

Section 3. Defense Posture Review

This section describes the progress of the defense posture review conducted by the Government and Ministry of Defense.

1. Background of the Review of the 2004 National Defense Program Guidelines

As described in Section 1 of this chapter, the revision of the 2004 National Defense Program Guidelines (NDPG) is an important issue for Japan's security, and adequate considerations must be paid by the new government following the recent historical change in administration. In order to comprehensively consider the roles of security and defense capabilities in Japan from a broad range of perspectives, the Government decided to establish the Council on the Future of National Security and Defense Capabilities in the New Era¹³. Established on February 16, 2010, the composition of the council includes intellectuals in areas such as those related to the roles of security and defense capabilities.

2. The Council on the Future of Security and Defense Capabilities in the New Era

1. Council Meetings to Date

The council held its first meeting on February 18, 2010, where Prime Minister Yukio Hatoyama (at the time) introduced details of the one year postponement of the process of revising the 2004 National Defense Program Guidelines (NDPG), in order for the revision to be discussed under the new administration. He also referred to recent notable changes in the security environment, indicated the existence of problems in strengthening the Japan–U.S. alliance, and responding to efforts for international peace, including U.N. peace activities, disaster-relief activities, and countermeasures to terrorism, and stated his hope that considerations in the council will be paid from various angles and in sight of the mid- to long-term.

This council held eight meetings by May 2010 (for details regarding the holding of meetings, see Fig. II-2-3-1), with the ninth meeting held on August 27 of the same year, and a report submitted to Prime Minister Naoto Kan.

Fig. II-2-3-1
Holding of Council on Security and Defense Capabilities in a New Era

(As of June 30, 2010)

Number of meetings	Date	Major agenda
1	February 18, 2010	Concept of the Previous National Defense Program Guidelines
2	February 24, 2010	Military Trends in Neighboring Countries
3	March 9, 2010	Issues of International Society and Japan's Response
4	March 17, 2010	U.S. Security Strategy and the Japan–U.S. Alliance
5	April 8, 2010	Foundation supporting Defense Capabilities
6	April 27, 2010	Future System of the SDF Japan's Financial Situation and Development of Defense Capabilities
7	May 12, 2010	Information and Information Security (including cyber attack countermeasures)
8	May 28, 2010	Overall Summary of Issues Discussed

Note: As well as the above eight meetings of the council, fourteen workshops were held. Other work included gathering opinions from the local governments of areas which are home to SDF garrisons and bases (Chitose and Sasebo), and other such parties, and coordination over the writing of the report.

2. Outline of the Report

The report is composed of four chapters.

Firstly, in Chapter 1, the security objectives are defined as security strategies which Japan should take in the near future, and analysis is provided regarding the international environment in which Japan is likely to find itself over the period until around 2020. This is followed by basic policy discussion in terms of the kind of measures Japan will devise, and whether they should be adopted.

Specifically, three security objectives are presented, namely 1) maintaining Japan's security and prosperity, 2) maintaining regional and global stability and prosperity, and 3) maintaining a free and open international system. Then, while analyzing the security environment surrounding Japan, it is highlighted, that in consideration of features such as Japan's geographical characteristics, economic strength, and defense capabilities, Japan's identity could be referred to as that of a "peace fostering nation," after which, the necessity of 1) Japan's own efforts, 2) cooperation with its allies, and 3) multilayered cooperative security is described as strategies and measures for their attainment.

In Chapter 2, it is explained that as a basic idea behind the modality of Japan's defense capabilities, the timely and appropriate use of defense capabilities under normal circumstances, combined with the operational capacity to demonstrate our high defense capabilities, the so-called dynamic deterrence is becoming important, and that Japan will no longer continue to follow the Basic Defense Force Concept. It suggests that with Japan reaching a stage where it is necessary to reorganize its defense structure, moving away from the passive ideals and practices which are associated with that concept, the position Japan's defense capabilities should fulfill in the future will be restructured in terms of the three roles¹⁴ indicated in the 2004 NDPG, 1) response to diverse contingencies, 2) maintaining stability in the region surrounding Japan, and 3) improving the global security environment.

In regard to responding to diverse contingencies, the report discusses the necessity of responding to ballistic and cruise missile attacks, and special operations forces, terrorist and cyber attacks, and of possessing defense capabilities that are capable of acting effectively to incidents which necessitate immediate and complex handling in cases such as these ("complex situations").

In regard to maintaining stability in the region surrounding Japan, the report highlights the necessity of the SDF and U.S. Forces working more closely together, and emphasizes information gathering, warning and surveillance, and intelligence activities. It also mentions the necessity of strengthening defense cooperation and exchange with other countries, our participation in regional security frameworks, and so on.

In regard to improving the global security environment, the report states that the SDF should use international peace cooperation activities to demonstrate the presence of Japan as a "peace-fostering nation" to the rest of the world, and that Japan should proactively participate wherever possible.

Furthermore, in order to fulfill the above three roles, it proposes advancing the selection of and focus on necessary defense functions and systems.

In consideration of the question of what infrastructure development is needed to support the defense capabilities that Japan strives for, Chapter 3 proposes the human, material and social infrastructural challenges involved, together with the course of improvement that should be taken.

Chapter 4 discusses making the security strategies that Japan should take (as raised in Chapter 1) become more effective, as a fundamental improvement to support security strategies. It also discusses which foundations



The 9th meeting of the Council on Security and Defense Capabilities in the New Era (August 27, 2010) [Cabinet Public Relations Office]

to the various essential systems and structures should be improved, and how, in order that defense force may be applied appropriately as a security measure.

An outline of the report is given in Fig. II-2-3-2.

The Government will continue to use this report as reference, as the review of the 2004 National Defense Program Guidelines progresses.

3. Considerations Made at the Ministry of Defense

The Defense Council was held on February 18, 2010 at the Ministry of Defense in order to contribute to these government considerations. The council held wide-spanning discussion from various perspectives on such issues as Japan's future defense capabilities.

Amidst these discussions, Minister of Defense Toshimi Kitazawa ordered that discussion be carried out within the ministry so that it would be reflected in the FY2011 budget requests, and so that considerations are shifted into full swing based on the following two pillars.

- (1) It is necessary to efficiently develop more effective defense capabilities from a new perspective that takes into account the regime change, and considerations must be advanced on such issues as awareness of the security environment and the role of defense capabilities.
- (2) The issues brought up in the FY2010 budget-forming process and points of consideration indicated in the Cabinet decision should be considered while also calculating the strict financial circumstances. These issues and points of consideration are:
 - 1) Fixed versus actual personnel numbers
 - 2) Further streamlining the acquisition of equipment as well as the roles of defense production and technological infrastructure
 - 3) The role of policies regarding human-related affairs
 - 4) The streamlining and rationalization of units, taking into consideration their relationship with community residents and local society
 - 5) An effective SDF posture, including strengthening integrated operations

The Ministry of Defense is working together with the Cabinet Secretariat to advance considerations on the defense posture of Japan in view of evaluating the National Defense Program Guidelines (NDPG), international affairs, role of defense capabilities, and future issues while organically linking these considerations with other considerations being made at the ministry, including those on ministry reform. These considerations are being carried out in mind of such issues as post-2004 Japan-U.S. relations, phenomena occurring in neighboring countries, and the new definition of international peace cooperation activities as a primary mission of the SDF.



Defense Council held on August 11, 2010 (in relation to the agenda on what the defense capability should be in the future)