

# CHAPTER 6

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## STRUCTURE SUPPORTING JAPAN'S DIPLOMACY

## A

## REFORM OF THE MINISTRY OF FOREIGN AFFAIRS

**(a) Overview**

With a view to building an active and strategic diplomatic structure, the Ministry of Foreign Affairs is promoting internal reform with a dual focus on “consciousness and systemic reform” in accordance with the Action Plan for the Reform of the Ministry of Foreign Affairs established in August 2002 as well as “organizational and structural reform.”

**(b) Promoting “Consciousness and Systemic Reform” Based on the Action Plan for the Reform of the Ministry of Foreign Affairs**

On March 25, 2003, a summary of the reform measures that were implemented according to the Action Plan for the Reform of the Foreign Ministry was issued. On April 21, the Reform Advisory Board of the Ministry of Foreign Affairs (established in March 2002), comprised of external eminent persons, issued a Summary Report on the implementation of reform in the Foreign Ministry. The report summarizes that “the Board recognizes that many measures<sup>1</sup> have been steadily implemented even under difficult circumstances. It can be said that the Foreign Ministry has ‘changed’ compared to a year or so before. Nonetheless, some issues remain, and it is necessary to continue to observe the implementation and management of many of the measures.”

Afterward, another reform proposal was issued on August 25 with a view to further consolidating the tide of reform. The reform proposal identifies the following five pillars as particularly important: (1) reinforce the ambassador appointment and personnel system; (2) develop a system that fosters the diversity of organizational culture within the Foreign Ministry; (3) fully

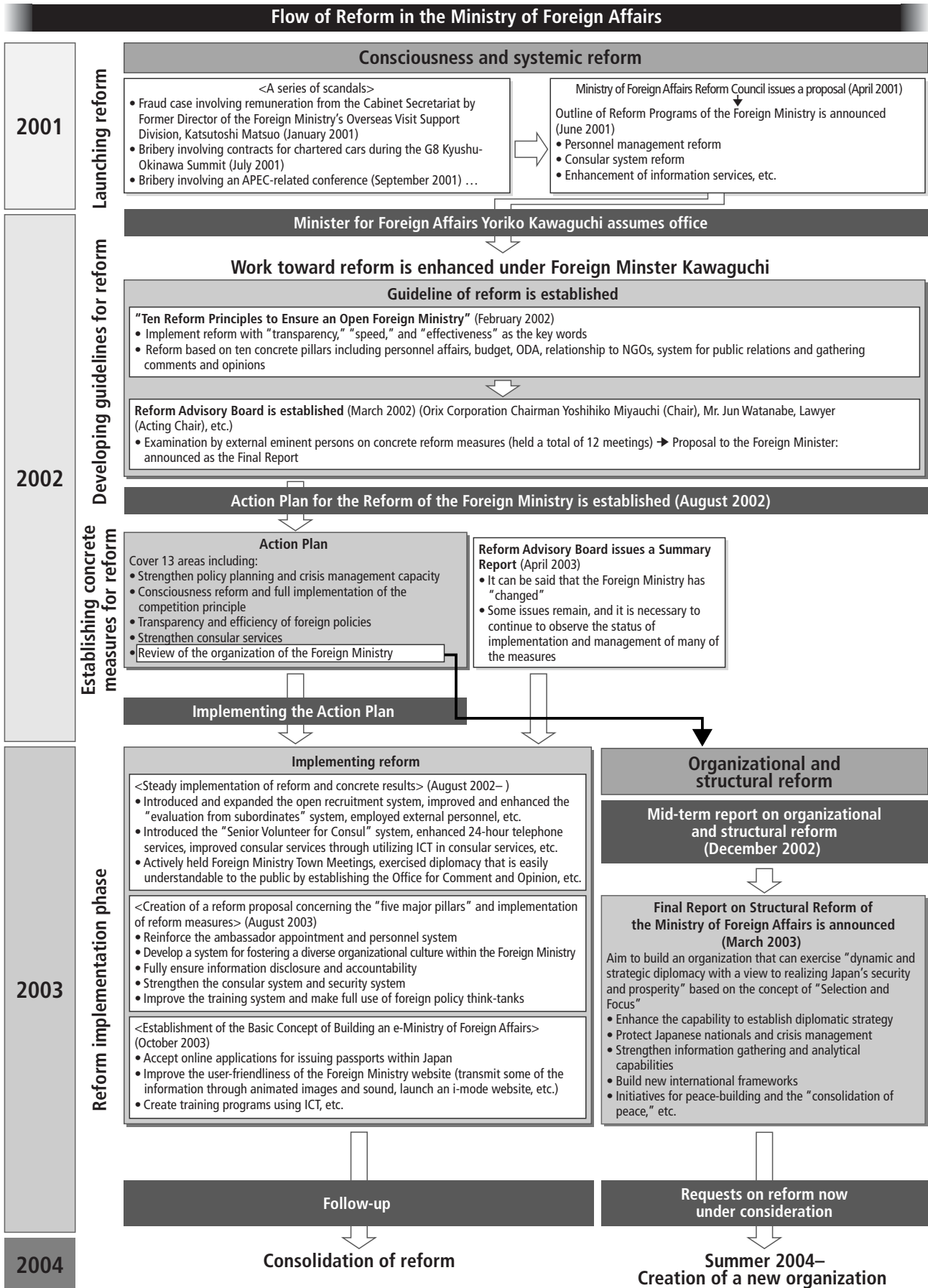
ensure information disclosure and accountability; (4) strengthen the consular system and security system; and (5) improve the training system and make full use of foreign policy think-tanks to nurture reform-minded and capable diplomats.

In the future, the staff of the Foreign Ministry will make a concerted effort to advance reform tirelessly by reviewing the progress of reform at appropriate points, striving to consolidate newly implemented or improved systems and measures and tackling a wide range of issues in reform. At the same time, in response to the rapidly changing situation of the international community, the Foreign Ministry will endeavor to strengthen the diplomatic structure, enabling Japan to vigorously exercise diplomacy based on the support and understanding of the public.

**(c) A New Pillar of Reform: Basic Concept of Building an e-Ministry of Foreign Affairs**

The Basic Concept of Building an e-Ministry of Foreign Affairs, announced on December 22, 2003, is to achieve reforms in the work of the Foreign Ministry using information and communications technology (ICT). This concept determined the introduction of ICT as a new pillar of reform and intends to utilize ICT in consular services, such as creating an online system for submitting and receiving Overseas Residential Registration applications and improving the Foreign Ministry website to meet users’ needs. Furthermore, online applications for issuing passports were accepted in Okayama Prefecture beginning in March 2004 and other prefectures are scheduled to successively launch this service as preparations are completed.

<sup>1</sup> Concrete examples of achievements made in reform so far include: actively employing external personnel, including the appointment of 24 persons as executive officials at the headquarters and ambassadors (as of January 2004); introducing the open recruitment system and “evaluation from subordinates” system on the personnel front; dispatching junior staff to non-governmental organizations (NGOs) for training; improving consular services by enhancing 24-hour telephone services in overseas establishments; placing junior staff at consular teller windows with a view to reforming consciousness; the holding of four Ministry of Foreign Affairs Town Meetings in which direct dialogues were conducted between the public and the Foreign Minister (eight meetings in total); establishing the Office for Comment and Opinion to strengthen the system to listen to a wide range of voices from the people; and the holding of 13 inspections on the internal organization of the Foreign Ministry and 114 special focused inspections concerning overseas establishments (both as of January 2004) with the participation of external experts on the operational situation and accounting situation, among others, of the Foreign Ministry and its overseas establishments.



**(d) Implementation of Policy Evaluation**

Recognizing that policy evaluations will fulfill accountability to the people regarding foreign policy and strengthen policy vision, policy evaluations have been conducted since FY2002 in line with the enforcement of the Law Concerning the Evaluation of Policies by Administrative Organs, and improvements have been made to conduct appropriate evaluations.

**(e) Organizational and Structural Reform**

As for organizational and structural reform, the Final Report on Structural Reform of the Foreign Ministry was issued in March 2003. Based on the concept of "selection and focus," preparations are under way to make the transition in summer 2004 to a new organization and structure that enables an "active and strategic diplomacy with a view to realizing Japan's security and prosperity."

## B

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**JAPAN'S DIPLOMATIC STRUCTURE**
**(a) Overview**

In response to today's increasing need to meet more actively and promptly the diplomatic challenges facing the international community, the Ministry of Foreign Affairs is improving and strengthening its structure to conduct diplomacy as a part of its reform.

In particular, given the growing threat of terrorist attacks against Japanese nationals abroad as well as Japan's national interests, the Foreign Ministry maximizes its efforts to strengthen the Foreign Ministry's structure for ensuring greater safety of Japanese nationals traveling and residing abroad, strengthening information gathering and analysis, enhancing crisis management and improving security in overseas establishments.

**(b) Strengthening Information Gathering and Analysis**

With today's constantly changing international situation, the accurate gathering and analysis of information is crucial for Japan as it strives to carry out robust diplomacy and protect its national interests. In particular, the terrorist attacks in the United States (US) on September 11, 2001, recent situation in Iraq and nuclear issues of North Korea have heightened the need to strengthen information gathering and analysis.

The Foreign Ministry has harnessed a network centered on its overseas establishments to gather information from a broad range of areas and engage in a comprehensive analysis of the international situation. Recognizing that information gathering and analysis that is not constrained by the policy perspective is necessary for an objective judgment of the situation, the Foreign

Ministry established the Intelligence and Analysis Bureau in 1993 as a body that specifically deals with information separately and independently from policymaking divisions. To respond swiftly and flexibly to the ever-changing international situation, the current reform of the Foreign Ministry aims to reexamine the structure of its intelligence sector as well as reform and reinforce the bureau by changing its currently compartmentalized structure into a cross-functional structure.<sup>1</sup> Under this new structure, barriers between divisions would be removed and allow for the pooling of staff with expertise throughout the entire organization and the combining of necessary staff would take place on a case-by-case basis. Foreign intelligence capabilities are also being expanded and reinforced.

Since 2004, the Foreign Ministry has been exploiting the Information Gathering Satellite system introduced by the Japanese Government as part of diversifying information gathering tools. In addition, the Foreign Ministry is encouraging the use of regional expert officials and the recruitment of external experts, and enhancing coordination with policymaking divisions.

**(c) Efforts regarding Budgeting, Diplomatic Organizations and Staffing**

In light of the rapidly shifting international situation, the Foreign Ministry worked to allocate efficiently the budget with a view to dealing effectively with numerous diplomatic issues. The budget was allocated based on two pillars: (1) promoting diplomatic issues of priority<sup>2</sup> and (2) reforming the Foreign Ministry.<sup>3</sup> The FY2003 budget

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<sup>1</sup> A system composed of four director-level officials under the director-general of Intelligence and Analysis Service; currently a three-division system under the director-general of the Intelligence and Analysis Bureau.

<sup>2</sup> - Creating a stable environment surrounding Japan

- Realizing the peace and prosperity of the entire international community

- Strengthening diplomatic frameworks, both at the bilateral level with countries such as the United States (US), and the multilateral level including the United Nations (UN)

<sup>3</sup> - Strengthening the diplomatic structure (strengthening the crisis-management system, security in overseas establishments and information-gathering capabilities, promoting ICT)

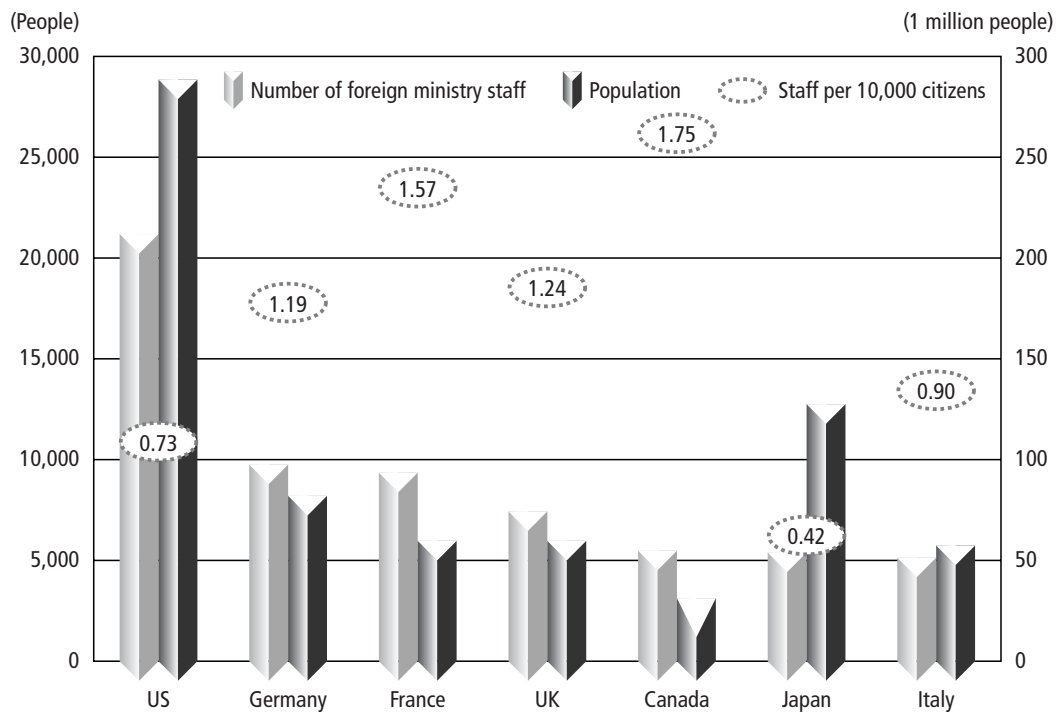
- Diplomatic structure in line with the people's needs (restructuring the system for public relations and gathering comments and opinions, improving and enhancing consular services)

- Improving strategy, transparency and efficiency of Official Development Assistance (ODA)

- Implementing ODA with public participation (finding, nurturing and utilizing people, making use of the vitality of local communities)

- Strengthening relations with non-governmental organizations (NGOs)

Number of Staff in Foreign Ministries of Major Countries



Notes: 1. This graph shows the number of employees for Japan as of the end of FY2003, while for other countries the figures are derived from surveys in 2002. However, as the structures and mandates of foreign ministries in each country vary, it is not necessarily appropriate to make simple comparisons of employee numbers in each foreign ministry. In this table, therefore, employees in agencies that in other countries assume responsibility for fields within the domain of Japan's Foreign Ministry (i.e., the United States Agency for International Development and the German Federal Ministry for Economic Cooperation and Development) are included in the figures.  
 2. Population figures are from *The State of World Population 2002*, United Nations Population Fund (UNFPA) (mid-2002 estimates).

for the Foreign Ministry was 735.8 billion yen, a 1.4% year-on-year reduction.

At the end of 2003, an expenditure of approximately 1.4 billion yen from reserve funds was approved with the aim of boosting security in overseas establishments in light of the growing threat against overseas establishments after autumn 2003.

In FY2003, the Foreign Ministry established the Country Assistance Planning Division within the Economic Cooperation Bureau and worked to improve the strategic application of Official Development Assistance (ODA) by making the transition to a country and region-based system centered on country assistance programs. Meanwhile, the Foreign Ministry also newly established an embassy in Timor-Leste and a consulate-general in Chiang Mai in accordance with the policy outlined in the Action Plan for the Reform of the Ministry of Foreign Affairs announced in August 2002. The total number of Japan's overseas diplomatic and consular establishments as of the end of FY2003 was 189: 116 embassies, 66 consulates-general and seven permanent missions or delegations.

In accordance with the Final Report on Structural Reform of the Foreign Ministry announced in March 2003, the Foreign Ministry plans to undertake the following measures to build a new system enabling dynamic and strategic diplomacy beginning in summer 2004: strengthen the policy planning function and overall coordinating function of the Foreign Policy Bureau; upgrade the Consular and Migration Department to the Consular Bureau in order to ensure greater safety of Japanese nationals abroad; reorganize the Intelligence and Analysis Bureau to the Intelligence and Analysis Service (director-general-level) in order to improve information gathering and analytical capabilities; newly create the post of Councilor in Charge of Crisis Management for developing a crisis-management system; and establish a Disarmament, Non-proliferation and Science Department to strengthen Japan's security. With respect to the structure of overseas establishments, the Foreign Ministry plans to establish an embassy in Angola, a consulate general in Chongqing and a consulate general in Calgary in order to deal with the newly surfaced diplomatic and consular tasks.

In terms of staffing, the Foreign Ministry maintained its focus on strengthening crisis-management and security systems as an urgent government matter. As a result, in spite of the strict budgetary and employment situation, the Foreign Ministry in FY2003 increased the number of personnel at the Foreign Ministry headquarters by 20 and at overseas diplomatic and consular establishments by seven, for an overall increase of 27 and taking the total number of staff to 5,390 (2,134 at the Foreign Ministry headquarters, 3,256 at overseas diplomatic and consular establishments). While the Foreign Ministry is looking to increase its staffing, it is also working to utilize the existing staff more effectively and rationalize administrative and clerical work.

#### (d) Advancing the Adoption of Information and Communications Technology

With regard to the enhancement of information management, the Foreign Ministry established in 1995 a local area network (LAN)<sup>4</sup> that connects the Foreign Ministry headquarters and overseas establishments as a means to develop its information and communications technology (ICT) infrastructure. The ministry is expanding the LAN, especially in overseas establishments, while ensuring information security, and it plans to build the LAN into all overseas establishments.

As part of the government's drive to realize electronic government, the Foreign Ministry has created a common infrastructure system<sup>5</sup> that allows Japanese citizens and others to submit applications and notifications through computers. Applications, notifications and other documents have been accepted electronically since March 2003. This enables the public to access a newly-created Internet website to submit applications and notifications while communicating with the Foreign Ministry online.

The Foreign Ministry is promoting the comprehensive and systematic adoption of ICT in these and other services administered by the Foreign Ministry. As a part of these efforts, the Foreign Ministry formulated the Basic Concept of Building an e-Ministry of Foreign Affairs that aims to improve the services for the public, assist foreign policymaking, develop a crisis-management system and enhance public relations.

<sup>4</sup> Also known as an in-house information and communications network, LANs connect computers within limited areas, be it the same office or building, to facilitate the exchange of data. The system enables various functions such as e-mail and file-sharing.

<sup>5</sup> A general purpose system allowing a connection with Certification Authorities and online implementation of administrative procedures including the reception of applications and provision of results.

#### (e) Crisis-Management System

Given the diversifying threats to the international community, the Foreign Ministry is making every possible effort to meet a range of foreseeable emergencies appropriately in full coordination with its overseas establishments. It is vital to maintain and strengthen the system during peacetime for a prompt response to emergencies, and as one step to this end, the Foreign Ministry established the Crisis Management Coordination Office in January 2003, under the deputy vice-minister, who is also the crisis management officer. Since its establishment, the Crisis Management Coordination Office has worked to improve the system of handling emergencies and supported and coordinated with relevant bureaus and divisions undertaking relevant tasks in actual emergencies such as the situation in Iraq and outbreak of Severe Acute Respiratory Syndrome (SARS).

#### (f) Promotion of Information Disclosure

Since the Law Concerning Access to Information Held by Administrative Organs (Information Disclosure Law) entered into force in April 2001, the Foreign Ministry received 4,155 requests for information disclosure and decisions were made on 3,275 cases as of the end of 2003. (Among the requests, 501 cases (15.3%) were those for which information could not be disclosed at all and 596 cases (18.1%) were those for which relevant documents did not exist). In order to fulfill its accountability to the public, the Foreign Ministry sincerely deals with information disclosure requests, paying attention to national security, trustful relations with other countries, interests in diplomatic negotiations and individual privacy. Among the documents disclosed under the law, those deemed to have historical value are exhibited at the Diplomatic Record Office.

Furthermore, in addition to documents disclosed under the law, the Foreign Ministry since 1976 has been voluntarily releasing to the public postwar diplomatic records that are more than 30 years old. These are available for public viewing at the Diplomatic Record Office. The Foreign Ministry intends to enhance further this system whereby documents are voluntarily released en masse by category.