

Section 4. Measures Relating to the Presence of U.S. Forces in Japan

In order to ensure the stability of the U.S. Forces stationed in Japan (the significance of which is described in Section 2), the Ministry of Defense is maintaining its U.S. Forces-based deterrence through a number of measures—including force posture realignment of the U.S. Forces in Japan—and continuing to make efforts to gain the understanding and cooperation of communities living near USFJ facilities and areas by reducing the burden on such communities in locations such as Okinawa.

The U.S. Forces realignment outlined in the previous section in particular, is an extremely important effort to maintain deterrence while reducing the burden on local communities, such as Okinawa. The Ministry of Defense will steadily advance the U.S. Forces' realignment operations described in the Roadmap, based both on the perspectives of security and that of reducing the burden on local communities.

This chapter will describe measures to gain genuine acceptance of the USFJ by the Japanese people.

1. Stationing of U.S. Forces in Okinawa

As of January 2010, approximately 74% of the USFJ facilities and areas (for exclusive use) is concentrated in Okinawa Prefecture, occupying approximately 10% of the land area of the prefecture, and 18% of the main island. The Cabinet regards the issues associated with the concentration of USFJ facilities and areas in Okinawa as some of the most important issues, and they are being addressed as such by the whole Government. For some time, the Ministry of Defense has also been implementing a range of measures to facilitate the resolution of problems, and making the maximum possible efforts while striving for harmony between the accomplishment of the U.S.–Japan Security Treaty objectives and the desires of the local community.

1. Pre-SACO Efforts for Realignment, Consolidation, and Reduction of USFJ Facilities and Areas

When Okinawa was returned to Japan in 1972, the Government of Japan provided 83 facilities and areas covering approximately 278 km² for exclusive use by the USFJ under the Japan–U.S. Security Treaty. However, their concentration in Okinawa has led to strong calls for their realignment and reduction on the grounds that promotion and development of the region, as well as planned growth are restricted and the lives of residents are seriously affected.

In view of these circumstances, both countries have continued their efforts to realign, consolidate, and reduce USFJ facilities and areas, focusing on items that are strongly requested by local communities. In light of the items identified by the joint statement issued by then Prime Minister Eisaku Sato of Japan and then President Richard Nixon of the United States in 1972, a plan for the realignment and consolidation of USFJ facilities and areas in Okinawa was authorized by the SCC held in 1973, 1974, and 1976. In relation to the so-called 23 issues, it was agreed in 1990 that both sides would proceed with the necessary adjustments and procedures for the return of land. Furthermore, regarding the so-called Three Okinawa Issues strongly emphasized by the residents of the prefecture (the return of Naha Port, the return of Yomitan Auxiliary Airfield, and the relocation of artillery live-fire training over Highway 104), under the agreement reached at the Japan–U.S. Summit of 1995 it was agreed that efforts would be made to resolve these issues.

(See Reference 50)

2. Outline and Current Situation regarding SACO

Public interest in Okinawa-related issues heightened across the country in response to an unfortunate incident that occurred in 1995 as well as the refusal of then Governor of Okinawa to sign land lease renewal documents under the Special Measures Law for USFJ Land.

Fig. III-2-4-1 State of Progress of the SACO Final Report

[Return Land]**1. Already Returned**

Name of Facility (Project)	State of Progress
Aha Training Area (Return of total area)	<ul style="list-style-type: none"> Completed in December 1998 (cancellation of joint use)
Sobe Communication Site (Return of total area)	<ul style="list-style-type: none"> April 1999: The Japan–U.S. Joint Committee came to an agreement on land return after the relocation of communication systems including communication facilities such as antennas and others to Camp Hansen June 2006: Land to which the Special Measure Law for USFJ Land was applied (approx. 236 m²) was returned December 2006: Remaining portion (approximately 53 ha) returned (Sobe Communication Site totally returned [approximately 53 ha])
Yomitan Auxiliary Airfield (Return of total area)	<ul style="list-style-type: none"> October 2002: The Japan–U.S. Joint Committee came to an agreement on land return after the return of the Sobe Communication Site July 2006: Partially returned (approximately 138 ha) December 2006: Remaining portion (approximately 53 ha) returned (Yomitan Auxiliary Airfield totally returned [approximately 191 ha])
Senaha Communication Station (Return of most areas)	<ul style="list-style-type: none"> March 2002: The Japan–U.S. Joint Committee came to an agreement on land return after the relocation of communication systems including antennas and others to Torii Communication Station September 2006: Partially returned (approximately 61 ha excluding the microwave tower portion) October 2006: The microwave power portion consolidated into Torii Communication Station

2. Process for Return in Progress

Name of Facility (Project)	State of Progress
Northern Training Area (Return of more than half the area)	<ul style="list-style-type: none"> April 1999: The Japan–U.S. Joint Committee came to an agreement on land return following the relocation of seven helicopter landing zones (HLZ) and others December 1998–March 2000: Environmental survey (past year survey) November 2002–March 2004: Environmental survey (continuous environmental survey) February 2006: The Japan–U.S. Joint Committee came to agreement on the change of agreement in April 1999 (HLZs: from 7 HLZs to 6 HLZs, reduction of the scale of the site preparation from 75 m to 45 m in diameter) February–March 2007: Environmental impact assessment document was released and examined March 2007: The Japan–U.S. Joint Committee came to an agreement on the construction of the HLZs (Phase I: three out of six) July 2007: Construction of HLZs started January 2008: The Japan–U.S. Joint Committee came to agreement on the construction of the HLZs (Phase II: the remaining three HLZs)
Gimbaru Training Area (Return of total area)	<ul style="list-style-type: none"> June 2007: The mayor of Kin-cho announced acceptance of the return conditions for the Gimbaru Training Area January 2008: The Japan–U.S. Joint Committee came to agreement on land return after the HLZ was relocated to Kin Blue Beach Training Area, and the other facilities were relocated to Camp Hansen December 2008: The Japan–U.S. Joint Committee came to agreement on the construction of HLZ and Mud Removal Facility and the site development of Fire Fighting Training Facility June 2009: Japan–U.S. Joint Committee came to an agreement on the construction of Fire Fighting Training Facility November 2009: HLZ was furnished

3. Specific Measures Stated in the “Japan–U.S. Roadmap for Realignment Implementation”

Name of Facility (Project)	State of Progress
MCAS Futenma (Return of total area → Return of total area)*	<p>See Fig. III-2-4-4, “Background for the Futenma Replacement Facility (FRF)”</p> <p>* May 2006: Completion of the FRF (having two runways laid out in a “V”-shape) by 2014 aimed at in the Japan–U.S. Roadmap for Realignment Implementation</p>

Fig. III-2-4-1 State of Progress of the SACO Final Report

Camp Kuwae (Return of most areas → Return of total area)*	<ul style="list-style-type: none"> • July 2002: Youth center was furnished • March 2003: Part of northern side returned (approximately 38 ha) • January 2005: The Japan–U.S. Joint Committee came to agreement on the relocation and construction of the Naval Hospital and other related facilities • December 2006: The Japan–U.S. Joint Committee came to agreement on the construction of the Naval Hospital • February 2008: The Japan–U.S. Joint Committee came to agreement on the construction of support facilities (HLZ, etc.) of the Naval Hospital • December 2008: The Japan–U.S. Joint Committee came to agreement on the construction of support facilities (Utility) of the Naval Hospital • May 2009: Japan–U.S. Joint Committee came to an agreement on the construction of related facilities of the Naval Hospital (BEQ, etc.) • October 2009, Japan–U.S. Joint Committee came to an agreement on the construction of related facilities of the Naval Hospital (Water tank facility) <p>* May 2006: Described as total return in the United States–Japan Roadmap for Realignment Implementation</p>
Makiminato Service Area (Return of partial area → Return of total area)*	* May 2006: Described as total return in the United States–Japan Roadmap for Realignment Implementation
Naha Port Facility (Return of total area → Return of total area)*	* May 2006: Described as total return in the United States–Japan Roadmap for Realignment Implementation
Housing Consolidation Camp Zukeran (Return of partial area → Return of partial area)*	<p>(Phase I: Golf Range Area)</p> <ul style="list-style-type: none"> • April 1999: The Japan–U.S. Joint Committee came to an agreement on the relocation and construction of housing and others • July 2002: Two highrises were furnished • July 2006: An underpass was furnished <p>(Phase II: Sada Area)</p> <ul style="list-style-type: none"> • February 2002: The Japan–U.S. Joint Committee came to an agreement on the relocation and construction of housing and others • September 2005: Two highrises, 38 townhouses, and others were furnished <p>(Phase III: Eastern Chatan Area)</p> <ul style="list-style-type: none"> • March 2004: The Japan–U.S. Joint Committee came to an agreement on the relocation and construction of housing and others • June 2008: 35 townhouses and others were furnished <p>(Phase IV: Futenma and Upper Plaza Area)</p> <ul style="list-style-type: none"> • March 2005: The Japan–U.S. Joint Committee came to an agreement on the relocation and construction of housing and others • February 2010: 24 townhouses constructed in Upper Plaza Area were furnished <p>* May 2006: Described as partial return in the United States–Japan Roadmap for Realignment Implementation</p>

[Adjust Training and Operation Methods]

Name of Facility (Project)	State of Progress
Relocation of Artillery Live-fire Training over Highway 104	• Relocated to five maneuver areas in mainland Japan in FY1997
Parachute Drop Training	• Relocation training conducted at Iejima Auxiliary Airfield since July 2000

[Implement Noise Reduction Initiatives]

1. Already Implemented

Name of Facility (Project)	State of Progress
Installation of Noise Reduction Baffles at Kadena Air Base	• Furnished in July 2000

2. Implementation Underway

Name of Facility (Project)	State of Progress
Relocation of the U.S. Navy Ramp at Kadena Air Base	<ul style="list-style-type: none"> • September 2008: Rinse Facility was furnished • February 2009: The Japan–U.S. Joint Committee came to agreement on the relocation of Navy Ramp

3. Specific Measures Stated in “the United States–Japan Roadmap for Realignment Implementation”

Name of Facility (Project)	State of Progress
Transfer of KC-130 aircraft to Iwakuni Air Base*	* May 2006: United States–Japan Roadmap for Realignment Implementation stated that the KC-130 squadron would be based at MCAS Iwakuni with its headquarters, maintenance support facilities, and family support facilities, and that the aircraft would regularly deploy on a rotational bases for training and operations to MSDF Kanoya Base and Guam

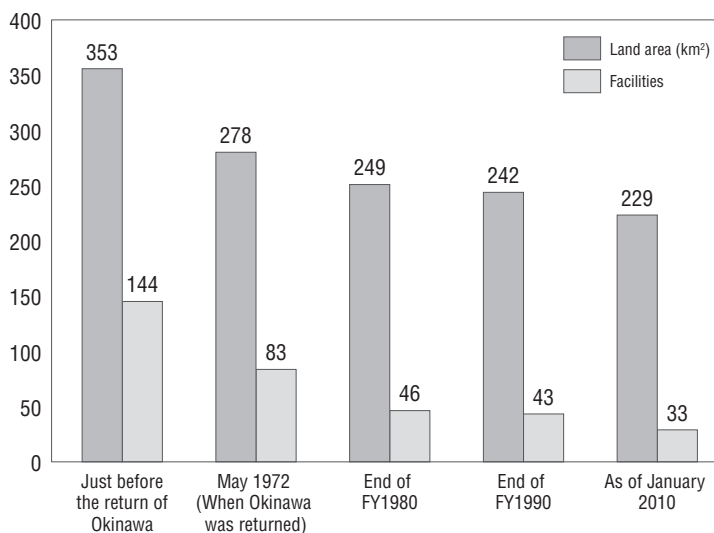
Considering that the burden on the people of Okinawa should be reduced as much as possible and shared by the whole nation, the Government has, for the sake of the future development of Okinawa, decided to put even greater efforts towards the realignment, consolidation, and reduction of USFJ facilities and areas, and to do its utmost to take measures for regional development in Okinawa. In order to hold consultations on issues related to USFJ facilities and areas in Okinawa, the Government established the Okinawa Action Council between the central government and Okinawa Prefecture, and the Special Action Committee on Okinawa (SACO) between Japan and the United States in 1995.

Since then, the issues on Okinawa were intensely discussed for about one year, and the so-called SACO Final Report was compiled in 1996.

Fig. III-2-4-2 Facilities and Areas Relating to the SACO Final Report



Fig. III-2-4-3 Changes in Number and Area of USFJ Facilities and Areas (exclusive use) in Okinawa



The SACO Final Report stipulates the return of land (the total return of six facilities, including MCAS Futenma, and the partial return of five others, such as the Northern Training Area), the adjustment of training and operational procedures (the termination of artillery live-fire training over Highway 104 and the dispersion of similar live-fire training into maneuver areas on mainland Japan), the implementation of noise-reduction initiatives, and the improvement of operational procedures regarding the Status of Forces Agreement. The land to be returned based on the SACO Final Report represents approximately 21% (about 50 km²) of USFJ facilities and areas in Okinawa, exceeding the amount of land returned during the period between the reversion of Okinawa and the implementation of the SACO Final Report, which is roughly 43km².

The facilities and areas relating to the SACO Final Report, as well as major progress, are described in Figures III-2-4-1 and III-2-4-2.

As a result of the above efforts, the number of USFJ facilities and areas (for exclusive use) in Okinawa, as well as the land area, have changed, as described in Figure III-2-4-3.
(See Reference 51)

3. History and Current Status of U.S. Forces Realignment in Okinawa

In efforts relating to realignment of U.S. Forces too, measures have been implemented to reduce the burden on the local communities in Okinawa Prefecture. The details of these are as follows.

(1) Marine Corps Air Station (MCAS) Futenma Replacement Facility, etc.

MCAS Futenma fulfils the following functions relating to the aerial capabilities of the U.S Marine Corps stationed in Okinawa (USMC in Okinawa):

- 1) Transport of Marine ground forces by helicopter, etc.
- 2) Operation of air refueling aircraft
- 3) A base for accepting aircraft in emergency

However, since the air station is situated in an urban area, its prompt return has been strongly desired by the local residents, due to problems such as the safety of the community, noise, and traffic. Therefore, arrangements are being made toward the goal of returning the air station, by implementing each of the following steps, with regard to the functions of MCAS Futenma.

a. Transport of Marine Ground Forces by Helicopter, etc.

(a) Situation Regarding Planning Based on the SACO Final Report

In the SACO Final Report compiled in December 1996, it was agreed that within 5–7 years, after adequate replacement facilities had been completed, MCAS Futenma would be completely returned.

Progress regarding the Futenma Replacement Facility (FRF) subsequent to the report is described in Figure III-2-4-4. Based on this, as well as the occurrence of a U.S. Marine Corps helicopter crash in Ginowan City in August 2004, in order to resolve the unease of the residents living in the vicinity, an investigation was conducted into methods to realize relocation and return of MCAS Futenma as early as possible, through a process of negotiation between Japan and the United States in relation to the realignment of the USFJ.

(b) Basic Concept of the Study of the FRF in the Roadmap

The U.S. Marine Corps in Okinawa consist of air, ground, logistics, and command elements, and the interaction of those elements in actual operations is necessary. Therefore, it was determined that the FRF needs to be located within Okinawa Prefecture so that rotary wing aircraft currently stationed at Futenma Air Station will be located near the other elements with which they train or operate on a regular basis.

Based on recognition of the above, in the SCC document prepared in October 2005 the initiative to “locate

Fig. III-2-4-4 Background for the Relocation of Futenma Air Station

Month & Year	Background
April 1996	Prime Minister Hashimoto and U.S. Ambassador Mondale held a meeting and the total return of Marine Corps Air Station Futenma (MCAS Futenma) was announced. SACO Interim Report. → The airfield will be returned within five to seven years after the completion of an adequate replacement facility
December	SACO Final Report → A maritime facility will be constructed off the east coast of the main island of Okinawa (one that can be dismantled)
November 1999	Governor of Okinawa Inamine stated that he had chosen the Henoko coast region of Nago city as a candidate for the facility relocation on the condition that it would be for joint military civilian use
December	Mayor of Nago City Kishimoto expressed that the city would accept the FRF “Government Policy on Relocation of MCAS Futenma” (Cabinet decision) → Construction in the “Nago city Henoko coastal region in the water area of Camp Schwab”
July 2002	“Basic Agreement Regarding the Use of Replacement Facilities” concluded. “Regarding the Basic Plan for Replacement Facilities for MCAS Futenma” prepared. → scale, construction methods, and specific construction site decided
November 2003	Secretary of Defense Rumsfeld visits Okinawa
April 2004	The Environmental Impact Assessment (EIA) procedure started (abolished in 2007)
August	A U.S. Force helicopter crashed into a university campus in Ginowan City, Okinawa
October 2005	“2+2” Joint Statement → Agreement on a new plan (an L shape plan connecting the coastal area of Camp Schwab with the adjacent water area of Oura bay)
April 2006	“Basic Agreement Regarding the Construction of the MCAS Futenma Replacement Facility” concluded between the Director General of the Defense Agency, the Mayor of Nago, and the village mayor of Ginoza → Agreement was reached by creating flight paths that do not fly over the surrounding region (the V shape plan)
May	“2+2” Joint Statement. → Final adjustments made for the “Japan–U.S. Roadmap for Realignment Implementation”, V shape plan approved “Basic Confirmation Regarding the Realignment of U.S. Military Forces in Okinawa” concluded between the Director General of the Defense Agency and the governor of Okinawa “GOJ Efforts for USFJ Force Structure Realignment and Others” (Cabinet decision) Cabinet decision of December 1999 was abolished
August	Establishment of the Council on Measures for Relocation of MCAS Futenma
June 2007	Environmental survey of existing conditions started
August	EIA procedure started
March 2008	Survey based on the EIA scoping document started
May 2009	“The Guam Agreement” approved by the Diet
September	Conclusion of a three-party coalition government agreement between the Democratic Party of Japan, the Social Democratic Party, and the People’s New Party → Agreement on reviewing the modalities for the U.S. Forces realignment and U.S. Forces bases in Japan
November	Establishment of the Ministerial-Level Working Group on the Replacement Facility for Futenma Air Station. Japan–U.S. summit meeting. → Agreement on resolving the relocation of Futenma Air Station expeditiously through the working group
December	Ministerial Committee on Basic Policies convened, Exploratory Committee for the Okinawa Bases Issue established
January 2010	“2+2” Joint Statement → Confirmation of efforts to maintain deterrence and capabilities while reducing burdens on local communities, including Okinawa
May	“2+2” Joint Statement. → Intention to locate the Futenma replacement facility at the Camp Schwab Henoko-saki area and adjacent waters was confirmed “Government Efforts Related to Items Authorized by the United States–Japan Security Consultative Committee on May 28, 2010” (Cabinet decision)

the FRF in an ‘L’-shaped configuration that combines the shoreline areas of Camp Schwab and adjacent water areas of Oura Bay” was approved. Then, based on negotiation and agreement with the local municipalities (beginning with Nago City), it was decided to stipulate in the Roadmap that the FRF be located in a configuration that “combines Henoko-saki and adjacent water areas of Oura and Henoko Bays.” In regard to construction of this replacement facility, “a Memorandum of Basic Understanding” was exchanged between the Governor of Okinawa Prefecture and then Director General of the Defense Agency in May 2006. (See Reference 41)

(c) Review of Destination for MCAS Futenma Relocation

With the change of government in September 2009, it was decided that the details of prior Japan–U.S. agreements relating to the realignment of the USFJ would be reviewed. In particular, the entire government has carried out intense studies on the FRF, from the perspective of maintaining deterrence, while aiming to eliminate the risk posed to residents near MCAS Futenma and reducing the burden on Okinawa.

After the change of regime, the process whereby the proposal for the Futenma Air Station replacement facility specified in the roadmap was decided has been verified within the government. Then, in a meeting held on November 10 between the Minister of Foreign Affairs Katsuya Okada and U.S. Ambassador to Japan John Roos, the establishment of a “cabinet level working group on the FRF”²⁴ (WG) as a process related to this verification by the Japanese and U.S. Governments was agreed. The cabinet level WG was held on November 17 and December 4, and based on the fundamental concept pervading the whole of the realignment of the U.S. forces in Japan (of maintaining deterrence, while reducing the burden on local communities such as Okinawa), consultation was conducted relating to the verification process, including an exchange of explanations into areas such as political conditions within Japan.

Based on the discussions carried out at the WG, on one hand the Government recognized the significance of past agreements between Japan and the United States, while on the other it was forecasted that the completion of relocation would become ever more distant, when considering the effects exerted on national politics if the relocation was forced (based on the FRF plan described in the Roadmap). Consequently, it was determined that further study of the issue would be performed by the entire Government.

Based on the above, on December 28, 2009 the Exploratory Committee for Okinawa Base Issues (formed of committee members from the three ruling parties) was established with the Chief Cabinet Secretary as chairman, under the Ministerial Committee on Basic Policies²⁵. The Committee engaged in active discussion in areas including verifications relating to details about the course of decision of the FRF plan as set out in the Roadmap, and wide-ranging review of the various options, on a zero-basis and without any specific premise. Not only had the Committee held meetings eight times by March 8, 2010, but on February 10 and 11, 2010 the Committee visited Guam to observe the site.

As a result of these studies, in a joint “2+2” announcement made on May 28, 2010, the intention to locate the MCAS Futenma replacement facility in the Camp Schwab Henoko-saki area and the adjacent waters was confirmed, while it was agreed with the U.S. that a range of concrete measures would be taken to reduce the burden on Okinawa. Details regarding the location, configuration, and construction method for the MCAS Futenma replacement facility were studied by experts from the governments of both the United States and Japan until the end of August this year; the subsequent verification and validation would be completed by the time of the next “2+2.”

During the deliberation process which led to these conclusions, first of all, it was determined that from a security perspective, the USFJ deterrence (which includes the Marine Corps) cannot be lessened at this time, while there remains instability and uncertainty in the East Asian security environment. Furthermore, there was concern that the functions of the Marine Corps would be weakened if the helicopter units associated with MCAS

Futenma were to be detached from the other Marine units stationed in Okinawa and moved abroad or out of the prefecture. Therefore, the conclusion was reached that the MCAS Futenma replacement facility had to be within Okinawa Prefecture.

In addition, the decision to locate the Futenma replacement facility in the Camp Schwab Henoko-saki area and the adjacent waters was one which prioritized the reduction of the burden and the elimination of risk to local communities, due to the fact that Futenma could not be returned unless a decision was made on the replacement facility.

On the same day as the “2+2” Joint Statement, Cabinet approval was given for immediate governmental efforts pertaining to the items agreed in the “2+2”. These are outlined as follows.

- The Government will proceed with verification and validation of the relocation plan for MCAS Futenma, based on the joint announcement.
- The burden incurred by the concentration of bases in Okinawa Prefecture is to be reduced and the duties of the Alliance are to be fulfilled by Japan as a whole. Meanwhile, the dispersal of bases to outside of Okinawa Prefecture or abroad, and the streamlining and reduction in size of USFJ bases, will continue to be addressed in order to further deepen the Japan–U.S. Alliance.
- Furthermore, specific measures are to be implemented swiftly, such as the relocation of training outside Okinawa Prefecture, environmental measures, and the joint/shared use of facilities between the U.S. Forces and SDF.
- It was clarified that at the same time, further efforts would be made to gain the understanding of concerned local public entities, beginning with Okinawa Prefectural Government,

In the future, the Government will do its utmost to reduce the burden on the local community in Okinawa and eliminate the danger of MCAS Futenma.

(See Reference 48, 49)

b. Operation of Air Refueling

Air refueling aircraft KC-130 (12 in total) are to be relocated from MCAS Futenma to MCAS Iwakuni (in Yamaguchi Prefecture) under the Roadmap as well as the SACO Final Report. They will be regularly deployed on a rotational basis to the Maritime Self-Defense Force (MSDF) Kanoya Base (in Kagoshima Prefecture) and Guam for training and operations. Consultations are being held between Japan and the United States pertaining to training and operations at Kanoya Base.

c. A Base for Accepting Aircraft in Emergency

Use by U.S. Forces of the Air Self-Defense Force (ASDF) Nyutabaru Air Base (in Miyazaki Prefecture) and Tsuiki Air Base (in Fukuoka Prefecture) in case of emergency will be enhanced. When site surveys are completed, facility improvements for this will be made according to necessity before Futenma Air Station is returned. These improved facilities, when completed, will also support bilateral training activities, which should be expanded according to the studies on roles, missions, and capabilities.

Furthermore, the improvement of use of civilian facilities by U.S. Forces in case of emergency will be examined in the Japan–U.S. efforts of planning-study, and appropriate measures will be taken in order to realize the return of Futenma Air Station.

d. Efforts to Eliminate Risk at Futenma Air Station

In August 2007, the Ministry of Defense announced various measures as part of efforts to remove risks at Futenma Air Station such as 1) improving approach and takeoff routes, and avoiding areas of high residential density as much as possible, 2) expanding clear zones²⁶ and other measures for safe return from traffic patterns

of MCAS Futenma when there is engine trouble²⁷, 3) improving facilities to increase the visibility of runways at night, and 4) developing automatic flight control systems rather than relying on eyesight. The Ministry of Defense has been steadily implementing these measures, and in May 2009, the efforts were all completed.

Inhabitants near MCAS Futenma have indicated that the Ministry of Defense is not following the traffic patterns described in the efforts. The Ministry of Defense therefore purchased and installed aircraft route observation equipment and cameras, and in January 2010 commenced continuous helicopter flight situations assessment.

(2) Force Reductions and Relocation to Guam

In conjunction with the realignment of U.S. Marine Corps capabilities in the Asia-Pacific region, the personnel of the III Marine Expeditionary Force (III MEF) will be relocated to Guam²⁸ and the remaining Marine units in Okinawa will be realigned. Due to this realignment in Okinawa, it is planned that approximately 8,000 III MEF personnel and their approximately 9,000 dependents will be relocated from Okinawa to Guam by 2014 in a manner that maintains unit integrity. U.S. Marine Corps Forces remaining in Okinawa will consist of Marine Air-Ground Task Force elements, such as command, ground, aviation, and combat service support, as well as a base support capability.

Fig. III-2-4-5 Breakdown of Cost of Relocating U.S. Forces to Guam

Project		Sources	Amount	
Cost borne by Japan	Administration buildings, instruction buildings, barracks, and QOL facilities	(Direct) fiscal spending	\$2.8 billion (maximum)	
	Family housing	Equity investment	\$1.5 billion	\$2.55 billion
		Loan, etc.	\$0.63 billion	
		Cost reduction by improved efficiency	\$0.42 billion	
	Utilities (electricity, water and waste water, and solid waste disposal)	Loan, etc.	\$0.74 billion	
	Total		\$6.09 billion	
Cost borne by the United States	Helidromes, communication facilities, training support facilities, maintenance and refilling facilities, fuel and ammunition warehouses, and other basic facilities	(Direct) fiscal spending	\$3.18 billion	
	Roads (high-standard roads)	Loan or (direct) fiscal spending	\$1 billion	
	Total		\$4.18 billion	
Aggregate amount			\$10.27 billion	

Notes: 1. The details of the projects are based on the estimates at the planning stage, and the amount and schemes are subject to change.

2. Japan is committed to sharing cost not according to the ratio to the total amount but based on the amount required for each of the facilities and infrastructures.

The cost will be further examined. Under the Agreement, Japanese direct fiscal spending is up to 2.8 billion dollars in U.S. 2008 fiscal year (real value has been converted using the dollar-based purchasing power in the relevant fiscal year).

3. As for family housing, the cost was reduced by \$0.42 billion (by improved efficiency) from \$2.55 billion to \$2.13 billion.

4. As for equity investment and loans, the amount spent will be recovered through rents and fees paid by the United States.

5. The cost of moving the Marine Corps from Okinawa to Guam and the cost for the Corps' activities in Guam are not included in the aggregate amount of \$10.27 billion.

6. Direct fiscal spending by both the U.S. and Japan includes infrastructure development projects.

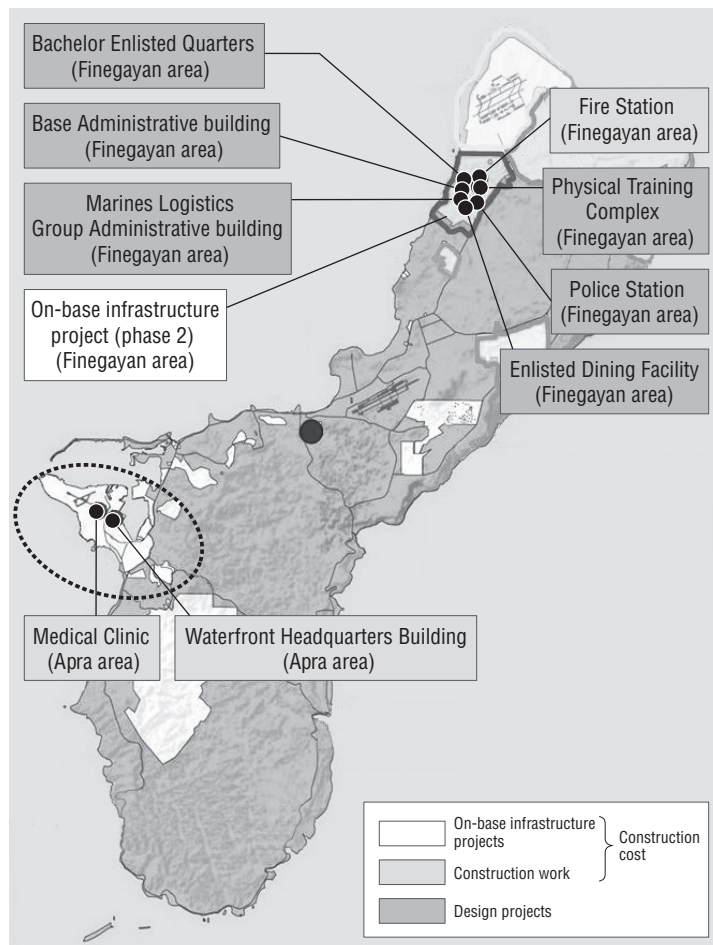
As for the costs of relocating U.S. Forces to Guam, the Government of Japan held consultations with the United States with a view that each side should share an appropriate portion of the costs. At the Japan–U.S. defense summit meeting held in April 2006, both sides agreed on the sharing of the costs linked to provision of facilities and infrastructure associated with the relocation of U.S. Forces to Guam, as described in Figure III-2-4-5.

(See 3 of this Section)

The relocation of the U.S. Marine Corps from Okinawa to Guam is extremely important for advancing the realignment of U.S. Forces and reducing the burden on Okinawa. The Ministry of Defense has held constant consultations on how to implement the Roadmap with the U.S. Government, with the intention of steadily carrying out the realignment of U.S. Forces in accordance with the Roadmap.

Consequently, with regard to projects for which Japan takes measures in the form of direct cash contributions (so-called Mamizu projects²⁹⁾, in order to legally guarantee that actions taken by Japan and the United States such as the provision of funding over multiple years by Japan are on a more solid footing, the Japanese government signed the Guam Agreement (Agreement Between the Government of Japan and the Government of the United States of America Concerning the Implementation of the Relocation of III Marine Expeditionary Force Personnel

Fig. III-2-4-6 Details of *Mamizu* Projects in FY2010 budget



Note: Areas subject to the projects are conceptual and do not indicate specific sites.

and Their Dependents from Okinawa to Guam) on February 17, 2009, which was then enacted on May 19 of the same year.

(See Fig. III-2-4-6) (See Reference 44)

(3) Land Returns and Shared Use of Facilities

a. Return of Significant Land Areas South of Kadena Air Base

USFJ facilities and areas are located in densely populated areas south of Kadena Air Base (approximately 1,500ha in total). Following the relocation and return of Futenma Air Station, and the relocation of III MEF personnel to Guam described above, the remaining facilities and areas on Okinawa will be consolidated, thereby enabling the return of significant land areas south of Kadena Air Base.

The Roadmap has stipulated the development of a detailed consolidation plan for the six candidate facilities (Camp Kuwae, Camp Zukeran, Futenma Air Station, Makiminato Service Area, Naha Port, and Army POL Depot Kuwae Tank Farm No.1), and is currently under consultation between Japan and the United States. (See Section 3-3)

b. Steady Implementation of the SACO Final Report

The steady implementation of the SACO Final Report prepared in 1996 is important because it aims to sufficiently maintain the capabilities and readiness of the USFJ and to reduce impacts of operations of U.S. Forces on local residents of Okinawa. In the Roadmap, Japan and the United States agreed to the possibility that the SACO relocation and return initiatives may need to be re-evaluated.

c. Joint Use of USFJ Facilities and Areas in Okinawa

The SDF has only a limited number of facilities in Okinawa, including Naha Air Base, and most of them are located in urbanized areas with some operational restriction. Therefore, the joint use of USFJ facilities and areas in Okinawa will greatly improve the training environment for SDF units in Okinawa, and facilitate bilateral training and interoperability between the SDF and U.S. Forces. It will become possible to improve readiness and contribute to maintaining the safety of local residents at a time of disaster.

Based on such concepts, it was decided that Camp Hansen would be used for Ground Self-Defense Force (GSDF) training, and training commenced in March 2008. The ASDF will use Kadena Air Base for bilateral training with U.S. Forces while taking into account noise impacts on local communities.

(4) Link among Realignment Initiatives

Within the overall realignment package in the Roadmap, the Okinawa-related realignment initiatives are linked. Specifically, consolidation and land returns in the south of Kadena depend on completing the relocation of III MEF (Marine Expeditionary Force) personnel and dependents from Okinawa to Guam.

The III MEF relocation from Okinawa to Guam is dependent on: 1) tangible progress toward completion of the FRF, and 2) Japan's financial contribution to fund development of required facilities and infrastructure in Guam.

4. Efforts for the Use of Returned Land Used for USFJ Facilities and Areas

Regarding the return of private and public land used for USFJ facilities and areas (land used by the USFJ), the Ministry of Defense has been taking measures to restore vacated land to its original state by removing buildings, structures, and so on.

Furthermore, benefits are to be provided to the owners of sites in Okinawa Prefecture, under the Special Measures Law for the Return of Land Used for USFJ Facilities and Areas in Okinawa, and in addition, under

the Special Measures Law for Okinawa Development, benefits are provided for the owner of large-scale vacated land or designated vacated land.

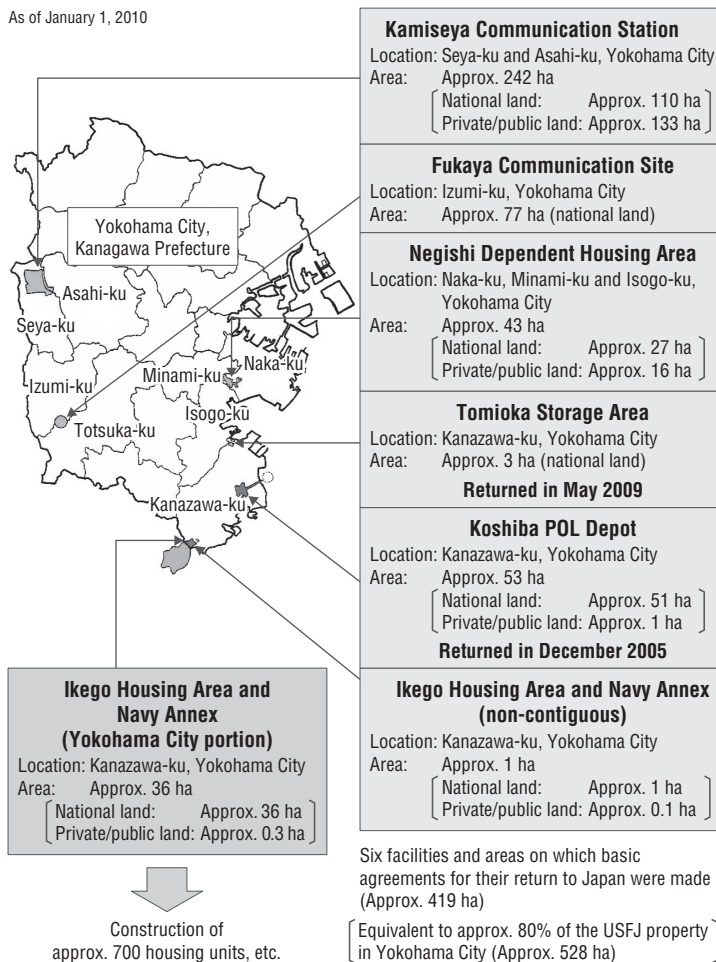
Pursuant to the Policy toward Tasks in Each Field Related to Promotion and Facilitation of Utilizing Returned Land Used for Futenma Air Station, formulated in December 2001, related municipalities have been making efforts to establish returned land use plans. In February 2006, Okinawa Prefecture and Ginowan City established a basic policy for the use of returned land used for Futenma Air Station. The Ministry of Defense will continue efforts to promote and facilitate the utilization of vacated land in coordination and cooperation with related ministries and prefectural and municipal governments.

2. Stationing of the USFJ in Regions other than Okinawa

In regions other than Okinawa, the Ministry of Defense is implementing measures to secure the stable presence of the USFJ by maintaining the USFJ deterrence and trying to reduce the burden on local communities. This

Fig. III-2-4-7 Facilities and Areas Related to the Realignment of USFJ Facilities and Areas in Kanagawa Prefecture

As of January 1, 2010



section will explain the current situation regarding measures of this kind, such as the realignment of U.S. Forces, including the question of how they are being executed in each of the regions, excluding Okinawa.

1. Realignment of USFJ Facilities and Areas in Kanagawa Prefecture

The ideal state of USFJ Facilities and Areas in Kanagawa Prefecture has been discussed between Japan and the United States due to the strong desire from local public and other organizations for their return. As a result, the basic concept pertaining to the return of 6 facilities and areas (including Naval Communication Facility Kamiseya in Yokohama), as well as the construction of approximately 700 housing units for U.S. Forces families in the Yokohama area of the “Ikego Housing Area and Navy Annex” were agreed in October 2004, in the Japan–U.S. Joint Committee.

The construction of these U.S. Forces family housing units 1) paves the way to the large-scale return of six USFJ facilities and areas in the prefecture, extending to approximately 419 ha; 2) solves the current housing shortage faced by the U.S. Navy in Japan, and is thus vital to attaining the objectives of the Japan–U.S. Security Treaty. Therefore, the Ministry of Defense is continuing to coordinate with the United States and local public entities and others, and striving toward the realization of this goal, through procedures such as environmental impact statement (EIS) process.

(See Fig. III-2-4-7)

2. Current Situation Regarding the Realignment of the USFJ

(1) Improvement of U.S. Army Japan Command and Control Capacity

To have enhanced mobility and readiness as well as to enable joint missions, the headquarters of U.S. Army Japan (USARJ) at Camp Zama (in Kanagawa Prefecture) was activated as the headquarters of the I Corps (Forward)/USARJ in December 2007 and the reorganization³⁰ took place at the end of September 2008. This reorganization is based on the global realignment of the U.S. Army as part of the overall transformation of U.S. Forces. The reorganized USARJ headquarters in Japan will continue to hold the same core mission of defending Japan and maintaining the peace and security of the Far East.

To enable rapid responses to various contingencies, the GSDF Central Readiness Force Headquarters that unitarily controls mobile operation units and specialized units will be relocated to Camp Zama³¹ by FY2012 so that it can strengthen coordination with the reorganized USARJ headquarters.

In accordance with the transformation of USARJ headquarters, a battle command training center and other support facilities will be constructed within U.S. Forces Sagami General Depot (SGD, in Kanagawa Prefecture) using U.S. funding. In addition, measures will be implemented for more effective and efficient use of Camp Zama and the SGD, including partial return of facilities and areas. The partial return of land (approx. 17 ha) at SGD facilities and areas was approved by the Japan–U.S. Joint Committee in June 2008.

(2) Yokota Air Base and Airspace

a. Establishment of the Bilateral Joint Operations Coordination Center (BJOCC)

Enhancement of coordination between headquarters, combined with the transition to a joint operations structure, is quite important from the perspective of ensuring flexible and rapid responses of the SDF and U.S. Forces. The headquarters of the USFJ located at Yokota Air Base (in Tokyo) plays an important role in the various mechanisms³² under the Guidelines. Therefore, along with the relocation of ASDF Air Defense Command as mentioned below, the Bilateral Joint Operations Coordination Center (BJOCC)³³ is to be established and it is planned to commence operations at the BJOCC during FY2010.

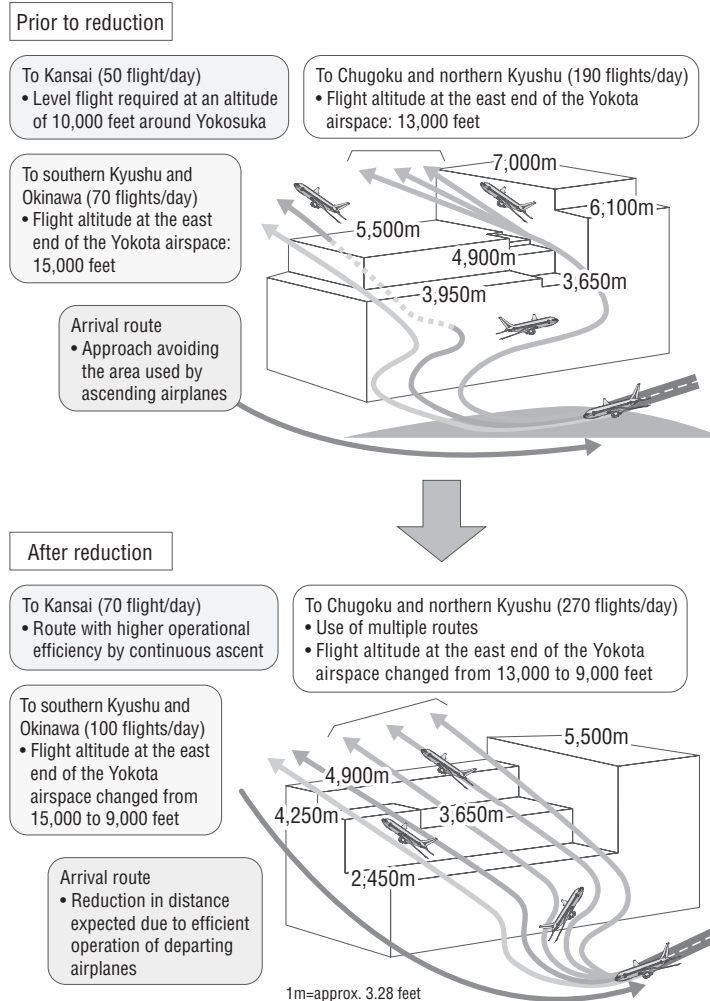
b. Relocation of ASDF Air Defense Command

The ASDF Air Defense Command located in Fuchu City, Tokyo has an air defense mission as well as a function as a headquarters for ballistic missile defense (BMD) operations. In the case of air defense and BMD, response time is very short. Therefore, it is quite important for the SDF and U.S. Forces to immediately share necessary information. Thus, in FY2010, ASDF Air Defense Command and its relevant units will relocate to Yokota Air Base, where the headquarters of U.S. 5th Air Force is located, and construction/installation work³⁴ is being conducted. This arrangement and the establishment of the above-mentioned BJOCC will make it possible to enhance coordination between headquarters of the SDF and U.S. Forces, including the sharing of information concerning air defense and BMD.

c. Yokota Airspace

At Yokota Air Base, U.S. Forces conduct radar approach control for the Yokota airspace spreading from the western part of the Tokyo Metropolitan area to Niigata Prefecture. To facilitate the operation of civilian airplanes that enter the airspace, however, the following measures are pursued.

Fig. III-2-4-8 Yokota Airspace



- (a) Establish a program in FY2006 to inform commercial aviation entities of procedures for transiting Yokota airspace.
- (b) Develop procedures in FY2006 for the temporary transfer of responsibility for air traffic control of portions of Yokota airspace to Japanese authorities, when not required by military purposes.
- (c) Return air traffic control of portions of Yokota airspace to Japanese authorities by September 2008 after having identified the returned to be returned by October 2006.
- (d) Complete a study³⁵ of the conditions required for the possible return of the entire Yokota airspace by FY2009.

In response, the procedure mentioned in (b) as above started in September 2006. With regard to (c), the themes of 1) identification of the airspace portions to be returned by September 2008 and 2) collocation of U.S. Forces and SDF controllers at the Yokota Radar Approach Control (Yokota RAPCON) facility were mutually agreed by the Governments of Japan and the United States in October of the same year.

With regard to measure 1) above, the area adjacent to the west side of Haneda Airport was reduced by about 40% on September 25, 2008 and the control operation was returned to Japan. With respect to measure 2) above, the collocation of U.S. Forces and Japanese controllers started in May 2007. The lessons learned here are to be taken into account when considering (d), which is at present, being advanced.

(See Fig. III-2-4-8)

d. Civilian-Military Dual Use of Yokota Air Base

At the Japan–U.S. Summit Meeting held in May 2003, it was agreed that the feasibility of a civilian-military dual use of Yokota Air Base would be bilaterally studied by both governments. A Liaison Conference was then established as a working panel attended by relevant ministries and agencies (the Cabinet Secretariat; Ministry of Foreign Affairs; Ministry of Land, Infrastructure and Transport; the Defense Agency (now reorganized as the Ministry of Defense); and the Defense Facilities Administration Agency (then)) and the Tokyo Metropolitan Government. Since then, discussions have been made.

The Governments of Japan and the United States have conducted a study, starting in October 2006, of the specific conditions and modalities in the study group, with the understanding that the dual use will not compromise military operations and safety of Yokota Air Base³⁶. Based on further coordination and the outcome of the study, both governments will consult and then make appropriate decisions.

(3) Measures relating to U.S. Fleet Activities Yokosuka, Atsugi Air Base and Iwakuni Air Base

a. Deployment of U.S. Aircraft Carriers

The presence of the U.S. Pacific Fleet plays an important role in maintaining the regional peace and stability, including the safety of maritime traffic, in the Asia-Pacific region. U.S. aircraft carriers are the core capability of the Fleet. In order to ensure the long-term forward deployment capabilities of aircraft carriers and carrier-based aircraft, it is necessary to secure an operational base in Japan. The nuclear aircraft carrier *George Washington* is currently forward deployed to Yokosuka (Kanagawa Prefecture).

Nuclear-powered aircraft carriers have excellent combatant and operational capabilities. Since they are driven by energy generated in a nuclear reactor, there is no need to replenish fuel, and they are able to maintain the high speeds necessary for the operation of aircraft. Having a strong U.S. Navy presence continuously maintained in areas surrounding Japan by deploying the nuclear carrier *George Washington* would contribute to the security of Japan and to the maintenance of peace and security in the region. Furthermore, it would symbolize the deep commitment of the United States to the Japan–U.S. Alliance.

The U.S. Navy vows that it will continue to ensure that all of its nuclear-powered warships (including the nuclear carrier *George Washington*) adhere to the relevant safety policies. For example, the nuclear reactor will

normally be shut down while the aircraft carrier is anchored, and repair work and fuel changes will not be carried out in Japan. The Government of Japan intends to continue taking all possible measures to ensure safety.

With regard to the nuclear aircraft carrier *George Washington*, since September 2006, working level talks for disaster prevention and safety measures pertaining to nuclear aircraft carriers have been underway between Japan and the United States. Since 2007, organizations such as government agencies, Yokosuka City, and the U.S. Navy have been participating in joint Japan–U.S. training, and the nuclear aircraft carrier *George Washington* has been taking part as of 2008.

b. Relocation of Carrier Air Wing

When the U.S. aircraft carrier is in port in Yokosuka, Atsugi Air Facility (in Kanagawa Prefecture) is currently used as a base for carrier-based aircraft. Since Atsugi Air Facility is located in the center of an urban district, noise of carrier jets taking off and landing particularly has been a problem for a long time.

Such problems should be resolved as soon as possible in order to stably maintain the Japan–U.S. Security Arrangements and the operations of carriers under the arrangements from now into the future.

After the completion of the runway relocation project at MCAS Iwakuni, the safe operations of aircraft will be possible in a less intrusive manner that is more conducive to the living environment of the surrounding communities.

In consideration of these matters, Carrier Air Wing Five (CVW-5) squadrons will be relocated from Atsugi Air Facility to MCAS Iwakuni. This relocation, consisting of F/A-18, EA-6B, E-2C and C-2 aircraft (59 aircraft in total), will be completed by 2014, subsequent to the following: (1) completion of necessary facilities, and (2) adjustment of training airspace and the Iwakuni RAPCON airspace.

The relocations will be 1) conducted after the runway is moved offshore to mitigate impacts of the increased operations at MCAS Iwakuni due to this relocation. Related measures will also be taken, including 2) the relocation of MSDF EP-3 and other aircraft from MCAS Iwakuni to Atsugi Air Facility, 3) the regular rotational deployment of KC-130 aircraft (which are to be relocated from Futenma Air Station to MCAS Iwakuni) to MSDF Kanoya Base and Guam, and 4) the relocation of U.S. Marine Corps CH-53D helicopters from MCAS Iwakuni to Guam.

It is expected that the area requiring residential noise-abatement work (so-called first category area) will decrease from approximately 1,600ha to 500ha. Thus, the noise around MCAS Iwakuni will be alleviated. Furthermore, safety will be improved as the runway will be relocated offshore and approach and takeoff routes will be established above the water.

As for field-carrier landing practice (FCLP), a bilateral framework to conduct a study on a permanent FCLP facility is to be established with the goal of selecting a permanent site at the earliest possible date. In addition, the SCC document confirmed that U.S. Forces will continue to conduct FCLPs at Iwo Jima in accordance with existing temporary arrangements until a permanent FCLP training facility is identified.

c. Iwakuni Runway Relocation Project

In response to requests of Iwakuni City and other local governments, the Governments of Japan has decided to proceed with the project to relocate the runway approximately 1,000 meters to the east (offshore) to solve the problems associated with the operations, safety, and noise, and to ensure the stable use of MCAS Iwakuni. Part of the new runway is already complete, and has commenced operation, while the remaining parts are planned for completion by the end of FY2010. After the completion of this project, the safe operations of aircraft will be possible in a less intrusive manner that is more conducive to the living environment of the surrounding communities.

d. Resumption of Commercial Aviation at Iwakuni Air Station

Considering that the local public entities, including Yamaguchi Prefecture and Iwakuni City, have been working together to request the resumption of commercial aviation operations, the Government of Japan and the United States have been engaged in discussions to identify such issues as the relations between commercial aviation resumption and the operations of U.S. Forces and to study its feasibility. As a result, in October 2005, it was agreed that commercial aviation operations of four round trips per day would be allowed as long as such operations do not compromise U.S. military operational requirements.

Since it was then agreed in the Roadmap that portions of the future civilian air facility would be accommodated at MCAS Iwakuni, bilateral coordination has been carried out, and the Ministry of Defense explained the location of commercial aviation facilities to the local public entities in May 2007.

(4) Ballistic Missile Defense

As confirmed in the examination on roles, missions and capabilities, Japan and the United States will continue close coordination on ballistic missile defense (BMD) as the two countries improve their respective BMD capabilities.

In June 2006 the new U.S. Forward Based X-Band Transportable (FBX-T) Radar System (AN/TPY-2; hereafter referred to as the “X-Band Radar System”) with the sophisticated capability to search and track ballistic missiles was deployed to ASDF Shariki Air Station (in Aomori Prefecture) and operations commenced³⁷. The data obtained by the X-Band Radar System will be shared by the two countries. Thereby, the capabilities to intercept missiles directed at Japan and capabilities for protecting Japanese nationals and coping with damage will improve.

Also in October 2006 U.S. Army Patriot PAC-3 capabilities were deployed to Kadena Air Base and Kadena Ammunition Storage Area, and in addition, Aegis-equipped cruisers, which are forward-deployed in the Western Pacific region, have been installed with BMD capabilities over some phases since August 2006.

This deployment of U.S. Forces’ BMD capabilities to Japan contributes to the improvement of our country’s defense against missile attacks, the maintenance of deterrence of the USFJ and the safety of Japanese citizens.

(5) Training Relocation

As for training relocation³⁸, aircraft from three U.S. military facilities — Kadena Air Base, Misawa Air Base (in Aomori Prefecture), and Iwakuni Air Station — participate in bilateral training with the SDF at the following SDF facilities: Chitose (in Hokkaido), Misawa, Hyakuri (in Ibaraki Prefecture), Komatsu (in Ishikawa Prefecture), Tsuiki, and Nyutabaru for the time being.

Since March 2007, USFJ have conducted training relocation exercises from Misawa Air Base, Iwakuni Air Station, and Kadena Air Base to JASDF Chitose, Misawa, Hyakuri, Komatsu, Tsuiki, and Nyutabaru Air Bases. Based on the past site surveys, the Ministry of Defense, is now making necessary improvements to infrastructure to facilitate the training relocation at the SDF facilities .

Efforts to ensure the smooth implementation of the training relocation are presently underway in order to support the USFJ (cooperating with the JASDF) and achieve the safety and peace of mind of the local residents during the training periods. These efforts include the establishment of local contact headquarters by concerned Regional Defense Bureaus, establishment of liaison with concerned government institutions, and support for local residents.

3. Initiatives for Smooth Implementation of the Realignment of the USFJ

In order to smoothly implement the realignment of the USFJ based on the Roadmap, the “Law Concerning Special Measures on Smooth Implementation of the Realignment of U.S. Forces in Japan and related SDF Forces”³⁹ (“USFJ Realignment Special Measures Law”) was enacted in August 2007. The following is a general description of that law.

1. Realignment Grants

During a period of time before and after the implementation of realignment (10 years in principle), realignment grants will be awarded to help cover the expenses of projects⁴⁰ which contribute to increasing the convenience of the lives of residents of local municipalities⁴¹ affected by the realignment, and to stimulate local industry. To this end, they will be awarded in accordance with progress in steps of the USFJ realignment, after the Defense Minister designates the specified defense facilities and neighboring municipalities affected by realignment.⁴²

Based on the USFJ Realignment Special Measures Law, in October 2007, 14 defense facilities and 33 municipalities were designated, and by 2008 further 6 municipalities had been additionally designated. At present, 39 municipalities have been designated to receive realignment grants.

2. Exceptional Subsidy Rates for Public Projects, etc.

Due to the large-scale relocation of forces, some municipalities must promptly carry out public projects (such as improvement of roads and harbors). Therefore, exceptional subsidy rates have been set for such projects. The public works, as mentioned above, will be implemented by the national government or prefectures and, in some cases, will be beyond the areas of certain municipalities. In these cases, public works may be infeasible with the realignment grants. Therefore, the USFJ Realignment Special Measures Law provides such measures as the establishment of a Council for Local Development concerning Realignment of U.S. Forces in Japan and Related SDF Forces in order to promote industrial development of the areas consisting of municipalities with particularly heavy burdens and surrounding municipalities (Special Area for Development concerning Realignment)⁴³.

(See Figure III-2-4-9)

Fig. III-2-4-9 Exceptional Subsidy Rates for Public Projects (examples)

Project Name ¹	Ordinary Grant Rates	Exceptional Subsidy Rates	
		Mainland	Okinawa
Roads	1/2	5.5/10	Rate prescribed by the Special Measures Law for Okinawa Development (9.5/10 and others)
Harbors	1/2 (4/10) ²	5.5/10 (4.5/10) ²	
Fishing ports	1/2	5.5/10	

Notes: 1. In addition, waterworks, sewage, land improvement, and facilities for compulsory education are treated as exceptions.

2. The figures in parentheses show the examples of subsidy rates for the construction and improvement of small-scale water facilities, outlying facilities, and berthing facilities specified by the ordinance of Ministry of Land, Infrastructure, Transport and Tourism as provided for in Article 42.1 of the Port and Harbor Law.

3. Measures Such as Special Provisions over Operations of the Japan Finance Corporation (JFC)

(1) Sharing of the Cost of Relocating U.S. Forces to Guam

The relocation of U.S. Marine Corps stationed in Okinawa outside the prefecture has been strongly desired by the residents of Okinawa Prefecture. It is important to realize at an early date the relocation of U.S. Marine Corps from Okinawa to Guam, which enables the reduction of burdens on Okinawa while maintaining the deterrence capabilities of the USFJ. Therefore, the Government of Japan has actively and energetically approached the United

States to negotiate the relocation. As a result, the two countries agreed to share the costs of the relocation.

If the United States alone undertakes the development of necessary facilities and infrastructure in Guam, the task is expected to take a very long time. Therefore, the Government of Japan decided to support the United States in its development of necessary facilities, including Marine headquarters buildings, barracks and family housing, and infrastructure (electricity, water and wastewater systems, and solid waste disposal). In doing so, Japan will bear the cost for the relocation on the basis of actual requirement of facilities and infrastructure, and not based on a certain percentage of the total costs, which the United States claimed.

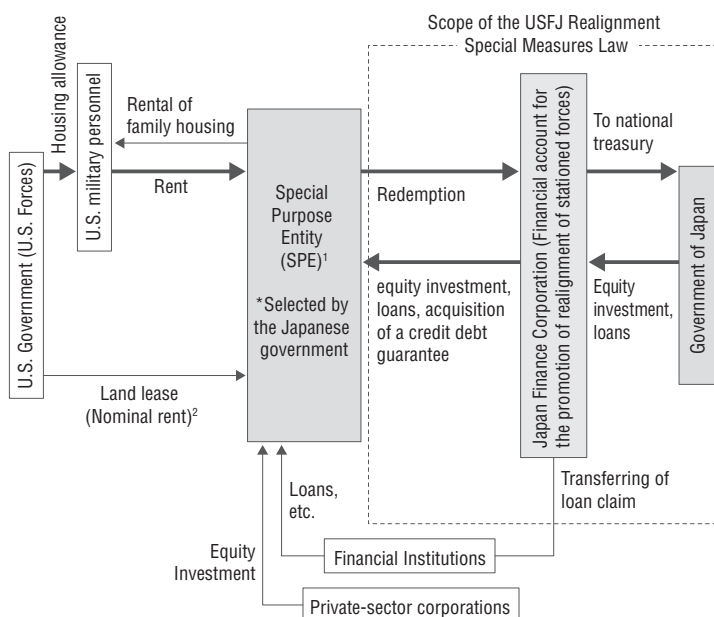
Also, the development of family housing and infrastructure for Marine personnel will introduce private sector initiatives and utilize means such as equity investment and loans so that the Government of Japan's financial expenditures are reduced as much as possible. The funds for the projects will be recovered by rents and service charges to be paid by the U.S. side in the future.

The agreed amounts of the costs of relocation to Guam to be shared by Japan and the United States are based on the estimates prepared by the U.S. side at the stage of study, and are only approximations. Therefore, it will be necessary for the Government of Japan to actively examine concrete project schemes and the detailed calculation of costs. Therefore, the Government of Japan will take budgetary measures after thorough examinations have been made in cooperation with the Japan Finance Corporation (JFC)⁴⁴ and after efforts have been made to reduce the amount of costs required. (See Fig. III-2-4-5) (See Section 3-3)

(2) Outline of Special Financial Operations of the JFC

To properly and stably implement long-term overseas projects for which private-sector initiatives are utilized, it will be necessary to utilize the capability of the JFC which has expertise and experience in this field. Therefore, a special provision to the JFC's operations was provided that adds U.S. Forces Realignment Expenditure Financial

Fig. III-2-4-10 Image of Project Scheme of Family Housing for Which Private Finance Initiative is Utilized



Notes: 1. SPE: Special Purpose Entity.

2. \$1 in the U.S. housing privatization project.

3. Assuming a similar scheme for private projects related to infrastructure.

Service and authorizes the JFC to conduct financial services for facilitating the USFJ realignment as exceptional operations so that the JFC can conduct such operations as equity investments and loans that will be needed for projects to facilitate the relocation of U.S. Marine Corps in Okinawa to Guam, and furthermore, a special provision that the Government of Japan will take special financial measures for such operations. (See Fig. III-2-4-10)

4. Measures for USFJ Local Employees

Under the USFJ realignment, some USFJ facilities and areas will be returned, and U.S. Marine Corps in Okinawa will be relocated to Guam. Since this may affect the employment of USFJ local employees, the Government of Japan will take measures to maintain their employment, including education and skill training. (See Section 3-7)

5. Validity of the Law

Although the law shall be valid for 10 years, measures including special operations of the JFC shall remain effective for a considerable length of time even after its term has passed.

4. Measures to Alleviate the Effects Caused by USFJ Facilities and Areas

1. Efforts to Conserve the Environments Around USFJ Facilities and Areas

In the “2+2” meeting of September 2000, based on the recognition that environmental conservation is important, the governments of both nations agreed to make ensuring the health and safety of residents in the vicinity of USFJ facilities and areas, U.S. Forces personnel and their families and other such parties a common objective, and made the “Joint Statement of Environmental Principles.”⁴⁵ In order to follow up on this announcement, discussions between Japan and the United States were intensified. Specifically, the concerned ministries and agencies have been working together to address the issue of discussions relating to the strengthening of collaboration in periodical reviews of the Japan Environmental Governing Standards (JEGS)⁴⁶, information exchange pertaining to the environment, and dealing with environmental pollution. The “2+2” meeting of May 2006 also confirmed the importance of Japan–U.S. cooperation in order to improve application of SOFA, including the appropriate consideration given to the environment.

2. Other Measures

In addition to the measures outlined above, Japan is engaged in steps (see III-4-3) for improvement of the living environment in regions surrounding USFJ facilities and areas. It also provides municipalities with base grants⁴⁷ which have alternate features in terms of fixed asset taxes.

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

Exchange With Local Communities and U.S. Forces Personnel

Understanding and cooperation from the residents living near U.S. bases is vital for the stationing of the USFJ. Since FY2008, the Ministry of Defense has been holding Japan–U.S. exchange events in the vicinity of U.S. bases in each region, which contribute to interaction between USFJ personnel and their families, and local residents through sports and culture.

In FY2009, the Japan–U.S. Joint Concert was held near Yokota Air Base (Fussa City). Junior high and high-school students from the local city and U.S. high-school students and U.S. military bands (which usually never have the opportunity to meet) interacted with one another in a mixture of broken English and Japanese, deepening their friendship, while showcasing the results of practice together before a multitude of spectators. Comments by the Japanese and American students which took part included “it was a great experience” and “I’d like to do it again.” The performance was highly regarded by the spectators too. In addition, an English-language musical theater exchange was held by the elementary, junior high and high-school students from around Misawa Air Base (Misawa City), as was a futsal competition by elementary school students from around U.S. Fleet Activities, Sasebo (Sasebo City). Both were praised by the local residents. Exchanges such as these are conducive to deepening mutual understanding.

In future, the Ministry of Defense would like to proactively promote Japan–U.S. exchange events such as these, to deepen the interaction between the local residents around U.S. bases and USFJ personnel and their families.



Concert by junior high and high-school students (Fussa)



English-language musical by elementary, junior high and high-school students (Misawa)



Futsal exchange by elementary-school students (Sasebo)

[COLUMN]**COMMENTARY****Deterrence**

In general, deterrence plays the military role of “deterring the act of attack itself, by taking a stance indicating that a military response will be taken and damage caused, in the event that an enemy should attack.” In order to make deterrence work, the deterring party is required to possess both the intention and ability to execute a military response, and to make the other party recognize this fact. In order to instill confidence in this intention and ability, it is assumed that the various abilities must be improved, corresponding to the level of anticipated attack.

The concept of deterrence is frequently classified into deterrence by punishment and deterrence by denial. Deterrence by punishment is based on the threat of a strike that cannot be endured, and causes the enemy to abandon its attack by encouraging calculation of costs. Deterrence by denial is based on the ability to physically prevent specific enemy actions, and causes it to abandon attack by encouraging consideration of its ability to achieve objectives. Looking at the methods employed allows further classification into nuclear deterrence via nuclear weapons, and conventional deterrence through conventional weapons.

The U.S. possesses the ability to realize comprehensive deterrence through military capabilities of all types, including nuclear and non-nuclear striking and defense capacities. The Nuclear Posture Review published in 2010 cites a deterrence concept encompassing not only nuclear weapons, but also conventional military forces and missile defense. These capabilities are not solely for the deterrence of attacks toward the United States itself (basic deterrence); they are considered core to deterrence of attacks toward its allies such as Japan as well.

- Deterrence by Punishment
Deterrence through threat of a strike that cannot be endured (e.g., nuclear deterrence)
- Deterrence by Denial
Deterrence through the ability to physically prevent objective achievement (e.g., NATO's conventional military forces during the Cold War)

U.S. Deterrence Ability

- Nuclear forces
- Conventional military forces
- Missile defense
- Anti-WMD capabilities
- Integrated command, control and communications system



- Deterrence of attacks toward the U.S. (Basic deterrence)
- Deterrence of attack toward allies and friendly nations (Extended deterrence)

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) See <<http://www.mod.go.jp/j/press/youjin/2009/10/21.html>>.
- 3) See <http://www.mofa.go.jp/mofaj/area/usa/visit/president_0911/index.html>.
- 4) See <<http://www.whitehouse.gov/the-press-office/statement-president-50th-anniversary-signing-us-japan-treaty-mutual-cooperation-security>>.
- 5) See <http://www.mofa.go.jp/mofaj/area/usa/visit/president_0911/index.html>.
- 6) 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.
- 7) 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 for and defeat enemies.
- 8) 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).
- 9) Law stipulating ship inspection operations and other necessary measures to respond to situations in areas surrounding Japan to implement rear area support, rear area search and rescue operations, and ship inspection operations conducted in relation to situations in surrounding areas (Article 2 of the Law concerning Measures to Ensure the Peace and Security of Japan in Situations in Areas Surrounding Japan).
- 10) 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 370 km, 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.
- 11) If any person other than the central government who had been requested to cooperate suffers a loss as a result of such cooperation, the Government shall take necessary fiscal measures for the loss.
- 12) Warships and such vessels that are possessed or operated by foreign governments that are exclusively used for non-commercial purposes.
- 13) 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.
- 14) 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>>.
- 15) The official title is the Agreement between the Government of Japan and the Government of the United States of America concerning Security Measures for the Protection of Classified Military Information. The agreement was signed and concluded by Japan and the United States on August 10, 2007.
See <http://www.mofa.go.jp/mofaj/area/usa/hosho/kyotei_0708.html>.
- 16) The capabilities required to operate a unit of a certain size in addition to the use of individual items of equipment.
- 17) 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.
- 18) 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.)
- 19) 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.
 - 20) 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.
 - 21) 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.
 - 22) The term “title” means a legal cause that justifies a certain act.
 - 23) 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.
 - 24) Those dispatched from Japan included the Minister for Foreign Affairs Katsuya Okada, Minister of Defense Toshimi Kitazawa, State Secretary for Foreign Affairs Koichi Takemasa, and Parliamentary Senior Vice-Minister of Defense Kazuya Shimba, while those dispatched from the United States included U.S. Ambassador to Japan John Roos and Assistant Secretary of Defense for Asian and Pacific Security Affairs Wallace Gregson.
 - 25) In the tripartite coalition agreement of September 2009, it was stated that “Regarding the measures which require coordination, it is confirmed that discussion will be held at tripartite leader level in the Ministerial Committee on Basic Policies, and the results will be consulted in the Cabinet Meeting, and finally the decision will be made.”
 - 26) Area to ensure safety of takeoff and landing by removing obstacles.
 - 27) Two elliptical shaped corridors located on both sides (north and south) of the runway are established at Futenma Air Station to regularize the flow of landing helicopters.
 - 28) 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, MCAS Futenma, Camp Zukeran, and Makiminato Service Area.
 - 29) In Japanese *Mamizu* projects in 2010, continuing from 2009, approximately 46.8 billion yen was budgeted for expenses relating to utilities and site improvement projects, construction projects, and design projects.
 - 30) According to the United States there were approximately 70 personnel there as of the end of September 2008.
 - 31) 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.
 - 32) See Section 3-2.
 - 33) 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.
 - 34) In the FY2010 budget, approximately 5.6 billion yen on a contracted basis and approximately 30.9 billion yen on an annual expenditure bases has been appropriated as expenses relating to the construction of buildings including the ASDF Command Headquarters, and acquisition of equipment and materials.

- 35) 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.
- 36) According to the Roadmap, the study will be completed by the Study Group within 12 months of commencement.
- 37) The radar was thereafter transferred to the neighboring U.S. Shariki Communication Site.
- 38) 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.
- 39) See <<http://law.e-gov.go.jp/announce/H19HO067.html>>.
- 40) 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.
- 41) Under the USFJ Realignment Special Measures Law, changes in the 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 the USFJ.
- 42) 9.3 billion yen in the FY2010 budget.
- 43) The Council is chaired by the Defense Minister, and composed of those designated by the Prime Minister from the Chief Cabinet Secretary; the Minister of Internal Affairs and Communications; Minister for Foreign Affairs; Minister of Finance; Minister of Education, Culture, Sports, Science and Technology; Minister of Health, Labour and Welfare; Minister of Agriculture Forestry and Fisheries; Minister of Economy, Trade and Industry; Minister of Land, Infrastructure and Transport; Minister of Environment; and the Ministers of State.

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 the USFJ on local communities and funding will be higher than those for ordinary cases.

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.

- 44) The Japan Bank for International Cooperation merged with National Life Finance Corporation, etc., on October 1, 2008, to become the Japan Finance Corporation. The name The Japan Bank for International Cooperation has been retained in an effort to maintain its international credibility and so on.
- 45) Consisting of four items, 1) environmental governing standards, 2) information sharing and access, 3) response to environmental contamination, 4) environmental consultation.
- 46) The Japan Environmental Governing Standards were drawn up by the USFJ with an objective of guaranteeing that the activities and facilities of the USFJ can protect the health of citizens and the natural environment. It establishes handling and storage methods for environment polluting materials.
- 47) Furnished by the Ministry of Internal Affairs and Communications.