

## Section 3. Policies and Measures for Enhancing Credibility of the Japan-U.S. Security Arrangements

It is necessary to make incessant efforts to ensure the continued effectiveness and enhance the credibility of the Japan-U.S. Security Arrangements. The following section explains the relevant measures other than those mentioned in the preceding section.

### 1. Japan-U.S. Policy Consultations

#### 1. Major Forums for Japan-U.S. Consultations on Security

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 of the Governments of Japan and the United States through the Security Consultative Committee (SCC) (so-called two-plus-two meeting), the Security Subcommittee (SSC) and the Subcommittee for Defense Cooperation (SDC). The framework of these consultations is shown in Fig. III-2-3-1.

In addition, the Ministry of Defense organizes Japan-U.S. defense ministerial meetings between the Minister of Defense of Japan and the U.S. Secretary of Defense as necessary where discussions are made with a focus

Fig. III-2-3-1 Major Fora for Japan-U.S. Security Consultations

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 Bureau of Defense Policy, Director General of Bureau of Operational Policy, Ministry of Defense, Representative from Joint Staff <sup>*4</sup>	Assistant Secretary of State, Assistant Secretary of Defense, Representative from: U.S. Embassy in Japan, USFJ, Joint Staff, PACOM	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 sub-entry under the Japan-U.S. Security Consultative Committee in its 16th meeting Reconstituted on June 28, 1996 in Japan-U.S. vice-ministerial consultation
Japan-U.S. Joint Committee (once every two weeks in principle)	Director-General of North American Affairs Bureau, Ministry of Foreign Affairs, Director General of Bureau of Local Cooperation, Ministry of Defense and others	Deputy Commander of USFJ, Minister and Counselor 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.

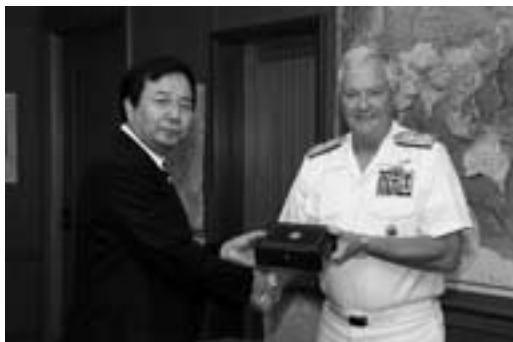
3. A Council of Deputies consisting of Deputy-Director General and Deputy Assistant Secretaries was established when the SDC was recognized on June 28, 1996.

4. Then Director-General of the Bureau of Defense Operations was added on September 23, 1997.

on defense policies of the respective governments and defense cooperation.

Furthermore, the Ministry of Defense has held working-level meetings when necessary and exchanged information with the U.S. Department of Defense and others under the Japan-U.S. Security Arrangements. The importance of these opportunities has further increased as Japan-U.S. defense cooperation has been enhanced in recent years.

The sharing of information and views at every opportunity and level between Japan and the United States is undoubtedly conducive to increased credibility of the Japan-U.S. Security Arrangements, through further enhancement of close collaboration between the two countries. Therefore, the Ministry of Defense is proactively involved in these activities.



Meeting between Vice-Minister of Defense Masuda, and Admiral Keating, Commander, U.S. Pacific Command

## 2. The Defense Ministers' Meeting between Japan and the United States

The Japan-U.S. policy consultations (ministerial level) conducted since 2006 are shown in Fig. III-2-3-2.

On May 1, 2009, the Defense Ministerial Meeting was held in Washington D.C. between Defense Minister Yasukazu Hamada and United States Secretary of Defense Robert Gates. An outline of the meeting is provided below.

### (1) North Korea

The U.S. side stated that Japan and the United States were able to cooperate in response to North Korea's missile launch in April through coordination prior to the launch and discussions at the U.N. Security Council, and that military cooperation is more important than ever. The Japanese side stated that in order to smoothly deal with the many issues Japan and the U.S. are currently facing, including responding to North Korea, it is necessary to maintain a unified position through high-level consultations.



Meeting between Wiercinski, Commander, U.S. Army in Japan, and Hibako, Chief of Staff, GSDF

### (2) General Remarks on the Japan-U.S. Alliance

The Japanese side stated that ministerial talks such as these contribute to the strengthening of the Japan-U.S. Alliance, which has also been instructed by Prime Minister Aso. The U.S. side stated that the arrival of the nuclear-aircraft carrier George Washington at Yokosuka last year symbolized the soundness of the Japan-U.S. defense relationship, and reconfirmed its commitment to extended deterrence<sup>29</sup> in accordance with the Japan-U.S. Security Treaty.



Meeting between General Schwartz, Chief of Staff, U.S. Air Forces, and Hokazono, Chief of Staff, ASDF

### (3) Realignment of USFJ

The U.S. side stated that it welcomed the fact that the agreement on the relocation of U.S. forces from Okinawa to Guam had been approved by the House of Representatives. The Japanese side stated that Okinawa issues remained sensitive requiring continued efforts and that it would endeavor to secure the relevant budget to proceed

Fig. III-2-3-2 Japan-U.S. (Minister-Level) Consultations (In and After 2006)

Date	Type of Consultation/Place	Participants	Outline and Results
January 17, 2006	Japan-U.S. Defense Ministers Meeting /Washington, D.C.	Minister of State for Defense Nukaga Secretary of Defense Rumsfeld	<ul style="list-style-type: none"> <li>○Agreed on the significance and importance of the U.S.-Japan Security Arrangements and on the acceleration of activities for successful alignment of U.S. Forces</li> <li>○Minister of State for Defense Nukaga announced expectations of deliberation on the new U.S.-Japan Alliance</li> <li>○Exchanged opinions on humanitarian and reconstruction assistance in Iraq and crimes committed by U.S. military personnel in Japan</li> </ul>
April 23, 2006	Japan-U.S. Defense Ministers Meeting /Washington, D.C.	Minister of State for Defense Nukaga Secretary of Defense Rumsfeld	<ul style="list-style-type: none"> <li>○Discussed the cost of transferring the U.S. Marine Corps in Okinawa to Guam</li> </ul>
May 1, 2006	Japan-U.S. Security Consultative Committee ("2+2" Meeting) /Washington, D.C.	Minister of State for Defense Nukaga Foreign Minister Aso Secretary of Defense Rumsfeld Secretary of State Rice	<ul style="list-style-type: none"> <li>○Confirmed the importance of the U.S.-Japan Alliance and the importance of international cooperation regarding the fight against terrorism, and the recovery and democracy of Iraq</li> <li>○Appreciation expressed by the U.S. for Japan's support including the dispatch of SDF personnel</li> <li>○Exchanged opinions on Iran's nuclear issue and the situations in North Korea and China</li> <li>○Final agreement on the realignment of forces, and an announcement of the document titled "United States-Japan Roadmap for Realignment Implementation"</li> </ul>
May 3, 2006	Japan-U.S. Defense Ministers Meeting /Washington, D.C.	Minister of State for Defense Nukaga Secretary of Defense Rumsfeld	<ul style="list-style-type: none"> <li>○Exchanged opinions on the specific measures to implement the finalized realignment plan</li> </ul>
June 4, 2006	Japan-U.S. Defense Ministers Meeting /Singapore	Minister of State for Defense Nukaga Secretary of Defense Rumsfeld	<ul style="list-style-type: none"> <li>○Confirmed the significance of the final agreement on the U.S. Forces realignment</li> </ul>
April 30, 2007	Japan-U.S. Defense Ministers Meeting /Washington, D.C.	Minister of Defense Kyuma Secretary of Defense Gates	<ul style="list-style-type: none"> <li>○Agreed on steadily implementing the respective realignment initiatives, securing information, enhancing operational cooperation in areas such as information sharing in BMD, and continuing to deliberate on the roles, missions, and capabilities</li> </ul>
May 1, 2007	Japan-U.S. Security Consultative Committee ("2+2" Meeting) /Washington, D.C.	Minister of Defense Kyuma Foreign Minister Aso Secretary of Defense Gates Secretary of State Rice	<ul style="list-style-type: none"> <li>○Confirmed the steady implementation of the U.S. Forces realignment according to the Roadmap of May 2006</li> <li>○Confirmed the enhancement of BMD cooperation and operational cooperation, especially regarding intelligence cooperation</li> <li>○Reconfirmed that the commitment of the United States to Japan's defense through various U.S. military capacities remains unchanged</li> <li>○Disclosed the document titled "Alliance Transformation: Advancing United States-Japan Security and Defense Cooperation"</li> </ul>
October 8, 2007	Japan-U.S. Defense Ministers Meeting /Washington, D.C.	Minister of Defense Koike Secretary of Defense Gates	<ul style="list-style-type: none"> <li>○Agreed on the early realization of the U.S. Forces Realignment following the Roadmap of May 2006 which was created through U.S.-Japan consent</li> <li>○Exchanged opinions on the enhancement of information security and the fight against terrorism</li> </ul>
November 8, 2007	Japan-U.S. Defense Ministers Meeting /Ministry of Defense	Minister of Defense Ishiba Secretary of Defense Gates	<ul style="list-style-type: none"> <li>○Discussed the transformation of the Japan-U.S. Alliance adapting to the future along with specific topics such as replenishment-related activities in the Indian Ocean and the U.S. Forces Realignment</li> <li>○Concerning the BMD, both countries confirmed their continuous cooperation, the deliberation of their roles, missions, and capabilities, and the importance of enhancing the effectiveness of their bilateral cooperation</li> </ul>
May 31, 2008	Japan-U.S. Defense Ministers Meeting /Singapore	Minister of Defense Ishiba Secretary of Defense Gates	<ul style="list-style-type: none"> <li>○Agreed on continuous closely knit cooperation for the peace and stability of the international community such as resuming replenishment support in the Indian Ocean</li> <li>○Reconfirmed the steady implementation following the Roadmap of May 2006 and exchanged opinions on future plans</li> </ul>
May 1, 2009	Japan-U.S. Defense Ministers Meeting /Washington, D.C.	Minister of Defense Hamada Secretary of Defense Gates	<ul style="list-style-type: none"> <li>○Confirmed the necessity of continuing consultations at a high level with regard to a number of issues involving the U.S. and Japan, including response to North Korea; the commitment of the U.S. to the defense of Japan; continuous progress in the realignment of the U.S. Forces; continuing U.S.-Japan dialogue regarding QDR and the National Defense Program Guidelines</li> <li>○Exchange views on assistance to Afghanistan/Pakistan, counter-piracy measures, F-X, etc.</li> </ul>

with the relocation as smoothly as possible.

#### **(4) QDR and the National Defense Program Guidelines**

The U.S. side mentioned its hopes for continuing Japan-U.S. bilateral talks in the process of formulating the Quadrennial Defense Review (QDR). The Japanese side stated that a vision of the Japan-U.S. Alliance should be discussed at the ministerial-level to ensure the smooth progress of discussions in various fields.

After the meeting, briefings on the QDR and the National Defense Program Guidelines were given by each side, followed by exchange of views.

#### **(5) Support for Afghanistan-Pakistan and Anti-piracy Countermeasures**

The U.S. side stated that it welcomed the leadership demonstrated by Japan, making reference to 1) Japan's offer to pay the salaries of Afghanistan police officers for 6 months as well as its assistance in the improvement of the Ring Road; 2) Japan's holding of the Ministerial Meeting of the Friends of Democratic Pakistan in April 2009 and pledging its support with 1 billion dollars financial assistance and 3) the two destroyers dispatched to the Gulf of Aden. The Japanese side stated that it will continue to provide assistance to the best of its abilities to Afghanistan and Pakistan, and appreciated the U.S. for its understanding of the constraints surrounding the dispatch of SDF forces to Afghanistan as well as for recognizing the efforts by the Ministry of Foreign Affairs and the Ministry of Defense in contributing to Afghanistan as "two wheels of one cart."

The Japanese side stated that it is making efforts to dispatch P-3C aircraft to the sea areas off the coast of Somalia by the end of May 2009; this was welcomed by the U.S.



Meeting between Minister of Defense Hamada and Secretary of Defense Gates (May 2009)

#### **(6) New Fighter Aircraft (F-X)**

The U.S. gave a briefing on the current situation in the U.S. Congress. The Japanese side stated that it needs to introduce fighter planes with high-level air defense capabilities for the defense of Japan.

## **2. Guidelines for Japan-U.S. Defense Cooperation and Policies to Ensure their Effectiveness**

### **1. The Guidelines for Japan-U.S. Defense Cooperation**

In 1996, the reexamination of the Guidelines for Japan-U.S. Defense Cooperation<sup>30</sup> was mentioned in the Japan-U.S. Joint Declaration on Security. Based on this, Japan and the U.S. both reviewed the previous guidelines in order to enhance credibility towards Japan-U.S. security, and a new version of the Guidelines for Japan-U.S. Defense Cooperation (hereafter referred to as "the Guidelines") was acknowledged at the Security Consultative Committee (SCC) (so-called two-plus-two meeting) in September 1997. The outline is as follows. (See Reference 37)

#### **(1) Objectives of the Guidelines**

The Guidelines aim to create a solid basis for more effective and more credible Japan-U.S. cooperation under normal circumstances, in case of an armed attack against Japan and in situations in areas surrounding Japan.

## (2) Matters for Cooperation Prescribed in the Guidelines

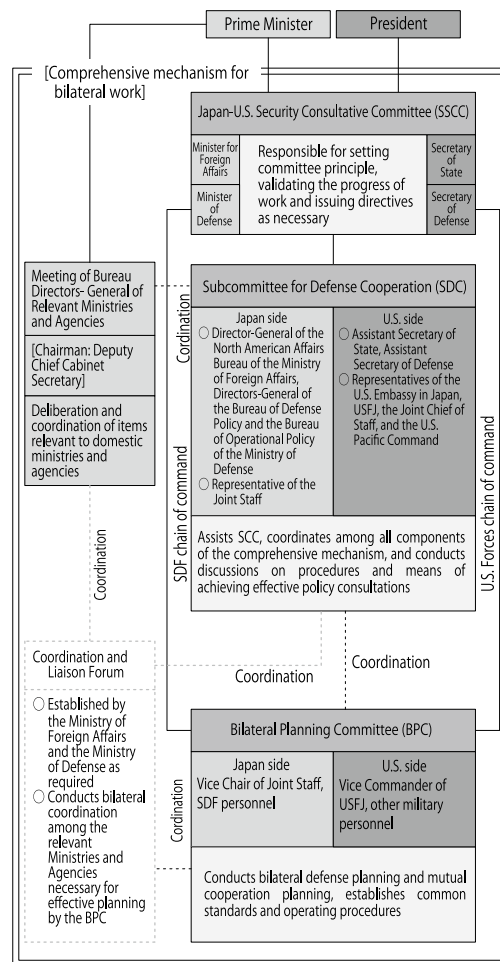
### a. Cooperation under Normal Circumstances

Both governments will maintain close cooperation for the defense of Japan and for the creation of a more stable international security environment, and will promote cooperation in various fields under normal circumstances. Such cooperation includes information sharing and policy consultations; security dialogues and defense exchanges; U.N. Peacekeeping Operations (PKOs) and international humanitarian operations; bilateral defense planning, and mutual cooperation planning; enhancing bilateral exercises and training; and establishing a bilateral coordination mechanism.

### b. Actions in Response to Armed Attack against Japan

Bilateral actions in response to an armed attack against Japan remain a core aspect of Japan-U.S. defense cooperation. The SDF will primarily conduct defensive operations<sup>31</sup> while U.S. forces conduct operations to supplement and support the SDF's operations based on respective concepts of operations in a coordinated manner. (See Reference 44)

Fig. III-2-3-3 Structure of the Comprehensive Mechanism



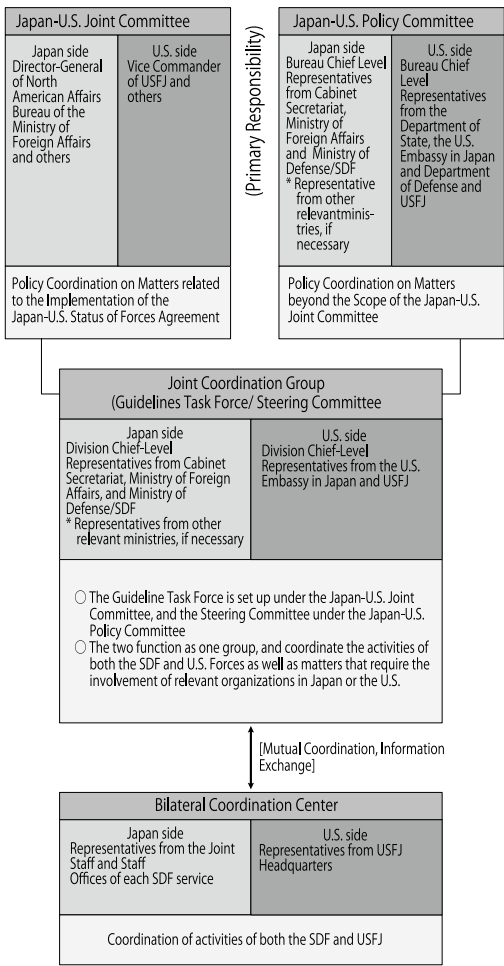
### c. Cooperation in Situations in Areas Surrounding Japan

The Governments of both Japan and the United States will make every effort, including diplomatic efforts, to prevent situations in areas surrounding Japan<sup>32</sup> from occurring. (See Reference 45)

### (3) Bilateral Programs under the Guidelines

In order to promote Japan-U.S. cooperation under the Guidelines in an effective manner and to ensure successful bilateral defense cooperation, the two countries need to conduct consultative dialogues throughout the spectrum of security conditions mentioned above. In addition, both sides must be well informed and coordinate at multiple levels to accomplish such objectives. To that end, the two governments will strengthen their information and intelligence-sharing and policy consultations by taking advantage of all available opportunities, and will establish the following two mechanisms to facilitate consultations, coordinate policies, and coordinate operational functions.

Fig. III-2-3-4 Framework of Coordination Mechanism



### **a. Comprehensive Mechanism**

The Comprehensive Mechanism has been created so that not only the SDF and U.S. forces but also the relevant agencies of the respective governments conduct bilateral works based on the Guidelines under normal circumstances. In the comprehensive mechanism, bilateral work such as bilateral defense planning and mutual cooperation planning will be conducted so as to be able to respond smoothly and effectively to armed attacks against Japan and to situations in areas surrounding Japan. (See Fig. III-2-3-3)

### **b. Coordination Mechanism**

The coordination mechanism, established in 2000, is being set up in normal circumstances so that the two countries may coordinate their respective activities in the event of an armed attack against Japan and in situations in areas surrounding Japan. (See Fig. III-2-3-4)

## **2. Various Policies for Ensuring the Effectiveness of the Guidelines**

### **(1) Measures for Ensuring the Effectiveness of the Guidelines**

In order to ensure the effectiveness of the Guidelines, it is important to properly take necessary measures, including legal ones, regarding Japan-U.S. cooperation in case of armed attack situations and situations in areas surrounding Japan. From this perspective, it is necessary for the Government of Japan as a whole to collaborate in advancing bilateral work between Japan and the United States, including examination of bilateral defense planning and mutual cooperation planning of the Guidelines in peacetime.

Laws such as the Law concerning Measures to Ensure the Peace and Security of Japan in Situations in Areas Surrounding Japan and the Ship Inspection Operations Law are being established in light of Japan-U.S. cooperation in areas surrounding Japan.

Also, measures are being taken to facilitate U.S. force operations as a part of strengthening of security cooperation legislation for situations such as armed attacks.

### **(2) Outline of the Law concerning Measures to Ensure the Peace and Security of Japan in Situations in Areas Surrounding Japan and the Ship Inspection Operations Law**

The Law concerning Measures to Ensure the Peace and Security of Japan in Situations in Areas Surrounding Japan establishes the measures that Japan will implement in response to situations in areas surrounding Japan and the actual implementation procedures. The Ship Inspection Operations Law provides for the types, measures and other matters of ship inspection operations implemented by Japan in response to situations in areas surrounding Japan. Its outline is as follows.

The Prime Minister, facing a situation in areas surrounding Japan and when found necessary to adopt measures including such SDF activities as rear area support<sup>33</sup>, rear area search and rescue operations, and ship inspection operations, must request a Cabinet decision on such measures and on a draft basic plan of response measures. The Prime Minister must obtain prior approval, or ex post facto approval in case of emergency, from the Diet in order for the SDF to conduct response measures.

In accordance with the basic plan, the Minister of Defense will draw up an implementation guideline (including designation of implementation areas), obtain approval for the guideline from the Prime Minister, and give the SDF orders to conduct rear area support, rear area search and rescue activities, and ship inspection operations.

Heads of relevant administrative organizations will implement response measures and may request the heads of local governments to provide the necessary cooperation for the organizations to exercise their authorities in accordance with relevant laws and regulations and the basic plan. In addition, the heads of relevant administrative organizations may ask persons other than those from the national government to cooperate as necessary in

accordance with relevant laws and regulations and the basic plan<sup>34</sup>.

The Prime Minister reports to the Diet without delay when the Cabinet has made a decision or approved its revision, or when the response measures have been completed.

### **(3) Rear Area Support**

Rear area support means support measures, including the provision of goods, services and conveniences, given by Japan in rear areas to U.S. Forces conducting activities that contribute to the achievement of the objectives of the Japan-U.S. Security Treaty in situations in areas surrounding Japan. (Article 3, Paragraph 1, Item 1 of the Law concerning Measures to Ensure the Peace and Security of Japan in Situations in Areas Surrounding Japan)

As rear area support, the SDF provides goods and services, including supplies, transportation, repair, maintenance, medical services, communications, airport and seaport activities and base activities.

### **(4) Rear Area Search and Rescue Operations**

Rear area search and rescue operations mean operations conducted by Japan in situations in areas surrounding Japan to search and rescue those who engage in combat and are shot down in rear areas (including transporting those rescued). (Article 3, Paragraph 1, Item 2 of the Law concerning the Measures to Ensure the Peace and Security of Japan in Situations in Areas Surrounding Japan).

If one does not engage but still faces a mishap he/she will be also rescued. In addition, if there is anyone in the territorial waters of a foreign country adjacent to the implementation area in which the SDF is conducting activities, the SDF will also rescue that person, after having obtained approval from that foreign country. However, this is limited to cases in which no combat operations are conducted at that time and are expected to be conducted in the waters throughout the period during which the SDF conducts rescue activities.

### **(5) Ship Inspection Operations**

Ship inspection operations mean operations conducted by Japan in situations in areas surrounding Japan to inspect and confirm the cargo and destination of ships (excluding warships and others<sup>35</sup>) and to request, if necessary a change of sea route, or destination port or place, for the purpose of strictly enforcing the regulatory measures concerning trade or other economic activities to which Japan is a party. These activities are conducted based on the U.N. Security Council Resolution or the consent of the flag state<sup>36</sup> in the territorial waters of Japan or in the surrounding high seas (including the EEZ<sup>37</sup>) (Article 2 of the Ship Inspection Operations Law).

## **3. Japan-U.S. Bilateral Training and Exercises**

Bilateral training and exercises conducted by the SDF and U.S. Forces are useful for enhancing their respective tactical skills<sup>38</sup>. Bilateral training and exercises are also indispensable as a means of facilitating mutual understanding and close communication under normal circumstances, thereby improving interoperability and ensuring the smooth conduct of Japan-U.S. bilateral actions. In addition, it is important for the SDF to conduct necessary trainings for collaboration and coordination between the SDF and U.S. Forces in normal circumstances so that the SDF may carry out the missions conferred by the Law concerning the Measures to Ensure the Peace and Security of Japan in Situations in Areas Surrounding Japan, and other laws. Such efforts serve to maintain and enhance the credibility and deterrent effect of the Japan-U.S. Security Arrangements.

Therefore, the SDF has conducted a variety of bilateral training and exercises with U.S. Forces, and maintains a policy to enhance these training and exercises in the future. For example, Joint Staff Office and units from the GSDF, MSDF, ASDF and U.S. Forces participated in the Japan-U.S. Bilateral Joint Training Exercise (a command post exercise) in January 2009. With the cooperation of relevant ministries, SDF's responses and Japan-U.S. cooperation were examined and training and exercises were carried out assuming various situations



such as a Japan-U.S. bilateral response for the defense of Japan and situations in areas surrounding Japan. The purpose of this was to maintain and enhance integrated joint operation capabilities. In the exercises, SDF and U.S. Forces trained and examined the Japan-U.S. bilateral response for the defense of Japan as well as the SDF response. (See Reference 46)



GSDF and U.S. Marine Corps conducting field training exercises



A U.S. F-22 fighter stationed in Kadena (front) flying in formation with an ASD F-15 fighter

## [COLUMN]

## VOICE

### Voice of SDF Personnel who Participated in US-Japan Joint Training

Colonel Satoru Nomura

Training Group Leader, Operations Department, Joint Staff

U.S.-Japan joint training is conducted primarily for (1) the United States and Japan to confirm that the various mechanisms and plans mutually or individually decided by the United States and Japan, as well as equipment and weapons each country possesses, work well; and (2) the maintenance and improvement of capabilities in joint response to various situations, in order to respond to various situations including Japan's defense and situations in areas surrounding our country. Joint training between the two countries is typically associated with “assault by U.S. and Japanese troops, supporting armed tanks, sea vessels and fighters.” However, in training that involves decision-making at a high level by high command and other top-level headquarters to ensure solid execution of essential components of military operation, the “command post training” scheme, which does not involve actual operation of troops, is adopted. In this way the various limitations involved in large-scale troop deployment can be averted.

As the Training Section Chief of the SDF Joint Staff, I am responsible for planning and other duties for U.S.-Japan joint exercises. In the “US-Japan Joint Exercise” (Command Post Training) held in January 2009, I worked with U.S. military personnel as representative of the SDF for roughly one week at the post for joint exercise control at the U.S. Yokota Air Base.

Although I regularly work to deepen mutual understanding through conferences and joint missions, I



Colonel Nomura with the U.S. forces in Japan

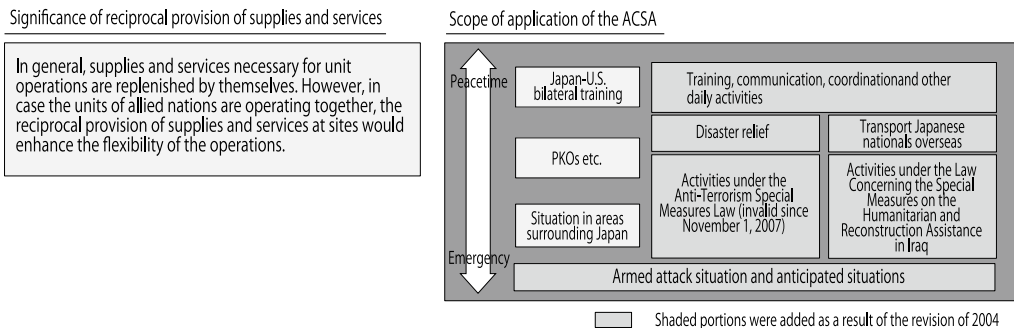
discovered in the process of the exercise that there are differences between the United States and Japan in perception and interpretation of the same event and that there are issues that require renewed study. In order to resolve such problems with speed, a joint study meeting was held immediately after the exercise to make improvements.

With the conditions surrounding the two countries changing from day to day, it is important to conduct these exercises regularly to maintain readiness for situations in which the United States and Japan must act jointly. I am convinced that effective training in action, in which should be actually taken by the troops of both countries in response to contingencies, will lead to an improvement both in function and capability and will lead to the strengthening of the US-Japan security alliance and ultimately to meeting the expectations of the people of Japan. I intend to continue working diligently to fulfill my duties in the future.

#### 4. The Acquisition and Cross-Servicing Agreement between Japan and the United States

The basic principle of the Acquisition and Cross-Servicing Agreement (ACSA)<sup>39</sup> between Japan and the United States is that if either side requests the provision of goods or services, the other side should provide these goods or services<sup>40</sup>. The Agreement is designed to positively contribute to the smooth and effective operation of the Japan-U.S. Security Treaty and to efforts for international peace made under the leadership of the United Nations. Its scope of application includes various occasions such as bilateral training and exercises in peacetime, U.N. PKOs, situations in areas surrounding Japan, and armed attack situations. (See Fig. III-2-3-5)

Fig. III-2-3-5 Japan-U.S. Acquisition and Cross-Servicing Agreement (ACSA)



#### 5. Mutual Exchanges of Equipment and Technology

There is need for both Japan and the U.S. to aggressively promote cooperation in areas of equipment and technology while bearing in mind the maintenance of Japan's technology and production base and the mutual cooperation principle based on the Japan-U.S. Security Treaty and the Mutual Defense Assistance Agreement between Japan and the United States of America.

In view of the progress in technological cooperation between Japan and the United States, the improvement of technological level, and other factors, Japan decided to transfer its military technology to the United States despite the provisions of the Three Principles on Armed Exports and related regulations. And, in 1983, Japan concluded the Exchange of Notes concerning the Transfer of Military Technologies to the United States of America<sup>41</sup>. In June 2006, the Governments of Japan and the United States concluded the Exchange of Notes concerning the Transfer of Arms and Military Technologies to the United States of America<sup>42</sup> to replace the foregoing Exchange of Notes. (See Part II, Chapter 2, Section 2)

Under these frameworks, the Government of Japan has decided to provide the United States with 18 items of arms and military technology, including portable surface-to-air missile (PSAM) technology and weapon technologies related to joint technological research on BMD.

Japan and the United States consult with each other at forums such as the Systems and Technology Forum (S&TF), which provides opportunities for exchanging opinions about military equipment and technology, and conduct cooperative research and development regarding the specific projects agreed upon at the forums. Since 1992, the two countries have concluded the joint project agreement, and conducted 17 joint projects, 11 of which have been completed. Japan-U.S. cooperation in military equipment and technology is significant for improving interoperability and reducing R&D costs and risks, and the two countries have been examining the possibility of expanding joint research projects in the future. (See Reference 47)

## 6. Measures to Ensure the Smooth Stationing of USFJ

The stationing of USFJ forms the core of the Japan-U.S. Security Arrangements and also demonstrates the U.S.'s deep commitment to Japan and the Asia-Pacific region. USFJ greatly contributes to the peace and stability of Japan and the region in various ways. In particular, their presence itself is considered to function as a visible deterrent. Thus, the Government of Japan tries to enhance the credibility of the Japan-U.S. Security Arrangements by actively taking various measures to ensure the smooth stationing of USFJ.

### 1. Japan's Support for the Stationing of USFJ

#### (1) Cost Sharing for the Stationing of USFJ

The cost sharing for the stationing of USFJ is important to ensure the smooth and effective implementation of the

Fig. III-2-3-6 Outline of Cost Sharing for the Stationing of USFJ

Item	Outline	Ground
Costs for Facilities Improvement Program (FIP)*	○ Barracks, family housing, environmental facilities, etc. have been constructed in the USFJ facilities and areas by the Japanese side since JFY 1979 and furnished to USFJ	Within the framework of the Status of Forces Agreement
Labor costs	○ Welfare costs, etc. since JFY 1978 and pay that exceeds the one equal to the pay conditions of national public employees since JFY 1979 have been borne by the Japanese side (USFJ Differential, Language Allowance, and so much of the Retirement Allowance, which exceeds the standard of national public employees were abolished in JFY 2008, upon the provision of measures to avoid drastic changes in payments)	Within the framework of the Status of Forces Agreement
	○ Eight kinds of allowances such as Adjustment Allowance have been borne by the Japanese side since JFY 1987	Special Measures Agreement (JFY 1987)
	○ Basic pay, etc. have been borne by the Japanese side since JFY 1991 (By gradually increasing the costs borne by the Japanese side, the total amount has been borne within the scope of the upper limit of the number of workers since JFY 1995)	Special Measures Agreement (JFY 1991)
Utilities costs	○ Fee or charge for electricity, gas, water supply, sewerage and fuels (for heating, cooking or hot water supply) have been borne by the GOJ since JFY 1991 (By gradually increasing the costs borne by the GOJ, the total amount has been borne within the scope of the upper limit of the procured quantity since JFY 1995)	Special Measures Agreement (JFY 1991)
	○ The upper limit of the procured quantity provided in the Special Measures Agreement (JFY 1996) has been cut by 10% after subtracting the quantity of the off-base U.S. residential housing since JFY 2001	Special Measures Agreement (JFY 2001)
	○ The GOJ will bear the costs for fuels etc. equivalent to the JFY 2007 budget of 25.3 billion yen for JFY 2008, and those equivalent to 24.9 billion yen, a reduction of 1.5% from the JFY 2007 budget for JFY 2009 and 2010	Special Measures Agreement (JFY 2008)
Training relocation costs	○ Additionally required costs incident to the relocation of the training requested by the GOJ have been borne by the GOJ since JFY 1996	Special Measures Agreement (JFY 1996)

Note: Concerning the costs for FIP, the Government of Japan formulated "Criteria for adopting the FIP projects" to make an effort for efficiency in implementation of FIP as follows: 1) Concerning facilities contributing to the improvement of foundation for the stationing of USFJ (bachelor housing, family housing and others), the Government of Japan improves those facilities steadily by considering necessity, urgency and other factors; and 2) Concerning welfare facilities such as recreational facilities and entertainment-oriented facilities, the Government of Japan especially scrutinizes the necessity and refrains from newly adopting the facilities regarded as entertainment-oriented and profitable (shopping malls and others).

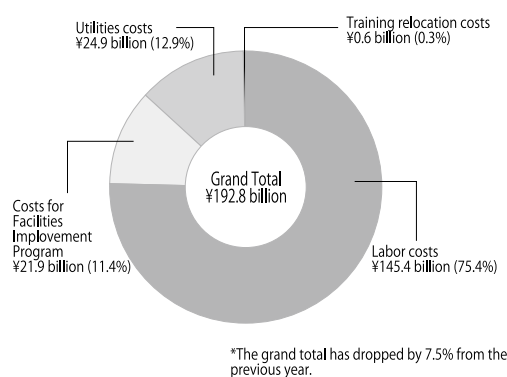
Japan-U.S. Security Arrangements. From this point of view, the Government of Japan has made efforts as much as possible within the scope of the Status of Forces Agreement or based on the Special Measures Agreement<sup>43</sup>, with due consideration for its financial situation and other factors. At present, the Ministry of Defense bears cost for the stationing of USFJ as mentioned in Fig. III-2-3-6.

Under the new SMA put into effect in May 2008, the sharing of labor costs and training relocation costs will be maintained within the framework of the previous SMA; while costs such as those for utilities will be reduced at a fixed rate. The new agreement also states that the U.S. Government will make further efforts to economize its expenditures. Furthermore, an agreement was made between the U.S. and Japanese Governments for a comprehensive review of cost sharing for the stationing of USFJ in order to enhance its efficiency and effectiveness.

## (2) Measures taken in Addition to Cost Sharing for the Stationing of USFJ

In addition to the cost sharing for the stationing of USFJ, the Government of Japan bears the necessary costs for USFJ facilities and areas (such as rental fees for facilities), and takes measures to improve the living environment in the surrounding areas of these facilities and areas. The Japanese Government also provides the municipalities with a base subsidy<sup>44</sup>, for example, as a substitute for property tax. (See Fig. III-2-3-7)

Fig. III-2-3-7  
Outline of Cost Sharing for the Stationing of USFJ (JFY 2009 Budget)



Note: Numbers in ( ) represent the relative composition within the whole.

## (3) USFJ Local Employees

25,499 employees (as of end of FY 2008) are working at USFJ facilities as clerical workers at headquarters, engineers at maintenance/supply facilities, security guards and firefighters, workers at welfare/recreational facilities, etc. They provide indispensable support for the smooth operation of USFJ.

The government of Japan hires these employees in accordance with the Status of Forces Agreement (SOFA). The Ministry of Defense supports the stationing of USFJ by conducting administrative work such as personnel management, payment of wages, healthcare and welfare.

## 2. Ensuring the Stable Use of USFJ Facilities and Areas

The Government has concluded lease contracts with owners of private and public land on which these facilities and areas exist in order to ensure the stable use of necessary USFJ facilities and areas. However, should the

Government be unable to obtain the approval of land owners, it will acquire a title to use<sup>45</sup> under the Special Measures Law for USFJ Land<sup>46</sup>.

In addition, the Government has promoted measures related to USFJ facilities and areas in order to strike a balance between the accomplishment of the objectives of the Japan-U.S. Security Treaty and the requests of the surrounding communities. (See Section 2-4)

Moreover, in the vicinities of USFJ facilities and areas, incidents and accidents caused by U.S. military personnel, etc., have affected local residents. The Government of Japan has requested USFJ to take effective measures for the prevention of recurrence, such as educating personnel and enforcing strict discipline among them, and is cooperating in preventive measures. The Government of Japan has also taken measures for prompt and appropriate compensation for the damage caused by such incidents and accidents.

### **3. Efforts to Preserve the Environment Surrounding USFJ Facilities and Areas**

Concerning environmental issues surrounding USFJ facilities and areas, at the two-plus-two meeting held in September 2000, the Governments of Japan and the United States, in recognition of the importance of environmental protection associated with USFJ facilities and areas, agreed to make it a common purpose to ensure the health and safety of neighboring residents of USFJ facilities and areas, U.S. Forces personnel and their dependents, and announced the Joint Statement of Environmental Principles<sup>47</sup>. In order to follow up on this statement, Japan-U.S. consultations have been more frequently held. Specifically, related ministries and agencies have been engaged in discussions regarding strengthened cooperation at the time of periodic reviews of the Japan Environmental Governing Standards (JEGS)<sup>48</sup>, exchange of environmental information, and response to environmental contamination in collaboration with each other. In addition, at the two-plus-two meeting held in May 2006, the two countries confirmed the importance of improved implementation of the Status of Forces Agreement (SOFA), including proper attention to the environment.

With regard to the nuclear-powered aircraft carrier USS George Washington, since September 2006, Japanese and U.S. officials have held working-level meetings on disaster prevention and safety measures for nuclear-powered aircraft carriers. Japan-U.S. joint exercises with the participation of governmental organizations, Yokosuka City, and the U.S. Navy have also been held since 2007. The nuclear-powered aircraft carrier USS George Washington took part in the exercises for the first time in December 2008.

**[COLUMN]****COMMENTARY****Cooperation and Exchanges between the USFJ and Local Communities**

The presence of the United States Forces in Japan requires understanding and cooperation from the residents surrounding U.S. military bases. Exchange events between USFJ personnel (military and civilian personnel and their dependents) and local residents contribute to deepening mutual understanding. The Ministry of Defense hosted a snowball fight tournament between American and Japanese elementary school children in the Misawa Air Base area (Misawa City), and a friendship concert featuring a local brass band and the USAF band in the Yokota Air Base area (Fussa City) in Japan FY 2008. Both gained a positive reputation among local residents.

In addition, the USFJ, as a “good neighbor,” has actively worked on exchange events with local residents for many years. For instance, Yokota Air Base is opened to local residents for an annual marathon event. Some 8,600 people participated in the marathon held in January this year. In other areas where USFJ bases are located, the U.S. forces have made efforts to carry out exchange events with local residents, holding various band concerts and English conversation classes.



Marathon race at Yokota Air Base



Snowball fight between American and Japanese elementary school children



USFJ band concert

## Voice of Recruit (MSDF Fixed-term Enlistee)

Seaman Masashi Karasuyama  
Operation Section of the “*Shimakaze*”

I enlisted as a trainee in the 348th term of the Sasebo Training Center in March 2008. At present, I am assigned to the destroyer *Shimakaze*, which belongs to the 1st Escort Flotilla, as a signal operator.

My motives for enlisting in the MSDF were that I learned about SDF personnel dispatched for disaster relief and engaged in international peace cooperation activities, through reports on TV, newspapers, and other sources, and I felt admiration for them. Since then I wished to dedicate myself to work for my country and society.

When I first joined the MSDF, I had a lot of apprehensions, the biggest of which was that I could not swim very well. MSDF personnel, whose workplace is the high seas, must be able to swim fairly well. As I had feared, I did not come up to the mark in the initial measurement of swimming ability, and improving my ability to swim was a major objective of mine in the training center. Subsequently, I did my best to train not only during class but also on my own after the end of training sessions and on weekends, with coaching from my instructor and the group leader as well as support from my fellow trainees. Through this effort, I managed to bring my swimming ability up to the standard by the end of the training course. This achievement was an object lesson in the value of support from my training mates, and also gave me the confidence that there was nothing I could definitely not do and that my accomplishments depended on my own effort.

On the first voyage after I boarded the *Shimakaze* as a member of the crew, I felt as if the big destroyer, which has a displacement of over 4,000 tons, was bobbing like a leaf, and I became violently seasick, as many had warned I would. For several days, I kept running to the rest room, and became worried about whether I could go on as a member of the destroyer crew in such condition. As I experienced a number of voyages, however, I became surprisingly at home on board, and eventually overcame my seasickness. I had also been apprehensive about service on board, but participated on a long exercise cruise for the first time in February this year, and got precious experience of sailing in the seas of Southeast Asia. This gave me a vivid sense of my own growth.

I am still “green” as both a destroyer crew member and a signal operator, but I will take pride in performing my duties and make efforts to do work that contributes to my country and society as a full-fledged regular MSDF personnel, as soon as possible.



Seaman Karasuyama carrying out adjustments to the communications equipment on the bridge

**Notes:**

- 1) The Treaty of Mutual Cooperation and Security between Japan and the United States of America: <<http://www.mofa.go.jp/mofaj/area/usa/hosho/jyoyaku.html>>
- 2) One of the occasions for policy talks between Japan and the United States of America which is attended by the Minister for Foreign Affairs and Minister of State for Defense from Japan, and the Secretary of State and Secretary of Defense from the United States. (See Section 3-1, Fig. III-2-3-1)
- 3) See <[http://www.mofa.go.jp/mofaj/area/usa/hosho/2+2\\_05\\_02.html](http://www.mofa.go.jp/mofaj/area/usa/hosho/2+2_05_02.html)>
- 4) See <[http://www.mofa.go.jp/mofaj/area/usa/hosho/henkaku\\_saihen.html](http://www.mofa.go.jp/mofaj/area/usa/hosho/henkaku_saihen.html)>
- 5) See <[http://www.mofa.go.jp/mofaj/kaidan/g\\_aso/ubl\\_06/2plus2\\_kh.html](http://www.mofa.go.jp/mofaj/kaidan/g_aso/ubl_06/2plus2_kh.html)>
- 6) Signed and concluded on August 10, 2007.  
<[http://www.mofa.go.jp/mofaj/area/usa/hosho/kyotei\\_0708.html](http://www.mofa.go.jp/mofaj/area/usa/hosho/kyotei_0708.html)>
- 7) The Cabinet decision on May 30, 2006, regarding the Government's efforts for USFJ force structure realignment stipulated that the government take the necessary measures, including from legal and budgetary viewpoints, for the smooth and appropriate implementation of the realignment. Meanwhile, in this severe financial situation where the government as a whole is continuing to implement cost reduction measures, the government endeavors to further rationalize and make efficient use of defense-related expenditures and build up efficient defense capabilities.
- 8) Accordingly, the previous Cabinet decision designating the "coastal area of Henoko in Nago City in the Camp Schwab Water Area" as the construction site was abolished. (See Reference 39)
- 9) The members of this Council Meeting are the Chief Cabinet Secretary; the Minister of State in Charge of Okinawa and Affairs Related to the Northern Territories; the Minister of Defense; the Minister of Internal Affairs and Communications; the Minister for Foreign Affairs; the Minister of Finance; the Minister of Education, Culture, Sports, Science and Technology; the Minister of Health, Labor and Welfare; the Minister of Agriculture, Forestry and Fisheries; the Minister of Economy, Trade and Industry; the Minister of Land, Infrastructure and Transport; the Minister of the Environment; the Governor of Okinawa Prefecture; the Mayor of Nago City; the Mayor of Ginoza Village; the Mayor of Kin Town; and the Mayor of Higashi Village.
- 10) Area to ensure safety of takeoff and landing by removing all obstacles.
- 11) Units to relocate include: III MEF Command Element, 3rd Marine Division Headquarters, 3rd Marine Logistics Group (formerly known as Force Service Support Group) Headquarters, 1st Marine Air Wing Headquarters, and 12th Marine Regiment Headquarters. The affected units will relocate from such facilities as Camp Courtney, Camp Hansen, Futenma Air Station, Camp Zukeran, and Makiminato Service Area.
- 12) According to the U.S. there will be 70 personnel there by the end of September 2008, and they are examining personnel plans and other matters beyond that time.
- 13) An agreement was reached at the Japan-U.S. Joint Committee on March 5, 2009 about the joint use of land, such as the GSDF Central Readiness Force Headquarters building.
- 14) See Section 3-2.
- 15) Concerning air defense and BMD, the BJOCC will fulfill functions to facilitate bilateral actions for the defense of Japan by making close coordination between headquarters and share information of SDF and U.S. Forces thereby improving interoperability.
- 16) An agreement was reached at the Japan-U.S. Joint Committee in July 2007 about the joint use of land, such as the Air Force Command building of the ASDF and another agreement reached in December 2008 about the joint use of land, such as the Air Defense Operations Group building and communications building.
- 17) This study will be conducted as part of a comprehensive study of options for related airspace reconfigurations and changes in air traffic control procedures that would satisfy future patterns of civilian



and military demand for use of Japanese airspace.

- 18) According to the Roadmap, the study will be completed by the Study Group within 12 months of commencement.
- 19) The radar was thereafter transferred to the neighboring U.S. Shariki Communication Site.
- 20) USFJ aircraft conduct bilateral exercises at SDF facilities in order to improve interoperability and reduce the impact of training activities on the areas surrounding USFJ air bases.
- 21) See <<http://law.e-gov.go.jp/announce/H19HO067.html>>
- 22) Measures have been implemented to prevent and reduce burdens under the Law on Improvement of Residential Environments Around Defense Facilities.
- 23) Under the USFJ Realignment Special Measures Law, the changes of composition of units of those naval vessels that conduct operations in synchronization with USFJ air wings subject to realignment (replacement of the aircraft carrier at Yokosuka Naval Base with a nuclear aircraft carrier) will be treated in the same way as the realignment of USFJ.
- 24) The scope of specific projects includes 14 projects identified by Article 2 of the enforcement ordinance of the USFJ Realignment Special Measures Law, including educational, sports and cultural projects.
- 25) Surrounding municipalities are limited to those for which development measures are considered necessary in conjunction with municipalities with heavy burdens in consideration of natural, economic and social conditions.
- 26) Chairman: Minister of Defense. Relevant Ministers: Chief Cabinet Secretary; Minister of Internal Affairs and Communications; Minister for Foreign Affairs; Minister of Finance; Minister of Education, Culture, Sports, Science and Technology; Minister of Health, Labor and Welfare; Minister of Agriculture, Forestry and Fisheries; Minister of Economy, Trade and Industry; Minister of Land, Infrastructure and Transport; Minister of the Environment; and Ministers of State specifically designated by the Prime Minister.
- 27) As for public works projects under the Development Plan for Special Area for Development concerning Realignment that have been deliberated and approved at the Council, the percentage of costs borne by the Government, or grant rate, will apply to the seven projects concerning road, ports, fishing ports, water supply, sewage system, land reform, and facilities for compulsory education that should be immediately implemented in consideration of the content and degree of adverse influences caused by the realignment of USFJ on local communities will be higher than those for ordinary cases.
- 28) The Japan Bank for International Cooperation merged with finance corporations including National Life Finance Corporation on October 1, 2008, to become the Japan Finance Corporation. The name The Japan Bank for International Cooperation has been retained with a view to its international credibility and so on.
- 29) Extended deterrence refers to a nation's deterrence, which is the capacity to make a potential aggressor refrain from aggression by making it clearly aware that its aggression may result in unacceptable damage, being extended to enhance the defense capacity and security of a third nation.
- 30) The Former Guidelines were created in 1978. These guidelines stipulate the cooperation between Japan and the United States to effectively achieve the goals stated in the Japan-U.S. Security Treaty.
- 31) Operations conducted to interdict an enemy's offensive and to prevent their purpose from being achieved. Offensive operations mean aggressive forms of operations to search and defeat enemies.
- 32) Situations that will have an important influence on Japan's peace and security, including situations that could develop into a direct armed attack against Japan if left unaddressed. (Article 1 of the Law concerning the Measures for Peace and Security of Japan in Situations in Areas Surrounding Japan)
- 33) The term "Rear Area" refers to Japan's territorial waters and international waters surrounding Japan (including the exclusive economic zone up to 200 nautical miles (or approximately 370km) from the baseline of the territorial waters) in which no combat operations are conducted at that time and no combat operations are expected to be conducted throughout the period when the rear activities are carried out, and

the space over these international waters.

- 34) If any person other than the central government who had been requested to cooperate has suffered a loss as a result of such cooperation, the Government shall take necessary fiscal measures for the loss.
- 35) Warships and such vessels that are possessed or operated by foreign governments that are exclusively used for non-commercial purposes.
- 36) The state that has the right to fly its flag as prescribed in Article 91 of the United Nations Convention on the Law of the Sea.
- 37) Article 1 of the Law on the Exclusive Economic Zone and the Continental Shelf. See <<http://law.e-gov.go.jp/htmldata/H08/H08HO074.html>>
- 38) The capabilities required to operate a unit of a certain size in addition to the use of individual items of equipment.
- 39) The official title is the Agreement between the Government of Japan and the United States of America Concerning Reciprocal Provision of Logistic Support, Supplies and Services between the SDF of Japan and the Armed Forces of the United States of America.
- 40) The categories of supplies and services as provided under the Agreement include: food; water; billeting; transportation (including airlift); petroleum, oil and lubricant; clothing; communications; medical services; base support; storage; use of facilities; training services; spare parts and components; repair and maintenance; airport and seaport services; and ammunition (only in armed attack situations and anticipated situations) (provision of weapons is not included).
- 41) The Exchange of Notes concerning the Transfer of Military Technologies to the United States of America under the Mutual Defense Assistance Agreement between Japan and the United States of America.
- 42) The Exchange of Notes concerning the Transfer of Arms and Military Technologies to the United States of America under the Mutual Defense Assistance Agreement between Japan and the United States of America.
- 43) The Agreement between Japan and the United States of America concerning New Special Measures relating to Article XXIV of the Agreement under Article VI of the Treaty of Mutual Cooperation and Security between Japan and the United States of America, Regarding Facilities and Areas and the Status of United States Armed Forces in Japan.
- 44) Provided by the Ministry of Internal Affairs and Communications.
- 45) The term “title” means a legal cause that justifies a certain act.
- 46) The official title is the Law for Special Measures Regarding the Use and Expropriation of Land, etc., Incidental to the Agreement Under Article VI of the Treaty of Mutual Cooperation and Security Between Japan and the United States of America, Regarding Facilities and Areas and the Status of United States Armed Forces in Japan.
- 47) Consists of 1) environmental governing standards; 2) information exchange and access; 3) responses to environmental pollution; and 4) consultation on the environment.
- 48) The Japan Environmental Governing Standards (JEGS) is an environmental governing standard prepared by USFJ to guarantee that USFJ activities and facilities can protect the health of the people and the natural environment. The JEGS provides the methods to handle and store environmental pollutants.