

Chapter 2 National Security Strategy and National Defense Program Guidelines, etc.

Section 1 Outline of the National Security Strategy

1 National Security Council

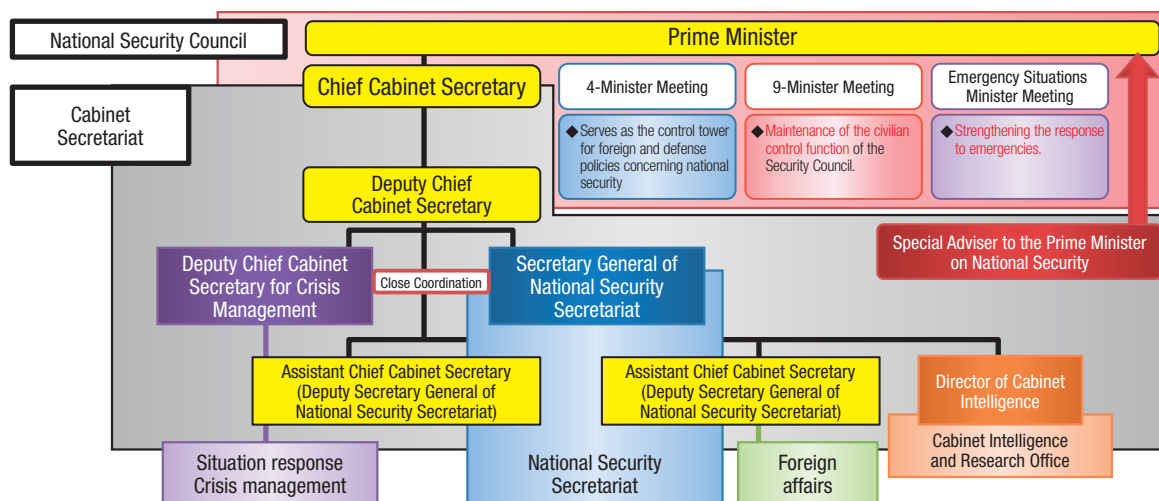
The National Security Council¹ that deliberates Japan's basic foreign and defense policies with regard to national security such as the National Security Strategy (NSS) is established within the Cabinet, and the MOD and other related administrative organs provide the National Security Council with data and information pertaining to national security in a timely manner. The National Security Secretariat established within the Cabinet Secretary provides constant support to the National Security Council, and some MOD members, including uniformed SDF personnel, are working at additional posts at the National

Security Secretariat.

Moreover, in December 2014, the Act on the protection of Specially Designated Secrets (SDS)² came into effect, resulting in development of common governmental rules for the protection of secrets and more effective and efficient National Security Council deliberations. It is also expected that the Act would enhance the reliability of Japan's management of highly classified information related to national security and promote the further sharing of information among countries concerned.

See Fig. II-2-1-1 (Organization of National Security Council)

Fig. II-2-1-1 Organization of National Security Council



2 National Security Strategy

1 Japan's National Security Policy Framework

The NSS represents Japan's first-ever basic policy on national security with a focus on diplomatic affairs and defense policy. The NSS defines approaches that Japan should follow based on a long-term view of its national interests. It replaces the Basic Policy on National Defense, which had served as the basis for Japan's defense policies theretofore. The National Defense Program Guidelines (NDPG), which was established based on the NSS,

defines basic policies for Japan's future defense, the role of its defense capabilities, and objectives for specific SDF equipment. The NDPG was formulated with a medium-to long-term outlook because the acquisition of defense equipment and the establishment of troop operational systems cannot be accomplished overnight and requires many years of planning. The NSS and NDPG are mainly designed for the next decade or so. The Medium Term Defense Program (MTDP) specifies a maximum budget and the amount of mainstay defense equipment to be

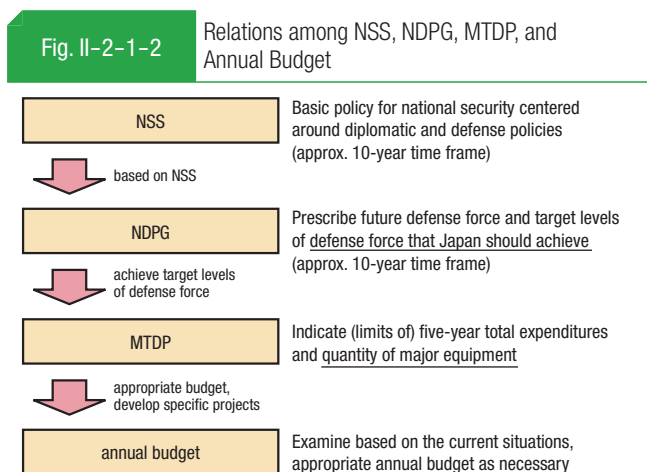
1 Established based on the Act of Partial Revision of the Establishment of the Security Council (enacted in November 2013)

2 In order to protect information, in particular highly classified information, on Japan's defense and foreign affairs, and prevent designated harmful activities (e.g. counter-intelligence) and terrorism, the act stipulates: (1) designation of SDS by the heads of administrative organs; (2) security clearance for personnel that handle SDS in their duties; (3) establishment of a framework for providing or sharing SDS within and outside administrative organs; and (4) penalties for unauthorized disclosure of SDS. Upon the entry into effect of the Act, Defense Secrets were integrated with SDS.

acquired over the subsequent five-year period in order to achieve the defense capability targets defined in the NDPG. The fiscal year budget is drawn on the MTDP substantiated as projects, and the necessary expenses for each fiscal year will be appropriated based on relevant situations.

To date, the NDPG has contained mention of nationwide basic security policies focusing on defense policy to a certain extent. The NSS carries with it great meaning as the definitive statement of the Government's basic policy on national security, with a focus on diplomatic affairs and defense policy.

See Fig. II-2-1-2 (Relations among NSS, NDPG, MTDP and Annual Budget) Appendix 1 Layout of the NSS and the NDPG



2 Outline of the National Security Strategy

(1) Fundamental Principle of National Security

a. Principles Japan Upholds – Proactive Contribution to

Peace based on the Principle of International Cooperation
Japan is committed to continuing the path it has followed to date as a peace-loving nation and, as a major player in international politics and business, it also seeks its own security as well as peace and security in the Asia-Pacific region from its stance as a proactive contributor to peace based on the principle of international cooperation. Japan will contribute more proactively than ever before to the peace, security and prosperity of the international community.

b. Japan's National Interests and National Security Objectives

In achieving the aforementioned fundamental principle of national security by implementation of concrete policies, the following national interests need to be clearly defined.

- To maintain its sovereignty and independence; to defend its territorial integrity, to ensure the safety of life, person and properties of its nationals, and to ensure its survival while maintaining its own peace and security grounded in freedom and democracy and preserving its rich culture and tradition;
- To achieve the prosperity of Japan and its nationals through economic development, thereby consolidating its peace and security; and
- To maintain and protect international order based on

rules and universal values, such as freedom, democracy, respect for human rights, and the rule of law.

In order to safeguard these national interests and to fulfill Japan's responsibilities in the international community, Japan will work to achieve the following national security objectives.

- Strengthen the deterrence necessary for maintaining Japan's peace and security and for ensuring its survival, thus deterring threats from directly reaching Japan, and defeating such threats and minimizing damage if by chance such threats should reach Japan.
- Improve the security environment of the Asia-Pacific region and prevent the emergence of and reduce direct threats to Japan, through strengthening the Japan-U.S. Alliance, enhancing the trust and cooperative relationships between Japan and its partners within and outside the Asia Pacific region, and promoting practical security cooperation.
- Improve the global security environment and build a peaceful, stable and prosperous international community by strengthening the international order based on universal values and rules, and by playing a leading role in the settlement of disputes.

(2) Security Environment Surrounding Japan and National Security Challenges

a. Global Security Environment and Challenges

While China, India, and other developing nations rise, the U.S. has clarified its policy to shift its policy emphasis towards the Asia-Pacific region, and as such the balance between countries is changing. Rapid advancements in globalization and technological innovation have increased the relative influence of non-state-actors, and at the same time, they have led to an increase in terrorism and criminal threats from non-state actors.

Issues including the proliferation of weapons of mass destruction (WMD) by North Korea, Iran, and other countries and regions are major threats to Japan and the international community

In addition, acts of terrorism have injured Japanese nationals and damaged Japan's national interests. This means that Japan and its people are directly exposed to the threat of international terrorism at home and abroad.

With regard to global commons, the risks of free access to and utilization of global commons such as seas, outer space, and cyberspace being hindered are becoming more and more serious. These risks include unilateral attempts to change the current status quo of the maritime aspect of the global commons by force, threat of anti-satellite weapons, and cyber attacks.

Global issues that cannot be dealt with by a single country, including poverty and humanitarian crises are emerging as critical and urgent issues of human security. Additionally, there is a growing risk that one country's economic crisis can expand to involve the entire global economy.

Fig. II-2-1-3 Outline of Japan's Strategic Approach to National Security

1. Strengthening and Expanding Japan's Capabilities and Roles	
○ Advance vibrant diplomacy in order for Japan to play a more proactive role in achieving peace, stability and prosperity for the international community and to realize an international order and security environment desirable for Japan.	
○ Efficiently develop a highly effective and joint defense force, and operate with flexibility and readiness based on joint operations; build in peacetime a comprehensive architecture for responding seamlessly to an array of situations; reinforce structure prioritizing important functions from a joint and comprehensive perspective of the SDF, which plays a central role in the above initiatives; closely cooperate with the U.S. with regard to extended deterrence in response to the threat of nuclear weapons, and Japan's own initiatives, including ballistic missile defense (BMD) and the protection of its people.	
○ Enhance capabilities of law enforcement agencies responsible for territorial patrols and reinforce maritime surveillance capabilities; strengthen coordination among relevant ministries and agencies; carry out constant review on issues that are relevant to ensuring the security of Japan's territories, and take effective measures.	
○ As a maritime state, play a leading role in maintaining and developing "Open and Stable Seas" (*1); strengthen Japan's maritime surveillance capabilities, including the use of outer space; provide assistance to coastal states along sea lanes from the Middle East to the surrounding waters of Japan that are critical to Japan due to its dependence on maritime transport, in order to enhance their maritime security capabilities; strengthen cooperation with partners that share the same strategic interests.	
○ Reinforce Japan's national capabilities for protection of cyber space and response to cyber attacks; in peacetime, strengthen public-private partnerships; consider expansion of the pool of human resources in the security field; strengthen international cooperation and promote cyber defense cooperation.	
○ Strengthen Japan's domestic measures against international terrorism, and reinforce measures against international terrorism including information gathering and analysis of intelligence relating to the state of international terrorism.	
○ Fundamentally strengthen Japan's information-collecting capabilities from a diverse range of sources; utilize geospatial intelligence which combines various types of intelligence; promote comprehensive analysis of intelligence by developing highly-skilled intelligence experts.	
○ While giving due consideration to the roles that the Three Principles of Arms Exports have played thus far, define clear principles on the overseas transfer of arms suited to the new security environment (*2).	
○ Enhance and reinforce the functions of information-gathering satellites; make effective use of satellites in areas such as SDF unit operation and collection, and analysis of information; enhance a system for space situational awareness; promote utilization of outer space in a manner that contributes to national security.	
○ Strengthen Japan's technological capabilities including dual use technologies; grasp science and technology trends in peacetime, and make effective use of technology in the area of national security by combining the efforts of industry, academia, and the government.	
2. Strengthening the Japan-U.S. Alliance	
○ Revise the Guidelines for Japan-U.S. Defense Cooperation; work closely with the U.S. on operational cooperation and policy coordination; enhance the deterrence and response capability of the Japan-U.S. Alliance by strengthening cooperation in a wide range of areas, including BMD, maritime affairs, outer space, cyber space, and large-scale disaster response operations.	
○ Implement measures to reduce the cost burden of the U.S. Forces in Japan; steadily implement measures on the realignment of the U.S. Forces in Japan in order to reduce impacts placed on local communities, including in Okinawa, while continually maintaining and enhancing the deterrence of the Japan-U.S. Alliance.	
3. Strengthening Diplomacy and Security Cooperation with Japan's Partners for Peace and Stability in the International Community	
○ The ROK, Australia, ASEAN member states, and India: Strengthen cooperative relations with these countries with which Japan shares universal values and strategic interests.	
○ China: Construct and strengthen a Mutually Beneficial Relationship Based on Common Strategic Interests; encourage China to play a responsible and constructive role for the sake of regional peace, security and prosperity; firmly but in a calm manner respond to China's attempts to change the current status quo by coercion.	
○ North Korea: achieve a comprehensive resolution to outstanding issues of concern, such as the abduction of Japanese nationals as well as nuclear and missile issues.	
○ Russia: advance cooperation in all areas, including security and energy.	
○ In promoting the initiatives mentioned above, actively utilize multilateral and trilateral frameworks for cooperation.	
○ Other partners of the Asia-Pacific region: cooperate toward ensuring stability in the region.	
○ Strengthen cooperative relations with European countries, emerging countries, Middle Eastern countries, as well as African countries.	
4. Proactive Contribution to International Efforts for Peace and Stability of the International Community	
○ Strengthen Japan's U.N. diplomacy by proactively contributing to efforts aimed at maintaining and recovering international peace and security at the U.N.	
○ Proactively involve Japan in realizing and strengthening the rule of law relating to the sea, outer space, and cyberspace.	
○ Lead international initiatives on disarmament and non-proliferation.	
○ Further step up cooperation with U.N. PKO and other activities; engage in training for peace-building experts and PKO personnel in various countries.	
○ Promote consultations, etc., with other countries on the situation of international terrorism and international counter-terrorism cooperation.	
5. Strengthening Cooperation Based on Universal Values to Resolve Global Issues	
○ Share universal values; respond to global development and global issues; realize human security; cooperate with human resource development initiatives in developing countries; maintain and strengthen the free trade system; respond to energy and environmental issues; enhance people-to-people exchanges.	
6. Strengthening the Domestic Foundation that Supports National Security and Promoting Domestic and Global Understanding	
○ Maintain and enhance defense production and technological bases.	
○ Take a government-wide approach to uniformly and strategically disseminate information; strengthen information dissemination in foreign languages; reinforce the social base and intellectual base.	

Notes: 1. The NSS defines that these are upheld by maritime order based upon such fundamental principles as the rule of law and ensuring the freedom and safety of navigation and overflight.

2. Three Principles on Transfer of Defense Equipment and Technology were adopted by the Cabinet on April 1, 2014. See Part II, Chapter 2, Section 4.

b. National Security Environment and Challenges in the Asia-Pacific Region

Against the backdrop of the existence of various political systems, the concentration of nation states that possess large-scale military force, including nuclear weapons, and the insufficiently legislated regional cooperation frameworks on national security, so-called “gray-zone” situations, that is, neither pure peacetime nor contingencies over sovereignty of the territory or vested interests, are likely to arise, and this risks further aggravation of the situation.

North Korea has enhanced the capability of its WMDs including nuclear weapons and ballistic missiles as well as repeatedly carried out provocative military actions, increasing tension in the region.

While there is an expectation for China to share and

comply with international norms, and play a more active and cooperative role for regional and global issues, it has been rapidly strengthening and expanding its military capabilities without sufficient transparency, taken actions that can be regarded as attempts to change the current status quo in the seas including the East China Sea and South China Sea, and rapidly expanded and intensified its activities in the seas and airspace around Japan. In addition, there is a mutual existence of stability and potential instability in the relationship between the sides of the Taiwan Strait.

(3) Japan's Strategic Approach to National Security

Japan should take a strategic approach centering on diplomatic policy and defense policy as shown in the reference.

See Fig. II-2-1-3 (Outline of Japan's Strategic Approach to National Security)

Section 2 Outline of the National Defense Program Guidelines

1 Basic Approach – Building a Dynamic Joint Defense Force

The NDPG calls for the building of a Dynamic Joint Defense Force as the cornerstone for the protection of Japan's peace and security.

Amid the increasingly severe security environment surrounding Japan, the number and the duration of situations, including so-called “gray-zone” situations, that is, neither pure peacetime nor contingencies over sovereignty of the territory or vested interests, which require the SDF's commitment are both increasing. Therefore, it is essential to regularly conduct persistent intelligence, surveillance, and reconnaissance (ISR) activities and swiftly build a response posture in accordance with the development of the situation to prevent further escalation of a situation. In dealing with such situations, it is also essential to minimize the damage by dealing with situations by effective response through achieving necessary maritime supremacy¹ and air superiority². Among these situations, the quality and quantity of the defense force underpinning the SDF activities were not necessarily sufficient.

The NDPG, being fully mindful of these needs, calls for the enhancement of deterrence and response capability by pursuing further joint operations, improving the mission-capable rate of equipment and its employment to conduct activities, as well as developing defense capabilities

adequate both in quality and quantity that underpin various activities. To this end, Japan has conducted capability assessments based on joint operations in relation to the SDF's total functions and capabilities, in order to identify the functions and capabilities that should be comprehensively prioritized. The NDPG carries great significance as it has made it possible to adapt to an ever-changing security environment surrounding Japan, and realize a more prioritized and efficient defense capability build-up, based on the results of these capability assessments.

Additionally, it requires the build-up of the most effective operational posture, by further strengthening a wide-ranging logistical support foundation. Specifically, the new NDPG calls for the strengthening of various fields as the basic foundations for the SDF such as training and exercise, operational infrastructure, personnel and education, medical, defense production and technological bases, efficient acquisition of equipment, research and development, collaboration with local communities, boosting of communication capabilities, enhancement of the intellectual base, and promotion of reform of the Ministry of Defense.

See Appendix 2 Changes of the Views regarding Defense Capability

¹ See Part III, Chapter 1, Section 1 (Effective Deterrence and Response)

² See Part III, Chapter 1, Section 1 (Effective Deterrence and Response)