

# Part III

## Measures for the Defense of Japan

### Chapter 4

#### The Relationship between the Japanese People and the Ministry of Defense and the SDF

Section 1. Sustaining Defense Capabilities

Section 2. Acquisition Reform, Defense Production, and Technological Bases

Section 3. Interaction between the Ministry of Defense & the SDF, and the Local Community & Japanese Citizens



## Section 1. Sustaining Defense Capabilities

Defense capabilities are the ultimate guarantee of a country's security and no other means can replace this function.

One foundation upon which defense capabilities depend is that of organizational structure and human resources. The Self-Defense Forces (SDF), the core of our defense capability, is an organization specialized in the defense of this nation, the most basic role for the nation's continued existence, and are comprised of units and organs which possess various functions required for this purpose. Under the emerging security environment of recent years, missions have become more diverse and international in character, and equipment within the SDF has been improved. In response to this trend, the humanitarian base of the SDF should be enriched by securing and educating high-quality personnel as well as by necessary training.

It is essential that proper equipment reflects the changing environment. Thus various efforts are being carried out from the standpoint of establishing the material foundation through the expedient and appropriate acquisition of equipment.

Further, in order for the SDF which form the core of our defense capability to carry out the mission, it is essential not only to prepare our defense capabilities but to also obtain the understanding and support of the citizens.

This section explains the efforts to establish a human resources foundation such as in recruitment and employment of SDF personnel and daily education and training, in addition to describing the organization of the Ministry of Defense and the SDF.

### 1. Organization to Support Defense Capability

#### 1. Organization of the Ministry of Defense and the SDF

The Ministry of Defense and the SDF<sup>1</sup> consist of a number of organs that center on the Ground, Maritime, and Air Self-Defense Forces, which must fulfill their mission of defending Japan as armed organizations, and a number of other organs including the National Defense Academy, National Defense Medical College, National Institute for Defense Studies, Defense Intelligence Headquarters (DIH), Technical Research and Development Institute (TRDI), Equipment Procurement and Construction Office, and the Inspector General's Office of Legal Compliance.

(See Figs. III-4-1-1, 2)

#### 2. Systems to Support the Minister of Defense

The Minister of Defense manages the affairs related to the defense of Japan (or the nation) as the head of the Ministry of Defense and is in charge of the overall control of the SDF in accordance with the provisions of the Self-Defense Forces Law. The Minister is supported by the Parliamentary Senior Vice-Minister of Defense and two Parliamentary Vice-Ministers of Defense<sup>2</sup>. The Senior Vice-Minister of Defense can be authorized by the order of the Minister of Defense in advance to carry out the tasks of the Minister when the Minister is not present. There are also Special



The swearing in ceremony of Senior Vice-Minister of Defense Shimba

Advisors to the Minister of Defense who advise the Minister of Defense and the Defense Council to discuss basic policies of the affairs under the jurisdiction of the Ministry of Defense. Further, there is an Administrative Vice-Minister of Defense who assists the Minister of Defense, organizes ministerial affairs, and supervises operations.

(See Part II, Chapter 1, Section 3)

Fig. III-4-1-1 Organizational Chart of the Ministry of Defense

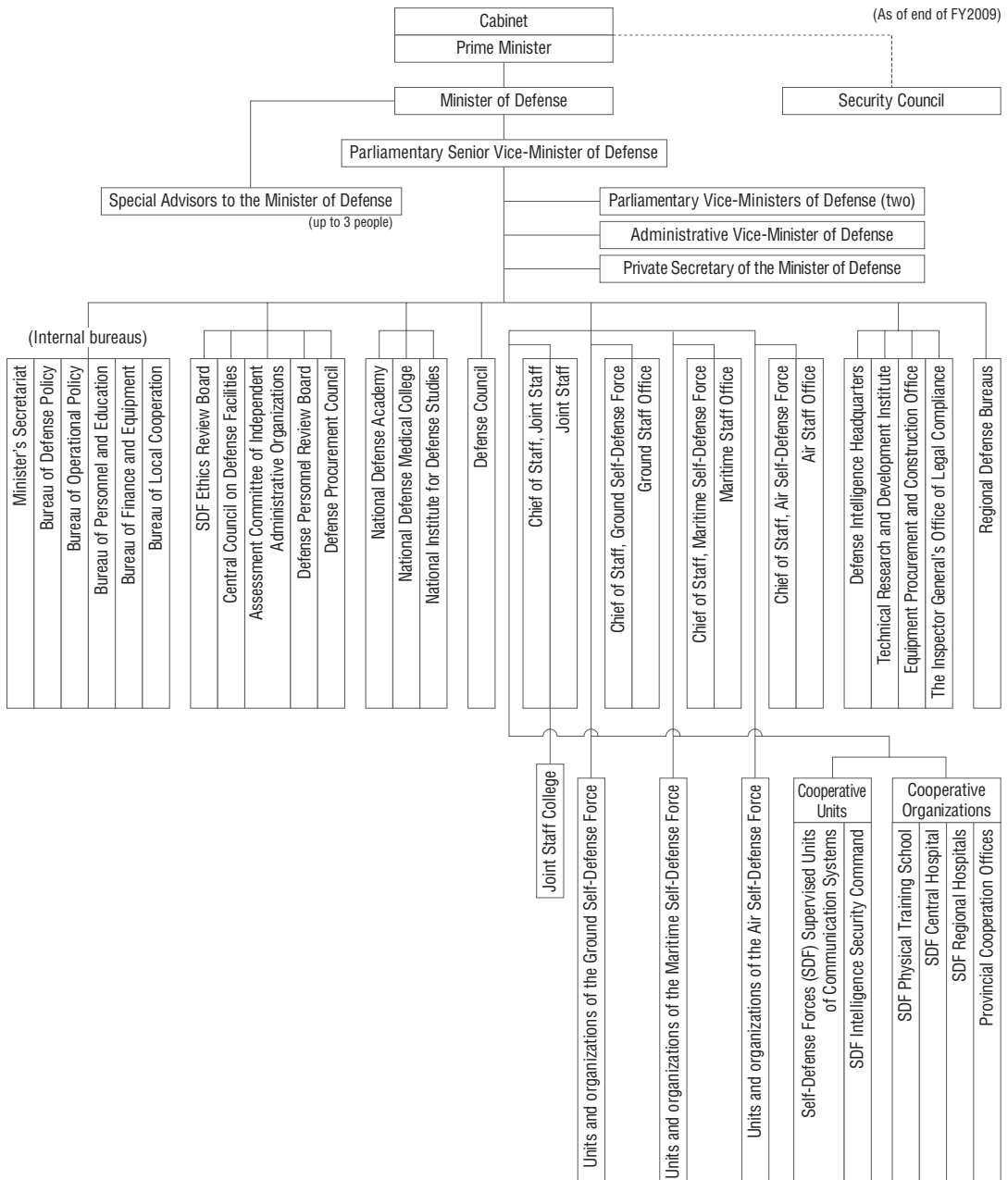


Fig. III-4-1-2 Outline of the Ministry of Defense

Organization	Outline
GSDF (see "Location of Principal SDF Units" at the end of the book)	<ul style="list-style-type: none"> <li>○ Regional Armies <ul style="list-style-type: none"> <li>• Composed of multiple divisions and brigades, and other directly controlled units (such as engineer brigades and anti-aircraft artillery groups)</li> <li>• There are five regional armies, each mainly in charge of the defense of their respective regions</li> </ul> </li> <li>○ Divisions and Brigades <ul style="list-style-type: none"> <li>• Compared to the combat troops, composed of logistics support units which support combat units and others</li> </ul> </li> </ul>
MSDF (see above)	<ul style="list-style-type: none"> <li>○ Self-Defense Fleet <ul style="list-style-type: none"> <li>• Consists of key units such as the Fleet Escort Force, the Fleet Air Force (consisting of fixed-wing patrol aircraft units and such), and the Fleet Submarine Force</li> <li>• Responsible for the defense of sea areas around Japan primarily through mobile operations</li> </ul> </li> <li>○ Regional Units <ul style="list-style-type: none"> <li>• The five regional units mainly guard their posts and support the Self-Defense Fleet</li> </ul> </li> </ul>
ASDF (see above)	<ul style="list-style-type: none"> <li>○ Air Defense Command <ul style="list-style-type: none"> <li>• Composed of three air defense forces and the Southwestern Composite Air Division</li> <li>• Primarily responsible for general air defense duties</li> </ul> </li> <li>○ Air Defense Force <ul style="list-style-type: none"> <li>• Composed of key units such as air wings (including fighter aircraft and others), the Aircraft Control and Warning Wing (including aircraft warning and control units), and Air Defense Missile Groups (including surface-to-air guided missile units)</li> </ul> </li> </ul>
National Defense Academy of Japan (Yokosuka, Kanagawa)	<ul style="list-style-type: none"> <li>○ An institution for the cultivation of future SDF officers <ul style="list-style-type: none"> <li>• Conducts training and education for future SDF officers (including education that complies with the same university establishment standards as other universities)</li> </ul> </li> <li>○ Offers a science and engineering postgraduate course equivalent to master's or doctoral degree from a university (undergraduate and postgraduate courses) and a comprehensive security postgraduate course equivalent to a master's degree. Conducts education and training in order to impart a high level of knowledge and research capability</li> </ul>
National Defense Medical College (Tokorozawa, Saitama)	<ul style="list-style-type: none"> <li>○ An institution for the cultivation of future SDF medical officers <ul style="list-style-type: none"> <li>• Conducts education and training for future SDF officers who will serve as medical doctors (including education that complies with the School Education Act that universities with medical education also comply to)</li> </ul> </li> <li>○ Offers a medical course that complies with university establishment standards for PhD programs for schools of medicine. Conducts education and training in order to impart a high ability of knowledge of advanced theoretics, application, and related-research capabilities</li> </ul>
National Institute for Defense Studies (Meguro-ku, Tokyo)	<ul style="list-style-type: none"> <li>○ Organization that functions as a "think tank" of the Ministry of Defense <ul style="list-style-type: none"> <li>• Conducts basic research and studies related to the administration and operation of the SDF</li> <li>• Conducts research and compiles data on military history</li> <li>• Educates SDF officers and other senior officials</li> <li>• Manages books and documents of historical value located in the connected library</li> </ul> </li> </ul>
Defense Intelligence Headquarters (Shinjuku-ku, Tokyo)	<ul style="list-style-type: none"> <li>○ Central intelligence organization of the Ministry of Defense, which collects and analyzes military data <ul style="list-style-type: none"> <li>• Collects various military intelligence, including signal intelligence, images and other information acquired by warning and surveillance activities; comprehensively analyzes and assesses the information; and provides information to related organizations within the ministry</li> <li>• Consists of six communication sites and its headquarters</li> </ul> </li> </ul>
Technical Research and Development Institute (Shinjuku-ku, Tokyo)	<ul style="list-style-type: none"> <li>○ Central organization that conducts equipment-related research and development <ul style="list-style-type: none"> <li>• Conducts R&amp;D in response to the operational needs of each service of the SDF</li> <li>• Conducts R&amp;D in a wide range of fields, from firearms, vehicles, ships, and aircraft used by each service of the SDF to equipment for responses to NBC weapons and clothing</li> </ul> </li> </ul>
Equipment Procurement and Construction Office (Shinjuku-ku, Tokyo)	<ul style="list-style-type: none"> <li>○ Central organization for affairs related to equipment procurement and a part of the construction work required by the SDF to accomplish its duties <ul style="list-style-type: none"> <li>• Necessary equipment include firearms, explosives fuel, guided weapons, ships, aircraft, and vehicles</li> <li>• Within the construction work related affairs, the drafting of technical standards and evaluation of plans are conducted</li> </ul> </li> </ul>
Inspector General's Office of Legal Compliance (Shinjuku-ku, Tokyo)	<ul style="list-style-type: none"> <li>○ With orders from the Minister of Defense, checks to ensure that the tasks of the Ministry of Defense and SDF are properly carried out across the entire ministry from an independent position as well as from the standpoint of compliance</li> </ul>
Regional Defense Bureau (eight nationwide)	<ul style="list-style-type: none"> <li>○ Local branch office that provides defense administration in the regions <ul style="list-style-type: none"> <li>• Conducts administrative work related to obtaining the cooperation of local public organizations and the local people, local equipment procurement, and administration related to facilities</li> <li>• Bureaus established in the following eight regions: Hokkaido, Tohoku, North-Kanto, South-Kanto, Central Kinki, Chugoku Shikoku, Kyushu, and Okinawa</li> </ul> </li> </ul>

Moreover, the Internal Bureau, Joint Staff and Ground Staff Office, Maritime Staff Office, and Air Staff Office are established as organizations to support the Minister of Defense. The Internal Bureau is responsible for basic policies relating to the work of the SDF. The Directors-General of the Bureaus, as part of their own responsibilities, support the Minister of Defense when the Minister of Defense gives instructions and authorization to the Chief of Joint Staff and the Chiefs of Ground Staff, Maritime Staff, and Air Staff. The Joint Staff is a staff organization for the Minister of Defense concerning SDF operations. The Chief of Joint Staff supports the Minister of Defense by providing unified military expert advice on SDF operations. The Ground Staff, Maritime Staff, and Air Staff are the staff organizations for the Minister of Defense concerning their respective services except operations of the SDF, with the Chiefs of Staff for the GSDF, MSDF, and ASDF acting as the top-ranking expert advisors to the Minister of Defense regarding these services.



Parliamentary Vice-Minister of Defense Kusuda giving instructions at the departure ceremony for replenishment activities in the Indian Ocean

The Chief of Joint Staff supports the Minister of Defense by providing unified military expert advice on SDF operations. The Ground Staff, Maritime Staff, and Air Staff are the staff organizations for the Minister of Defense concerning their respective services except operations of the SDF, with the Chiefs of Staff for the GSDF, MSDF, and ASDF acting as the top-ranking expert advisors to the Minister of Defense regarding these services.

### 3. Base of Defense Administration in Regional Areas

The relationship between the Ministry of Defense and local communities is increasing in importance from the standpoints of disaster response, efforts to protect the citizens, and the stable utilization of defense facilities. Consequently, in September 2007, the Ministry of Defense unified the local branch offices of the Defense Facilities Administration Agency (the Defense Facilities Administration Bureaus) and the regional organizations of the Equipment Procurement Office at the time of the disbandment and integration of the Defense Facilities Administration Agency, and established Regional Defense Bureaus as local branch offices to create a base for comprehensive defense administration in regional areas, including coordination and consultation related to defense policies with local governments and municipalities.

The Regional Defense Bureaus provide explanations to the local communities regarding the policies of the Ministry of Defense and the reorganization of the U.S. Forces, and implement various policies including local coordination (activities to acquire local cooperation) to obtain the understanding and support of local governments and citizens in order to smoothly and effectively implement the overall administrative tasks of the Ministry of Defense.

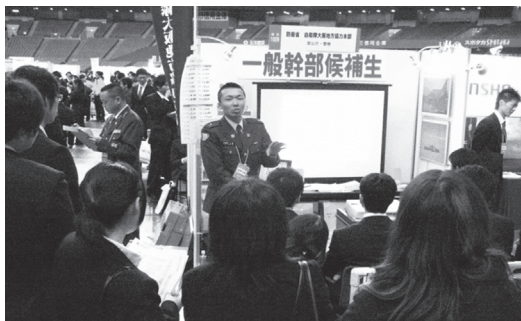
## 2. Recruitment and Employment of Personnel in the Ministry of Defense and the SDF

The Ministry of Defense and the SDF need highly qualified personnel in order to fulfill their missions. The recruitment and employment of SDF uniformed personnel and civilian personnel are carried out using various systems<sup>3</sup>.

(See Reference 69)

### 1. Recruitment

At SDF Provincial Cooperation Offices, which are located in fifty locations throughout the nation (four in Hokkaido, and one in each prefecture), the Ministry of Defense and the SDF conduct recruitment with the help of local governments, schools, private recruitment counselors and others. Also, local governments are stipulated to carry out part of SDF recruitment activities themselves<sup>4</sup>, and the Ministry of Defense defrays their costs.



Recruitment at a Provincial Cooperation Office

Since recruitment of the SDF personnel is likely to become increasingly difficult with the declining birth rate in Japan, it is necessary to seek cooperation from the local public organizations that live closely with the local community.

(See Fig. III-4-1-3) (See Reference 71)

Fig. III-4-1-4 Trend in SDF Personnel Hires [by fixed and non fixed term]

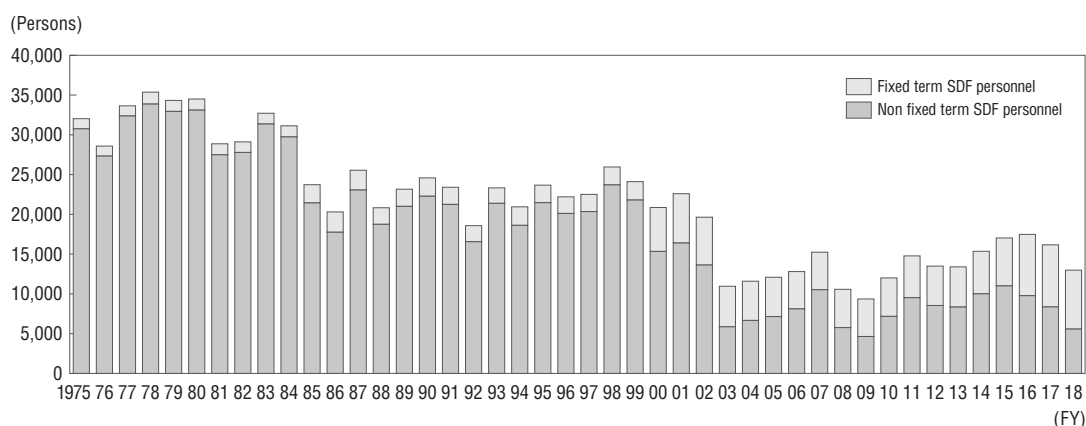
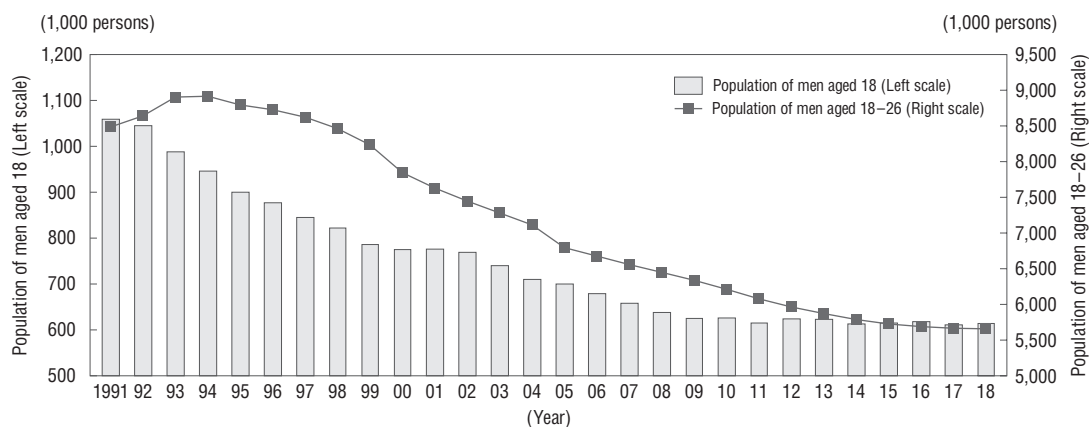


Fig. III-4-1-3 Change in Male Population at the Ages Eligible for Recruitment of Males to the Short-Term Service



Sources: The data of prior to 2009 (excluding 2005): "Population Estimates of Japan 1920-2000" and "Annual Report on Current Population Estimates" by the Statistics Bureau of Ministry of Internal Affairs and Communications.  
 Data of 2005: National Institute of Population and Social Security Research made calculations based on the "Population Census" by the Statistics Bureau of Ministry of Internal Affairs and Communications, and made adjustments by proportionally distributing the population with unknown age.  
 Data of 2010 and after: "Future Estimate of Japan's Population" by the National Institute of Population and Social Security Research (based on average estimate as of December 2006).

## 2. Employment

### (1) Uniformed SDF personnel

SDF uniformed personnel enlist of their own free will on a volunteer basis and are employed as General Officer Candidates, General Candidates for Enlisted (Upper)<sup>5</sup>, or Candidate for Enlisted (lower), and others<sup>6</sup>. Because of the special nature of their duties, personnel management for SDF uniformed personnel is performed separately from that of general civilian government employees<sup>7</sup>.

Personnel management of the uniformed SDF personnel differs significantly from that of general civilian government employees in that the former adopts an early retirement system and a short-term service system for some<sup>8</sup> to keep the strength of the SDF. Under the early retirement system, SDF uniformed personnel retire at a younger age than general civilian government employees. Meanwhile, under the short-term service system, the employment term is fixed at two or three years.

The SDF uniformed personnel who enlisted in each SDF service get basic education and training in a training unit or at a school of each SDF service, and are then assigned to units and positions nationwide. The occupational category they will follow after the initial educational stage is determined based on their preferences and aptitude by the time they complete their basic education.

It should be noted that for non-officer class, the Ministry of Defense is recently expanding the employment of “non-fixed-term” SDF personnel that are supposed to work continuously until retirement age (e.g. General Candidates for Enlisted (Upper)), distancing from its past personnel policy of mass employment and retirement of “fixed-term” SDF personnel. This change has resulted from the recognition that the Ministry of Defense must recruit qualified people stably, facing with the recent demographical trend where the target population for recruitment is shrinking by the declining birthrate and rising educational background. Although the scheme of “non-fixed-term” SDF personnel has existed since FY1975, the recent rapid expansion of this category has been enabled by replacing the number of lower enlisted classes (Shi) with that of upper enlisted classes (So) which possess higher skills in response to the diversification of SDF missions and the advancement in equipment. As a result, the recruitment of “Shi” almost halved from 23,000 in FY1989 to 12,000 in FY2006; meanwhile, the ratio of “non-fixed-term” SDF personnel in “Shi” skyrocketed from 6% to 49% between the same periods. In addition, for FY2009 worsened economic conditions from the year before caused a major drop in the number of “fixed term” SDF personnel retiring at term completion and “non fixed term” SDF personnel retiring midterm; the outsourcing of some of the SDF service accompanied by the administration’s initiative in the total personnel budget reform led to the reduction of the SDF end strength (about 1,500 in FY2009), and the Ministry of Defense dealt with it by recruitment restraint on “Shi”. This caused the number of its recruitment to drop to 6,701 persons in FY2009, the lowest level ever.

(See Fig. III-4-1-4) (See Reference 70–73)



Induction ceremony for new enlistees

### (2) SDF Ready Reserve Personnel, SDF Reserve Personnel, and Candidates for SDF Reserve Personnel

#### a. Purpose of Maintaining the Reserve Personnel System

Normally, the number of SDF uniformed personnel is kept to the minimum necessary for ordinary duties, thus it should be expanded promptly in time of crises to meet the requirement each contingency demands. To fulfill

such needs promptly and systematically, the Ministry of Defense maintains three systems<sup>9</sup>: the SDF Ready Reserve Personnel system, the SDF Reserve Personnel system, and the system for Candidates for SDF Reserve Personnel<sup>10</sup>.

Among those, the system for Candidates for SDF Reserve Personnel, which is mainly for personnel without SDF experience, was established to develop and expand the defense basis, to maintain the stability of the SDF Reserve Personnel system, and to effectively use civilian expertise in fields such as medical practice and language skills.

There are two employment categories in the SDF Reserve Personnel system: general and technical. In the latter category, healthcare professionals and qualified personnel in such fields as languages and information processing are recruited.

Candidates for SDF Reserve Personnel are appointed as SDF Reserve Personnel following completion of the education and training necessary to work as SDF personnel. Here are some exemplary cases in recent years: Candidates for SDF Reserve Personnel with qualifications of healthcare professionals, once being appointed as SDF Reserve Personnel after the necessary training/education, have participated in general disaster prevention drills as medical officers; those candidates employed through their language qualifications, following their appointment as SDF Reserve Personnel, have been working as interpreters in Japan–U.S. joint armies of the GSDF post exercises.

(See Reference 74)

#### **b. Cooperation from Corporations Employing Reserve Personnel**

In addition to carrying out their normal duties, SDF Reserve Personnel and other reserve personnel are also expected to undergo training to maintain required skills, which require them to take leave or adjust their work schedules accordingly. From this viewpoint, the understanding and cooperation of the employers of the personnel are necessary to make this system function smoothly. Particularly, SDF Ready Reserve Personnel are supposed to attend training for 30 days per year, so their employers are requested for necessary cooperation such as allowing Ready Reserve Personnel to take a leave of absence.

To reduce the burden on such employers and remove the anxiety of reserves, the Ministry of Defense provides a special subsidy to companies employing Ready Reserve Personnel and allowing them to attend training sessions.

### **(3) Administrative Officials, Technical and Engineering Officials, Instructors, and Other Civilian Personnel**

There are approximately 22,000 civilian personnel — administrative officials, technical and engineering officials, instructors, and others — in addition to uniformed SDF personnel, in the Ministry of Defense and the SDF. These civilians are mainly employed through the Recruitment Examination for National Public Officials Level I<sup>11</sup>, or the Class I, II, or III Examination for Defense Ministry Civilian Personnel. After participating in the same training course, civilian personnel who have passed Level I and Class I and II undertake a wide range of work.

Administrative officials are engaged in policy planning in the Internal Bureau, analysis and research at the Defense Intelligence Headquarters as well as a variety of administrative work (budget, public relations, military facilities-related activities, etc.) at the SDF bases and the Regional Defense Bureaus throughout the country.

Technical and Engineering officials play a key role in constructing various defense facilities (headquarters, runways, magazines, etc.), and carrying out R&D of, and pursuing the effective procurement of equipment such as fighter aircraft and vessels.

Instructors conduct advanced research on defense-related issues and provide high-quality education to SDF personnel at the National Institute for Defense Studies, the National Defense Academy, and the National Defense

Medical College, and other organizations.

As of the end of March 2010, there were 648 Technical and Engineering Officials and Instructors with PhDs.

In addition, in various organizations where these civilian personnel are the main work force, uniformed SDF personnel of the GSDF, MSDF, and ASDF work together with these civilian personnel, in fields where the specialized knowledge of uniformed SDF personnel is required.

## [COLUMN]

## VOICE

### Connecting through Music — a MSDF Pianist —

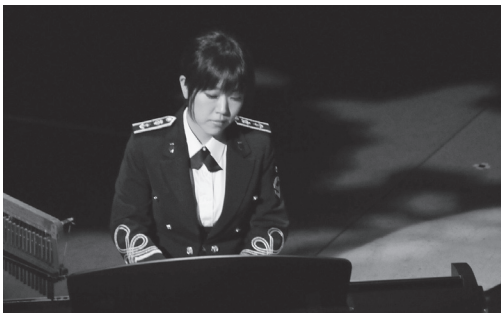
#### Petty Officer Second Class Sawako Ohta, MSDF Tokyo Band

The Ministry of Defense and the SDF have programs to recruit personnel who have national qualifications and job experience, so they can be immediately effective. The technical petty officer program is one of such programs.

I had already been involved with the MSDF Tokyo Band in the past as I was invited as an instructor to the band and performed at concerts. Coming in contact with the members' sincere attitude toward music and their jobs, I had become more eager to become a member and work together with them. And so I decided that I would apply to be a technical petty officer. In October 2008 I was appointed as a petty officer second class and took my first step as an SDF member at the Yokosuka Recruit Training Center.

Before enrollment, I had centered my life on music performances from evening till night just as many other civil performers. Therefore, I was shocked by the daily life at the Center, where the training and education are scheduled in a matter of minutes. At the very beginning of the training, I didn't even have enough time to have take meals. I believe now that through that experience I was able to foster the foundation as a uniformed SDF personnel such as mental toughness and physical strength, which has been paying off in self-managing as a musical performer. I can also remember that I even managed to find time to practice the piano at the MSDF Yokosuka Band next to the place where I was assigned special training after designation as an unskilled swimmer, known as a "red hat."

After assignment to the MSDF Tokyo Band, I had more opportunities to perform with large scale wind orchestras in addition to the solo and small group ensembles I had experienced in my civilian years. Thus my scope as a performer widened, which is very satisfying. On the other hand, however, the job as Petty Officer Second Class also obviously requires tasks other than performing as well as directing subordinates, and I sometimes feel frustrated and terrible when I cannot achieve results required of my rank because of a lack in knowledge and experience as a SDF personnel. While this is a major challenge for me now, I will



Petty Officer Second Class Ohta performing at the FY2009 SDF Marching Festival



Practicing just before the Marching Festival (MAMOR)

definitely overcome it one day.

One of the missions of the MSDF Band is public relations activities. A lot of people attend our performances, and every time the hall is filled near or at capacity. Sometimes we even receive letters that warm our hearts. Also, when I was invited to perform in uniform at my alma mater, the Tokyo University of the Arts, I found our performance well received and the audience saying “this is the first time I had heard of the MSDF Band” and “seeing performers in uniform is a new experience.” I realized the significance and the effect of our public relations activities. In this manner, I believe that the bond between the people and SDF officials is surely built when we establish rapport through music. This bond is indispensable for the Ministry of Defense and the SDF. I will continue to strive, keeping this in mind.

### 3. Daily Education and Training

In order to accomplish its missions whose core is the defense of Japan, the SDF needs to keep its commanding officers and other members at high capacity as well as in a high state of readiness to fully exert their capabilities in any situation. This stand of high preparedness enables the SDF to deal with various situations immediately and appropriately, and works as deterrence to any country with intention to invade Japan.

Education and training<sup>12</sup> are crucial for the SDF to strengthen its capabilities to accomplish its missions by developing its human resources. For this purpose the SDF is making efforts under various constraints to educate/train its personnel and its units to make them strong, and to maintain and improve its readiness, while paying careful attention to safety.

#### 1. Education of Uniformed SDF personnel

##### (1) Present Status of Education

Enhancing the ability of each SDF uniformed personnel who compose SDF units is essential for the latter to perform their duties. At its schools and training units, therefore, the SDF provides opportunities for systematic phased education according to rank and duties in order to nurture necessary qualities and cultivate knowledge and skills of personnel.

For instance, pilots and air traffic controllers require education and training over a long period before they acquire their certification. Further, this requires considerable investment in terms of personnel, time, and funding on the part of the Ministry of Defense/the SDF such as provision of trainers with special skills/



GSDF personnel carrying out a marching training exercise



MSDF personnel carrying out a cutter training exercise in Etajima



ASDF personnel carrying out flight training exercises on a flight simulator

equipment/educational facilities.

In case personnel need to further improve their professional knowledge and skills, or it is difficult for them to acquire them within the SDF, they may study at external educational institutions,<sup>13</sup> including those abroad, as well as domestic companies or research institutes.

## (2) Joint Educational Programs

In order to further improve the joint operational posture, knowledge and skills regarding joint operations are essential, and necessary education is required for that. Therefore, the three services of the SDF have enriched education on joint operations at their respective service educational facilities including Staff Colleges<sup>14</sup>. Additionally, a joint educational program system has been set up, mainly at the Joint Staff College<sup>15</sup>, where SDF officers who will become senior unit commanders and senior staff can receive joint education<sup>16</sup>.

## (3) Educational Programs Meeting the Needs of the Times

There have been increasing opportunities for the SDF to take part in international activities and to develop active relationships with other countries; in addition to the programs mentioned above, the SDF are responding to this recent trend by providing its personnel with tuition in English, Russian, Chinese, Korean, Arabic, and other languages. Also, the SDF is accepting students from abroad for the purpose of understanding each other.

### [COLUMN]

#### COMMENTARY

### Human Resources Foundation for Defense Capabilities (Pilot Training)

The personnel who form the human resources foundation supporting defense capabilities comprise various occupations, each of which require diverse training exercises for each phase of development. As an example we describe the training of pilots who are required to have special qualifications, as follows:

The SDF chooses the most appropriate aircraft for each contingency to carry out missions in diverse situations, such as peace time surveillance operations, disaster relief activities in and around Japan, peacekeeping operations in Haiti, anti-piracy operations off the Coast of Somalia and in the Gulf of Aden, and full scale defensive counter measures.

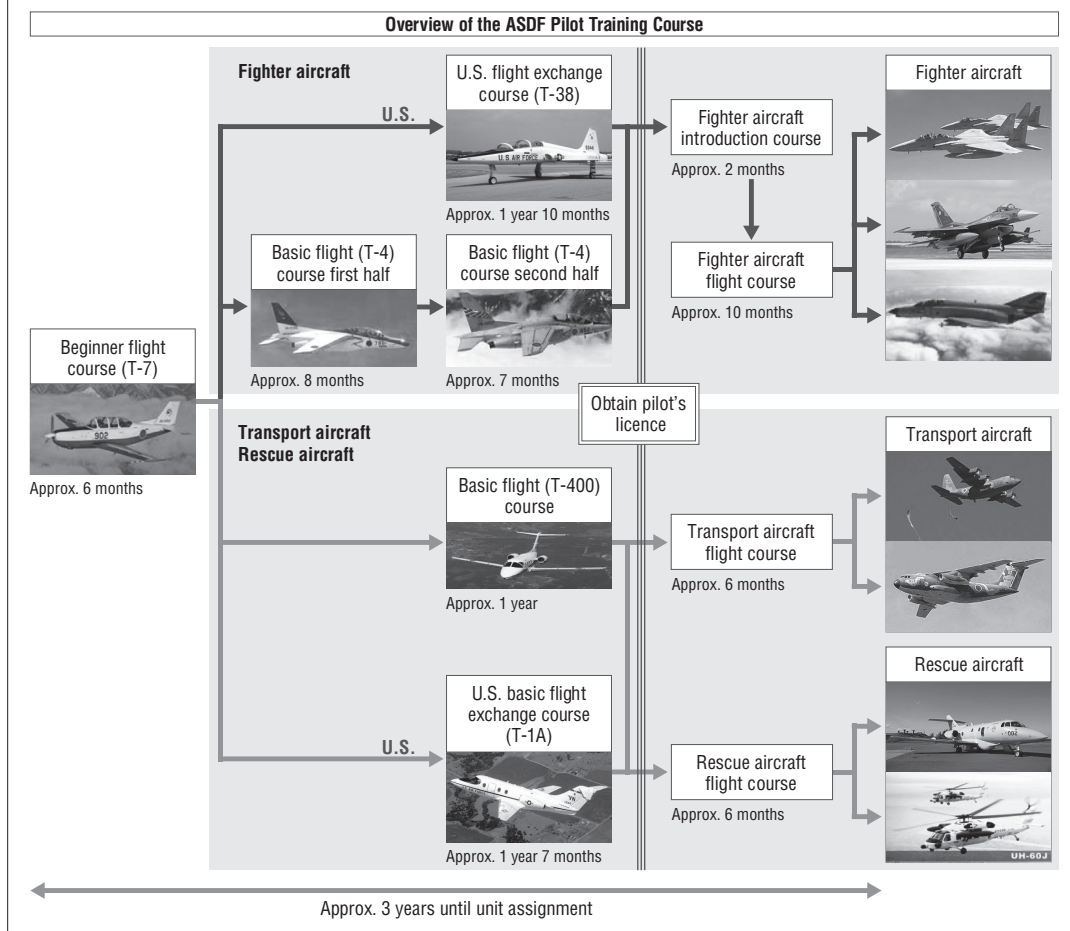
Thus the SDF maintains a variety of aircraft to carry out these various missions. To begin with, aircraft are categorized into two types: fixed-wing aircraft and rotary-wing aircraft. Under the fixed-wing category there are fighter aircraft, patrol aircraft, reconnaissance aircraft, transport aircraft, and early warning and control aircraft (AWACS); as for the rotary-wing aircraft this category includes attack helicopters, patrol helicopters, transport helicopters, mine sweeping and transport helicopters, and rescue helicopters. If the type of craft is different, so is the method of operation, as well as the mental and physical competency required of the pilot. For this reason, the SDF carries out its own pilot training, investing a great deal of time and money.

Included in pilot training are 1) the general officer candidate course (after graduating from the National Defense Academy or normal university), 2) the air student course (for Maritime and Air Self Defense Forces only, following high school graduation), and 3) the sergeant's air piloting course (Ground Self Defense Force only, selected from within the force after being promoted to third class).

Using the example of ASDF flight training, pilots are categorized into fighter pilots, transport pilots, and rescue pilots. At first all candidates go through the training process on the same training aircraft, after which they proceed to each course based on their individual qualifications. High level training using jet aircraft is

carried out in all courses, and the process takes about three years before the assignment to an actual unit. (See Fig. “Overview of the ASDF Pilot Training Course” below)

As mentioned earlier, the systematic and continuous training of a specific number of pilots within the force is extremely important for carrying out different missions. However, as the birth rate continues to decline in recent years, the recruitment environment is growing ever more challenging. Securing of personnel with the required mental and physical qualifications to be SDF pilots from among a small number of candidates is a significant challenge in addition to keeping up with the steady advancement in aircraft technology.



Furthermore, in order to conduct international peace cooperation activities in an expeditious and continuous manner, the GSDF International Peace Cooperation Activities Training Unit is carrying out professional education and training for GSDF personnel throughout the country (mainly for those who are supposed to become the core personnel at the time of dispatch).

(See Chapter 3, Section 1) (See Reference 71–72)

## 2. SDF Training

### (1) Training by Each Self-Defense Force

There are two main types of training within units in the GSDF, MSDF, and ASDF: training for individual SDF

personnel to improve their proficiency in their respective fields, and training for units to conduct systematic operations.

Training for individuals is conducted one-on-one in stages based on occupational classification and individual ability. Training for units is conducted by size of unit, from small to large, and large-scale comprehensive training is also carried out to ensure that overall abilities can be exercised.

(See Reference 73)

In addition to such training for national defense, training is given on the diverse roles required for the SDF in recent years such as peacekeeping operations and large scale disaster relief operations.

(See Chapter 1, Section 2 and Chapter 3, Section 1)

## **(2) Joint Exercises**

In order to exert defense capabilities most effectively in case of an armed attack on Japan, it is important for the GSDF, MSDF, and ASDF to conduct joint exercises during peacetime. Therefore, the SDF has been conducting joint exercises involving two or more forces. Such joint exercises have been strengthened following the transition to a joint operations posture<sup>17</sup>.

(See Reference 73)



GSDF HMVs being loaded on board a MSDF transport vessel during a joint exercise

## **(3) Restrictions on Education and Training, and Responses**

SDF training is carried out under conditions that are as close as possible to that of actual fighting. A variety of facilities and equipment exist for this purpose, yet many restrictions are imposed on their usage<sup>18</sup>.

Particularly, restrictions<sup>19</sup> in maneuver areas, waters and airspace, and firing ranges where training is carried out tend to have a major effect on the training, along with the modernization of equipment and other changes. Such areas are not sufficient in size, are unevenly dispersed across the nation, and are limited to certain time periods and times of day. Furthermore, training under an electronic warfare<sup>20</sup> environment —conducted as practical training— is limited by the need to avoid radio wave interference.

To deal with these restrictions, each SDF makes maximum use of its limited domestic maneuvering areas. They also strive to carry out more practical training by conducting live-firing training and Japan–U.S. joint exercises in the United States and waters off the United States where there are training conditions not available in Japan.

(See Reference 78)

## **3. Efforts and Issues for Safety Management**

### **(1) Safety Management**

Because the primary mission of the SDF is to defend Japan, SDF training and activities are inevitably accompanied by risk. However, accidents that cause injury or loss of property to the public or the loss of life of SDF personnel must be avoided at all costs.

Continuous safety reviews and improvements are vital, and must be jointly handled by the Ministry of Defense and the SDF. The Ministry of Defense and the SDF take great care to ensure safety under normal conditions such as military vessel and aircraft traffic firing training during daily training, and prepare aeronautical safety radio facilities and equipment for prevention and rescue in the event of marine accidents.

## **(2) The Collision between the Destroyer *Atago* and the Fishing Boat *Seitoku Maru***

On February 19, 2008, the destroyer *Atago* collided with the fishing boat *Seitoku Maru* resulting in the deaths of two crew members of the *Seitoku Maru*. The SDF, which is responsible for defending the lives and property of the Japanese people, cannot be allowed to cause such an accident.

In order to prevent recurrence of a similar accident, the SDF must go back to basics and ensure that all assigned duties are carried out steadily. The Ministry of Defense is resolved to thoroughly implement preventive measures<sup>21</sup>.

## **4. Working Conditions of Personnel, Measures on Personnel Matters, and Other Related Issues**

The duties of the SDF make no distinction between night and day. The work assigned to uniformed SDF personnel can be extremely demanding, involving various operations onboard aircraft, long-term service on ships or submarines, or parachuting. To instill SDF personnel with pride and allow them to concentrate on their duties without anxiety, the Ministry of Defense and the SDF strive to provide salaries and allowances, medical care, welfare, and other benefits that reflect the special nature of their duties. (See Fig. III-4-1-5)

### **1. The Panel to Examine Comprehensive Reform, etc., in the Personnel Field of the Defense Force**

The Ministry of Defense has acknowledged the significance of maintaining high-quality human resources, and has implemented various measures for the new era<sup>22</sup>. However, given the rapidly declining birth rate in recent years and changes in lifecycles of SDF personnel, a wide range of reforms, which focus on the personnel field of the Defense Force, has become a pressing issue, in order to secure sufficient human resources in a stable manner and create a comfortable working environment where personnel can concentrate on their duties without anxiety. For this purpose, in September 2006, the Panel to Examine Comprehensive Reforms in the Personnel Field of the Defense Force was established. The panel is headed by the Minister of State for Defense (at the time), and includes top officials of the Defense Agency (at the time) and outside experts. Under their authority the panel has implemented various types of research projects and studies.

In June 2007, the panel produced a report<sup>23</sup> of its findings compiled in the following categories: “Recruitment Items,” “Service Period Items,” “Items on Outplacement and Measures for Post-Retirement,” and “Other Items.” In August of the same year, a new panel chaired by the Parliamentary Senior Vice-Minister of Defense was established (the “Panel to Implement Measures for the Comprehensive Reform in the Personnel Field of the Defense Force”) in place of the former panel to consider new items such as the establishment of new ranks for SDF personnel.

The Panel was renovated in January 2010 (the “Panel to Consider and Implement Comprehensive Measures in the Personnel Field of the Defense Force,” continuously chaired by the Parliamentary Senior Vice-Minister of Defense) to steadily implement the various measures considered until that time while carrying out comprehensive deliberations in consideration of a review of the 2004 National Defense Program Guidelines and public servant policy reforms, etc.

### **2. Efforts for Further Utilization of Female SDF Personnel**

The Ministry of Defense is making efforts to employ and promote more women (as SDF personnel, administrative officials, etc.) while giving due consideration to maintaining the strength of the SDF as well as to the capability, aptitude, and motivation of each individual. At the same time, the Ministry is improving the working environment to support a healthy work-family balance as well as eliminating the idea of fixed distribution of roles for work based on gender. Efforts are also being made to dispatch female SDF personnel to disaster relief and international

peace cooperation activities while a review of assignment restrictions of female SDF personnel is being carried forward. Restrictions on assignment to destroyers, minesweeping mother ships, and patrol helicopters were lifted in September 2008<sup>24</sup>.

In addition, the system to recruit fixed-term substitute personnel take over the tasks of personnel taking childcare leave has been adopted for SDF personnel since 2007, and the total number of 40 personnel had been recruited through this system so far at the end of April 2010.

Further, to provide childcare assistance to SDF personnel, who work under a special working environment (irregular work patterns, etc.), childcare centers were established at the GSDF Camp Mishuku (Tokyo) in FY2007, at the GSDF Camp Kumamoto (Kumamoto Prefecture) in FY2009, and also in Yokosuka District (Kanagawa

Fig. III-4-1-5 Main Measures on Personnel Matters

Items	Measures by the Ministry of Defense and SDF	Related governmental activities
Discussions on Reform of the Public Servant System	○ A partial amendment to the National Civil Service Law to be submitted to the Diet which includes the application to SDF personnel of measures in accordance with general civil personnel, in accordance with competency and performance based personnel management, centralized senior personnel management by the Cabinet, and reemployment regulations, etc.	Basic Act on Reform of National Civil Service System (2008) <sup>1</sup> Bill to Partially Amend the National Civil Service Law (submitted to the Diet in February 2010) <sup>2</sup>
Efforts for Gender Equality	○ The Defense Agency Headquarters for the Promotion of Gender Equality was established in 2001, with the Senior Vice-Minister of Defense. It has implemented various measures ○ In 2006, the headquarters drew up the Basic Plan for Gender Equality in the Defense Agency and made other decisions to promote measures such as the expansion in the employment and promotion of female personnel, support for female personnel to balance work and family life, and the improvement of facilities and accommodation on ships and other work areas to fit situations where more and more female personnel are being placed	Gender-Equal Society Law (1999) <sup>3</sup>
Promotion of Measures to Support the Development of the Next Generation	○ The Defense Agency Committee for the Promotion of Measures to Support the Development of the Next Generation was established in 2004 ○ The Defense Agency drew up the "Action Plan to support a good work-family balance of the Defense Agency" in 2005 (In particular, encouraging male personnel to take child-care leave and special leave, and establishing day care centers on the premises of the Defense Agency and SDF) ○ The Ministry of Defense drew up the "Action Plan to support a good work-family balance of the Ministry of Defense" in 2010 (In particular, encouraging male personnel to take child-care leave and special leave)	Law for Measures to Support the Development of the Next Generation (2003) <sup>4</sup>
Efforts Related to Mental Health	○ Since its establishment in 2003, the Defense Agency Headquarters for the Prevention of Suicide has discussed measures to prevent suicide and distributed referential materials on suicide prevention to garrisons and bases ○ Efforts to enhance awareness among SDF personnel have been made through improvement in the counseling system, and the production and dissemination of educational videos ○ In relation to mental health, measures on post-traumatic stress disorder and critical incident stress have been deliberated	
Active Utilization of Warrant Officers and Enlisted Personnel	○ The GSDF, MSDF, and ASDF have assigned warrant officers and senior enlisted personnel new roles regarding giving instruction on service discipline to enlisted personnel. For example, the MSDF introduced the Command Master Chief System in April 2003, while the ASDF introduced the Command Master System in April 2008, and the GSDF introduced the Master Sergeant Major System on a trial basis in 2008.	
The Comprehensive Reform in the Personnel Field	○ The Panel to Examine Comprehensive Reform in the Personnel Field of the Defense Force was established in September 2006 with the then Defense Agency Chief then as chairman. They created reports on recruitment, items during one's tenure, measures taken for backup and after one's retirement, and on other items in June 2007. <sup>5</sup> ○ In January of this year, the Panel to Consider and Implement Comprehensive Measures for the Comprehensive Reform in the Personnel Field of the Defense Force was established, chaired by the Senior Vice-Minister of Defense	

Notes: 1. See <[http://www.gyokaku.go.jp/siryou/koumuin/080613kihonhou\\_honbun.pdf](http://www.gyokaku.go.jp/siryou/koumuin/080613kihonhou_honbun.pdf)>

2. See <<http://www.gyokaku.go.jp/koumuin/dai4/index.html>>

3. See <<http://www.gyokaku.go.jp/9906kihonhou.html>>

4. See <<http://www.mhlw.go.jp/general/seido/koyou/jisedai/suisin.html>>

5. In January 2007, the Panel to Implement Measures for the Comprehensive Reform in the Personnel Field of the Defense Force was established, chaired by the Senior Vice-Minister of Defense, which steadily implemented items compiled in the reports.

## Voice of SDF Personnel using the Nursery at Yokosuka

**Petty Officer Second Class Shiori Honda,  
First Staff Office, Defense Division, Yokosuka District Headquarters, MSDF**

I serve as an accountant at the Yokosuka District Headquarters in Kanagawa Prefecture, and I live with my husband, also serving as MSDF staff, and my one year old son. When serving as MSDF staff, one or both of us can be called away from home because of sudden departure when on ship duty or being called in for emergencies during shore duty, and there is also watch duty several times each month. Every day I worried about what to do in each case. Given this situation, a nursery was opened this April that provides an environment custom designed for our special working conditions allowing us to bring in our children at any time 24 hours a day so that we can focus on our job without worrying. My husband also says he can now focus on his job without worrying thanks to the nursery. We are able to leave our children at the nursery without worry because the teachers there are not only experienced but quite vigorous as well. This will allow us to raise our children better while balancing work and home.



The Hondas coming to pick up their son

Prefecture) in FY2010. There are also plans for establishment in GSDF camp Makomanai (Hokkaido) in FY2011 and in Asaka District (Saitama Prefecture) in FY2013.

### 3. The Promotion of Measures to Support the Development of the Next Generation

In consideration of the continuing decline in the birth rate of Japan, the Law for Measures to Support the Development of the Next-Generation was enacted in 2003 to contribute to the development of a society where the children, upon whom the next generation of Japanese society will rest, can be born healthy and be educated decently.

In response, the Defense Agency (at the time) established the Committee to Promote Measures to Support the Development of the Next Generation in 2004, and decided on the “Action Plan to support a good work-family balance of the Defense Agency” in 2005 to cover the period from April 1, 2005 through March 31, 2010.

With the expiration of the aforementioned action plan, a new plan to cover the period from April 1, 2010 through March 31, 2015 was decided upon (the “Action Plan to support a good work-family balance of the personnel of the Ministry of Defense”). The plan particularly promotes male personnel to take child care leave and other special leave.

### 4. Efforts to Prevent Suicide among SDF Personnel

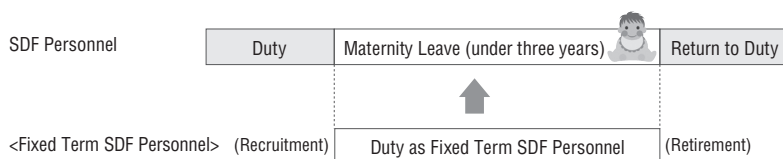
In 1998, the annual number of suicides in Japan exceeded 30,000 and has since maintained a high level. This is a serious social problem in Japan. The same is true for the SDF, and while a record was set in FY2004 with 94 SDF Regular Personnel suicides, later figures were 83 suicides in FY2007, 76 suicides in FY2008, and 80 suicides in FY2009.

The suicide of any SDF personnel is truly a great tragedy for both the persons committing suicide themselves and their bereaved families, and it is also a great loss for the Ministry of Defense and the SDF to lose capable personnel. At the Ministry of Defense, the Defense Agency Headquarters for the Prevention of Suicides (at the time) was established in July 2003, headed by the Parliamentary Secretary for Defense (at the time), and took the following measures to prevent suicide. Much effort will be continued to be made for the prevention of suicide.

## [COLUMN]

## COMMENTARY

### About SDF Personnel Hired as Fixed Term SDF Personnel and Personnel on Child Care Leave Utilizing this System



Currently, personnel of the SDF (with the exception of part-time officials, etc.), can take child care leave up to the day when his/her child becomes three years old. During the leave, it is possible to recruit fixed-term substitute personnel to take over tasks of the personnel taking child care leave. For uniformed SDF personnel, a system to recruit substitute staff from retired SDF uniformed personnel (“Fixed Term Substitute SDF Personnel”) exists, and the total number of personnel who have been recruited since the system was introduced is 40 as of April 2010.

**[Seaman Mukai on duty as fixed term SDF personnel]**

“In the past I served as uniformed MSDF personnel in charge of accounting. After leaving the SDF I wanted to get back into work as soon as possible after child rearing became less busy. My family told me of the program so I applied. Being back on duty has put some bounce in my life and I am taking better care of my health.”

**[Seaman Akiyama on Maternity Leave]**

“I was concerned that taking maternity leave would put a burden on my coworkers, but this program has allowed me to do so without worry. I have heard that some people bring their children to the office to talk about recent happenings even during maternity leave. I think that brightens up the workplace, so I think it would be good if more people take advantage of this program.”



Seaman Mukai on duty



Seaman Akiyama on maternity leave

- 1) Expanding the counseling system (inside counselors, outside counselors, mental health care officers, and a 24-hour telephone hotline for counseling).
- 2) Promoting education, to ensure that commanders feel signs of mental problems among subordinates, and that enlisted personnel are aware of their own mental health.
- 3) Setting a campaign period for measures regarding mental health in spring and summer, which is when personnel are transferred, to enhance the measures for example: having commanders closely monitor the mental condition of subordinates whose environment has been changed due to personnel transfer, providing various reference materials and providing lectures.

## 5. Measures against Drug Incidents

In 2005, there was a succession of drug related offenses in the SDF. Taking this very seriously, the SDF established the “Committee to Consider Measures for the Drug Problem” to collate the problems and preventive measures<sup>25</sup> and is steadily implementing those measures.

Despite these efforts, 10 personnel were arrested in 2009 on suspicion of violating drug related laws. The Ministry of Defense held its 17th committee meeting in January 2010 chaired by the Parliamentary Senior Vice-Minister of Defense. In consideration of the trend that the majority of recent drug cases have been committed by young personnel, the Ministry is determined to quickly carry out 1) education to prevent drug related offences, 2) inspections of personnel quarters, and 3) a review of drug tests, and to prevent and eradicate drug related crimes in addition to the aforementioned preventative measures.

## 6. Commemorating Personnel Killed in the Line of Duty

Since the establishment of the National Police Reserve in 1950, which has evolved through the National Safety Force and the Coastal Safety Force into the SDF today, SDF personnel have been striving to accomplish the noble mission of protecting the peace and independence of Japan. They have accomplished this by devoting themselves unstintingly to training, day and night, to live up to the expectations and trust of the Japanese citizens, regardless of danger, and with a strong sense of responsibility. During this time, however, more than 1,800 personnel have lost their lives in the line of duty.

At the Ministry of Defense and the SDF, funeral ceremonies are carried out by the SDF unit to which the personnel killed in the line of duty belonged, in order to express condolences to them. Memorial ceremonies are also carried out in order to eternally recognize the achievements of the SDF personnel killed and to express deep honor and condolences, and support is provided to the families of the deceased<sup>26</sup>.



A memorial ceremony for an SDF member who died in the line of duty.

## 5. Retirement and Outplacement of Personnel, and Related Issues

### 1. Retirement and Outplacement of Personnel

There is an early retirement system and a fixed-term service system for SDF uniformed personnel as aforementioned to keep the forces strong. Unlike private sectors and civilian government employees, many SDF uniformed personnel retire by their mid-50s (personnel serving under the early retirement system) or their 20s (most uniformed personnel serving under the fixed-term service system), and many must become reemployed after retirement in order to secure their livelihoods.

For this reason, it is the responsibility of the nation (the Ministry of Defense) as the employer to support this reemployment. In addition to resolving concerns that SDF uniformed personnel may have about their future so they can work diligently without any worries while in service, ensuring that they can lead stable lives after retirement is also understood to be essential for boosting morale and securing high quality human resources, and employment support measures such as training helpful to reemployment is being carried out for this reason<sup>27</sup>.

Also, as the Ministry of Defense is not authorized to work on its own as an intermediary between job seeker and prospective employer, the SDF Personnel Support Association provides free job consultation to retired SDF personnel with permission from the Minister of Health, Labour and Welfare and the Minister of Land, Infrastructure, Transport and Tourism. As a severe employment environment is expected to continue, the further improvement and strengthening of employment support for retired SDF personnel is necessary.

Retired uniformed SDF personnel work in various sectors, including the manufacturing and service industries, and are also employed by local governments as staff charged with risk management, and disaster prevention. Retired SDF personnel are highly evaluated by their employers because of their general sense of responsibility, discipline, and other good qualities.

(See Fig. III-4-1-6)

Fig. III-4-1-6 Main Measures for Reemployment Support

Items	Description
Occupational aptitude testing	Testing aimed to provide guidance on the basis of individual aptitudes
Technical training	Provision of skills usable in society after retirement (large sized motor vehicle operation, large sized special motor vehicle operation, information processing, crane operation, motor vehicle repair, boiler maintenance, nursing care (home helper), etc.)
Disaster prevention and risk control training	Provide technical knowledge on disaster prevention administration and the Civil Protection Plan
Correspondence courses	SDF Regular Personnel scheduled for compulsory retirement or end of term retirement are provided with the capability to acquire public certification (certified social insurance labor consultant, health supervisor, real-estate transaction specialist, etc.)
Business management training	Cultivate social adaptability in SDF Regular Personnel who will take mandatory retirement as well as provide know-how to lead a stable life after retirement or reemployment
Career guidance	Prepare near-retiree SDF Regular Personnel to find new employment and provide them with know-how to choose new occupation

## 2. Regulations on Outplacement, etc., of Personnel after Retirement

There are restrictions on the outplacement, etc., of SDF personnel to ensure impartiality in public duties. With regard to existing regulations, if the prospective employer within the first two years after a person leaves the SDF is a private company that had a contract with the Ministry of Defense within five years before said person leaves the SDF, then the approval<sup>28</sup> of the Minister of Defense or other regulating personnel is required. In 2009, the Minister of Defense approved 83 individual cases (83 persons) of reemployment of SDF personnel at private companies.

A partial amendment of the Self-Defense Forces Law was included as a part of revisions to the National Public Service Act submitted to the 174th Diet in 2010; the legislation stipulates regulations regarding reemployment of SDF personnel in parallel with that of other civilian central government workers, such as to act as an intermediary between retiring personnel and companies (reemployment mediation), to seek a job while in service (one's own job hunting), and to request a favor by reemployed former personnel (approaching backed by previous jobs).

### 3. Reappointment System

The reappointment system allows the reemployment of personnel who have the desire and capabilities to continue working as SDF personnel after they reach respective retirement age. The system enables the use of aged but valuable human resources, and secures their livelihoods after retirement before they receive a pension. Under this system, the Ministry of Defense and the SDF have reappointed 497 personnel as of the end of March 2010. Furthermore, from the standpoint of building an environment in which SDF uniformed personnel reaching retirement earlier than general civilian government employees can focus on their duties with a sense of security, the reappointment system was revised, which could make it possible to expand the current appointment term of one year or less to three years or less when under 60 years of age.

(See Fig. III-4-1-7)

Fig. III-4-1-7 Overview of Reappointment System

Items	Administrative officials and others	SDF regular personnel
Basic approach	Present mandatory retirement age to remain in place; personnel in their early 60s who have the ability and desire to work in the public service to be reappointed	While maintaining present mandatory retirement age, personnel with the desire and ability to work as SDF regular personnel beyond the mandatory retirement age remains to be appointed to a position determined by the Minister of Defense
Job conditions	<ul style="list-style-type: none"> <li>• Full-time</li> <li>• Shorter-time service</li> </ul>	Limited to full-time service
Period of reappointment	One year, with the possibility of renewal	<ul style="list-style-type: none"> <li>• Renewal is allowed within one year (term for personnel under 60 is within three years)</li> <li>• Extension is allowed for a certain period of time (between six months to a year) in the case of mobilization</li> </ul>
Maximum age for reappointment	65 (Maximum age was 61 between FY2001 to FY2003. Subsequently, the age has been increased incrementally by one year, every three years)	
Salary and allowance	Fixed monthly salary is provided based on job level and rank. Allowances, such as a commuting allowance, are provided	