

Annual ARF Security Outlook 2011(Japan)

Chapter 1 Japan's Assessment of Regional Security Environment

In the Asia-Pacific region, as interdependence expands and deepens, countries are strengthening their cooperation with each other to resolve security challenges. In particular, specific cooperative measures are being undertaken to resolve challenges in the non-traditional security field. The global shift in the balance of power is apparent in the Asia-Pacific region. Large-scale military forces, including nuclear forces, continue to be concentrated in the areas surrounding Japan, and many countries are modernizing their military forces and increasing their military activities. In addition, there remain unclear and uncertain elements in the region, such as disputes over territories and the maritime domain, and issues over the Korean Peninsula and the Taiwan Strait.

Among others, North Korea's development of nuclear and ballistic missile programs is intolerable as it poses a grave threat to the peace and stability of the international community as a whole. North Korea has repeatedly taken provocative actions, including its disclosure about uranium enrichment activities and its artillery attack on Yeonpyeong island in the Republic of Korea (ROK), both in November 2010. These actions constitute a serious destabilizing factor from the viewpoint of ensuring security in the region, including that of Japan.

North Korea's disclosed uranium enrichment activities violate the relevant U.N. Security Council resolutions as well as the 2005 Joint Statement of the Six-Party Talks, and the international community's concern should be expressed in an appropriate manner at the Security Council and other forums. At the same time, it is necessary for the international community to steadily implement, in a concerted manner, the measures against North Korea in accordance with the relevant Security Council resolutions. Japan will continue implementing its own measures against North Korea in addition to the measures taken in accordance with the Security Council resolutions.

The Six-Party Talks remains an effective framework for resolving North Korean issues. However, it is inappropriate to have "dialogue for the sake of dialogue." Before the resumption of dialogue, North Korea must show its intention, by taking concrete actions, to fulfill its commitments under the 2005 Joint Statement of the Six-Party Talks, including denuclearization. Japan will continue urging North Korea to take concrete actions in close cooperation with the countries concerned, such as the U.S., the ROK and China.

Regarding relations between Japan and North Korea, Japan will seek to normalize the relationship, in accordance with the Japan-DPRK Pyongyang Declaration, through comprehensively resolving outstanding issues of concern, such as abduction, nuclear

and missile issues, and settling the issue of “the unfortunate past.” The abduction issue is a matter of vital importance concerning Japan’s state sovereignty as well as the lives and safety of Japanese people. Japan will keep urging North Korea to take concrete actions to realize the return of all the victims as soon as possible.

Chapter 2 Japan’s Security and Defense Policies

1. Japan’s Security Policy

Japan will steadily build an appropriate-size defense force to cope with various security challenges. Next, Japan will further deepen and develop the Japan–U.S. alliance in order to adapt to the security environment of the 21st century. At the same time, Japan will strengthen its cooperation with the Republic Of Korea and Australia, enhance relationships with partner countries that share interests in issues of common concern such as maritime security, and work to build stable relationships with China and Russia that have major influence on regional security. Moreover, Japan will promote partnership and cooperation in regional frameworks such as the ASEAN Regional Forum (ARF).

2. Japan’s Defense Policy

(1). Basic Policies

Japan has built a modest defense capability under the Constitution purely for defense purposes without becoming a military power that could threaten other countries, while adhering to the principle of civilian control of the military, observing the Three Non-Nuclear Principles, and firmly maintaining the Japan-U.S. Security Arrangements.

a.) The Three Non-Nuclear Principles

The Three Non-Nuclear Principles are that Japan will not possess nuclear weapons, will not produce nuclear weapons, and will not allow nuclear weapons into Japan. The Kan Cabinet does not intend to change the policy to adhere to the Three Non-Nuclear Principles.

b.) Ensuring Civilian Control

The Japanese people are represented by the Diet, which makes legislative and budgetary decisions on matters such as the authorized number of uniformed personnel.

(2) The National Defense Program Guidelines etc.

The National Defense Program Guidelines, “NDPG for FY2011 and beyond”, were formulated in Dec 2010. The NDPG set forth the basic concepts and principles of Japan’s security policy, and the basic guidelines for Japan’s defense capability in the

future, including its significance and role, as well as the specific organization of the SDF and the target levels of major defense equipment to be built-up based on these principles and guidelines.

a.) Basic Principles of Japan's Security

According to the new NDPG, the objective of Japan's security policy is 1) to prevent and eliminate any threat, 2) to prevent threats from emerging, and 3) to contribute to creating global peace and stability and to secure human security. In order to achieve these objectives, Japan is to promote, in a consolidated manner, its own efforts, its cooperation with its ally and its multi-layered security cooperation with the international community.

b.) Vision for Future Defense Capabilities

The new NDPG set forth the policy of building up the Dynamic Defense Force as a basic principle of Japan's future defense capabilities. This is the concept of establishing defense force with more focus on its operation, taking into account the changes in the international security environment such as military modernization and increasing military activities by Japan's neighboring countries as well as the fact that the international cooperation is becoming increasingly important. In light of these significant changes, this new concept places priorities on (1)conducting regular and continuous intelligence, surveillance and reconnaissance activities (ISR) (2)responding to various contingencies rapidly and seamlessly and (3)promoting cooperative activities with the international partners in a multi-layered manner.

Under this concept, the NDPG states that Japan is to build its own defense capabilities and work on capacity building support for regional countries in order to effectively fulfill the roles of (1) providing effective deterrence and response (2) helping further stabilize the security environment of the Asia-Pacific region and (3) contributing to improvement of the global security environment. Accordingly, the SDF is to maintain the posture for (1) readiness (2) joint operations (3) international peace cooperation activities.

c.) Basic Foundations to Maximize Defense Capability

In order to prepare, maintain, and operate the defense forces in an efficient and effective manner, Japan will place priority on (1)effective utilization of human resources (2)enhancement of the basis for operating defense equipment (3)improvement in the efficiency of defense equipment procurement (4)development and maintenance of defense production capability and technological bases (5)consideration of measures in response to changes in the international environment

regarding defense equipment (6)relationship between defense facilities and local communities

d.) Efforts to establish the Dynamic Defense Force

It is necessary to carry out a structural reform of the defense forces by drastically rationalizing and streamlining the SDF overall in an integrated and cross-Service approach on such aspects as the defense equipment, personnel, organization and force disposition. This will allow us to choose truly necessary functions on which to concentrate resources.

For these purposes, the JMOD is currently undertaking a comprehensive study on the following aspects:

- Strengthening capability through joint operation and conducting a study on future posture of SDF units
- Unifying and optimizing resource distribution from a cross-Service perspective
- Promotion of drastic institutional reform on the human resource management
- Exploring appropriate measures in response to changes in the international environment regarding defense equipment and promoting the ongoing Comprehensive Acquisition Reform
- Enhancing medical service functions

(3). Defense-Related Expenditures

Defense-related expenditures include spending for maintaining and managing the SDF, improving living conditions in the neighborhoods of defense facilities, and supporting U.S. forces stationed in Japan.

The defense-related budget on an expenditure basis for FY 2011 decreased for the ninth consecutive year, declining ¥20.1 billion or 0.4% from the preceding fiscal year (The budget shown above excludes costs related to the Special Action Committee on Okinawa (SACO) and the U.S. forces realignment-related expenses (the portion meant to reduce the burden on local communities)).

Including ¥10.1 billion in SACO-related expenses and ¥102.7 billion in expenses related to realignment of U.S. forces (the portion meant to reduce the burden on local communities), Japan's total defense-related expenditures for FY 2011 amount to ¥4,775.2 billion, representing an decrease of 0.3% or ¥15.1 billion from the preceding fiscal year.

3. Japan-U.S. Security Arrangements

The Japan-U.S. Security Arrangements has brought peace and prosperity to Japan and the Far East and has functioned effectively as the fundamental framework

supporting stability and development of the Asia-Pacific region. Further deepening of the Japan-US Security Arrangements is an important task for ensuring the peace and security of Japan and the region. Current Japan-U.S. Security Treaty marked 50th anniversary of its conclusion in 2010. With an eye to deepening their alliance, both countries share the assessment of the regional security environment and promote bilateral security cooperation in wide-ranging areas, including security of the global commons (such as maritime security, outer space and cyber space), extended deterrence, missile defense, humanitarian assistance and disaster relief (HA/DR). During the foreign ministerial meeting in January 2011, Japan and the U.S. agreed to advance reviewing and revalidating their common strategic objectives, among other things. In addition to the Japan-U.S. security and defense cooperation mentioned above, it is important to mitigate the impact to the local residents caused by the activities of the U.S. Forces in Japan and gain understanding and support from the residents for the stationing of U.S. Forces in order to ensure a smooth and effective operation of the U.S. Forces under the Japan-U.S. security arrangement. From this perspective, it is important to maintain deterrence provided by the US military in Japan while mitigating the impact to local communities, through continuing posture realignment of the US Forces in Japan.

Chapter 3 Japan's Contribution to Regional Security

On March 11, 2011, Japan was hit by a great earthquake registering a magnitude of 9.0 on the Richter scale, inflicting massive human sufferings -more than 28,000 people dead or missing- and causing extensive damage to its social infrastructure. Japan has so far received offers of assistance from 159 countries and regions as well as 43 international organizations, with rescue teams and other aid staff dispatched by 28 countries, regions and organizations for relief activities in affected areas[as of June 3]. Japan expressed its appreciation to the international community for such large-scale support that will be a major encouragement to Japan trying to overcome great difficulties and move forward. As for the accident at the Fukushima Dai-ichi Nuclear Power Station, the Government of Japan is making all-out efforts to settle the situation as soon as possible. Japan will continue to provide the international community with relevant information with maximum transparency in a prompt and accurate manner.

1. Japan's Disaster-Relief Initiatives

From March 15 to 19, 2011, immediately after the Great East Japan Earthquake, Japan and Indonesia jointly hosted the ARF Disaster Relief Exercise (DiREx) in Indonesia under the ARF framework. More than 4,000 people from total of 25 countries, regions and organizations participated in the drill, achieving the initially

anticipated twin objectives of improving capability in response to large-scale disasters and of deepening mutual understanding among them.

In addition to this, Japan is making proactive efforts to support areas stricken by major disasters occurring across the world. In 2010, Japan dispatched Japan Disaster Relief (JDR) Self-Defense Force (SDF) Units and medical teams in response to major floods in Pakistan, a JDR expert team to the eruption of Mt. Merapi in Indonesia, and JDR search and rescue team and a SDF unit in response to the earthquake in Christchurch, New Zealand, as well as offering five batches of emergency relief goods and eight emergency grants-aid to ARF member countries.

In multilateral frameworks, Japan has been providing training on disaster prevention to people concerned from East Asia Summit (EAS) member countries since April 2009. In addition, Japan intends to cooperate for enhancing information sharing on disaster management, ensuring prompt and smooth communication in times of disaster, establishing mechanisms to facilitate the coordination on the dispatch and the acceptance of assistance support in a timely manner, conducting training and capacity building. Specifically, Japan is proposing to hold a seminar/conference to share experiences, to provide communication equipments through the ASEAN Coordinating Center for Humanitarian Assistance on Disaster Management (AHA Center) and to dispatch experts, to conduct training for enhancing capacity for emergency assistance teams and to hold periodically ARF Disaster Relief Exercise in the Japan-China-ROK, Japan-ASEAN and ARF frameworks.

2. Counter-Terrorism

Japan has been holding multilateral and bilateral consultations with countries in the Asia-Pacific region such as Japan-ROK, Japan-U.S.-Australia, Japan-China and Japan-China-ROK on a continuous basis, strengthening international cooperation in the field of counter-terrorism. In 2010, for example, Japan chaired and led discussions at a meeting of the Counter-Terrorism Task Force (CTTF) under the Asia-Pacific Economic Cooperation (APEC) forum. In particular, the issue of terrorism in Southeast Asia is a matter linked directly to the peace and security of Japan. Against that background, Japan has made proactive contributions to helping improve the region's counter-terrorism capability through such frameworks as the "ASEAN-Japan Counter-Terrorism Dialogue," "ASEAN+3 Ministerial Meeting on Transnational Crime (AMMTC)" and "Senior Officials Meeting on Transnational Crime (SOMTC)." In the ARF framework, Japan intends to make use of the Inter-Sessional Meeting on Counter-Terrorism and Transnational Crime (CTTC-ISM). Japan co-chaired the 2010-2011 CTTC-ISM meetings together with Malaysia. With regard to counter-terrorism capacity building assistance towards developing countries, Japan has

provided technical assistance and equipment in areas such as immigration control, airport security, maritime and port security, and law enforcement.

3. Disarmament and Non-Proliferation

Japan has been making various diplomatic efforts, considering it extremely important to maintain and strengthen the international disarmament and non-proliferation regime based on the Nuclear Non-Proliferation Treaty (NPT) in order to realize a peaceful and safe world without nuclear weapons. Japan's diplomatic efforts are best illustrated by the U.N. General Assembly's resolution on nuclear disarmament (in 2010 it was titled "United action towards the total elimination of nuclear weapons"), which is submitted every year and adopted with overwhelming support, and by its contribution to the adoption of the final document at the NPT Review Conference in May 2010 that contains specific action plans toward the future on each of the three pillars of the NPT -- nuclear disarmament, nuclear non-proliferation and peaceful uses of nuclear energy. In September 2010, Japan and Australia co-hosted a Foreign Ministers' meeting on nuclear disarmament and non-proliferation, together with 8 countries from diverse the regions across the globe. The participants adopted the joint statement expressing their determination to take forward practical measures aimed at achieving "a world of decreased nuclear risk." Japan will continue to work closely with the countries concerned to contribute to the steady implementation of measures agreed at the 2010 NPT Review Conference.

Improving and enhancing the international disarmament and non-proliferation regime in the Asian region remains an urgent issue. In response to missile launches and nuclear tests by North Korea, the Japanese Diet passed the Act on Special Measures concerning Cargo Inspections in May 2010 to facilitate the implementation of U.N. Security Council Resolution 1874. In Asia, Japan has been active in conducting outreach activities aimed at three major objectives: a) promoting conclusion of relevant treaties on disarmament as well as non-proliferation and strengthening their national implementation, b) establishing and strengthening export controls, and c) raising awareness of and strengthening efforts for the Proliferation Security Initiative (PSI). To that end, Japan has been hosting a range of meetings every year, including the Asian Senior-level Talks on Non-Proliferation (ASTOP) and Asian Export Control Seminars.

In April 2010, the U.S. hosted the Nuclear Security Summit where participants agreed to secure all vulnerable nuclear materials around the world within four years. Japan has so far offered cooperation in strengthening nuclear security primarily in Asia through the International Atomic Energy Agency (IAEA). From now on, Japan will continue to further promote international cooperation for nuclear security especially in Asia, with the assistance of such activities at the Integrated Support Center for Nuclear

Non-Proliferation and Nuclear Security.

4. Countermeasures against Transnational Crime

Transnational organized crime such as narcotics, trafficking in persons and money laundering still constitutes a major problem in the Asia-Pacific region.

First, it is important to strengthen cross-border legal frameworks. Japan is grappling with the problem of narcotics in cooperation with ARF member countries and regions based on international drug-related treaties, including the U.N. Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. The Government of Japan will work together with related relevant ministries and agencies for early conclusion of the U.N. Convention Against Transnational Organized Crime, the U.N. Convention Against Corruption, and the Convention on Cybercrime of the Council of Europe.

Second, support for developing countries, including in the area of capacity building, is important. Japan is supporting projects aimed at fighting against illicit drugs, trafficking in persons and corruption through the Crime Prevention and Criminal Justice Fund (CPCJF) and the Fund of the U.N. International Drug Control Program (UNDCP) of the U.N. Office on Drugs and Crime (UNODC).

Third, Japan is actively promoting policy coordination with various countries and international organizations. Japan is pushing ahead with bilateral policy coordination while actively participating in ministerial meetings and senior officials meetings under regional frameworks, including the Bali Process and the ASEAN+3 Ministerial Meeting on Transnational Crime.

5. Japan's Initiatives Relating to Maritime Security

In recent years, the number of piracy incidents off the coast of Somalia has surged. In light of this situation, Japan dispatched, in March 2009, two Maritime Self-Defense Force vessels and two patrol aircraft to engage in anti-piracy measures off the coast of Somalia. In addition, the Anti-Piracy Measures Law was enacted in June of the same year.

In the Asian region, the Regional Cooperation Agreement on Combating Piracy and Armed Robbery against Ships in Asia (ReCAAP) was drafted and agreed upon under the initiative of Japan and based on the agreement, the Information Sharing Center (ISC) was established in Singapore. The ReCAAP-ISC has since been undertaking active work in building a piracy information-sharing system and an international cooperation network in Asia. . European countries have opted to participate in the ReCAAP, helping the agreement gradually win high reputation from the international community. Japan has been contributing both in financial and human resource terms,

as both the current and the previous Executive Directors were from Japan. The ReCAAP is currently regarded as the "model" in the effort to build a similar regional cooperation framework in Africa, in light of the troubling rise in the number of piracy incidents in the region.

In the ARF, Japan hosted the third Inter-Sessional Meeting on Maritime Security (ISM-MS) in February 2011 jointly with other co-chairs, New Zealand and Indonesia. At this meeting, there were concrete outcomes such as adoption of the Work Plan which identifies three Priority Areas. Japan will no longer be one of the ISM-MS co-chairs in and after July but intends to continue its contribution by taking the role of Lead Country of one of the Priority Areas.

Concluding Chapter Japan's Future Contribution to Improving ARF's Functions

The ARF, as a security framework for the whole of the Asia-Pacific region, is functioning very effectively for information exchange and for practical field exercises such as the ARF DiREx jointly hosted in March 2011 by Japan and Indonesia. Japan believes it important for the ARF to make steady progress along from the first stage of "confidence building" to the second stage of "preventive diplomacy" and then to the third stage of "an approach to conflict." The progress of the ARF framework may not be without difficulties in dealing with traditional security problems, since ARF members have different opinions on matters of state sovereignty, and thus have various views on ARF's role as mentioned above. . It is important, however, to continue with dialogue to improve the region's security environment.

Meanwhile, it is considered an important and viable approach to try to transform the ARF from a mere "talk shop" to an "action-oriented" framework by steadily promoting cooperation in non-traditional security fields such as counter-terrorism, disaster relief, non-proliferation and disarmament, maritime security and PKO. It is easy for the interests of countries to converge in non-traditional security challenges. In the ARF, concrete cooperation has slowly been progressing, with formulation of the Work Plans and the implementation of table top and field exercises. Now that the Plan of Action to implement the ARF Vision Statement has been put in place, showing the direction of cooperation in various areas, progress is expected to be made in specific activities, paving way for the improvement of ARF functions. On its part, Japan will take the initiative in various fields, contributing proactively to improving the ARF's functions.