

Japan's Defense Policy and Its challenges

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1 Framework of Japan's Defense Policy

- The Constitution
 - Policy Interpretation
- Basic Policy for National Defense
 - 4 items
- Basics of Defense Policy
 - Several items
- National Defense Program Guidelines
 - NDPG Annex

2 Constitutional Restrictions (policy interpretation)

- Negation of the right of belligerence
- No strategic offensive weapons like ICBM & strategic bombers
- Prohibition of dispatch of JSDF overseas with combat mission
- Prohibition of use of the right of collective self-defense
- Prohibition of conscription

3 The Constitution of Japan

(Promulgated on November 3, 1946

Came into effect on May 3, 1947)

- **CHAPTER II**
- **RENUNCIATION OF WAR**
- **Article 9.** Aspiring sincerely to an international peace based on justice and order, the Japanese people forever renounce war as a sovereign right of the nation and the threat or use of force as means of settling international disputes.
In order to accomplish the aim of the preceding paragraph, land, sea, and air forces, as well as other war potential, will never be maintained. The right of belligerency of the state will not be recognized.

4 Basic Policy for National Defense

(Adopted by the National Defense Council and approved by the Cabinet
on May 20, 1957)

- The aim of national defense is to prevent direct and indirect aggression and to repel any such aggression with the aim of protecting Japan's independence and peace, which are founded on democracy.
- In order to achieve this, the Basic Policy states as follows:
 - (1) To support the U.N. activities and promote international cooperation to achieve world peace.
 - (2) To stabilize the livelihood of the people, promote their patriotism, and establish the foundations required for national security.
 - (3) Within the limits required for self-defense, to progressively establish efficient defense capabilities in accordance with the nation's strength and situation.
 - (4) To deal with external act of aggression based on the Japan-U.S. Security Arrangements, until the United Nations can provide sufficient functions to effectively prevent such acts in the future.

5 Basics of Defense Policy

- **1. Exclusively Defense-Oriented Policy**

- The exclusively defense-oriented policy means that Japan will not employ defensive force unless and until an armed attack is mounted on Japan by another country, and even in such a case, only the minimum force necessary to defend itself may be used. Furthermore, only the minimum defense forces necessary for self-defense should be retained and used. This exclusively defense-oriented policy is a passive defense strategy that is consistent with the spirit of the Constitution.

- **2. Not Becoming a Military Power**

- There is no established definition for the term “military power.” For Japan, however, not becoming a military power that could threaten the security of other countries means that Japan will not possess more military force than is necessary for self-defense and that could pose a threat to other countries.

- **3. The Three Non-Nuclear Principles**

- The Three Non-Nuclear Principles are that Japan: will not possess nuclear weapons, will not produce nuclear weapons, and will not allow nuclear weapons into Japan. Japan adheres to the Three Non-Nuclear Principles as a fixed national policy.
- Japan is prohibited from manufacturing or possessing nuclear weapons also under the Atomic Energy Basic Law. In addition, Japan ratified the NPT (Treaty on the Non-Proliferation of Nuclear Weapons), and as a nonnuclear weapons state, is not permitted to produce or acquire nuclear weapons.

- **4. Ensuring Civilian Control**

- Civilian control of the military means the precedence of political will over the military in a democratic state, and hence democratic political control over the military. Learning lessons from World War II, Japan has adopted the following systems of uncompromising civilian control that are entirely different from those under the former Constitution. Civilian control ensures that the SDF is operated in accordance with the will of the people.
- The Japanese people are represented in the Diet, which makes legislative and budgetary decisions on matters such as the authorized number of SDF Regular Personnel and principal institutions of the SDF. It also approves defense operations. As part of its general administrative functions, the Cabinet has entire authority related to defense. The Constitution requires the Prime Minister and other Ministers of State in the Cabinet to be civilians.

- **5. Others**

6 Progress of NDPG

- **1976 NDPO:** Japan should maintain the necessary basic defense forces as *Basic Defense Force Concept*, responding to limited, small-scale invasion
- **1995 NDPO:** Basically maintain *Basic Defense Force Concept*, roles of defense forces expanded to include response to various situations and contribution to creation of a more stable security environment
- **2004 NDPG :** Multi-functional, flexible and effective defense forces that can effectively respond to new threats and diverse situations and voluntarily and actively participate in international peace cooperation activities
- **2009 NDPG:** Now being discussed

7 National Defense Program Guidelines, FY 2005-

(Approved by the Security Council and the Cabinet on December 10, 2004)

- **I. Purpose**
- **II. Security Environment Surrounding Japan**
- **III. Basic Principles of Japan's Security Policy**
- **IV. Future Defense Forces**
- **V. Additional Elements for Consideration**
- **VI. Attached Table**

8 NDPG

Basic Security Policies of Japan

- Two Objectives in Japan's Security
 - Defense of Japan
 - Improving international security environment
- Three Approaches
 - Japan's own efforts
 - To utilize all appropriate means to prevent any threat from reaching Japan
 - To have integrated response
 - To develop multi-functional, flexible and effective defense forces
 - Cooperation with alliance partners
 - Cooperation with international community
- Basic Principles
 - See 4 and 5

Future Defense Forces

- Role of the Defense Forces
 - Effective response to the new threats and diverse situations
 - To ballistic missile attacks
 - To guerrillas and special operations forces attacks
 - To the invasion of Japan's offshore islands
 - Patrol and surveillance in the sea and airspace surrounding Japan and respond to the violation of Japan's airspace and the intrusion of armed special-purpose ships and other similar vessels
 - To large-scale and/or special-type (nuclear, biological, chemical, and radiological) disasters
 - Preparations to deal with full-scale invasion
 - Proactive efforts to improve the international security environment
- Critical Elements of the Defense Capabilities
 - Enhancing Joint operation capabilities
 - Strengthening intelligence capabilities
 - Incorporating the progress in science and technology into Japan's Defense Forces
 - Utilizing human resources more efficiently

9 Extracts from NDPG (continued)

III. Basic Principles of Japan's Security Policy

1. Basic Principles

2. Japan's Own Efforts

(1) Basic Ideas

Based on the premise that any country's security depends first and foremost on its own efforts, Japan will utilize all appropriate means to prevent any threat from reaching the country. In addition, based on the principle of acting closely with the international community and its alliance partner the United States Japan will engage in diplomatic and other activities to improve the international security environment so as to prevent the emergence of any new threats.

(2) Japan's Integrated Response

In the event that these efforts fail to prevent a threat from reaching Japan, the Government of Japan will take an integrated response by swiftly making appropriate decisions through mechanisms such as the Security Council, and bringing together all relevant organizations. To this end, the Government will improve its ability to collect and analyze information which serves as the basis of the Government's decision-making. The Self-Defense Forces, police, Japan Coast Guard and other relevant organizations will improve their close cooperation through increased intelligence sharing, joint exercises, and other activities, while appropriately sharing their roles, and improve their overall performances. In addition, the Government will establish national protection systems including those for responding to different types of disasters, by quickly issuing warning signals and promoting mutual cooperation between the central and local governments.

(3) Japan's Defense Forces

Japan's defense forces are the ultimate guarantee of its national security, representing Japan's will and ability to repel any threat that might reach its shores.

Japan has developed its defense forces in accordance with the "National Defense Program Guidelines, FY 2005-" (Security Council and Cabinet decision on November 28, 1995) which incorporated the key elements of the Basic Defense Force Concept. The Basic Defense Force Concept espouses the idea that, rather than preparing to directly counter a military threat, Japan, as an independent state, should maintain the minimum necessary basic defense forces lest it becomes a destabilizing factor in the region by creating a power

vacuum. Combined with the Japan-U.S. Security Arrangements, this concept has been successful in preventing an armed invasion from occurring.

- Given the new security environment, however, future defense forces should be capable of effectively responding to new threats and diverse situations while maintaining those elements of the Basic Defense Force Concept that remain valid. Because the peace and stability of Japan is inextricably linked to that of the international community, Japan should voluntarily and actively participate in activities that nations of the world cooperatively undertake to enhance the international security environment (hereinafter "international peace cooperation activities").
- In developing Japan's defense forces, we have to take into account the fact that while the roles that our defense forces have to play are multiplying, the number of young people in Japan is declining as a result of the low birth rate, and fiscal conditions continue to deteriorate.
- From this standpoint, Japan will develop multi-functional, flexible, and effective defense forces that are highly ready, mobile, adaptable and multi-purpose, and are equipped with state-of-the-art technologies and intelligence capabilities measuring up to the military-technological level of other major countries. In building such a defense force, without expanding its size, the Government of Japan will rationalize and streamline personnel, equipment, and operations so as to attain greater results with the limited resources that are available.
- 3. Japan-U.S. Security Arrangements
- 4. Cooperation with the International Community
- In order to improve the international security environment and help maintain security and prosperity of Japan, the Government of Japan will actively engage in diplomatic efforts, including the strategic use of Official Development Assistance (ODA).
- Based on the recognition that the destabilization of the international community by events such as regional conflicts, proliferation of weapons of mass destruction, and international terrorist attacks would directly affect its own peace and security, Japan will, on its own initiative, actively participate in international peace cooperation activities as an integral part of its diplomatic efforts.
- In particular, stability in the region spreading from the Middle East to East Asia is critical to Japan.

Japan traditionally has close economic ties with this region, its sea lines of communication run through the region, and Japan depends almost entirely on energy and natural resources from overseas. In this context, Japan will strive to stabilize the region by promoting various cooperative efforts in conjunction with other countries sharing common security challenges.

In order to enable the international community to effectively address the range of new issues in

the twenty-first century, measures must be taken to reform the world's only global and comprehensive international organization the United Nations to make it more effective and reliable. Japan will actively pursue this goal.

In the Asia-Pacific region, multilateral frameworks for regional security, such as the ASEAN Regional Forum (ARF), as well as multilateral efforts to deal with common agendas such as counter-terrorism and counter-piracy are taking root. By continuing to support these positive developments, Japan will continue to

play an appropriate role, together with the cooperation with the United States, to promote a stable security environment in the region.

IV. Future Defense Forces

1. Role of the Defense Forces

Based on the recognition described above, Japan will develop and maintain, in an efficient manner, the necessary Self-Defense Forces posture to effectively carry out missions in the following areas:

(1) Effective Response to the New Threats and Diverse Situations

Japan will deal effectively with the new threats and diverse situations by developing highly responsive and mobile defense force units capable of responding properly to various different situations and by deploying them appropriately in accordance with Japan's geographical characteristics. Should such a situation emerge, the defense forces will respond quickly and appropriately in smooth and close collaboration with the police and other relevant organizations, thereby providing a seamless response to the situation, in accordance with circumstances and designated roles. Japan's Self-Defense Forces posture to address the key elements of the new threats and diverse situations will be as follows:

a. Response to Ballistic Missile Attacks

We will respond to ballistic missile attacks by establishing necessary defense force structure,

including the introduction of ballistic missile defense systems, to deal effectively with ballistic

missile attacks. We will adequately respond to the threat of nuclear weapons

by doing so, in addition to relying on U.S. nuclear deterrence.

b. Response to Guerrillas and Special Operations Forces Attacks

We will maintain necessary defense force structure to respond effectively to attacks carried out by guerrillas and special operations forces. We will also enhance readiness and mobility of the defense force units, and deal with such attacks in a flexible manner.

c. Response to the Invasion of Japan's Offshore Islands

We will maintain necessary defense force structure to respond effectively to the invasion of Japan's offshore islands, improve and strengthen capabilities to transport and deploy forces, and deal with the invasion in a flexible manner.

d. Patrol and Surveillance in the Sea and Airspace Surrounding Japan, and Response to the Violation of Japan's Airspace and the Intrusion of Armed Special-Purpose Ships and Other Similar Vessels

We will maintain necessary defense force structure, including ships, aircraft and other assets, to carry out around-the-clock patrol and surveillance in the sea and airspace surrounding Japan. We will also maintain fighter aircraft units to respond instantly to the violation of our territorial airspace, as well as combatant ships and other assets in order to respond to armed special-purpose ships operating in waters surrounding Japan, submerged foreign submarines operating in Japan's territorial waters, and other similar vessels.

e. Response to Large-Scale and/or Special-Type (Nuclear, Biological, Chemical, and Radiological) Disasters

To deal effectively with large-scale and/or special-type (nuclear, biological, chemical, and radiological) disasters, where protection of life and property is desperately needed, we will maintain an adequate force structure with defense force units, as well as specialized capabilities and expertise to conduct disaster relief operations in any part of Japan.

(2) Preparations to Deal with Full-Scale Invasion

Since in our judgment, the likelihood of full-scale invasion of Japan has declined and is expected to remain modest in the foreseeable future, we will modify our current defense force building concept that emphasized Cold War-type anti-tank warfare, anti-submarine warfare and anti-air warfare, and will significantly reduce the personnel and equipment earmarked for a full-scale invasion. However, because the original role of our defense forces is to cope with full-scale invasion and reconstructing these forces cannot be accomplished in a short period of time, Japan will continue to maintain the most basic capabilities of its defense forces, while also taking into account developments in neighboring countries and making use of technological progress.

(3) Proactive Efforts to Improve the International Security Environment

In order to engage actively in international peace cooperation activities, we will take the following measures: develop education and training systems, highly responsive force posture for relevant units, and transport and other required capabilities; establish necessary infrastructure to quickly dispatch defense force units overseas and to carry out missions continuously; and, make necessary arrangements to include the promotion of international peace cooperation activities in the Self-Defense Forces mission priorities.

We will strongly promote activities for international peace and stability, including security

dialogue and defense exchanges, bilateral and multilateral training and exercises, and arms control and disarmament efforts carried out by international organizations such as the United Nations.

2. Critical Elements of Our Defense Capabilities

Following are the critical elements for developing defense forces capable of carrying out the missions described above.

(1) Enhancing Joint Operation Capabilities

In order to have the three services of the Self-Defense Forces work integrally and to enable them to execute their missions swiftly and effectively, we will employ them jointly whenever possible. We will create a central organization to facilitate joint operations, and establish infrastructure for training and education as well as intelligence and communications. In doing so, we will reexamine existing organizations so as to enhance their efficiency.

(2) Strengthening Intelligence Capabilities

In order to employ our defense forces successfully to respond effectively to the new threats and diverse situations, it is imperative for the Government to be able to identify events at the earliest possible time and to collect, analyze, and share intelligence promptly and accurately. For this purpose, we will strengthen our diversified intelligence collection capability and enhance our comprehensive analysis and assessment

capability, keeping in mind the changes in the security environment and technological trends. We will also strengthen the Self-Defense Forces' intelligence structure, including the Defense Intelligence Headquarters that supports our capabilities. In this way, we will build a sophisticated intelligence capability.

(3) Incorporating the Progress in Science and Technology into Our Defense Forces

We will incorporate the outcome of science and technological progress, in such areas as information and communications technologies, into our defense forces. In particular, we will develop the command and control systems and agile intelligence sharing systems that are indispensable for joint operations, in tune with information and communication technologies available at home and overseas.

In addition, we will create advanced systems for command and communications and a network for information and communications, with sufficient protection against possible cyber attacks, to enhance operational and organizational efficiency.

(4) Utilizing Human Resources More Efficiently

We will take various measures to maintain high morale and firm discipline within the Self-Defense

Forces. We will recruit, cultivate, train and educate high-quality personnel to meet the challenge of the diversification and internationalization of Self-Defense Forces missions, and the need to properly operate rapidly advancing high-tech equipment. In addition, we will promote activities related to research and education on security issues, and develop human resources.

The defense force level required to fulfill missions described above is indicated in the attached table.

10 NDPG Attached Table

(Attached Table)

The following posture will be established in order to make Japan's new defense forces multi-functional, flexible and effective, and able to undertake diverse roles as discussed above (IV).

Ground Self-Defense Force	Personnel		155,000
	Regular		148,000
	Reserve (Ready Reserve Personnel)		7,000
	Major Units	Regionally Deployed Units	8 divisions 6 brigades
Mobile Operation Units		1 armed division Central Readiness Force	
Surface-to-Air Guided Missile Units		8 anti-aircraft artillery groups	
Major Equipment	Tanks Main Artillery	Approx. 600 Approx. 600	
Maritime Self-Defense Force	Major Units	Destroyer Units (for mobile operations) Destroyer Units (regional district units) Submarine Units Minesweeper Unit Patrol Aircraft Units	4 flotillas (8 divisions) 5 divisions 4 divisions 1 flotilla 9 squadrons
	Major Equipment	Destroyers Submarines Combat Aircraft	47 16 Approx. 150
Air Self-Defense Force	Major Units	Air Warning and Control Units Fighter Aircraft Units Air Reconnaissance Unit Air Transport Units Aerial Refueling/Transport Unit Surface-to-Air Guided Missile Units	8 warning groups 20 warning squadrons 1 airborne early-warning group (2 squadrons) 12 squadrons 1 squadron 3 squadrons 1 squadron 6 groups
	Major Equipment	Combat aircraft Fighters	Approx. 350 Approx. 260
Major Equipment and Major Units that can be used for Ballistic Missile Defense		Aegis-equipped Destroyers	4
		Air Warning and Control Units Surface-to-Air Guided Missile Units	7 warning groups 4 warning squadrons 3 groups

Note: The numbers of units and equipment are already included in the Maritime and Air Self-Defense Forces sections above.

11 Basic Act on Ocean Policy

- **Basic data on related elements of Japan**
- Area of territorial sea and EEZ
 - 4.47million km² (World's 6th largest)
- Number of remote islands
 - 6847 islands
- Length of coastal line
 - 35 thousand km (World's 6th longest)
- Export & import cargo's reliance on maritime transport
 - Over 99%
- Gross fish catches
 - 5.76 million tons (World's 5th largest)

Basic act on ocean policy (Promulgated on 27 April, 2007/ enacted on 20 July, 2007)

Basic plan of ocean policy (Approved by cabinet on 15 March, 2008)

6 basic principles

- 1) harmonization of the development and use of the oceans with the conservation of marine environment
- 2) securing the safety and security on the oceans
- 3) improvement of scientific knowledge of the oceans
- 4) international partnership with regard to the oceans
- 5) comprehensive governance of the oceans
- 6) sound development of ocean industries

12 basic measures

- 1) promotion of development and use of ocean resources
- 2) conservation of marine environment
- 3) promotion of development of EEZ and CS
- 4) securing maritime transport
- 5) securing the safety and security of the oceans
- 6) promotion of ocean survey
- 7) promotion of R & D of ocean science and tech.
- 8) promotion of ocean industries and strengthening the international competitiveness
- 9) integrated management of the coastal zone
- 10) conservation of the remote island
- 11) securing international coordination and promotion of international cooperation
- 12) enhancement of citizen's understanding of the oceans

12 Challenges of Japan's Defense policy

- Exercise of the right of collective self defense
- Introduction of a permanent law for overseas activities of Self-Defense Forces
- Recruiting appropriate personnel for each service
- Making decision of the new fighters (FX) to be introduced
- Building up of the Missile Defense System
- Building up of defense forces responding to the changing environment surrounding Japan
- Close and equal relationships between Japan and the U.S.
- Pursuing of maritime security