

Section 4 Efforts to Support International Peace Cooperation Activities

The Ministry of Defense and the SDF are proactively undertaking international peace cooperation activities, working in tandem with diplomatic initiatives, including the use of Official Development Assistance (ODA) for resolving the fundamental causes of problems such as conflict and terrorism.

See ▶ *Fig. III-3-4-1 (Record of Activities in the International Community by the Ministry of Defense and Self-Defense Forces)*

1 Frameworks for International Peace Cooperation Activities, etc.

1 Frameworks for International Peace Cooperation Activities

The international peace cooperation activities undertaken by the MOD and the SDF to date are as follows: (1) international peace cooperation duties such as cooperation with peacekeeping operations (PKO); (2) international disaster relief operations to respond to large-scale disasters overseas; (3) activities based on the temporary Special Measures on Humanitarian Reconstruction Assistance in Iraq which is now abolished; and 4) activities based on the former Anti-terrorism Special Measures Act, and the temporary Replenishment Support Special Measures Act both of which are also abolished now.

See ▶ *Fig. III-3-4-2 (International Peace Cooperation Activities Conducted by the SDF)*

See ▶ *Reference 21 (Main Operations of the Self-Defense Forces); Reference 22 (Statutory Provisions about the Use of Armed Force and Weapons by SDF Personnel); Reference 59 (The SDF Record in International Peace Cooperation Activities); Reference 58 (Summary Comparison of Laws Concerning International Peace Cooperation Activities)*

2 Significance of Stipulating International Peace Cooperation Activities as One of the Primary Missions of the SDF

Amid the current security environment, the peace and security of the international community are considered to be closely linked to the peace and security of Japan. Based on this awareness, international peace cooperation activities, which used to be regarded as supplementary activities¹, were positioned in 2007 as one of the primary missions of the SDF², alongside the

¹ Activities prescribed in Article 8 of the SDF Act (a miscellaneous provision) or supplementary provisions

² Missions defined in Article 3 of the SDF Act. The primary mission is to defend Japan. The secondary missions are the preservation of public order, activities in response to situations in areas surrounding Japan and international peace cooperation activities.

defense of Japan and the maintenance of public order.

3 Continuous Initiatives to Promptly and Accurately Carry Out International Peace Cooperation Activities

To be a proactive contribution to world peace, it is important for the SDF to always be fully prepared for all kinds of future operations. For this purpose, the Central Readiness Regiment, a unit that could be deployed swiftly to whatever needed and make the necessary preparations till the main unit arrives, was established under the Central Readiness Force in March 2008. Also, the GSDF has a stand-by unit based on a rotational system, in which members are chosen from a certain area force of the five area forces in Japan in each rotational period. However, in the future we are planning to abolish this rotational system and steadily choose members of the stand-by unit from the Northern Army. Since they were trained in an ideal training environment and through the numerous past SDF operations, have abundant experience of being the first unit to be deployed to the operational area.

In 2009, in order to participate more actively in U.N. peacekeeping operations, Japan registered for the United Nations Stand-by Arrangement System (UNSAS)³. The objective of this system is to make the process faster and smoother for the United Nations to sound countries out on dispatch development when implementing peacekeeping operations. As of the end of March 2014, Japan has registered its preparedness to provide SDF personnel capable of providing logistic support for the following activities and operations: (1) medical care (including epidemic prevention measures); (2) transportation; (3) storage (including reserve); (4) communications; (5) construction; (6) SDF units capable of logistic support for installation, inspection, and repair of machines and apparatus; (7) military observers; and (8) HQ officers.

The SDF promotes capacity-building initiatives regarding information-gathering abilities and defensive abilities in dispatch destinations, which are required to complete missions while ensuring the security of personnel and units during international peace cooperation activities. In addition, in order to respond to a variety of environments and prolonged missions, the SDF promotes initiatives to improve the capabilities for transport and deployment and information communication, and to develop a structure of replenishment and medical support for conducting smooth and continuous operations. The GSDF promotes initiatives to enhance the conditions

³ This is a system adopted by the United Nations in 1994 in order to facilitate agile deployment for U.N. peacekeeping operations. The system involves member nations registering beforehand the scope of the contribution that they can make, the number of personnel available for dispatch, and the time required for dispatch. When the United Nations approaches member nations with a request for dispatch based on the registered information, it is up to each country to decide whether to actually dispatch personnel or not.

of the engineering unit, which is in high demand in dispatch destinations, as well as improving protection vehicles for transport that are used to protect people from mines and Improvised Explosive Devices (IEDs). It also promotes improvement of the engines of transport helicopters (CH-47JA) and development of wheeled armored personnel carrier (modified), in order to ensure that activities can be carried out under diversified environments. The MSDF is promoting the portability and deployability of the Marine Air Command and Control System (MACCS) to facilitate the effective operation of fixed-wing patrol aircraft overseas. The ASDF is upgrading its equipment through the acquisition of devices including aviation satellite phones, in order to maintain command communication between aircraft and ground controllers in a range of environments, as well as countermeasure dispensers for transport aircraft, and airborne collision avoidance systems.

The International Peace Cooperation Activities Training Unit at Camp Komakado (Shizuoka Prefecture) conducts education for GSDF personnel to be deployed to international peace cooperation activities, and also supports training related to international peace cooperation activities. In addition, the Japan Peacekeeping Training and Research Center (JPC) under the Joint Staff College launched a basic training course on international peace cooperation activities (the Basic Course on International Peace Cooperation) from October 2011. Furthermore, since FY2012, it has been providing education and research on international peace cooperation activities tailored to a variety of levels. For example, it provides specialized education (the Intermediate Course on International Peace Cooperation and the Advanced Course on International Peace Cooperation) to cultivate officers in charge of planning and policymaking associated with the management and implementation of international peace cooperation activities, and staff officers to be deployed at the headquarters of U.N. missions. Including the potential for further expanding the range of people to whom this education is made available, the SDF is exploring the possibility of further enhancing the Center as a hub for education and research focused on international peace cooperation activities.

4 Welfare and Mental Health Care of Dispatched SDF Units

SDF personnel are expected to fulfill their assigned duty under severe working conditions while being far away from their home country and their families. Therefore, it is extremely important to make necessary arrangements so that dispatched SDF personnel can effectively carry out their assigned duty while maintaining both their physical and mental health.

For this reason, the MOD and the SDF have implemented various measures to support families to reduce anxiety for the dispatched SDF personnel and their families.

See ▶ Part IV, Chapter 2, Section 1 (Human Foundation and Organization that Supports the Defense Force)

The SDF provides mental health checkups several times before and after a dispatch to all the personnel to be sent. The SDF also offers mental health care services, such as a course on stress reduction methods for SDF personnel with a scheduled dispatch when engaging in overseas missions; and dispatched SDF personnel can consult with designated counselors who have completed specialized training. Such counselors provide dispatched personnel with sufficient mental care. As well as assigning medical officers to SDF units engaged in overseas missions, the MOD regularly sends mental healthcare support teams led by qualified psychiatrists from Japan and provides education on methods of dealing with stress on the spot, as well as important points to consider in communication with families or fellow SDF personnel after returning to Japan.

2 Initiatives to Support U.N. Peacekeeping Operations, etc.

As a means to promote peace and stability in the conflict regions of conflict around the world, the United Nations Peacekeeping Operations (PKO) has expanded its missions in recent years to include such duties as providing assistance in Disarmament, Demobilization and Reintegration (DDR) into society of former soldiers, Security Sector Reform (SSR), elections, human rights, the rule of law, the promotion of political processes, the Protection of Civilians (POC), and other fields, in addition to such traditional missions as ceasefire monitoring. Today, 16 PKO and 12 political and peace building missions are being established (as of the end of April 2014).

International organizations, such as the Office of the United Nations High Commissioner for Refugees (UNHCR), governments, and non-governmental organizations (NGO) conduct relief and restoration activities for the victims of conflicts and large-scale disasters from a humanitarian perspective and from the viewpoint of stabilizing affected countries.

Japan has been promoting international peace cooperation operations in various regions including Cambodia, the Golan Heights, Timor-Leste, Nepal, and South Sudan for more than 20 years, and the results of these activities have been highly praised by the domestic and international communities. From the perspective of “Proactive Contribution to Peace based on the principle of international cooperation, and in light of the appreciation and expectation from the international community, Japan will actively engage in international peace cooperation operations in multilayered way. In this regard, while developed nations place more priority on in “quality” and “cost-effectiveness” rather than on “quantity,” it is necessary to deliberate about how the SDF should contribute to the international community. Meanwhile, the SDF will

proactively continue taking part in peacekeeping activities utilizing their accumulated experiences and advanced skills in the field of such as engineering; as well as expanding the dispatch of SDF personnel to responsible positions, such as local mission headquarters and the Department of Peacekeeping Operations in the United Nations. As such, the SDF places more emphasis on taking more of a leading role, and the MOD will proactively participate in discussions in the whole government.

1 Outline of the International Peace Cooperation Act

The Act on Cooperation for United Nations Peacekeeping Operations and Other Operations, enacted in 1992, is designed to allow Japan to actively contribute to global initiatives led mainly by the United Nations to achieve peace and stability in the international community by establishing a structure for Japan to appropriately and swiftly cooperate in (1) U.N. peacekeeping operations⁴, (2) humanitarian international relief operations⁵, and (3) international election monitoring activities. The law also enables Japan to implement measures for providing assistance in the form of goods in response to each of the three activities listed above.

The law stipulates a set of basic guidelines (so-called five principles for participation) for Japan's participation in a U.N. peacekeeping force.

See ▶ *Fig.III-3-4-3 (Basic Policy on Japan's Participation in U.N. Peacekeeping Forces (Five Principles))*

2 United Nations Mission in the Republic of South Sudan (UNMISS)

(1) Background to the decision to dispatch personnel to UNMISS

In Sudan, the United Nations Mission in Sudan (UNMIS) was established following the signing of the Comprehensive Peace Agreement (CPA) between the Government of Sudan and the Sudan People's Liberation Movement/Army in January 2005.

From October 2008, Japan dispatched two GSDF officials to UNMIS headquarters as HQ officers (logistics staff and intelligence staff), but UNMIS ended its mission in July 2011, when South Sudan became independent.

⁴ Activities carried out under the jurisdiction of the United Nations based on a U.N. Resolution to maintain international peace and stability including ensuring the observance of agreements between combatants regarding the prevention of the recurrence of armed conflict, support for the establishment of governing bodies through democratic means carried out following the end of conflict, and others.

⁵ Activities being conducted by the United Nations, other international organizations, or countries based on a humanitarian spirit for the relief of victims of military conflicts, and reconstruction activities in connection with war-related damage. Such activities are initiated in accordance with a U.N. Security Council Resolution or requests from international organizations.

Meanwhile, in response to the independence of South Sudan, the United Nations Security Council adopted United Nations Security Council Resolution 1996, with the objective of consolidating peace and security and helping to establish necessary conditions for development of South Sudan, from the perspective of strengthening the capacity of the Government of South Sudan to govern effectively and democratically and to establish good relationships with neighboring countries; as a result, the United Nations Mission in the Republic of South Sudan (UNMISS) was established in July 2011.

In August 2011, during his visit to Japan, United Nations Secretary-General Ban Ki-moon asked then-Prime Minister Kan to cooperate with UNMISS, particularly through the dispatch of GSDF engineer units. The government conducted a number of field surveys. And based on the result of the survey, in November, the Cabinet approved the dispatch of two HQ officers (logistics staff and intelligence staff) to UNMISS, and in December, it decided to dispatch an SDF engineer unit, the then-Coordination Center, and an additional HQ officer (engineering staff).

The peace and stability of South Sudan is essential for the stability of Africa as a whole; moreover, it is a crucial issue that should be dealt with by the international community. Therefore, it is necessary for Japan to assist South Sudan in building up the nation. The MOD and the SDF have accumulated experience through the past peacekeeping operations, and we believe that it is possible for Japan to contribute to the nation building of South Sudan by providing personnel-based cooperation in infrastructure development, on which the United Nations places great expectations.

See ▶ Fig. III-3-4-2 (South Sudan and Its Surrounding Area)

See ▶ Part I, Chapter 2, Section 1, Item 2-5 (Sudan/South Sudan Situation)

(2) Activities by the SDF

In January 2012, for the purpose of smoothly carrying out the PKO activities in South Sudan, an organization mainly focusing on the coordination with other organizations was established in the South Sudan capital city Juba and in Uganda. This organization was called the “Coordination Center”, and this was the very first time for the SDF to set up this kind of organization in PKO activities.

The SDF constructed their encampment within the United Nations facility placed in Juba, and started their engineering activity within the UN facility in March 2012. Activities outside the United Nations facility began in April 2012. Moreover, the engineer unit began collaborative

work with international organizations in June that year, and also started “All Japan Project” by assisting ODA projects. On May 28, 2013, the Chief Cabinet Secretary announced it would expand the areas where operations would be carried out by the SDF, and on the same day, the Minister of Defense issued an order for expanding the areas in which the dispatched engineer unit could carry out its operations. Through this announcement and order, the action areas of the dispatched engineer unit widened from the areas in and around Juba to areas that also encompassed Central, Eastern, and Western Equatoria. This expansion was coordinated in response to a request from the U.N., and it will enable Japan to further contribute to South Sudan in nation-building⁶. Since December 2013, due to the worsened security situation in South Sudan, the dispatched engineering unit has been conducting site preparation activities for the protected refugee camps in the United Nations’ facility in Juba, as part of assistance for the local people who are taking refuge at the facility.

On December 23, 2013, at the request of the United Nations and other organizations, Japan provided 10,000 bullets to the United Nations in light of the urgent necessity and humanitarian aspect of the situation⁷.

See ▶ *Fig.III-3-4-5 (Organization of UNMISS)*

See ▶ *Fig.III-3-4-6 (Overview of the Coordination Center and the Engineer Unit Deployed in South Sudan)*

(3) Cooperation Between Japan and Australia in UNMISS

To date, the MOD and SDF have cooperated closely with the Australian military in the field, such as in activities to provide humanitarian and reconstruction assistance in Iraq and United Nations peacekeeping operations. Both Japan and Australia are involved in UNMISS as well; on August 31, 2012, two Australian military personnel were dispatched to assist with liaison at Japan’s Coordination Team (the former-Coordination Center), where they are engaged in the coordination activities of UNMISS duties.

3 Dispatch of SDF Personnel to the U.N. Department of Peacekeeping Operations

Currently One SDF personnel is dispatched to the Force Generation Service, Office of Military Affairs of the U.N. Department of Peacekeeping Operations for a two-year period from September 2013 to engage in unit formation of the PKO mission personnel assignment or coordinating the negotiation of Memorandum of Understanding (MOU) with member nations.

⁶ Activities being conducted by the United Nations, other international organizations, or countries based on a humanitarian spirit for the relief of victims of military conflicts, and reconstruction activities in connection with war-related damage. Such activities are initiated in accordance with a U.N. Security Council Resolution or requests from international organizations.

⁷ In 2014, the bullets Japan provided were handed back.

See ▶ Reference 60 (Dispatch of Ministry of Defense Personnel to International Organizations)

4 Dispatch of Instructors to the PKO Center in Africa

In order to assist in self-supporting endeavors by African countries to undertake peacekeeping operations, the MOD and SDF dispatch SDF personnel as instructors to African peacekeeping training centers, which educate and train peacekeeping personnel. Japan is contributing to peace and stability in Africa through strengthening the functions of these peacekeeping centers. Starting with the deployment to the Cairo Regional Center for Training on Conflict Resolution and Peacekeeping in Africa (CCCPA) in November 2008, a total of 15 SDF personnel (13 deployments and six countries in total), including one female SDF officer, were dispatched over the period until May 2014. The SDF personnel provided education in the experiences and lessons gained by the SDF through their activities overseas, such as lectures concerning the importance of building relationships with local residents in international peace cooperation activities, and the international disaster relief activities that the SDF has experienced. They also provided advice on education as international consultants, the first time to do so in the capacity other than instructors, at the Ethiopian International Peacekeeping Training Center (EIPKTC) in March-May 2014, and formulated curriculums on developing human resources of PKO mission. As a result, they were highly commended by local staff, as well as the audience.

See ▶ Fig. III-3-4-7 (PKO Centers in Africa)

5 Formulation of Engineer Unit Manual for Peacekeeping Operations of the United Nations

In order to play more of a leading role in international peace cooperation activities, the MOD and SDF support the formulation of Engineer Unit manual for Peacekeeping Operations, which is initiated by the United Nations Headquarters, and Japan also serves as a chair country of the Engineer Unit Manual Working Group.

In March 2014, the Workshop of Engineer Unit Manual was held in Tokyo, and experts from the 14 participating countries and multiple international organizations held discussions about the basic concept for creating the engineer unit manual. With the second Workshop held in Indonesia in June 2014, Japan is playing a leading role in facilitating cooperation among countries concerned for the completion of the manual at the beginning of 2015.

3 International Disaster Relief Operations

In recent years, the role of advanced capabilities in military affairs has become more diverse, and opportunities for its use in humanitarian assistance and disaster relief are growing. For the purpose of contributing to the advancement of international cooperation, the SDF has also

engaged in global disaster relief operations proactively from the viewpoint of humanitarian contributions and improvement of the international security environment.

To this end, the SDF maintains their readiness to take any necessary action based on prepared disaster relief operation plans. The SDF has been proactively conducting international disaster relief operations which fully utilize their capabilities, while taking into consideration specific relief requests by the governments of affected countries and disaster situations in these countries, as well as based on the consultation with the Minister of Foreign Affairs.

See ▶ Reference 68 (Major Exercises Conducted in FY 2013)

1 Outline of the International Disaster Relief Law

Since the enactment of the Law Concerning the Dispatch of International Disaster Relief Teams (International Disaster Relief Law) in 1987, Japan has engaged in international disaster relief activities in response to requests from the governments of affected countries and international organizations.

In 1992, the Japan Disaster Relief Team Dispatch Act was partially amended, enabling the SDF to participate in international disaster relief operations and to transport its personnel and equipment for this purpose.

See ▶ Reference 21 (Main Operations of the Self-Defense Forces)

2 International Disaster Relief Operations by the SDF and SDF's Posture

The SDF's capabilities in international disaster relief operations encompass (1) medical services, such as first-aid medical treatment and epidemic prevention; (2) transport of goods, patients, and disaster relief personnel by helicopter and other means; and (3) ensuring water supplies using water-purifying devices. Also, the SDF uses transport planes and ships to carry disaster relief personnel and equipment to the affected area. International disaster relief operations conducted by the SDF may take different forms according to factors such as the scale of the disaster, the degree of damage, and the requests of the governments of affected countries or international organizations.

The Central Readiness Force and regional units of the GSDF maintain their readiness to ensure that they can carry out international disaster relief operations in an independent manner anytime the need arises. The Self Defense Fleet of the MSDF and Air support command of the ASDF constantly maintain their readiness to transport units participating in international disaster relief operations and supplies to the units.

3 International Disaster Relief Operations in the Philippines

(1) Background of the Dispatch to the International Disaster Relief Operations

From November 8 to 9, 2013, a large-scale typhoon No. 30 directly hit the center of the Philippines. Following a request from the government of the Philippines, which was suffering catastrophic damage, to the government of Japan, and based on the consultation with the Minister of Foreign Affairs, the Minister of Defense decided to conduct international disaster relief operations on November.

See ▶ *Fig. III-3-4-8 (The Philippines and the Surrounding Area)*

See ▶ *Fig. III-3-4-9 (Outline of Philippine International Disaster Relief Teams)*

(2) SDF Activities

On the same day, the MOD and SDF formed an international disaster relief team consisting of 50 personnel, including medical teams, and dispatched them to the Philippines one after another from that day on. After their, the medical team provided medical treatment in Tacloban and Cebu. Considering the fact that the government of the Philippines sent further requests on November 14 and the disaster situation on the ground, the MOD and SDF decided to expand their operation on November 15. Following this decision, the Joint Operations Coordination Center was established in Manila, and the first ever Joint Task Force in international disaster relief operations was formulated to conduct disaster relief activities with 1,100 personnel, the largest number in the past.

The Joint operations Center in the Philippines closely coordinated with the Embassy of Japan and JICA, That center also coordinated with the related Filipino organizations and other countries via a multilateral coordination center in Manila. In addition, liaison officers were exchanged between the MSDF destroyer Ise and the British aircraft carrier HMS Illustrious for maintaining close communication and coordination. Furthermore, based on the Japan-US and Japan-Australia Acquisition and Cross-Serving Agreement (ACSA), supplies and services were provided and received between these countries for the first time in international disaster relief operations. In particular, the U.S. Air Force provided liquid oxygen to the ASDF C-130H transport aircrafts, and the MSDF replenishment ship Towada conducted underway replenishment for an Australian vessel.

The Joint Task Force of the Philippines International Disaster Relief Team consisted of the following groups: 1) headquarters; 2) Medical Assistance and Air Support Unit consisting of the 6th Division, 1st Helicopter Brigade, Northeastern Army Aviation Group, Tohoku Logistics

Depot of the GSDF, and Sendai Hospital; 3) Maritime Dispatched Group consisting of the MSDF destroyer Ise and transport vessel Osumi; and 4) Airlift Unit consisting of the ASDF KC-767 tanker aircraft and C-130H transport aircraft. Under the integrated operation, a total of 2,624 people received medical care; a total of 11,924 people were vaccinated; epidemic control operation was conducted in an approx. 95,600 square meters area; approx. 630 tons of supply was transported by air; and a total of approx. 2,768 were afflicted people transported by aircraft.

On December 13, 2013, the Minister of Defense issued an order to terminate disaster relief activities, based on the talks with the Philippine government. The month-long activities were completed accordingly.

4 The International Disaster Relief Operations for the Missing Malaysian Airplane

(1) Background of Dispatch to the International Disaster Relief Operations

In the early hours of March 8, 2014, the air traffic control lost contact with Malaysia Airlines Flight MH370 flying from Kuala Lumpur to Beijing. With the request for assistance from the Malaysian government on March 10, and based on consultation with the Minister of Foreign Affairs, the Minister of Defense decided to conduct international disaster relief operations on March 11.

See ▶ Fig. III-3-4-10 (The Malaysia and the Surrounding Area)

See ▶ Fig. III-3-4-11 (International Disaster Relief Teams for a Missing Malaysian Airplane)

(2) The SDF Activities

The MOD and SDF dispatched a maximum of 90 personnel as well as two P-3C patrol aircraft of MSDF and two C-130H Transport planes of ASDF to Malaysia to conduct search and rescue operations. After that, at the request of the governments of Malaysia and Australia, the two P-3C patrol aircraft moved to the western part of Australia to continue the search and rescue operations.

During this operation, MSDF P-3C patrol aircrafts were provided support including fuel and aircraft parts from Australia based on the ACSA.

On April 28, 2013, upon the announcement made by the Australian Prime Minister Abbott that Australia would proceed from the waterborne search to the ocean floor search, the Minister of Defense issued an order to terminate disaster relief activities, based on talks with the governments of Malaysia and Australia. The month-long activities were completed accordingly. During the operations, the SDF dispatched a total of six aircrafts such as the P-3C patrol aircraft,

and C-130H transport aircraft, and approximately 130 personnel; engaged in search activities for 400 hours on a total of 46 occasions.