

Chapter 3

Operations of Self-Defense Forces for Defense of Japan, Disaster Relief and Civil Protection

Section 1. Transition to a Joint Operations Posture

Section 2. Effective Response to New threats and Diverse Contingencies

Section 3. Preparation against Full-scale Aggression

Section 4. Efforts to Protect Civilians in Armed Attack Situation and Other Situations



F-2 fighter



Aegis-equipped destroyer Kirishima



Type-90 tank

Section 1. Transition to a Joint Operations Posture

On March 27, 2006, the Defense Agency/Self-Defense Forces shifted to a joint operations posture, in which the Chief of Staff, Joint Staff Office (Joint Chief of Staff) solely assists the Minister of State for Defense on SDF operations matters requiring military expertise. This section describes the history of studies on joint operations and the necessity and outline of the transition to a joint operations posture.



General Massaki, the first Chief of the Joint Staff Organization (right)

1. History of Studies

Aiming for a comprehensive and effective administration of the SDF for joint SDF operations, the Joint Staff Council comprising a Chairman and the Chiefs of Staff of the GSDF, MSDF and ASDF was established in July 1954 at the time of the foundation of the Defense Agency and the SDF. Based on this, the Internal Bureau of the Defense Agency has assisted the Minister of State for Defense in his command responsibilities mainly on policy matters, while each Chief of Staff and the Joint Staff Council have done so mainly on matters requiring military expertise. However, the Chiefs of Staff of the GSDF, MSDF, and ASDF have all provided their own expert military advice to the Minister of State for Defense independently, with the Joint Staff Council providing coordination as a council organization when necessary. In other words, it was a posture in which operations by each SDF service were the norm.

On the other hand, due to changes surrounding the SDF, its role has diversified along with expectations to respond to emerging new threats and a wide variety of situations.¹ Recognizing that, in order to swiftly and effectively respond to these situations, the SDF must adopt a posture in which the GSDF, MSDF, and ASDF can conduct operations in a systematic and coordinated fashion during normal conditions, studies on joint operations were carried out based on instructions by the Minister of State for Defense and a report was submitted to the Minister of State for Defense in December 2002 that outlined the need for a transition to a posture in which joint operations are the norm.² Furthermore, the National Defense Program Guidelines approved by the Cabinet in December 2004³ and the MTDP approved at the same

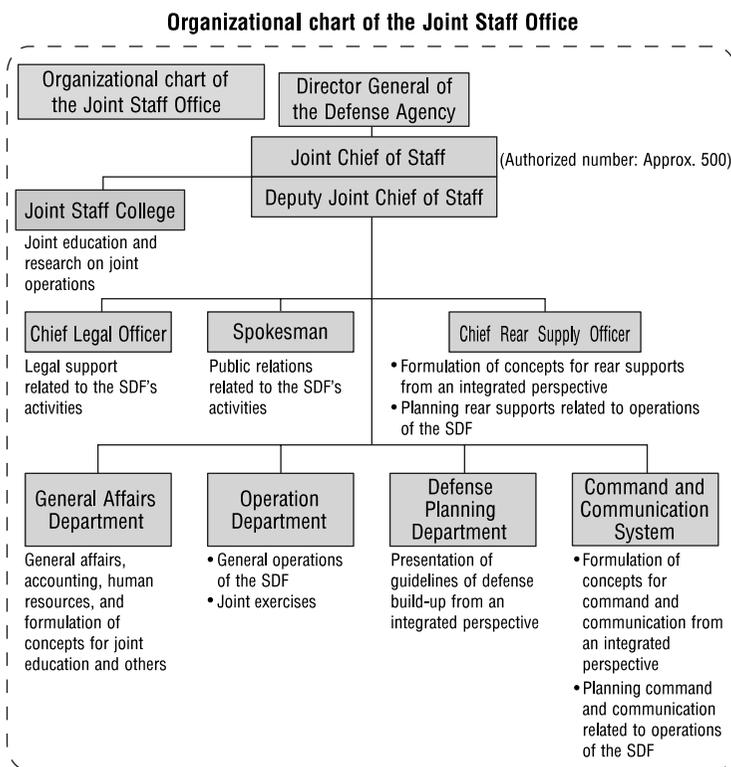


Fig. 3-1-1

time⁴ stipulate the need to strengthen the joint operations posture.

Following these developments, the Defense Agency Establishment Law and the Self-Defense Forces Law were revised in July 2005 to establish the posture required for joint operations, including the creation of the Joint Staff Office, the transfer of operational functions from the Staff Offices of the GSDF, MSDF and ASDF to the Joint Staff Office, and the integration of intelligence functions into the Defense Intelligence Headquarters. In addition, taking measures required for joint operations including the verification made by Japan-U.S. joint exercises that started on February 20, 2006, the transition to a joint operations posture was completed on March 27, 2006. (See Fig. 3-1-1)



The unit deployed to Iraq is provided with maritime refueling by the unit deployed to the Indian Ocean

2. Need for SDF's Transition to a Joint Operations Posture

(1) Swift and Effective Responses to Contingencies through Integrated GSDF, MSDF, and ASDF Operations

In countering an invasion on Japan, in the posture in which operations by each SDF service were the norm, each SDF service would act independently on the basis of its respective operational concept, even when operating in the same area, and needed to coordinate joint efforts when necessary. This posture was problematic in terms of speed and timing. In this context, the SDF must establish during normal conditions a joint operational posture linking the SDF services systematically so that they can execute their missions swiftly and effectively on the basis of a jointly designed/planned operational concept. It is also essential to fully utilize advancing military technology particularly in information/communications so that the SDF services can share intelligence simultaneously and act in an integrated manner.

(2) Consolidating Expert Military Advice Provided to Minister of State for Defense

In the posture in which operations by each SDF service were the norm, the Chiefs of Staff and the JSC all provided their own military advice to the Minister of State for Defense, and there could be some instances where advice was provided based on different assessments of situations and strategic guidelines; this could hinder swift and effective responses in an emergency. It was necessary to solve this problem and establish a posture where proper advice can be provided to the Minister of State for Defense by consolidating expert military advice on SDF operations, together with policy advice by the Internal Bureau of the Defense Agency, in all situations.



A GSDF helicopter taking off from a MSDF vessel

(3) Improving the Effectiveness of the Japan-U.S. Security Arrangements

Taking coordinated bilateral actions with the U.S. Forces is vital for Japan, whose security policy is grounded on the Japan-U.S. Security Arrangements. In the conventional operational posture, the GSDF, MSDF and ASDF would operate independently in principle and coordinate joint operations when necessary,

while forces from all four services operated under a single commander in the case of the U.S. Forces. It was, therefore, necessary to shift the SDF posture to one in which joint operations are the norm, and thereby establish a posture that facilitates bilateral actions of the SDF with the U.S. forces based on the operational concepts designed and planned by the SDF and the U.S. Forces, respectively, from the viewpoint of joint operations.

3. Outline of Joint Operations Posture

(1) Basic Features

- 1) Joint Chief of Staff develops a concept plan regarding unified operations for the Ground Self-Defense Forces, Maritime Self-Defense Forces and Air Self-Defense Forces (GSDF, MSDF and ASDF) and solely assists the Minister of State for Defense on SDF operations from the standpoint of military expert.
- 2) The Minister of State for Defense commands SDF operations through the Joint Chief of Staff, who executes the Minister's orders for SDF operations.

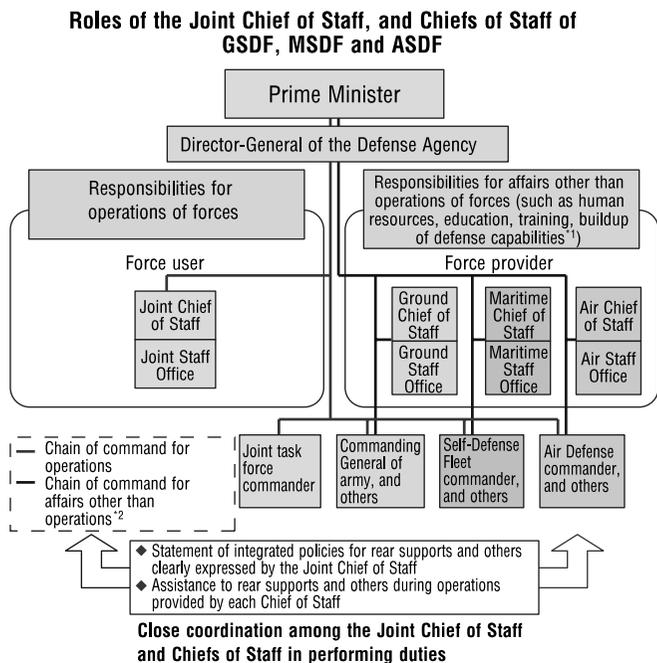
(2) Establishment of Central Organization Required for Joint Operations

To establish the joint operations posture, the Joint Staff Council Office and Staff Organizations of the GSDF, MSDF and ASDF were reviewed, their efficiency was improved, and the Joint Staff Office was created. The following is the structure created for the Joint Chief of Staff and the Chiefs of Staff of the GSDF, MSDF and ASDF to assist the Minister of State for Defense.

- 1) Sole assistance by the Joint Chief of Staff to the Minister of State for Defense on SDF operations from the standpoint of military expert; Responsibility of the Chiefs of Staff of the GSDF, MSDF and ASDF for building up their respective units

The Joint Staff Office, which was created in place of the conventional Joint Staff Council Office, performs functions concerning SDF operations that were transferred from the Staff Offices of the GSDF, MSDF and ASDF, and each Staff Office of the GSDF, MSDF and ASDF continues to perform such functions as personnel affairs, defense capability buildup, and education/training. In other words, the Joint Chief of Staff is responsible for operating units, while each Chief of Staff of the GSDF, MSDF, and ASDF is responsible for building up units.

In addition, the Joint Chief of Staff



*1 The Joint Chief of Staff is responsible for joint training.

*2 With respect to forces affairs other than operations in regards to the joint task force, command responsibilities of the Director-General of the Defense Agency which are implemented by the Chief of Staff shall be in accordance with decisions of the Director-General.

Fig. 3-1-2

clarifies what is needed for the smooth execution of joint operations missions in view of the functions performed by the Chiefs of Staff of the GSDF, MSDF, and ASDF. Each Chief of Staff, based on these needs, takes various measures from the viewpoint of ensuring the effectiveness of joint operations. (See Fig. 3-1-2)

On another note, the intelligence functions required for operating the SDF, which had been held by the Chiefs of Staff of the GSDF, MSDF, and ASDF, respectively, are now held by the Defense Intelligence Headquarters to be described below. The Directorate for Current & Crisis Intelligence was abolished and the Department of Current & Crisis Intelligence was established. In this system, intelligence required for SDF operations is provided to the Joint Staff Office, units and others from the Defense Intelligence Headquarters by way of the Department of Current & Crisis Intelligence.

2) Execution by the Joint Chief of Staff of the Minister's orders for SDF operations

Based on the above transition, the Joint Chief of Staff executes the Minister's orders for all operations of the GSDF, MSDF, and ASDF, including defense operations, public security operations, and international disaster relief operations. Besides operations by "joint task forces,"⁵ the Minister of State for Defense also takes commands through the Joint Chief of Staff on operations even if units of only a certain SDF service (for example, GSDF) are mobilized to respond to situations. (See Fig. 3-1-3)

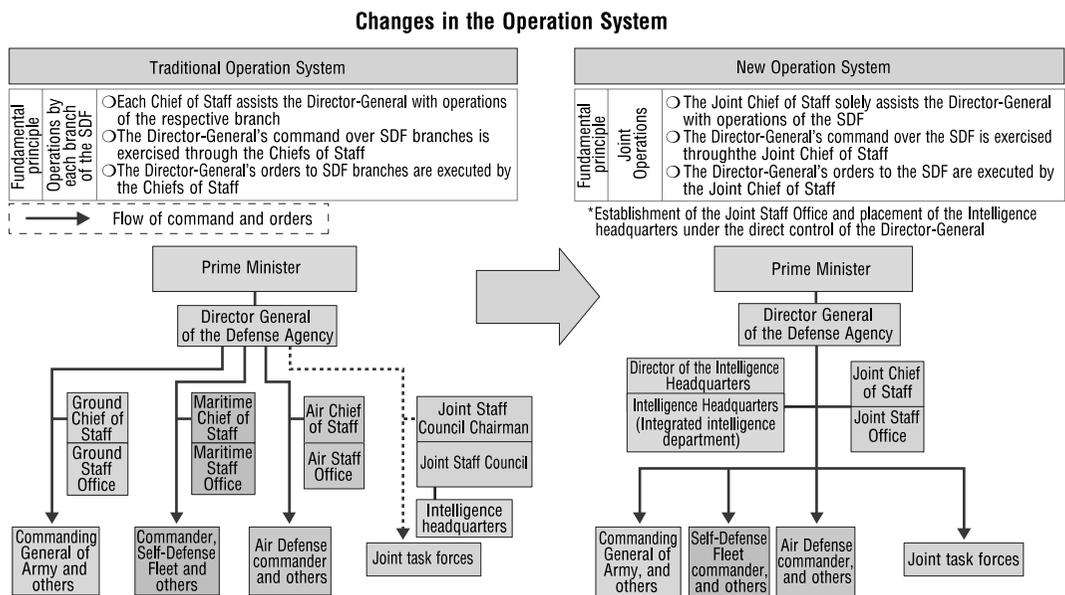


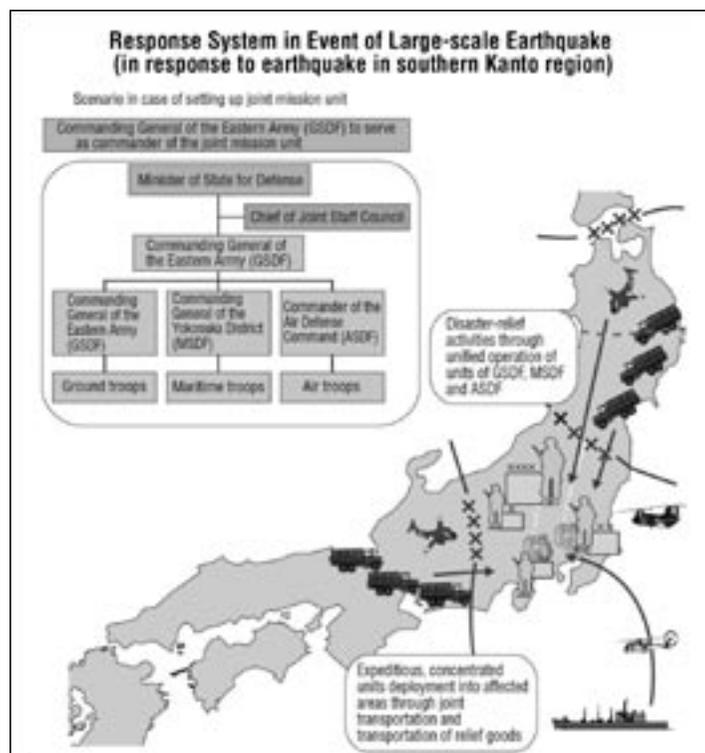
Fig. 3-1-3

Specific examples of SDF operations under joint operations structure

The latest transition to a joint operations posture enables the Chief of Staff of the Joint Office to assist the Minister of State for Defense in a unified manner from the viewpoint of military expertise, and execute an order being issued by the Minister of State for Defense to the GSDF, the MSDF and the ASDF in a unified manner. The joint operations posture enables the SDF to respond expeditiously, for example in the wake of a major earthquake which may occur in the southern Kanto region and would likely cause large-scale human and physical damage, as to be explained below.

Immediately after the outbreak of such an earthquake, units of the GSDF, the MSDF and the ASDF will start necessary operations to rescue affected people in response to requests being filed by governors of affected prefectures and based on their own judgment. Meanwhile, the Chief of Staff of the Joint Staff Office, based on visual images and other disaster information being collected by the GSDF, the MSDF and the ASDF, will try to grasp the entire situation of the damage being caused by the quake in a comprehensive manner, overcoming the operational fences separating the three SDF units. The Government and the Defense Agency will use the collected information in making decisions. In addition, the Chief of Staff of the Joint Staff Office will assist the Minister of State for Defense from the viewpoint of military expertise in making judgments for consistent activities of the GSDF, the MSDF and the ASDF to conduct rescue operations in a consistent manner without a moment's delay, a system which enables expeditious policy-making.

If the damage from the earthquake is enormous, a "joint mission unit," including the MSDF Yokosuka Regional District and the ASDF Air Defense Command, will be swiftly organized with the Commanding



General of the GSDF Eastern Army at its head, following the declaration of an emergency situation due to a disaster by the Prime Minister and the issuance of an order by the Minister of State for Defense for the dispatch of units to deal with a large-scale earthquake. The joint mission unit would plan to undertake direct rescue operations in the densely populated southern Kanto region.

The Chief of the Joint Staff Office will execute an order issued by the Minister of State for Defense to the commander of the joint mission unit and would implement in a unified manner high-level coordination and necessary relief measures such as the transport of SDF units

and relief goods, both of which had been in the past undertaken separately by the Chiefs of Staff of the three Self-Defense Forces. For example, units of the GSDF, the MSDF and the ASDF may be mobilized across the nation to help the operation of the "joint mission unit," with up to about 70,000 personnel from the three Self-Defense Forces, depending upon the degree of the damage from the earthquake, being dispatched to undertake rescue operations. Transportation means of the GSDF, the MSDF and the ASDF will be efficiently utilized to transport the necessary SDF units mobilized to assist the "joint mission unit," particularly in case of SDF units which are to move long distance, under the unified policy of the Chief of Staff of the Joint Staff Office concerning the order of priority and transportation means.

Meanwhile, as commander of the "joint mission unit," the Commanding General of the GSDF Eastern Army is to try to determine the rescue needs of affected areas in a unified manner while serving as a liaison to the local countermeasures headquarters of the Government and in collaboration with moves by the Chief of Staff of the Joint Staff Office to take measures relating to the entire SDF. In addition, the Commanding General of the Eastern Army is to operate units of the GSDF, the MSDF and the ASDF being mobilized under his command, including units being dispatched to assist the "joint mission unit," in a unified manner and undertake rescue, reconstruction and support activities by deciding the order of priority in rescue activities according to the degree of damage in affected areas.

4. Establishment of Infrastructure to Enhance Joint Operations Posture

In order for the SDF to respond to emerging new threats and a wide variety of situations in the joint operations posture, it is essential for the SDF to establish a reliable system for communicating command orders and sharing intelligence instantly between the Joint Staff Office and each SDF service. For this purpose, it is required that broad-based and mobile intelligence and communications infrastructures should be established based on domestic and foreign excellent information technology.

At the unit level as well, commanders of a major units, who may potentially take command of a "joint task force,"⁶⁶ must develop a plan to prepare for such occasions during normal conditions as well as maintain a posture capable of executing missions through exercises and others. Staffs from other SDF services are to be stationed at major command headquarters during normal conditions to enhance a cooperative relationship by overcoming barriers between the GSDF, MSDF, and ASDF with additional staff to be allocated, when necessary, in the case of taking measures against various situations in joint operations.

In addition, based on the actual performance of joint operations, the Defense Agency is to continue to study the enhancement of education/training activities by conducting joint exercises, the organizational structure of SDF commands, developing human resources appropriate for joint operations and the necessity of standardizing equipment in light of the transition to a joint posture, and then take necessary measures.

5. Placing the Defense Intelligence Headquarters under the Direct Command of the Minister of State for Defense

Under an unforeseeable, complicated and diversified security environment, defense forces cannot properly function in various stages or phases without advanced intelligence capabilities and full utilization of such intelligence. The intelligence organization of the Defense Agency needs to collect extensive information from an overall viewpoint, conduct advanced analyses in view of various needs of internal organizations, and enhance its function to make reports to the Minister of State for Defense rapidly, accurately and directly. Therefore, DIH, which had been under the JSC, has been placed under the direct command of the Minister of State for Defense since the shift to a joint operations posture to clarify the status and roles of DIH as "the central intelligence service for the Defense Agency".

What kind of organization is the Defense Intelligence Headquarters?

After the end of the Cold War, our nation faced with changes in the international situation and keenly realized the importance of national intelligence function. The Defense Intelligence Headquarters (DIH) was established in 1997 in order to build a framework that can deal with national intelligence more efficiently and effectively.

DIH is the biggest intelligence agency in Japan. It collects and analyzes signals intelligence, imagery intelligence as well as open source information. DIH conducts all source analysis by combining various types of intelligence that are provided by JDA organizations, other government ministries and agencies, and Japanese embassies abroad. While producing intelligence on international military affairs which is required by JDA/SDF, DIH also provides intelligence to related government organizations.

In today's world, security issues contain much more diversity and complexity than ever before, as seen in international terrorist activities and proliferation of mass destruction weapons. In order to deal with these issues efficiently, it is required to have capability to conduct comprehensive analysis and produce actionable intelligence.

In order to fulfill this requirement, DIH became an agency which is directly subordinate to the Minister of State for Defense in March 2006. This clarified the DIH's role as "JDA's central intelligence organization" that can provide comprehensive intelligence support for JDA organizations. After JDA's organizational transition to joint operation scheme, DIH also became responsible for direct intelligence support for Joint Staff Office and SDF units.

DIH consists of six directorates (Directorate for Administration, Planning, Assessment, Joint Intelligence, Geospatial Intelligence and Signals Intelligence) and six field sites. Currently, DIH has a total of about 2,300 employees including both uniform and civilian workers. The employees are in charge of various missions day and night so as to accurately grasp the changes in security environment and detect any indications that might affect national peace and security. The recent contribution of DIH includes intelligence support for SDF units deployed to Java, Indonesia for earthquake disaster relief mission.