further enhance the Alliance through efforts under the "Guidelines for Japan-U.S. Defense Cooperation" in order to achieve its national defense objective as security environment surrounding Japan becomes more severe and uncertain at remarkably fast speeds.

At the same time, the NDPG provides that, in further strengthening the Japan-U.S. Alliance, it is an essential premise that Japan strengthens its own defense capability on its own accord and initiative. Fulfilling this premise, Japan needs to press ahead with efforts such as: bolstering the ability of the Alliance to deter and counter threats; enhancing and expanding cooperation in a wide range of areas; and steadily implementing measures concerning the stationing of the U.S. Forces in Japan (USFJ).

This chapter explains activities related to the enhancement of the Japan-U.S. Alliance while taking account of the concept of the NDPG.

## Section

## 1

## Outline of the Japan-U.S. Security Arrangements

## 1

## Significance of the Japan-U.S. Security Arrangements

## 1 Maintenance of Japan's Peace and Security

In the current international community, a robust defense system capable of responding to every contingency, ranging from all types of armed attacks, including the use of nuclear weapons, to coercion or intimidation by military power, is necessary to secure the peace, security, and sovereignty of the nation.

However, it is difficult even for the United States to guarantee its security on its own. Much more than that, it would be difficult for Japan to ensure its national security solely through its unilateral efforts given its population, land, and economy. Moreover, such a strategy would not necessarily contribute to regional stability.

Consequently, Japan has maintained its peace and security,

centered on the Security Arrangements with the world's dominant military power, the United States, with which it shares basic values such as democracy, respect for human rights, the rule of law, and a capitalist economy as well as an interest in maintaining the peace and security of the world, and has strong economic ties.

Specifically, Japan and the United States will take bilateral action in the event of an armed attack against Japan, based on Article 5 of the Japan-U.S. Security Treaty, and Japan will provide facilities and areas for the U.S. Forces, based on Article 6 of the treaty. If a nation plans to attack Japan, the attacker must be prepared to confront not only the defense capability of the Self-Defense Forces (SDF), but also the overwhelming military strength of the United States, due to the U.S. obligation to defend Japan in the event of an armed

attack. As a result, the opposing nation clearly recognizes that it will suffer grievously if it carries out an invasion, and such desires will be abandoned at the planning stage. In other words, this serves as deterrence against attacks.

Japan intends to create a seamless posture and secure its peace and security by effectively utilizing the deterrence capabilities of the U.S. military together with Japan's own national defense architecture.

## 2 Maintenance of Peace and Stability in the Region surrounding Japan

Article 6 of the Japan-U.S. Security Treaty states that contributing to the security of Japan and the maintenance of international peace and security in the Far East is the purpose of the use of facilities and areas by the USFJ. This provision is based on the recognition that the security of Japan is closely tied to the peace and security of the Far East region to which Japan belongs.

In the regions surrounding Japan, there are many states and the like with massive military power, including some states that retain nuclear weapons or continue nuclear development. In addition, uncertainty over the existing order is increasing due to changes in the balance of power. The so-called gray-zone situations harbor the risk of rapidly developing into graver situations without showing clear indications.

In such a security environment, the military presence of USFJ provides deterrence against unexpected contingencies caused by various security issues or destabilizing factors, not only protecting the interests of Japan and the United States but also providing a great sense of security to the nations in the region and thus fulfilling a role as public goods.

Also, the close bonds of cooperation based on the Japan-U.S. Security Arrangements constitute the foundation of the United States' commitment to the peace and stability of the region surrounding Japan. These arrangements, complemented by the alliances established between the United States and other countries in the region such as the Republic of Korea (ROK), Australia, Thailand, and the Philippines, and also by the friendly relations developed with other countries, play an indispensable role in maintaining the peace and stability of the region.

## 3 Responding to Global Issues

The Japan-U.S. Security Arrangements are the foundation for a comprehensive and friendly cooperative relationship



President Trump and Prime Minister Abe shaking hands at the Japan-U.S. Summit Meeting (September 2019) 【Website of Prime Minister's Office of Japan】

between Japan and the United States, not only in defense but also in a wide range of areas, including politics, economy, and society.

The Japan-U.S. Alliance, with the Japan-U.S. Security Arrangements at its core, also forms the axis of Japan's foreign policy. It contributes to Japan's ability to implement positive efforts to maintain the peace and security of the international community, including the promotion of multinational security dialogue and cooperation, and cooperation with the United Nations.

Currently, we are confronted with global security challenges that are difficult for any single country to tackle alone, including risks concerning stable use of the seas, outer space and cyberspace, the acts of piracy, proliferation of weapons of mass destruction and ballistic missiles, and international terrorism, and it is important for countries to work together from peacetime. The strong bonds forged between Japan and the United States are also playing an important role in the efforts implemented by Japan to effectively respond to such challenges.

In particular, under the Japan-U.S. Security Arrangements, the SDF and the U.S. Forces are working together in peacetime in a variety of areas to strengthen their cooperation. This close coordination lays the foundation for various forms of global collaboration such as antipiracy, undertaken by the SDF and the U.S. Forces, and leads to enhancement of the operational effectiveness of the Japan-U.S. Security Arrangements.

The peace and prosperity of the international community are closely linked to those of Japan. Accordingly, by advancing initiatives for resolving global issues in cooperation with the United States, which has remarkable operational capabilities, Japan will be able to further ensure its security and prosperity.

## 2 Background to the Strengthening of the Alliance

Since the conclusion of the Japan-U.S. Security Treaty in 1960, Japan and the United States have built a robust alliance based on democratic ideals, respect for human rights, and the rule of law and common interests.

During the Cold War era, the Japan-U.S. Security Arrangements ensured the safety of Japan as a country of liberal democracy and contributed to the peace and stability in the region, including the formulation of the Guidelines for Japan-U.S. Defense Cooperation (“Guidelines”) in 1978 with a focus on responses to an armed attack on Japan.

Following the end of the Cold War, the leaders of Japan and the United States announced the Japan-U.S. Joint Declaration on Security in 1996, reaffirming the importance of the Japan-U.S. Alliance in light of the state of affairs in the Asia-Pacific region following the Cold War. Upon the Declaration, the final report was compiled at the Special Action Committee on Okinawa (SACO) at the end of the same year. As part of the promotion of cooperative relations presented in the Declaration, the Japan-United States Security Consultative Committee (SCC) (“2+2” Meeting) held in the following year (1997) approved the aforementioned 1997 Guidelines<sup>1</sup> and expanded cooperation to responses in situations in areas surrounding Japan in light of changes in the security environment, such as the end of the Cold War.

In light of further changes to the security environment due to the 9/11 terrorist attacks in 2001 and the proliferation of weapons of mass destruction, following the “2+2” Meeting in December 2002, Japan and the United States held working-level and other consultations as a part of bilateral strategic dialogue on security from the perspective of how to make the Japan-U.S. Alliance’s capacity more effective to adapt to the changing times.

As a result of a number of these Japan-U.S. consultations, the direction of the Japan-U.S. Alliance was arranged in three stages. These stages are: confirmation of common strategic objectives to both countries, including enhancing peace and stability of the Asia-Pacific region (first stage) in February 2005; announcement of the results of the examination of the roles, missions, and capabilities of Japan and the United States for accomplishing the common strategic objectives (second stage) in October 2005; and finalization of the United States-Japan Roadmap for Realignment Implementation (Realignment Roadmap), a program for implementing

specific measures for the realignment of USFJ, (third stage) in May 2006.

**Q See** Reference 16 (United States-Japan Roadmap for Realignment Implementation [tentative translation])

Japan and the United States at the “2+2” Meeting in May 2007 reconfirmed and updated their common strategic objectives. In February 2009, based on the Realignment Roadmap the two countries signed the Agreement between the Government of Japan and the Government of the United States of America Concerning the Implementation of the Relocation of III Marine Expeditionary Force Personnel and Their Dependents from Okinawa to Guam (the Guam International Agreement), which entered into force in May 2009.

At the “2+2” Meeting in June 2011, the two countries reviewed and revalidated their common strategic objectives set forth in the Joint Statements of the previous “2+2” Meetings, including maintenance of maritime security domain by defending the principle of freedom of navigation and maintenance of bilateral cooperation with respect to protection of and access to outer space and cyberspace, and discussed a diverse range of areas, including an expansion of information sharing and joint intelligence, surveillance, and reconnaissance (ISR) activities.

In the Joint Statement of the “2+2” Meeting in April 2012, Japan and the United States announced the decision to adjust the plans outlined in the Realignment Roadmap of 2006, considering significant progress on the realignment of the USFJ since the “2+2” Meeting in June 2011 as well as the security environment in the Asia-Pacific region.

**Q See** Reference 17 (Joint Statement of the Security Consultative Committee (2+2) [tentative translation] (April 27, 2012))

Since the formulation of the 1997 Guidelines, various issues and destabilizing factors have emerged, and become more visible and aggravated in the security environment surrounding Japan; such as more active military activities of neighboring countries, new threats including international terrorist organizations and risks against the stable use of global commons such as oceans, outer space and cyberspace. In addition, the activities of the SDF have expanded to a global scale, as exemplified by anti-piracy activities, peacekeeping operations (PKO), and international disaster relief activities. As a result, it had become necessary for the manner of Japan-U.S. defense cooperation to be adapted to

<sup>1</sup> The 1997 Guidelines define the roles of Japan and the United States, and the cooperation of the two countries under three categories: (1) under normal circumstances, (2) in response to an armed attack against Japan, and (3) in situations in areas surrounding Japan. They also stipulated that they would review the Guidelines in a timely and appropriate manner.



**Fig III -2-1-1****Chronology of the Japan-U.S. Alliance**

1951		The former Japan-U.S. Security Treaty is signed
1952	Years of the former Japan-U.S. Security Treaty	The treaty enters into force
1958		Fujiyama-Dulles Talks (agreement on the revision of the treaty)
1960	Revision of Japan-U.S. Security Treaty and the new Japan-U.S. Security Treaty	The new Japan-U.S. Security Treaty is signed and enters into force
1968		(Ogasawara Islands are returned to Japan)
1969		Sato-Nixon Talks (agreement on the renewal of the Japan-U.S. Security Treaty and the return of Okinawa to Japan)
1972		(Okinawa is returned to Japan)
1976	Formulation of the 1978 Guidelines and expanding Japan-U.S. defense cooperation	(Agreement on the establishment of the Sub-Committee-Committee for U.S.-Japan Defense Cooperation)
1978		Formulation of the 1978 Guidelines for Japan-U.S. Defense Cooperation (1978 Guidelines)
1991		(Collapse of the USSR and the end of the Cold War)
1996	End of the Cold War and the establishment of the 1997 Guidelines	Japan-U.S. Joint Declaration on Security (Hashimoto-Clinton talks)
1997		SACD Final Report
		Formulation of the 1997 Guidelines for Japan-U.S. Defense Cooperation (1997 Guidelines)
2001		9/11 terrorist attacks in the U.S.
2003	Japan-U.S. relations since the 9/11 terrorist attacks in the United States	The Japan-U.S. Alliance in the global context (Koizumi-Bush Talks)
2006		Formulation of the United States-Japan Roadmap for Realignment Implementation
		The Japan-U.S. Alliance of the New Century (Koizumi-Bush Talks)
		The Japan-U.S. Alliance for the World and Asia (Abe-Bush Talks)
2007		Irreplaceable Japan-U.S. Alliance (Abe-Bush Talks)
2010		50th anniversary of the conclusion of the Japan-U.S. Security Treaty
2012		Japan-U.S. Joint Statement: A Shared Vision For the Future (Noda-Obama Talks)
2013		Agreement on the revision of the 1997 Guidelines for Japan-U.S. Defense Cooperation (1997 Guidelines)
2014		The United States and Japan: Shaping the Future of the Asia-Pacific and Beyond (Abe-Obama Talks)
2015	New security environment and the establishment of the new Guidelines	Formulation of the New Guidelines for Japan-U.S. Defense Cooperation (New Guidelines)
		Japan-U.S. Joint Vision Statement (Abe-Obama Talks)
2017		Japan-U.S. Joint Statement (Abe-Trump Talks)
2018		Japan-U.S. Joint Statement (Abe-Trump Talks)

these changes in the security environment and the expansion of the SDF's activities and missions.

Against such backdrop, both governments decided at the "2+2" Meeting in October 2013 to revise the 1997 Guidelines

by the end of 2014. The new Guidelines were approved at the "2+2" Meeting in April 2015 after a vigorous review between the two governments.

**Q See** Fig. III-2-1-1 (Chronology of the Japan-U.S. Alliance)

### 3 Content of the Guidelines for Japan-U.S. Defense Cooperation

The Guidelines, which replace the 1997 Guidelines, update the general framework and policy direction for the roles and

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

**Q See** Reference 18 (The Guidelines for Japan-U.S. Defense Cooperation (April 27, 2015) [tentative translation])

Fig. III-2-1-2 (Outline of the Guidelines for Japan-U.S. Defense Cooperation)

#### 1 Strengthened Coordination within the Alliance

##### (1) Establishment of the Alliance Coordination Mechanism (ACM)

In November 2015, the Japanese and U.S. Governments established the ACM in order to seamlessly and effectively address any situation that affects Japan's peace and security



Minister of Defense Kono attends an honor guard ceremony with U.S. Secretary of Defense Esper at the U.S. DoD

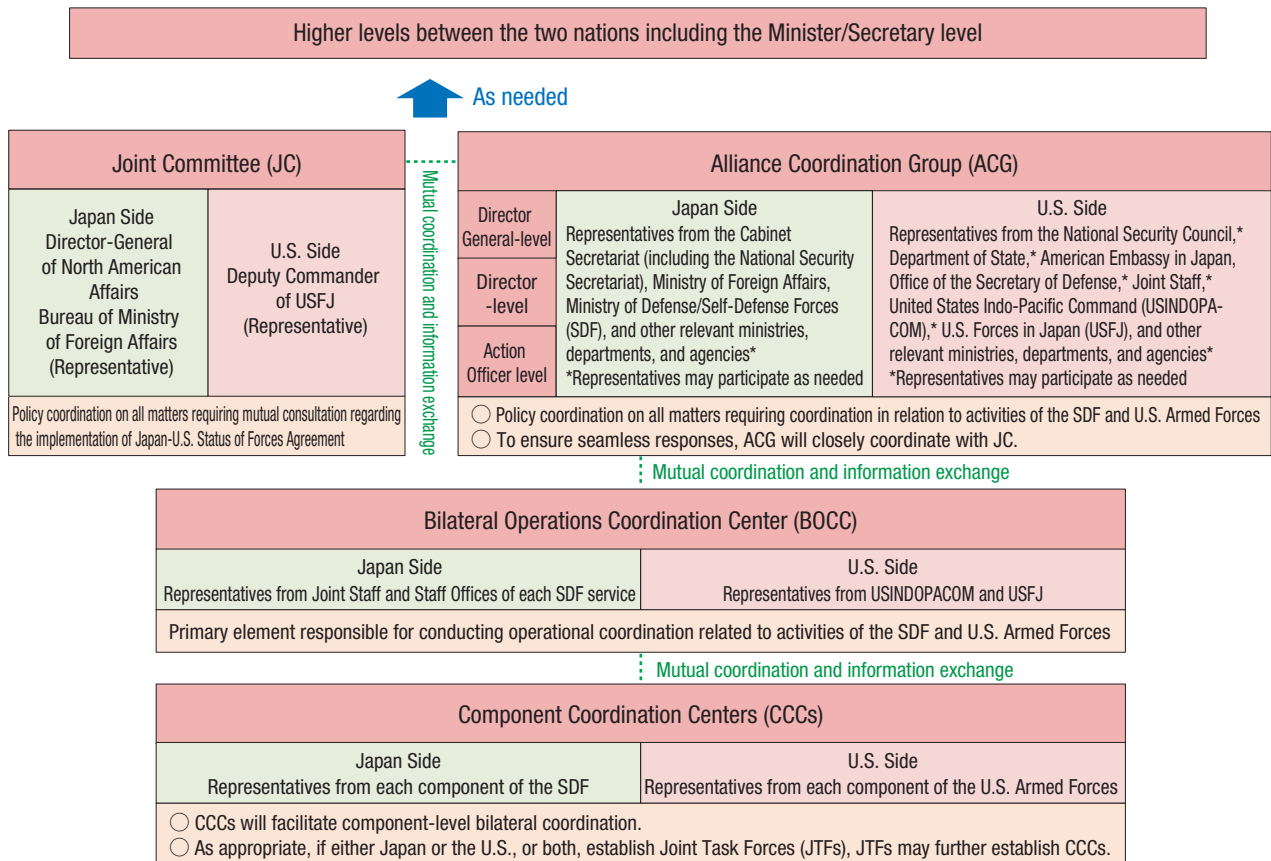
Fig. III -2-1-2

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

Item	Outline																		
I. Defense Cooperation and the Aim of the Guidelines	<p>The Guidelines provide the general framework and policy direction for the roles and missions of Japan and the United States, as well as ways of cooperation and coordination.</p> <p>In this way, the Guidelines promote domestic and international understanding of the significance of the Japan-U.S. Alliance.</p> <p>○By means of the Japan-U.S. bilateral security and defense cooperation, the following points will be emphasized:</p> <ul style="list-style-type: none"><li>—seamless, robust, flexible, and effective bilateral responses;</li><li>—synergy across the two governments’ national security policies;</li><li>—a whole-of-government Alliance approach;</li><li>—cooperation with regional and other partners, as well as international organizations; and</li><li>—the global nature of the Japan-U.S. Alliance.</li></ul>																		
II. Basic Premises and Principles	<p>A The rights and obligations under the Japan-U.S. Security Treaty and its related arrangements, will remain unchanged.</p> <p>B All actions and activities undertaken by Japan and the United States under the Guidelines will be consistent with international law.</p> <p>C All actions and activities undertaken by Japan and the United States will be in accordance with their respective constitutions, laws, and regulations. Japan will conduct actions and activities in accordance with its basic positions, such as the maintenance of its exclusively national defense-oriented policy and its three non-nuclear principles.</p> <p>D The Guidelines do not obligate either government to take legislative, budgetary, administrative, or other measures. However, the two governments are expected to reflect in an appropriate way the results of these efforts, in their specific policies and measures.</p>																		
III. Strengthened Alliance Coordination	<p>Effective bilateral cooperation under the Guidelines will require the two governments to conduct close, consultative dialogue and sound policy and operational coordination from peacetime to contingencies. For this purpose, the two governments will establish a new, standing Alliance Coordination Mechanism, enhance operational coordination, and strengthen bilateral planning.</p> <p>A Alliance Coordination Mechanism</p> <p>In order to address issues seamlessly and effectively any situation that affects Japan’s peace and security or any other situation that may require an Alliance response, the two governments will utilize the Alliance Coordination Mechanism, and will strengthen policy and operational coordination related to activities conducted by the SDF and the United States Armed Forces in all phases from peacetime to contingencies. The two governments will establish necessary procedures and infrastructure (including facilities as well as information and communication systems) and conduct regular training and exercises.</p> <p>B Enhanced Operational Coordination</p> <p>The two governments recognize the importance of collocating operational coordination functions. The SDF and the United States Armed Forces will exchange personnel to ensure robust information sharing, to facilitate coordination and to support international activities.</p> <p>C Bilateral Planning</p> <p>In peacetime, the two governments will develop and update bilateral plans through the Bilateral Planning Mechanism. Bilateral plans are to be reflected appropriately in the plans of both governments.</p>																		
IV. Seamlessly Ensuring Japan’s Peace and Security	<ul style="list-style-type: none"><li>● The two governments will take measures to seamlessly ensure Japan’s peace and security in all phases from peacetime to contingencies, including situations when an armed attack against Japan is not involved. In this context, the two governments also will promote further cooperation with partners.</li><li>● The two governments will utilize the Alliance Coordination Mechanism as appropriate, for assessment of the situation, sharing of information, as well as flexible deterrent options and actions aimed at de-escalation. The two governments also will coordinate strategic messaging through appropriate channels.</li></ul> <p>A Cooperative Measures during Peacetime</p> <ul style="list-style-type: none"><li>• The two governments will promote cooperation across a wide range of areas, to strengthen the deterrence and capabilities of the Japan-U.S. Alliance.</li><li>• The SDF and the United States Armed Forces will enhance interoperability, readiness, and vigilance. To these ends, the two governments will take measures, including, but not limited to: (1) Intelligence, Surveillance, and Reconnaissance; (2) Air and Missile Defense; (3) Maritime Security; (4) Asset Protection; (5) Training and exercises; (6) Logistic Support; and (7) Use of Facilities.</li></ul> <p>B Responses to Emerging Threats to Japan’s Peace and Security</p> <ul style="list-style-type: none"><li>• The Alliance will respond to situations that will have an important influence on Japan’s peace and security. Such situations cannot be defined geographically. The measures described in this section include those that may be taken, in accordance with the two countries’ respective laws and regulations, in circumstances that have not yet amounted to such a situation.</li><li>• In addition to continuing cooperative measures during peacetime, the two governments will pursue all avenues. Utilizing the Alliance Coordination Mechanism, the two governments will take additional measures, based on their own decisions, including, but not limited to: (1) Noncombatant Evacuation Operations; (2) Maritime Security; (3) Measures to Deal with Refugees; (4) Search and Rescue; (5) Protection of Facilities and Areas; (6) Logistics Support; and (7) Use of Facilities.</li></ul> <p>C Actions in Response to an Armed Attack against Japan</p> <p>Bilateral actions remain a core aspect of Japan-U.S. security and defense cooperation.</p> <p>1 When an Armed Attack against Japan is Anticipated</p> <p>The two governments will take measures to deter an armed attack and to de-escalate the situation, while making preparations necessary for the defense of Japan.</p> <p>2 When an Armed Attack against Japan Occurs</p> <ul style="list-style-type: none"><li>• Principles for Coordinated Actions</li></ul> <p>The two governments will take appropriate and coordinated actions to promptly repel the attack and deter any further attacks. The SDF will have primary responsibility to conduct defensive operations, and the United States Armed Forces will support and supplement the SDF.</p> <ul style="list-style-type: none"><li>• Concept of Operations</li></ul> <table><tr><th></th><th>Self-Defense Forces (SDF)</th><th>United States Armed Forces</th></tr><tr><td rowspan="2">Operations to Defend Airspace</td><td>Conduct bilateral operations to defend airspace above and surrounding Japan</td><td></td></tr><tr><td>Have primary responsibility for conducting air defense operations while ensuring air superiority</td><td>Conduct operations to support and supplement SDF operations</td></tr><tr><td rowspan="2">Operations to Counter Ballistic Missile Attacks</td><td>Conduct bilateral operations to counter ballistic missile attacks against Japan</td><td></td></tr><tr><td>Have primary responsibility for conducting ballistic missile defense operations to defend Japan</td><td>Conduct operations to support and supplement SDF operations</td></tr><tr><td rowspan="2">Operations to Defend Maritime Areas</td><td>Conduct bilateral operations to defend waters surrounding Japan and to secure the safety of sea lines of communication</td><td></td></tr><tr><td>Have primary responsibility for the protection of major ports and straits in Japan and of ships and vessels in waters surrounding Japan and for other associated operations</td><td>Conduct operations to support and supplement SDF operations</td></tr></table>		Self-Defense Forces (SDF)	United States Armed Forces	Operations to Defend Airspace	Conduct bilateral operations to defend airspace above and surrounding Japan		Have primary responsibility for conducting air defense operations while ensuring air superiority	Conduct operations to support and supplement SDF operations	Operations to Counter Ballistic Missile Attacks	Conduct bilateral operations to counter ballistic missile attacks against Japan		Have primary responsibility for conducting ballistic missile defense operations to defend Japan	Conduct operations to support and supplement SDF operations	Operations to Defend Maritime Areas	Conduct bilateral operations to defend waters surrounding Japan and to secure the safety of sea lines of communication		Have primary responsibility for the protection of major ports and straits in Japan and of ships and vessels in waters surrounding Japan and for other associated operations	Conduct operations to support and supplement SDF operations
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Item	Outline			
IV. Seamlessly Ensuring Japan's Peace and Security		SDF	United States Armed Forces	
	Operations to Counter Ground Attacks	Conduct bilateral operations to counter ground attacks against Japan by ground, air, maritime, or amphibious forces		
		Have primary responsibility to prevent and repel ground attacks, including those against islands, and have primary responsibility for conducting air defense operations while ensuring air superiority	Conduct operations to support and supplement SDF operations	
	Cross-domain Operations	Conduct bilateral operations across domains to repel an armed attack against Japan and to deter further attacks		
		ISR	In cooperation with relevant agencies, strengthen their respective ISR postures, enhance the sharing of intelligence, and provide protection for each other's ISR assets	
		Space / cyberspace	Cooperate to address threats in the space and cyberspace domains	
		Special operations	Special operations forces cooperate during operations, as appropriate	
	Strike operations	May provide support, as necessary, for the strike operations of the United States Armed Forces	Involve the use of strike power, to support and supplement SDF	
	• <u>Operational Support Activities</u> The Guidelines identify the following operational support activities: (1) Communications and Electronics; (2) Search and Rescue; (3) Logistic Support; (4) Use of Facilities; and (5) Chemical, Biological, Radiological, and Nuclear (CBRN) Protection.			
	<u>D Actions in Response to an Armed Attack against a Country other than Japan</u> • When Japan and the United States decide to take actions involving the use of force in accordance with international law, including full respect for sovereignty, and with their respective Constitutions and laws to respond to an armed attack against the United States or a third country, and Japan has not come under an armed attack, they will cooperate closely to respond to the armed attack and to deter further attacks. • The SDF will conduct appropriate operations involving the use of force to respond to situations where an armed attack against a foreign country that is in a close relationship with Japan occurs and as a result, threatens Japan's survival and poses a clear danger to overturn fundamentally its people's right to life, liberty, and the pursuit of happiness, to ensure Japan's survival, and to protect its people. • Examples of cooperative operations are: (1) Asset Protection; (2) Search and Rescue; (3) Maritime Operations; (4) Operations to Counter Ballistic Missile Attacks; and (5) Logistics Support.			
<u>E Cooperation in Response to a Large-scale Disaster in Japan</u> • When a large-scale disaster takes place in Japan, Japan will have primary responsibility for responding to the disaster. The SDF, in cooperation with relevant agencies, local governments, and private actors, will conduct disaster relief operations. The United States, in accordance with its own criteria, will provide appropriate support for Japan's activities. The two governments will coordinate activities through the Alliance Coordination Mechanism, as appropriate. • The two governments will work together closely, including through information sharing. The United States Armed Forces may participate in disaster-related drills, which will increase mutual understanding in responding to large-scale disasters.				
V. Cooperation for Regional and Global Peace and Security	● In an increasingly interconnected world, Japan and the United States will take a leading role in cooperation with partners to provide a foundation for peace, security, stability, and economic prosperity in the Asia-Pacific region and beyond. ● When each of the two governments decides to participate in international activities, the two governments will cooperate closely with each other and with partners, as appropriate, such as in the activities described below. <u>A Cooperation in International Activities</u> • The two governments will participate in international activities, based on their own judgment. When working together, the SDF and the United States Armed Forces will cooperate to the maximum extent practicable. • Common areas for cooperation will include: (1) Peacekeeping Operations; (2) International Humanitarian Assistance/Disaster Relief; (3) Maritime Security; (4) Partner Capacity Building; (5) Noncombatant Evacuation Operations; (6) Intelligence, Surveillance, and Reconnaissance; (7) Training and Exercises; and (8) Logistics support. <u>B Trilateral and Multilateral Cooperation</u> The two governments will promote and improve trilateral and multilateral security and defense cooperation. The two governments also will work together to strengthen regional and international institutions with a view to promote cooperation based upon international law and standards.			
VI. Space and Cyberspace Cooperation	<u>A Cooperation on Space</u> • The two governments will maintain and strengthen their partnership to secure the responsible, peaceful, and safe use of space. • The two governments will ensure the resiliency of their space systems and enhance space situational awareness cooperation. • The SDF and the United States Armed Forces will continue to cooperate in such areas as early-warning, ISR, positioning, navigation and timing, space situational awareness, meteorological observation, command, control, and communications. <u>B Cooperation on Cyberspace</u> • The two governments will share information on threats and vulnerabilities in cyberspace in a timely and appropriate manner. The two governments will cooperate to protect critical infrastructure and the services upon which the SDF and the United States Armed Forces depend to accomplish their missions. • The SDF and the United States Armed Forces will maintain posture to monitor their respective networks and systems, conduct educational exchanges, ensure the resiliency of their respective networks and systems, contribute to all Japanese and U.S. government efforts, and conduct bilateral exercises. • In the event of cyber incidents against Japan, Japan will have primary responsibility to respond, and the United States will provide appropriate support to Japan. In the event of serious cyber incidents that affect the security of Japan, the two governments will consult closely and take appropriate cooperative actions to respond.			
VII. Bilateral Enterprise	The two governments will develop and enhance the following areas as a foundation of security and defense cooperation, in order to improve further the effectiveness of bilateral cooperation: <u>A Defense Equipment and Technology Cooperation</u> <u>B Intelligence Cooperation and Information Security</u> <u>C Educational and Research Exchanges</u>			
VIII. Processes for Review	Regular evaluations will be conducted on whether the Guidelines remain adequate in light of the evolving circumstances, and the two governments will update the Guidelines in a timely and appropriate manner if deemed necessary.			

Fig. III -2-1-3 The Framework of Alliance Coordination Mechanism (ACM)



or any other situation that may require an Alliance response.

Based on the framework shown in Fig. III-2-1-4, this mechanism coordinates policy and operational aspects related to activities conducted by the SDF and the U.S. Forces in all phases from peacetime to contingencies. This mechanism also contributes to timely information sharing as well as to the development and maintenance of common situational awareness.

The characteristics of the mechanism include that (1) it is the standing mechanism utilizable from peacetime; (2) it can be utilized for large-scale natural disasters in Japan as well as for cooperation in the Asia-Pacific region and globally; and (3) it enables whole-of-government coordination while ensuring the involvement of relevant Japanese and U.S. organizations. These characteristics enable the Japanese and U.S. Governments to respond appropriately and promptly when the need for coordination arises. For example, in the event of a largescale natural disaster in Japan, it would require a diversity of coordination in the policy and operational aspects related to activities of the SDF and the U.S. Forces. The utilization of this mechanism makes it possible to conduct close and appropriate coordination with the involvement of relevant Japanese and U.S. organizations at various levels.

Since the establishment of the mechanism, Japan and the

United States have been utilizing the mechanism to coordinate closely, including in response to the 2016 Kumamoto Earthquake, the ballistic missile launches by North Korea, and Chinese activities in the waters and airspace around the Senkaku Islands.

**Q See** Fig. III-2-1-3 (The Framework of Alliance Coordination Mechanism [ACM])

## (2) Enhanced Operational Coordination

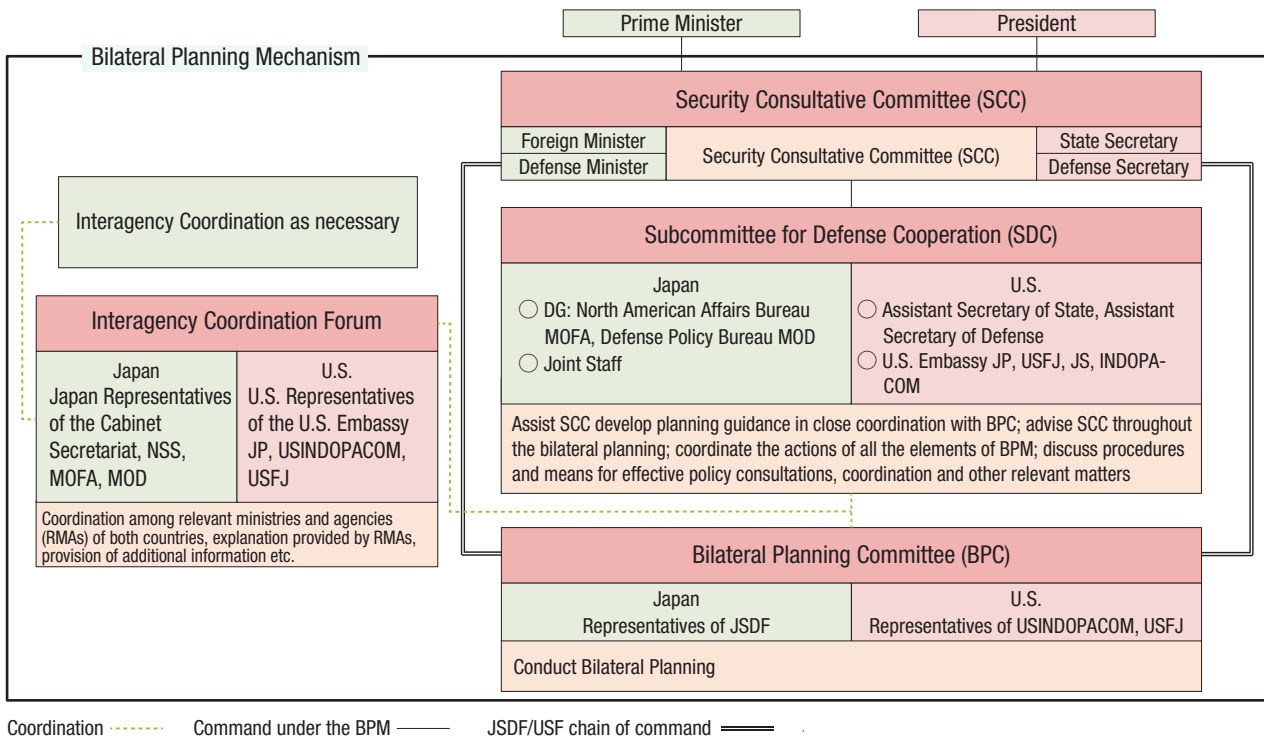
Based on the Guidelines, the Japanese and U.S. Governments recognize the importance of collocating operational coordination functions. The SDF and the U.S. Forces will exchange personnel to ensure robust information sharing, to facilitate coordination and to support international activities.

## (3) Establishment of the Bilateral Planning Mechanism (BPM)

Based on the Guidelines, the Japanese and U.S. Governments established the BPM in November 2015 for the purpose of implementing the development of bilateral plans in peacetime in line with the Guidelines in order to enable effective bilateral responses to contingencies relevant to Japan's peace and security.

In the development of bilateral plans, this mechanism performs the functions of ensuring Ministerial-level directions and supervision and the involvement of relevant



**Fig. III -2-1-4** The Framework of the Bilateral Planning Mechanism (BMP)

government ministries and agencies, as well as conducting coordination for various forms of Japan-U.S. cooperation conducive to the development of bilateral plans. The two governments will conduct bilateral planning through this mechanism.

**Q See** Fig. III-2-1-4 (The Framework of the Bilateral Planning Mechanism [BMP])

## 2 Strengthening Japan-U.S. Defense Cooperation

The Guidelines define that Japan and the United States will work on a variety of measures from peacetime, including ISR activities, air and missile defense, maritime security, training and exercises, asset protection, and logistics support,

and cooperate in such activities as response to a large-scale disaster in Japan to seamlessly ensure Japan's peace and security. The Guidelines also require both countries: to cooperate in international activities and promote and improve trilateral and multilateral cooperation for regional and global peace and security; to make cooperation on space and cyberspace; and to develop and enhance bilateral enterprise through defense equipment and technology cooperation as well as intelligence cooperation and information security for further improving the effectiveness of bilateral cooperation.

**Q See** Section 2 of this Chapter (Strengthening Ability of Japan-U.S. Alliance to Deter and Counter Threats)  
Section 3 of this Chapter (Strengthening and Expanding Cooperation in a Wide Range of Areas)

## 4 Policy Consultations between Japan and the United States

### 1 Various Policy Consultations

Japan and the United States have maintained close coordination at multiple levels, including the summit level and ministerial level, and have continually strengthened and expanded cooperative relations for the peace, stability and prosperity of not only the two countries but also the entire international community, including the Indo-Pacific region.

Close policy consultations on security are conducted through diplomatic channels as well as between officials in charge of defense and foreign affairs at multiple levels in the

Governments of Japan and the United States through meetings such as the Japan-United States SCC ("2+2" Meeting), the SCC and the Subcommittee for Defense Cooperation (SDC). As the framework for ministerial consultations among the top officials in charge of defense and foreign affairs of the two countries, the SCC ("2+2" Meeting) represents such policy consultations. The SCC functions as an important consultative panel to discuss issues related to Japan-U.S. cooperation in the area of security.

In addition, the Ministry of Defense (MOD) organizes Japan-U.S. defense ministerial meetings between the



Fig. III -2-1-5

Major Consultations on Policies Held between Japanese and U.S. Government Officials concerning Japan-U.S. Security Issues

Consultative Forum	Participants		Purpose	Legal Basis
	Japanese Side	U.S. Side		
Security Consultative Committee (SCC) ("2+2" Meeting)	Minister for Foreign Affairs, Minister of Defense	U.S. Secretary of State, U.S. Secretary of Defense <sup>1</sup>	Study of matters which would promote understanding between the Japanese and U.S. Governments and contribute to the strengthening of cooperative relations in the areas of security, which form the basis of security and are related to security	Established on the basis of letters exchanged between the Prime Minister of Japan and the U.S. Secretary of State on January 19, 1960, in accordance with Article IV of the Japan-U.S. Security Treaty
Security Subcommittee (SSC)	Participants are not specified <sup>2</sup>	Participants are not specified <sup>2</sup>	Exchange of views on security issues of mutual concern to Japan and the United States	Article IV of the Japan-U.S. Security Treaty and others
Subcommittee for Defense Cooperation (SDC) <sup>3</sup>	Director-General of North American Affairs Bureau, Ministry of Foreign Affairs; Director General of the Bureau of Defense Policy, Ministry of Defense; Representative from Joint Staff	Assistant Secretary of State, Assistant Secretary of Defense, Representative from: the U.S. Embassy in Japan, USFJ, Joint Staff, USINDOPACOM	Study and consideration of consultative measures to Japan and the United States including guidelines to ensure consistent joint responses covering the activities of the SDF and USFJ in emergencies	Established on July 8, 1976, as a subentry under the Japan-U.S. Security Consultative Committee in its 16th meeting reorganized at the Japan-U.S. vice-ministerial consultation on June 28, 1996
Japan-U.S. Joint Committee	Director-General of North American Affairs Bureau, Ministry of Foreign Affairs; Director General of the Bureau of Local Cooperation, Ministry of Defense; and others	Deputy Commander of USFJ, Minister at the U.S. Embassy, and others	Consultation concerning implementation of the Status of Forces Agreement	Article XXV of the Status of Forces Agreement

Notes: 1. The U.S. side was headed by the U.S. Ambassador to Japan and the Commander-in-Chief of the U.S. Pacific Command before December 26, 1990.

2. Meetings are held from time to time between working-level officials of the two Governments, such as officials corresponding in rank to vice-minister or assistant secretary.

3. A Council of Deputies consisting of Deputy-Director General and Deputy Assistant Secretaries was established when the SDC was recognized on June 28, 1996.

Japanese Minister of Defense and the U.S. Secretary of Defense as necessary where discussions are made with a focus on the defense policies of the respective governments and defense cooperation. Furthermore, the Japanese State Minister of Defense and the U.S. Deputy Secretary of Defense work together, and MOD officials, including the Administrative Vice-Minister of Defense, the Chief of Staff of the Joint Staff, the Vice-Minister of Defense for International Affairs, and the Chiefs of Staff of the SDF, have working-level meetings when necessary and exchange information with the U.S. Department of Defense (DoD) and others under the Japan-U.S. Security Arrangements.

The sharing of information and views at every opportunity and level between Japan and the United States

is undoubtedly conducive to the increased credibility of the Japan-U.S. Security Arrangements, and results in the further enhancement of close collaboration between the two countries. Therefore, the MOD is proactively engaging in these initiatives.

**Q See**

Reference 19 (Japan-U.S. [Minister-Level] Consultations [Since 2017])

Fig. III-2-1-5 (Major Consultations on Policies Held between Japanese and U.S. Government Officials concerning Japan-U.S. Security Issues)

## 2 Recent Major Policy Consultations

Fig. III -2-1-6 Recent Japan-U.S. bilateral meetings

Date	Meeting/Venue	Participants	Summary of the outcome
August 7, 2019	Japan-U.S. Defense Ministerial Meeting / Tokyo	Then Minister of Defense Iwaya U.S. Secretary of Defense Esper	<ul style="list-style-type: none"> <li>The Ministers confirmed the importance of full implementation of the United Nations Security Council Resolutions for a complete, verifiable and irreversible dismantlement of all North Korea's WMD and ballistic missiles of all ranges.</li> <li>The Ministers confirmed that they will closely coordinate in their efforts to be made based on the strategy documents of both countries and to even strengthen the alliance capability to deter and respond.</li> </ul>
August 25, 2019	Japan-U.S. Summit Meeting / Biarritz	Prime Minister Abe President Trump	<ul style="list-style-type: none"> <li>The leaders reaffirmed the recognition that the Japan-U.S. Alliance is stronger than ever before as a result of the active mutual visits between the two leaders. The leaders shared the view on continuing to further strengthen the unwavering Japan-U.S. Alliance.</li> <li>The leaders confirmed that Japan and the United States will continue to cooperate closely toward the resolution of issues of concern regarding North Korea, including the abductions, nuclear and missile issues.</li> </ul>
September 25, 2019	Japan-U.S. Summit Meeting / New York	Prime Minister Abe President Trump	<ul style="list-style-type: none"> <li>The leaders reaffirmed the recognition that the Japan-U.S. Alliance is stronger than ever before, and shared the view on continuing to further strengthen the unwavering Japan-U.S. Alliance.</li> <li>The leaders exchanged views on the situation on North Korea, including issues of concern such as the abductions, nuclear, and missiles issues, and confirmed that Japan and the United States, as well as Japan, the United States, and the Republic of Korea would continue to closely cooperate on these issues.</li> <li>The leaders shared the view that Japan and the United States would continue to cooperate toward easing tensions and stabilizing the situation in the Middle East.</li> <li>The two leaders strongly criticized the recent attacks on the crude oil facilities in Saudi Arabia.</li> <li>Prime Minister Abe stated that in light of the capabilities of the Houthis it was difficult to conclude that these attacks had been carried out by the Houthis, while Japan has been undertaking information gathering and analysis to evaluate this incident, and would continue to work together with the countries concerned, including the United States.</li> <li>Prime Minister Abe said that he had called on President Rouhani to ensure that Iran exercised self-restraint to ease the situation and to ensure that Iran exercised its influence constructively. Prime Minister Abe also said that he intended to work closely with the United States to bring about peace and stability in the Middle East.</li> </ul>
November 18, 2019	Japan-U.S. Defense Ministerial Meeting / Bangkok	Minister of Defense Kono U.S. Secretary of Defense Esper	<ul style="list-style-type: none"> <li>The ministers confirmed that the recent series of ballistic missile launches by North Korea are a serious threat to regional security. The Ministers confirmed the importance of full implementation of the United Nations Security Council Resolutions for a complete, verifiable and irreversible dismantlement of all North Korea's WMDs and ballistic missiles of all ranges.</li> <li>The Ministers affirmed their position that they oppose unilateral attempts to change the status-quo by coercion in the East and South China Seas, and that it is important to work together to make sure that Rule of Law and Freedom of Navigation are firmly established.</li> <li>The Ministers confirmed that they continue to closely work together to even strengthen the alliance capability to deter and respond, including promotion of bilateral cooperation in new domains, to materialize aligned strategies of both countries.</li> <li>The Ministers reaffirmed the significance of cooperation with various partners including conducting joint exercises and capacity building assistance to maintain and strengthen a Free and Open Indo-Pacific with the Japan-U.S. Alliance being the cornerstone.</li> <li>The Ministers reaffirmed that it is important to sustain the operational readiness of the U.S. Forces in Japan, and Japan and the U.S. continue to work together with the shared recognition that understanding and cooperation from local communities is crucial for maintenance of the operational readiness.</li> </ul>
January 14, 2020	Japan-U.S. Defense Ministerial Meeting / Washington D.C.	Minister of Defense Kono U.S. Secretary of Defense Esper	<ul style="list-style-type: none"> <li>The Ministers exchanged views on the regional situation in the Middle East.</li> <li>Minister of Defense Kono explained the cabinet decision to send the SDF to the Middle East.</li> <li>The Ministers confirmed that repeated ballistic missile launches by North Korea are a serious challenge not only to Japan but also to the international community.</li> <li>The Ministers confirmed the importance of full implementation of the UN Security Council Resolutions for a complete, verifiable and irreversible dismantlement of all North Korea's WMD and ballistic missiles of all ranges.</li> <li>The Ministers agreed that Japan and the United States will continue working together with partner countries to counter illicit "ship-to-ship" transfers of goods by North Korea.</li> <li>The Ministers welcomed that the Japan-U.S. Alliance has become stronger than ever before and confirmed that they continue to closely work together to further strengthen the Alliance capability to deter and respond, and materialize aligned strategies of both countries'.</li> <li>The Ministers reaffirmed the significance of cooperation with various partners including conducting joint exercises and capacity building assistance with the Japan-U.S. Alliance being the cornerstone.</li> <li>The ministers welcomed the recent progress made by the Japanese Government in acquisition of Mageshima, a candidate site for a permanent FCLP facility, and confirmed to work closely together for the steady implementation of the U.S. forces realignment initiatives.</li> </ul>