Part III

Measures for the Defense of Japan

Chapter 2

Strengthening of the Japan-U.S. Security Arrangements

- Section 1. 50th Anniversary of the Conclusion of the Japan-U.S. Security Treaty
- Section 2. The Japan-U.S. Security Arrangements
- Section 3. Basic Frameworks Supporting the Japan-U.S. Security Arrangements
- Section 4. Measures Relating to the Presence of U.S. Forces in Japan



Section 1. 50th Anniversary of the Conclusion of the Japan-U.S. Security Treaty

The year 2010 is a milestone in that it is the 50th year since the signing of the Japan–U.S. Security Treaty ¹ between Japan and the United States on January 19, 1960. For this memorable year, Japan and the United States have resolved to further expand and develop the security cooperation between the two countries, while also promoting a process for deepening the Japan–U.S. Alliance, with the Japan–U.S. Security Arrangements at its core.

Consultations for the 50th Anniversary of the Conclusion of the Japan-U.S. Security Treaty

Since the signing of the Japan–U.S. Security Treaty down to the present day, Japan and the United States have resolved to develop cooperative relations on the security front and consolidate the Japan–U.S. Security Arrangements which form the core of their alliance.

In marking the 50th anniversary of the conclusion of the Japan–U.S. Security Treaty, Japan and the United States acknowledged the necessity of further strengthening the Japan–U.S. Security Arrangements, and further improving the effectiveness of their responses to the unclear and uncertain elements confronting both countries in the Asia-Pacific region. This sort of recognition has been shared through the consultations between the two countries.

1. Exchanges at Japan-U.S. Defense Ministers' Meetings

At the Japan–U.S. defense ministers' meeting² in October 2009, Minister of Defense Toshimi Kitazawa stated that the Japan–U.S. Alliance is the foundation for not only the peace and stability of the Asia-Pacific region, but also for responding to global challenges. He also gave voice to the recognition that it will be necessary to carry on with unflagging efforts in order to maintain and elevate such trust and effectiveness in the future. Moreover, he also stated that he would like to promote examinations of specific cooperation items for the 50th anniversary of the conclusion of the Japan–U.S. Security Treaty. In response to this, Secretary of Defense Gates stated that the Japan–U.S. Alliance is the cornerstone to the United States' policy for Northeast Asia. He also said that while Japan and the United States are faced with complex circumstances in this region, cooperation in the fields of humanitarian assistance and disaster relief — areas in which Japan demonstrates leadership — offer a chance to strengthen Japan–U.S. cooperation. He also stated that it has been noted that friendly relations and the alliance between Japan and the United States have developed dramatically compared with in the past.

2. Exchanges at Japan-U.S. Summit Meetings

At the Japan–U.S. summit meeting³ on November 13, 2009, as part of efforts to deepen the Japan–U.S. Alliance, then Prime Minister Yukio Hatoyama proposed starting a consultation process to deepen this alliance for the 50th anniversary of the conclusion of the Japan–U.S. Security Treaty, to which President Barack Obama consented. Furthermore, in relation to the Japan–U.S. Security Arrangements Prime Minister Hatoyama stated his intent to promote cooperation which included not only traditional areas of cooperation such as extended deterrence, information security, missile defense, and space, but also new challenges, to which President Obama also agreed.

2. Pronouncements for the 50th Anniversary of the Signing of the Japan-U.S. Security Treaty

On January 19, 2010, which marks the 50th anniversary of the signing of the Japan–U.S. Security Treaty, respective statements were released by then Prime Minister Hatoyama and President Obama⁴. In addition, the "2+2" members released the Joint Statement of the U.S.–Japan Security Consultative Committee Marking the 50th Anniversary of the Signing of the U.S.–Japan Treaty of Mutual Cooperation and Security (Joint Statement). (See Reference 45–47)

1. Prime Minister Hatoyama's Statement

The following recognitions and resolutions were expressed in then Prime Minister Hatoyama's statement.

- O The Japan–U.S. Security Arrangements have contributed significantly to Japan's peace and development under freedom and democracy, as well as to the stability and prosperity of the Asia-Pacific region, since the end of World War II until today.
- O Given the severe conditions in the security environment surrounding Japan, the deterrence provided by the U.S. Forces based on the Japan–U.S. Security Arrangements, together with Japan's Self-Defense Forces, continues to serve an essential role to maintain Japan's peace and security.
- O Under a security environment in which there still exist uncertainty and instability, the presence of the U.S. Forces based on the Japan–U.S. Security Treaty will continue to function as a public good by creating a sense of security to the countries in the region.
- O For the year commemorating the 50th anniversary of the conclusion of the Japan–U.S. Security Treaty, Japan will work jointly with the United States to further deepen the Japan–U.S. Alliance, with the Japan–U.S. Security Arrangements at its core, in order to adapt to the evolving environment of the 21st century.

2. President Obama's Statement

The following recognitions and resolutions were expressed in President Obama's statement.

- O Over the 50 years since the two countries signed the Japan–U.S. Security Treaty, the indestructible partnership between Japan and the United States has brought about prosperity and peace for the two countries, while the Japan–U.S. Alliance has ensured unprecedented benefits for the Asia-Pacific region.
- O The United States' commitment to Japan's security is unshakable, and the two countries' cooperation is a critically important part of their engagement with the world.
- O It is time for the two countries to undertake to renew the Japan–U.S. Alliance for the 21st century and enhance the bonds that unite the two nations.

3. "2+2" Joint Statement

The following recognitions and resolutions were expressed in the Joint Statement.

- O The Ministers affirmed that the U.S.–Japan Alliance plays an indispensable role in ensuring the security and prosperity of the two countries, as well as regional peace and stability. They also resolved to further develop the Japan–U.S. Security Arrangements as well as expand into new areas of cooperation.
- O The impact of bases on local communities such as Okinawa will be reduced while supporting current efforts to maintain deterrence, including the appropriate stationing of U.S. Forces. Doing so will enhance security and ensure that the Japan–U.S. Alliance continues to serve as a cornerstone for stability in the region.
- O Japan and the United States will strengthen regional cooperation in the Asia-Pacific region, while also recognizing the significance of the Japan–U.S. Alliance in the global context. The statement also reaffirmed

the commitment to cooperate closely in responding to global threats.

O For the 50th anniversary of the signing of the Japan–U.S. Security Treaty, the Ministers reaffirmed their commitment to adapt the Japan–U.S. Alliance to the evolving environment of the 21st century. The Ministers will intensify the dialogue which is underway to further promote and deepen Japan–U.S. security cooperation in wide-ranging areas.

3. Process for Deepening the Alliance

1. Historical Background

Japan and the United States have traditionally developed security cooperation based on factors such as the security environment surrounding Japan.

Following the end of the Cold War, Japan and the United States announced the Japan–U.S. Joint Declaration on Security (Declaration) in 1996. The Declaration reaffirms the importance of the Japan–U.S. Alliance in light of the state of affairs in the Asia-Pacific region following the Cold War. It also calls for a review of the 1978 Guidelines for Japan–U.S. Defense Cooperation (Former Guidelines), and the promotion of cooperative relations between the two countries in fields such as studies concerning ballistic missile defense; the consolidation, realignment, and reduction of U.S. military facilities and areas in Okinawa; and the attainment of peace and stability in the Asia-Pacific region.

At next year's "2+2" meeting in 1997, new Guidelines for Japan–U.S. Defense Cooperation (Guidelines) were approved as part of the promotion of cooperative relations indicated within the Declaration from the previous year. These indicated the general framework and orientation for the roles and modalities for cooperation and coordination between Japan and the United States in everything from periods of normalcy to states of emergency based on the changes in the state of affairs following the Cold War.

Afterwards, in light of the further changes to the security environment due to the 9/11 terrorist attacks in 2001, Japan and the United States have been enhancing consultations related to security since 2002. Through these Japan–U.S. consultations, the direction of the Japan–U.S. Alliance was arranged through three stages. These stages are: confirmation of strategic objectives common to both countries, including enhancing peace and stability in the Asia-Pacific region (first stage), the examination of the roles, missions, and capabilities of Japan and the United States for accomplishing the common strategic objectives (second stage), and the examination of a force posture realignment (third stage). Their contents were finalized at the "2+2" meeting in May 2007.

Concurrent with these bilateral policy consultations, the two countries have also strengthened cooperative relations concerning responses to specific issues. For ballistic missile defense, by way of example, in light of North Korea's apparent advancement in the development of nuclear weapons and missiles since 1998, Japan and the United States have implemented cooperation in wide-ranging areas that include everything from technical development to the operation of units. Moreover, for their response to North Korea, at the Japan–U.S. defense ministers' meeting held on May 30, 2009 the two sides affirmed their policy of continuing with close cooperation not only between the three countries of Japan, the United States, and the ROK, but also with China, Russia, and the international community. There is gathering momentum for developing cooperation between Japan and the United States in a manner which incorporates other countries as well. In addition, various measures have been taken to ensure the effectiveness of the Guidelines. Based on the results of the examination of roles, missions, and capabilities of Japan and the United States, the two countries are promoting examinations of joint operation plans and bilateral cooperation plans, as well as joint operations which include improving the effectiveness of various mechanisms beneath the Guidelines.

As the above demonstrates, the cooperative relations between Japan and the United States have born

numerous results thus far. The process to deepen this alliance which Japan and the United States embarked upon to commemorate the 50th anniversary of the conclusion of the Japan–U.S. Security Treaty will further strengthen initiatives based on these results, and the two countries will also strive to further expand areas of cooperation.

2. Future Policy

Japan and the United States have decided to enhance dialogue in order to further promote and deepen Japan–U.S. security cooperation over a broad range of areas in the future. This is grounded in the previously mentioned recognition shared at bilateral consultations, Prime Minister Hatoyama's statement, and the determinations expressed in the Joint Statement, and is designed to make the Japan–U.S. Alliance even more unshakable. Therefore, for the future Japan will promote specific consultations with the United States at the ministerial-level, and at the working-level under orders from ministers.

At present, consultations are being carried out between Japan and the United States over what sort of specific cooperation is possible in order to advance the process of deepening the Japan–U.S. Alliance. This includes cooperation for areas such as extended deterrence, information security, missile defense, and space which were also taken up at the Japan–U.S. summit meeting on November 13, 2009, as well as individual security areas including humanitarian assistance, disaster relief, and cyber issues.

For example, with regard to the security environment in the region centered around East Asia, based on the discussions at the Japan–U.S. consultations held since 2002 which will be described later in Chapter 2, Section 3, Japan and the United States shared a common recognition which forms the foundation for the common strategic objectives incorporated into the Joint Statement from the "2+2" meeting in 2005. Moreover, at the Japan–U.S. foreign ministers' meeting on January 12, 2010 there was an agreement over the recognition of starting the process of deepening the alliance by jointly performing analyses of the security environment in East Asia and examinations of the capabilities of the United States and Japan. It is conceivable that in the future Japan and the United States will confirm their awareness of circumstances based on the changes in regional circumstances, and exchange opinions regarding areas of cooperation in which they should move forward and what sort of posture they should each promote.

Moreover, the U.S. Department of Defense released its Quadrennial Defense Review (QDR) and Ballistic Missile Defense Review (BMDR) on February 1, 2010, and its Nuclear Posture Review (NPR) on April 6. In terms of the process of formulating documents pertaining to these security policies, Japan is also moving forward with the task of reviewing its National Defense Program Guidelines, with close exchanges of opinions being held between Japan and the United States. The two sides will continue to exchange opinions from a strategic perspective. With regard to the United States' extended deterrence in particular, the "2+2" Joint Statement from May 2007 says that "U.S. extended deterrence underpins the defense of Japan and regional security," and states that "The U.S. reaffirmed that the full range of U.S. military capabilities — both nuclear and non-nuclear strike forces and defensive capabilities — form the core of extended deterrence and support U.S. commitments to the defense of Japan." Through the process for deepening the alliance as well, both Japan and the United States continue to share an awareness concerning the importance of extended deterrence. Moreover, in light of the formulation of the release of the 2010 QDR and NPR, the conventional debates are being further deepened.

With regard to information security, on March 30, 2010 the establishment of a new consultation framework in the form of the Bilateral Information Security Consultation (BISC) comprising relevant ministries from both Japan and the United States was agreed on at the Japan–U.S. foreign ministers' meeting. It is conceivable that the sharing of information between Japan and the United States will be further promoted through this consultation, while further enhancing their information security posture.

(See Section 2, and Section 3-2 and 3)

4. Projects Commemorating the 50th Anniversary of the Conclusion of the Japan-U.S. Security Treaty

The period around this important juncture for the 50th anniversary of the conclusion of the Japan–U.S. Security Treaty is not just an excellent opportunity to strive to deepen the alliance, as has previously been noted. The Ministry of Defense and SDF also consider it first to be an excellent opportunity to explain to the Japanese

people the significance of the Japan–U.S. Security Arrangements and the present state of Japan–U.S. security cooperation, and second, an excellent opportunity to further strengthen cooperative relations with U.S. Forces. It has been decided to carry out projects commemorating the 50th anniversary of the conclusion of the Japan–U.S. Security Treaty with the cooperation of the United States.

The projects shown in Figure III-2-1-1 have been carried out by mid June. For their part, the Ministry of Defense and SDF will plan and carry out events to



MSDF-U.S. Navy Junior Officer Symposium in commemoration of the 50th anniversary of the revision of the Japan-U.S. Security Treaty

Fig. III-2-1-1 Events Commemorating the 50th Anniversary of the Conclusion of the Japan-U.S. Security Treaty

Period (2010)	Events, etc.					
January 19	Commemoration celebration at the MSDF Headquarters, Yokosuka District					
January 19	ary 19 Commemoration ceremony at U.S. Fleet Activities Sasebo					
January 19	ary 19 Opening Ceremony for Alliance Park (Atsugi)					
January 19	19 Commemoration reception by the Defense Attaché in Tokyo (Tokyo)					
January 19	ry 19 Full dress decorations and naval illumination decorations (Yokosuka, Sasebo, Katsuren)					
January 21 Speech by the ASDF Chief of Staff at a Tufts University security seminar supported by U.S. Army headquarters						
March 3	March 3 Attendance of the GSDF Chief of Staff and Commandant of United States Marine Corps in a memorial service on Iwo-to					
May 14-17	ay 14–17 Japan–U.S. joint port call (Black Ship Festival, Shimoda)					
May 18-22	Japan–U.S. joint port call (Katsuren)					
May 29-30	-30 Japan-U.S. joint port call, and opening and cruise of Japanese and U.S. vessels to the general public (Yokohama)					
June 9 MSDF-U.S. Navy Junior Officer Symposium in commemoration of the 50th anniversary of the revision of the Japa Security Treaty (Hawaii)						
June 11	Japan-U.S. joint panel discussion by MSDF-U.S. Navy Officer candidates (Etajima)					
June 22	Seminar in commemoration of the 50th anniversary of the revision of the Japan–U.S. Security Treaty held by the National Institute for Defense Studies (Tokyo)					
June 24	Joint commemorative tree planting with the U.S. Joint Chiefs of Staff Chairman upon the Joint Staff Chief of Staff's visit to the United States (Washington)					
June 24	JASDF and U.S. Fifth Air Force: Completion of commemorative logo mark marking the 50th anniversary of the conclusion of the Japan–U.S. Security Treaty					
June 26-27	Japan-U.S. joint port call (Harumi)					
July 8-11	Japan-U.S. joint port call (Hakodate)					
July 9	Commemorative tree planting at a senior level seminar between the JASDF, U.S. Pacific Army, and U.S. Marine Corps Force Pacific marking the 50th anniversary of the conclusion of the Japan–U.S. Security Treaty (Hawaii)					
July 10-26	Japan-U.S. joint port call (Kagoshima)					
July 23-26	Japan-U.S. joint port call, and opening and cruise of Japanese and U.S. vessels to the general public (Sendai)					
August 2-7	Japan-U.S. joint port call (Aomori: Nebuta Festival)					

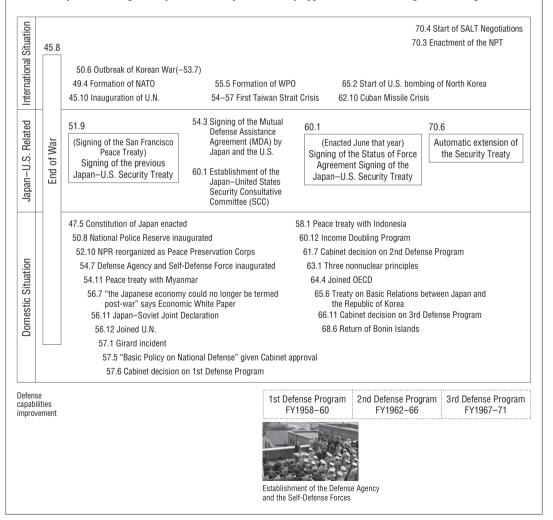
make the most of the two opportunities mentioned above. This will be done throughout the year, and extend from the organization of the central government all the way down to field units in each of the Self-Defense Forces. This is oriented toward efforts capable of strengthening the Japan–U.S. Security Arrangements.

[Special Feature]

Chronology of Japan-U.S. Alliance (1945-1970)

After the end of the war in August 1945, Japan began its advance from ruin to reconstruction. Although the United Nations was established, the post-war international community edged ever closer toward the Cold War, through the formation of a range of security organizations by both East and West, and the Korean War of June 1950. With this, Japan (which had recently enacted its constitution in May 1947) returned to the international community with the San Francisco Peace Treaty, and concluded the Japan–U.S. Security Treaty with the United States. The minimum required defense capability for national defense was arranged, and a course selected to rely on the significant military strength of the U.S. and maintain the nation's peace and independence. In July 1954, the Defense Agency and Self-Defense Forces were inaugurated.

Japan subsequently became a member of the United Nations in December 1956, and then in 1960, although the ongoing discussions divided public opinion, a new version of the Japan–U.S. Security Treaty with more equal contents was concluded. From the late 1950s through the 1960s, diplomatic relations with countries such as those of Southeast Asia, the Soviet Union and the Republic of Korea were successively normalized. As the diplomatic and security bases were gradually stabilized, Japan eventually approached the era of high economic growth.



[Special Feature]

Chronology of Japan-U.S. Alliance (1970-1990)

Through the era of high economic growth, in the 1970s, Japan became the 2nd largest economy in the Western world. During this period, the domestic government and economy became comparatively stable, and the intense opposition to the SDF and Japan–U.S. Security Treaty which had reached a scale not seen before, gradually began to subside.

Meanwhile, in the international community, the Cold War continued, fluctuating between periods of tension and peace. At the same time, serious setbacks caused by changes in international politics (typified by the Oil Crises), and the Vietnam War led to the might of the United States failing to remain the overwhelming element it was at the close of World War II. As a result, the United States began to vehemently demand of its Western Bloc allies, Japan included, defense efforts corresponding to their economic strength. With the 1972 Nixon visit to China and the ensuing closeness between those two nations, a large change became evident amid interstate relations during the Cold War.

With trends such as these, Japan established National Defense Program Guidelines for the first time in 1976 (1976 Guidelines), and determined to establish objectives for its military capabilities, and strive harder toward their steady improvement.

Meanwhile, with regard to Japan–U.S. relations, the "Guidelines for Japan–U.S. Defense Cooperation" were established between the two nations in 1978, and the way ahead paved to further concretize defense cooperation between Japan and the United States (based on the Security Treaty). Consequently, in the same year, Japan–U.S. joint exercises commenced in earnest, while discussions were entered regarding cooperation

International Situation	75.4 End of Vietnam W 73.1 Yom Kippur War 72.5 Signing of SALT 72.2 Nixon visit to China 71.8 Nixon Shock	ar 83.9 Russian shooting down of Korean aird 79.12 Soviet invasion of Afghanistan 79.6 Signing of SALT II	89.12 End of Cold War craft 89.11 Fall of Berlin Wall 89.2 Soviet withdrawal from Afghanistan 87.12 Signing of the Intermediate-Range Nuclear Forces Treaty						
Japan-U.S. Related	70.0	5.7 Establishment of Subcommittee for Defense Cooperation (SDC) (78.5 Declaration to pay part of USFJ expenses 78.11 Decision of Guidelines for U.S.—Japan Defense Cooperation (old "Guidelines") 78.11 Start of Japan—U.S. joint exercise 81.5 Specification of "alliance relationsh in joint U.S.—Japan communiqué	87.1 Signing of Special Agreement on Cost Sharing for the Stationing of USFJ 83.1 Conclusion of the Agreement to Provide Weapons Technology to the U.S. 88.11 Signing of official documents of exchange between governments of Japan and U.S. regarding joint development of FS-X						
Domestic Situation	72.2 Cabinet decision on 4th Defense Program 72.5 Return of Okinawa 72.9 Normalization of diplomatic relations between Japan and China 73.1 Move to floating exchange rate system 76.10 Cabinet decision on 1976 National Defense Program Guidelines 73.1 1st Oil Crisis 78.10 Strong yen at 180 yen/dollar								
Defen	92 0 10 1 0	U.D. (D. 4070.)							



3rd Defense Program 4th Defense Program FY1967-71 FY1972-1976

1976 National Defense Program Guidelines FY1977–1995



The return of Okinawa [Jiji Press]

between the two nations should events in the Far East outside of Japan have a serious effect on the safety of the country. The Japan–U.S. Security Arrangements therefore came to hold a greater importance, not only for relations between the two nations, but for a much wider region.

In 1978, Japan began cost sharing for the stationing of USFJ, within the scope of the Status of Forces Agreement. Then in 1987, with the conclusion of the Special Measures Agreement, it was decided that the range of this cost sharing be enlarged.

As a result of the deepening relations between Japan and the United States, in the 1981 joint U.S.-Japan communiqué, the two nations declared for the first time that they were in an "alliance relationship."

[Special Feature]

FY1977-1995

capabilities

improvement

Chronology of Japan-U.S. Alliance (1990-2010)

Due to the dissolution of the Soviet Union in December 1991, the Cold War ended, and the possibility of a global-scale war breaking out decreased substantially. On the other hand however, regional conflicts became more complicated and diverse, while incidents arrived in succession which posed a challenge to post-Cold War security, such as the proliferation of nuclear and other weapons of mass destruction and missiles, and intensification of international terrorism.

tion	96.3 Continuous exercises in waters near China and ROK 93.3 North Korea declares withdrawal from NPT					
International Situation	91.12 Dissolution of Soviet Union 91.7 Signing of START I 91.3 Breakup of WPO military organization 91.1 Start of Gulf War 90.8 Iraq invasion of Kuwait 89.12 End of Cold War		03.1 North Korea declares withdrawal from N		09.5 Nuclear test by North Korea 09.5 Missiles fired by North Korea 09.4 Missiles fired by North Korea Announcement by North Korea of nuclear testing	
Japan-U.S. Related	95.11 Special Action Committee on Okinawa (SACO) established	Government of the Unite	97.9 Guidelines for U.SJapan Defense	05.10 SCC document I and Realignmen 06.5 SCC document Roadmap for R 09.5 Guam Agree 10.1 "2+2" joint a	cement (joint strategic objectives) JS-Japan Alliance: Transformation t for the Future (role duty ability) "United States-Japan ealignment Implementation" ment enacted nnouncement on 50th anniversary of of the Japan-U.S. Security Treaty	
Domestic Situation	unit to the Pe 92.6 PKO Law esi 92.9 UNTAC disp 95.9 Assault or 95.11 Cabinet	tablished	nse 03.6 Establishment of the 3 03.7 Establishment of the I 03.12 Dispatch to Iraq	ew Guidelines Related I nti-Terrorism ities in the Indian ocean B Laws for Emergencies raq Special Measures L	Law 07.1 Ministry of Defense inaugurated 09.12 Cabinet decision on 2010 improvement of defense capability	
Defense canabilities 1976 Guidelines 1995 Guidelines 2004 Guidelines						



FY1995-2003

FY2004-

Japan-U.S Joint Security Statement [The Ministry of Foreign Affairs]

After the end of the Cold War, there were a variety of discussions between Japan and the United States with regard to the modality of their defense arrangements. Meanwhile, there was an increase in calls within Japan, for a reduction in U.S. bases (which for many years had been concentrated in Okinawa), triggered by the incident which occurred in Okinawa in 1995, of a young girl being assaulted. However, the significance of the Japan–U.S. security arrangements was affirmed under the complicated and unstable international conditions which existed after the Cold War, and momentum grew regarding their clear necessity.

Consequently, in 1996, the leaders of the two nations announced the "U.S.–Japan Joint Declaration on Security". As well as reaffirming the importance of the Japan–U.S. security arrangements after the Cold War, it indicated the internal and external modality of the Japan–U.S. Alliance as the 21st Century approached, by for instance, confirming that the two sides would collaborate not only in the Asia-Pacific Region, but also on a global scale.

After the Joint Declaration, the SACO Final Report was drawn up at the end of 1996. In addition to the move toward rearrangement and integration of the U.S. bases in Okinawa (beginning with Futenma Air Station), a review of the "Guidelines for U.S.—Japan Defense Cooperation" was conducted in 1997. As a result, it was confirmed that work to concretize the cooperation between Japan and the U.S. (in the event of armed attacks against Japan or other nearby incidents) would be advanced. It was also confirmed that under normal circumstances, the two nations would work together closely in other fields, including security dialogue and defense exchanges, PKO, and dealing with large-scale disasters.

At present, the cooperative relationship between Japan and the United States boasts a range which extends across regional and global-scale activities. In particular, as the Japan–U.S. Security Treaty marks its 50th anniversary, discussions are underway to deepen the alliance in order to adapt to the evolving environment of the 21st Century.