

Section 2. Efforts for Realizing Reform of the Ministry of Defense

In order to follow the basic direction laid out in the report by the Council for Reforming the Ministry of Defense (the Report) and to realize the reform of the Ministry, the Ministry of Defense Reform Head Office headed by the Minister of Defense was established in July 2008. This was followed by the development of the Basic Policy for Organizational Reform of the Ministry of Defense³ and the Implementation Plan for Realizing Reform of the Ministry of Defense (Implementation Plan)⁴ in August 2008, and the Organizational Reforms Measures to be Implemented in FY 2009⁵ and Basic Concept for FY 2010 Organizational Reforms⁶ in December 2008.

In May 2009, the bill for the partial amendment of the Ministry of Defense Establishment Law and related laws was passed. This bill included the establishment of the Defense Council to realize the FY 2009 organizational reforms, as well as the establishment of the position of Special Advisor to the Minister of Defense.

In carrying out the recommendations prescribed by the Report, it is necessary to systematically assess and analyze the current situation, design and plan improvements and new measures, and coordinate to put them into practice, as well as to regularly release the progress and future plans to gain the understanding and support of the public. Thus, the Ministry of Defense will periodically revise and release the Implementation Plan, which contains specific details of the implementation process of the individual recommendations and as well as the progress made to date.

This section describes the efforts of the Ministry of Defense for realizing the reform of the Ministry of Defense in accordance with the Implementation Plan.

1. Efforts for Thorough Conformity to Principles of Reform

1 Thorough Adherence to Rules and Regulations

(1) Thorough Adherence to Rules and Regulations by Senior SDF Personnel

In order to promote thorough adherence to rules and regulations among senior SDF personnel, the rules and regulations pertaining to SDF personnel were compiled and a Handbook of Service Regulations, which provides explanations and details of specific cases, was developed and distributed. A Service Code Checklist was formulated and disseminated to be used for compliance guidance and assessment of personnel understanding.

(2) Workplace Education on Adherence to Rules and Regulations

In order to ensure thorough adherence to rules and regulations, opinions will be exchanged with the education departments of each organization and an analysis of the current state of workplace education will be carried out to pave the way for necessary improvements, reflecting these opinions. At the same time, a checklist of matters to be considered will be developed, along with improvements in workplace education.

(3) Thorough Observance of Rules and Regulations Related to Classified Information

Along with a thorough dissemination of rules and regulations related to information security, the Self-Defense Force Intelligence Security Command will be established by integrating the individual intelligence security units of each SDF. Furthermore, when possible, the functions of the criminal investigation units established in each SDF will be unified in order to enhance unit-based criminal investigations and the preventive mechanism against violation of regulations.

(4) Clarification of Responsibilities for Securing Transparency/ Competitiveness in Defense Procurement

In April 2009, the Import Procurement Division that uniformly controls general import procurements was set up in the Equipment Procurement and Construction Office and direct contracting with overseas manufacturers is being promoted.

In March 2009, a notification was issued, stipulating the basic concepts relevant to the preparation and release of the minutes of major meetings of the Ministry of Defense as a measure to improve the transparency of the decision – making process.

Strict observation of the re-employment of senior personnel will be carried out. At the same time, the SDF law will be revised with due consideration to the specific nature of SDF personnel to introduce regulation on re-employment in accordance with regulations for central government personnel and to strengthen the monitoring system for re-employment.

(5) Strengthening Inspection

Inspection of procurement organizations, which had previously been conducted by the Internal Bureau of the Defense Ministry, was conducted jointly by relevant organizations, including the Internal Bureau. The Inspector General's Office of Legal Compliance formulates an annual defense inspection plan by selecting mid-term inspection matters and considering priorities. Moreover, stringency and effectiveness of inspections will be ensured by conducting inspections without notice.

(6) Review/Improvement of Rules and Regulations

Ministerial ordinances and lower regulations are being reviewed from the viewpoint of necessity and rationality (some have practically lost effect) and are being abolished or revised if necessary. Also, with respect to confidential administrative documents, a review board comprising internal experts was established in March 2009 to carefully examine the validity of the reasons for designation of confidentiality.

2. Establishment of Professionalism (Professional Awareness)

(1) Improving Education for Senior Uniformed SDF Personnel

In order to give senior SDF officers a thorough awareness, training has been provided when they are promoted to the rank of general since March 2009. Education at each level of low, middle and high ranks will be improved in order to raise awareness of professionalism and occupational responsibility as well as to enhance the professional capacity of senior SDF personnel.

Consistent basic policy for education will be formulated and the list of books and materials which would contribute to self-discipline will be formulated and distributed.

In order to expand integrated education and to ensure cooperation in educational programs among GSDF, MSDF and ASDF Staff Colleges, the Ministry of Defense specified more clearly the contents of integrated education provided by the Joint Staff College and the three Staff Colleges in the regulations regarding integrated education in March 2009.

In order to broaden the views of senior uniformed SDF personnel, inter-ministerial personnel exchanges will be steadily promoted and study programs at domestic and overseas graduate schools will be further enhanced.

(2) Improving Basic Personnel Education

In order to improve basic personnel education, workload and staff allocation will be reviewed at the level of Staff

Offices, Headquarters and Units. Priorities for educational policies at each level, including those for enlisted personnel, will be clearly defined. Furthermore, the basic education required for fulfilling missions will be steadily provided and cooperation between units and schools as well as integrated education suitable for each level will be expanded and strengthened.

(3) Fostering Professionalism in Information Communication and Security

In order to develop a sense of professionalism in personnel working in the field of information communication, the Preliminary Report for Contingency Situations (notification) and detailed implementation procedures were disseminated to all staff.

Furthermore, in order to develop a sense of professionalism in personnel working in the field of information security, security education, which is currently strictly conducted in line with the Guidelines for Information Security Education, will be examined in a timely manner to verify whether it is tailored to the characteristics of individual organizations and, if necessary, revised.

In order to enhance counter-intelligence measures⁷, the SDF Intelligence Security Command will be set up, and the Minister of Defense Counter-Intelligence Committee was established in March 2009 to effectively collect and share information pertaining to counter-intelligence.

In order to strengthen information security measures, the Ministry will continue measures such as strengthening the readiness and training of specialists to confirm conformity with rules and regulations based on the Directive concerning Information Assurance of the Ministry of Defense, which has been revised in accordance with the unified government standards.

3. Establishment of a Management of Works that Prioritizes Execution of Duties, with the Aim of Total Optimization

(1) Establishment of PDCA Cycle

The current situation concerning the work improvement system of each organization and good practices of business improvement methods of private sectors were examined. Based on this, the PDCA (Plan-Do-Check-Act) cycle will be established in SDF units by developing and disseminating the Guidelines for Improving Works.

(2) Concerted Response to Issues by Integrated Project Teams

In order to address certain policy issues facing the Ministry of Defense, when it is appropriate to use an Integrated Project Team (IPT), which transcends the borders of bureaus, an IPT has been addressing these issues. Newly arising critical policy issues that transcend borders of bureaus will in principle be dealt with by the IPT.

(3) Promotion of the Integrated Project Team Method in Defense Procurement

In order to further enhance the Life-Cycle Cost Management of equipment, the Minister of Defense has decided to develop a system to ensure a decision-making based on judgments regarding defense requirements and cost performance, while at the same time increasing accountability relating to cost. In April 2009, a Life-Cycle Cost Management Office was set up in the Equipment Procurement Construction Office and cross-organizational liaison and coordination meetings are held actively by utilizing the IPT method.

(4) Integrated Public Relations Activities of the Whole Organization

In order to ensure consistency in public relations activities of the whole organization, the Minister's Secretariat Press Secretary will grasp in an integrated manner details of all press conferences by senior personnel of the

ministry and information released by the Ministry of Defense and each SDF. At the same time, rules will be developed regarding responses to the media by central and local offices, and direct dialogue with the public will be promoted.

In March 2009, some improvements were made in the procedures to be taken when SDF personnel publicly express their personal views, including clarification of matters subject to notification and the details of notification, which were then issued as the Notice of the Minister of Defense and disseminated to all SDF personnel.

4. Other

In order to develop a system which enables the Ministry of Defense to gather information and ensure prompt responses in an integrated manner in the event of emergency, the Ministry of Defense gradually installs necessary equipment within the official building. A notice was issued to set up a task force based on the decision made by the Minister of Defense in the event of an SDF incident. In addition, the Ministry of Defense will conduct reviews on a wide range of issues, including the establishment of procedures for response to various situations, a review of the intermediate headquarters in the SDF, a full-scale revision of local procurement, the development of a highly independent third-party inspection system for equipment procurement, the utilization/treatment of retired uniformed SDF personnel and the further strengthening of cooperation with other ministries, particularly the National Police Agency and the Japan Coast Guard.

2. Fundamental Organizational Reform

1. Organizational Reform in FY 2009

In FY 2009, the Ministry of Defense will abolish the advisory structure by Defense Counselors, which has lost its effective function, and take the following measures in order to strengthen its system to support the Minister of Defense and ensure civilian control. The bill for the partial amendment of the Ministry of Defense Establishment Law, which is necessary for the reform, was passed at the Diet in May 2009.

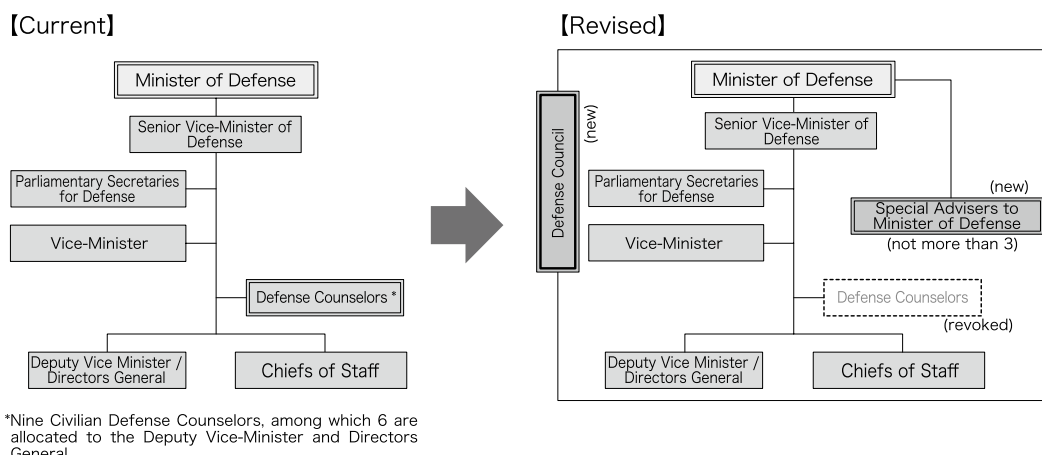
(1) Establishment of the Defense Council by Law

The Defense Council will be established by law as an organization where the Minister of Defense and other political appointees, civilian and uniformed SDF personnel deliberate on basic policies related to matters under the jurisdiction of the Ministry of Defense. The Council comprises the Minister of Defense, the Senior Vice-Ministers of Defense, Parliamentary Secretaries for Defense, Special Advisors to the Minister of Defense, Vice-Minister of Defense, Deputy Vice-Minister/Directors-General, all Chiefs of Staff and the Director of the Defense Intelligence Headquarters.

(2) Establishment of Special Advisors to the Minister of Defense

A maximum of three Special Advisors will be politically appointed by the Minister of Defense (on a part-time basis until FY 2009) to advise the minister with regard to important matters relating to the Ministry of Defense based on their own knowledge and experience. (See Fig. IV-2-1)

Fig IV-2-1 Strengthening Support System for the Minister of Defense



(3) Other

The position of Deputy Director-General for Reform of the Ministry of Defense (Chief of the Ministry of Defense Reform) and the Ministry of Defense Reform Promotion Office will be established.

2. Basic Concept for FY 2010 Organizational Reform

In December 2008, the Ministry of Defense formulated and released the Basic Concept for FY 2010 Organizational Reform of the Ministry of Defense, as described below, which has just been reported to the Council for Reforming the Ministry of Defense. Intra-ministerial examinations are currently under way based on this concept, and the FY 2010 budget request will be made for drastic organizational reforms, which will then be realized following coordination with related ministries and deliberations at the Diet.

(1) Objectives of Organizational Reform

Fundamental organizational reform through the steady and effective implementation of the three principles of reform proposed in the report will be carried out to prevent a recurrence of incidents of misconduct, and at the same time to enable the SDF to function actively and efficiently by utilizing human resources while ensuring civilian control in light of recent changes in the security environment surrounding the SDF and in the importance of the roles expected of the SDF.

Under these objectives, the Ministry of Defense will enhance the functions of the Bureau of Defense Policy and of the Joint Staff, unify defense capabilities build-up sections (build-up sections), and take measures within the management sections as well as personnel, education - training sections, while fostering a sense of unity and establishing a cooperative system between civilian and uniformed SDF personnel.

(2) Establishing a Cooperative System between Civilian Personnel and Uniformed SDF Personnel

Civilian personnel and uniformed SDF personnel possess different kinds of professional knowledge and experience, and therefore, it is necessary for them to work together and cooperate in every situation in the Internal Bureau, Joint Staff and other staff offices, etc, for the total optimization of the Ministry of Defense and the SDF.

For this purpose, a quota system for uniformed SDF personnel in the Internal Bureau, which is difficult under the current system, will be introduced. Civilian personnel and uniformed SDF personnel are to be appropriately allocated based on their areas of expertise, with the aim of creating a system where the two groups can truly cooperate with each other.

(3) Functional Reinforcement of the Bureau of Defense Policy

a. Basic Direction of Creating a New Bureau of Defense Policy

(i) Functional reinforcement of the Core of Defense Policy

The role the Ministry of Defense and SDF play in ensuring the security of Japan is expanding. In order to appropriately support the Prime Minister and the Minister of Defense, to further ensure civilian control and to carry out more effective policies in the field of security, it is necessary to reinforce the function of the Bureau of Defense Policy, which is the core of Japan's defense policy, in addition to strengthening the command functions of the Prime Minister's Office.

(ii) Establishment of a Consistent System to Implement Defense Policies

In the FY 2010 organizational reform, the organization of the Ministry of Defense will be fundamentally reformed, with the establishment of a new department in charge of defense capability build-up, along with the abolition of the Bureau of Operational Policy and the functional reinforcement of the Joint Staff. The Bureau of Defense Policy will reinforce its functions with the aim of closely cooperating with each staff office and the newly established defense capability build-up department and create a system to consistently implement defense policies.

b. Specific Direction of Organizational Reform

(i) Strengthening of the Function of Planning and Communicating of Defense Policies from Medium and Long-term Viewpoints

The Report proposes that the Prime Minister's Office formulate a national security strategy in order to strengthen its command functions. In response, the Ministry of Defense will strengthen its planning and communication functions by, for example, formulating the National Defense Strategy (provisional name), thus actively contributing to the development of the strategy by the Prime Minister's Office.

(ii) Strengthening of the Function of International and Regional Policy Planning, including International Activities

In order to ensure the security of Japan, international activities by the Ministry of Defense and the SDF are increasingly being expected to expand, and the Ministry of Defense needs to appropriately address various security issues in different regions outside our country.

In order to contribute to the function of comprehensive planning, devising and communication of defense policies from medium- to long-term viewpoints, as well as to the above-mentioned roles, it is necessary to strengthen the capacity to collect and analyze various information and improve international and regional policy planning, including international peace cooperation activities, in cooperation with intelligence and operational divisions. It is also necessary to reinforce systems so that defense exchanges, multilateral security dialogues, and arms control and disarmament can be conducted in a strategic manner.

(iii) Posting of Uniformed SDF Personnel in the Defense Policy Bureau

In order to reinforce the above-mentioned functions of the Defense Policy Bureau, uniformed SDF personnel will

be placed in positions at the rank of the Deputy Director General or lower in the Bureau of Defense Policy, to create a system that directly reflects the knowledge and experience of uniformed SDF personnel in the planning of defense policies.

(4) Functional Reinforcement the Joint Staff

a. Basic Direction of Creating a New Joint Staff

After the times of restrained management of the SDF and prioritizing defense capability build-up, we have now entered the times in which the SDF must be operated more properly to play a range of roles to respond various situations, such as large-scale disasters and unidentified vessels, as well as to implement international peace cooperation activities. Also, the security environment surrounding Japan has changed and we are seeing a heightened awareness of risk management in today's world. In order to respond to various situations under such circumstances, the Ministry of Defense will abolish the Bureau of Operational Policy and create a new Joint Staff that assumes the operations of the SDF in a unified manner.

At the same time, reviews will be conducted on the relationship between the Chief of Joint Staff and Chiefs of Staff of GSDF, MSDF and ASDF to take appropriate measures.

b. Specific Direction of Organizational Reform

(i) Abolition of the Bureau of Operational Policy

The Bureau of Operational Policy will be abolished and its functions will be transferred to the Joint Staff, in principle, in order to resolve unclear parts of its responsibilities caused by the overlapping duties between the Bureau of Operational Policy and the Joint Staff and to carry out the operations of the SDF in a rational and unified manner.

As a result, matters concerning the basics of the operations of the SDF, which is now under the jurisdiction of the Bureau of Operational Policy, will not be maintained under the jurisdiction of the Internal Bureau.

A new Joint Staff will perform functions such as planning operations of the SDF and coordinating with other ministries. The scope of its specific duties will be determined while giving consideration to the roles of the new Joint Staff and to the relationship between the Joint Staff and the Bureau of Defense Policy, which has jurisdiction over the matters concerning the basics of defense and security.

The way of dealing with the Diet related to the new Joint Staff's duties – will be reviewed to reach a conclusion.

(ii) Posting of Civilian SDF Personnel in the Joint Staff

Since the operations of the SDF need to be conducted in consideration of domestic and international political situations and the above-mentioned functions of planning and coordination with other ministers will be added as the new roles of the Joint Staff, a system will be created incorporating civilian personnel into the new Joint Staff at the rank of Deputy Chief of Staff or lower.

(iii) Other

Among the matters concerning the basics of unit exercises, which are currently under the jurisdiction of the Bureau of Operational Policy, certain matters which shall be carried out by the Internal Bureau will come under the jurisdiction of the Internal Bureau. The jurisdiction of the Internal Bureau and the Joint Staff will be clarified at a future time, together with the jurisdiction for improvement and management of the information system of the Ministry of Defense, the basics of command and communication and the basics of radio waves management.

(5) Unification of Defense Capability Build-up Sections

a. Basic Direction of the Creation of a New Build-up Department

In order to ensure total optimization of defense capability build-up, it is necessary to formulate a comprehensive concept/plan for the organization/the authorized number of personnel/formation/equipment/deployment of the entire SDF. It is also necessary for the Ministry of Defense to carry out defense capability build-up projects in an integrated, effective and efficient manner, through the compilation of the annual budget under the concept of total optimization. In this way, individual measures can always be planned and implemented in accordance with the objectives of the entire organization and efficiency can be pursued through intensive budget management in accordance with priorities as well as integration and consolidation of individual projects.

For this purpose, the build-up sections of the Internal Bureau and the Staff Offices will be integrated and a new build-up department will be established that engages in build-up projects in a unified manner.

b. Specific Direction of Organizational Reform

(i) Operations of the New Build-up Department

The new build-up department will carry out defense capability build-up projects in a unified manner. The department will be in charge of matters such as the formulation of a consolidated build-up concept of the Ministry of Defense and build-up plans, administration of the compilation/implementation of the annual budget and coordination with the Cabinet Office.

The department is in charge of formulating a build-up concept/plan and budgeting works, including a fiscal budget request with respect to the major units, major equipment, common equipment, system-related equipment, R&D, authorized number of uniformed SDF personnel and the authorized number of Administrative Officials of each SDF as a key component of our country's defense capability.

(ii) Exception of Unification

As an exception to the unification concept, matters closely linked with the administrative work of each SDF will be handled by the relevant Staff Office to enable each SDF to perform their own administrative work smoothly. However, in the final phase, the new build-up department will consolidate this work to optimize defense capabilities build-up.

(iii) A Vision for the New Build-up Department

The new build-up department will basically be a bureau of the Internal Bureau, and review and examinations will be conducted on its specific work procedures and specific organizational structure.

(6) Measures for Management Sections, and Personnel, Education, and Training Sections

a. Management Sections

Since the management sections of the Ministry of Defense need to conduct work in a unified manner without overlapping of work between the Internal Bureau and other organizations, the sections will be unified as much as possible for the streamlining of work and the effective utilization of human resources.

In specific reviews, work will be organized and integrated focusing on similar and shared work from the viewpoint of overlapping. The organization will then be reviewed and procedures will be improved and streamlined, paying due attention so as not to undermine the operation of the administrative work of each Ground/Maritime/Air Staff Office.

b. Personnel, Education and Training Sections

From the perspective that each Ground/Maritime/Air Staff Office should assume the main responsibility for personnel, education and training of uniformed SDF personnel, the specific work conducted by each Ground/Maritime/Air Staff Office will be clarified. Also, from the perspective of assisting the Minister of Defense in an integrated manner with regard to system and policy, the specific work conducted by the Internal Bureau will be clarified, in order to further optimize work conducted by the Internal Bureau and the Staff Offices.

As for specific reviews, procedures for work between the Internal Bureau and the Staff Offices will be carefully examined and regulations will be revised on an as-needed basis, while giving due consideration to avoiding any overlap of work between the Internal Bureau and the Staff Offices.

(7) Other

a. Establishment of Special Panels

The Ministry of Defense Reform Head Office is resolved to make strenuous efforts for the FY 2010 budget request by setting up special panels under the Ministry of Defense Reform Head Office to review specific matters for the fundamental organizational reform in FY 2010 as mentioned above and by conducting reviews on specific organizational plans and new work procedures.

b. Verifications Concerning Work

It is necessary to make a smooth transfer to the new organization so as to avoid unnecessary confusion in order to ensure that the fundamental organizational reform will function properly. Therefore, the Ministry of Defense will conduct verifications concerning work, aiming to realize organizational reform in FY 2010.