

NATIONAL DEFENSE PROGRAM GUIDELINES  
for FY 2014 and beyond  
(SUMMARY)

**I. NDPG's Objective**

As new guidelines for Japan's national defense based on the "National Security Strategy" (approved by the Security Council and the Cabinet on December 17, 2013), the Government of Japan sets out this document.

**II. Security Environment Surrounding Japan**

[Global Security Environment]

- As interdependence among states expands and deepens, there is a growing risk that unrest or a security problem in a single country or region could immediately spread over the entire international community.
- As a result of change in the balance of power due to the development of countries such as China and India and the change of relative influence of the United States, multi polarization of the international community has been progressing. At the same time, however, the United States is expected to continue to play a role in maintaining world peace and stability.
- Among states, the number of so-called "gray-zone" situations is increasing over such issues as territory, sovereignty and maritime economic interests.
- In the maritime domain, in addition to piracy acts, coastal states have been unilaterally asserting their rights and have taken action, thereby unduly infringing the freedom of the high seas.
- Securing the stable use of outer space and cyberspace is becoming a significant security challenge for the international community, against the backdrop of rapid technological innovation.

[Security Environment in the Asia-Pacific Region]

- "Gray-zone" situations tend to linger, raising concerns that they could develop into more serious contingencies.
- North Korea has repeatedly acted to heighten regional tension and it constitutes a grave destabilizing factor for the security of the region including Japan and the international community. In particular, North Korea's nuclear and missile development, coupled with its provocative rhetoric and behavior, poses a serious and imminent threat to Japan's security.

- China has been rapidly advancing its military capabilities in a wide range of areas without sufficient transparency through its continued increase in military budget. China is also rapidly expanding and intensifying its activities in waters and airspace, showing its attempts to change the status quo by coercion. Japan needs to pay careful attention to these activities with strong interest. They are also concerns for regional and global security.
- Russia is proceeding with reform and modernization of its military forces. Russian armed forces have been accelerating their activities.
- The United States has clearly communicated its strategy to put greater emphasis on the Asia-Pacific region and is maintaining and strengthening its involvement and presence in the region despite fiscal and various other constraints, while enhancing its relationships with its allies and other countries.

[Japan's geographical characteristics and other factors]

- As a maritime state, enhancing "Open and Stable Seas" and securing the safety of maritime and air traffic constitutes the foundation of the peace and prosperity of Japan.
- Japan also faces security vulnerabilities such as the high frequency of natural disasters. In the event of another massive earthquake like the Great East Japan Earthquake, the impact may also spread over to the international community. It is increasingly necessary to take every possible measure to prepare for large-scale disasters such as a possible Nankai Trough earthquake.

[Conclusion in Light of the Above]

- While the probability of large-scale military conflicts between major countries presumably remains low, various security challenges and destabilizing factors are becoming more tangible and acute. As a result, the security environment surrounding Japan is becoming increasingly tense since the 2010 Guidelines.
- As the security challenges and destabilizing factors are diverse and wide-ranging, it is difficult for a single country to deal with them on its own. It is increasingly necessary for countries which share interests in responding to such security challenges to actively respond in collaboration with each other for regional and global stability.

### **III. Japan's Basic Defense Policy**

#### **1. Basic Policy**

- In light of the NSS and based on the policy of "Proactively Contributing to Peace" based on the principle of international cooperation, Japan will contribute more actively than ever to ensure peace, stability, and prosperity of the world while pursuing its own security and peace and stability of the Asia-Pacific region.
- Under this basic principle, Japan will build a comprehensive defense architecture and strengthen its system for preventing and responding to various contingencies. In addition, Japan will strengthen the Japan-U.S. Alliance and actively promote security cooperation with other countries and also seek to establish an infrastructure necessary for its defense forces to fully

exercise their capabilities.

- Japan will efficiently build a highly effective and integrated defense capability based on an exclusively national defense-oriented policy under the Constitution, not becoming a military power that poses a threat to other countries, while observing the principle of civilian control of the military and the Three Non-Nuclear Principles
- With regard to the threat of nuclear weapons, Japan will take appropriate measures through its own efforts, such as maintaining and improving the credibility of extended deterrence provided by the United States, ballistic missile defense (BMD) and protection of the people. Japan will also play a vigorous and active role in nuclear disarmament and non-proliferation efforts.

## **2. Japan's Own Efforts**

### **(1) Building a comprehensive defense architecture**

- Given the increasingly tense security environment, Japan will efficiently develop a highly effective integrated defense force and strive to ensure operations with flexibility and readiness based on joint operations.
- Japan will also ensure close regular cooperation among relevant organizations. In the event of various situations, the entire government will make appropriate and quick decisions, and seamlessly respond to situations as they unfold, in cooperation with local governments and the private sector, in order to ensure the protection of lives and property of Japanese people, and the integrity of Japan's territorial land, waters and airspace.
- Japan will also continue to develop various structures to respond to a variety of disasters and protect its people. Japan will also enhance posture in ensuring the safety of Japanese nationals in foreign countries in an emergency situation.
- Japan will increase the effectiveness of its contingency and disaster response posture, by systematizing various related plans and expanding the use of simulations, comprehensive training and exercises.

### **(2) Japan's defense forces – building a Dynamic Joint Defense Force**

- Japan's defense forces are the ultimate guarantee of national security.
- Faced with constant change in the security environment surrounding Japan, defense forces need to be reviewed incessantly to adapt to the environment.
- In response to various assumed situations, it is necessary to flexibly allocate its limited resources to priority areas by evaluating the Self-Defense Forces' (SDF) capability from the perspective of joint operations, as well as identifying the priority functions and capabilities from a comprehensive perspective.
- Japan will prevent further escalation of situations by regularly conducting persistent intelligence, surveillance, and reconnaissance (ISR) activities while in peacetime, and swiftly developing the response posture in accordance with the development of situations. In case of various situations, it is essential to respond effectively and minimize damage by achieving air superiority and command of the sea.
- In order to make the defense force more robust, coupled with quick and continuous

implementation of appropriate activities based on joint operations, Japan will continue to secure defense capabilities adequate both in quantity and quality to underpin the various activities, thereby strengthen deterrence and contingency response capabilities.

- Japan will strengthen its bilateral and multilateral cooperative relationships in order to ensure the stability of the Asia-Pacific region. Japan will also engage in international peace cooperation activities and other efforts more proactively than before to address global security challenges.

- In light of the above, it is necessary to make the future defense force effective so as to carry out various activities seamlessly and flexibly based on joint operations in accordance with the circumstances.

- For this purpose, Japan will build a Dynamic Joint Defense Force, placing emphasis on developing advanced technology and information, command and communications capabilities and achieving readiness, mobility, flexibility, sustainability, robustness and connectivity in terms of both tangible and intangible resources while giving consideration to the establishment of broad infrastructure for logistical support.

### **3. Strengthening of the Japan-U.S. Alliance**

- The Japan-U.S. Security Arrangements, together with Japan's own efforts, constitutes the cornerstone for Japan's security. The Japan-U.S. Alliance functions as a public good that contributes to the stability and prosperity not only of Japan but also of the Asia-Pacific region and the world at large.

- As the security environment surrounding Japan becomes increasingly severe, it is becoming more important than ever for Japan's security to strengthen the Japan-U.S. Alliance and make it more balanced and effective.

#### **(1) Strengthening of deterrence and response capabilities of the Japan-U.S. Alliance**

- Japan will revise the Guidelines for Japan-U.S. Defense Cooperation, further enhance Japan-U.S. defense cooperation and reinforce the deterrence and the response capabilities of the Japan-U.S. Alliance.

- Japan and the United States will increase their presence in the western Pacific region and build a posture of seamless cooperation ranging from peacetime and to various situations, including cooperation in responding to "gray-zone" situations.

- Japan and the United States will expand joint training and exercises, joint ISR activities and the joint/shared use of facilities and areas of the U.S. Forces and the SDF. The two countries will also tighten their operational cooperation and policy coordination in various fields.

#### **(2) Strengthening and expanding of cooperation in a broad range of fields**

- The Japan-U.S. Alliance will contribute to peace and stability of the world by strengthening cooperation not only in the fields of anti-piracy operations, capacity building support, humanitarian assistance/disaster relief, peacekeeping and counter-terrorism activities but also in maritime affairs, outer space and cyberspace.

- The SDF and the U.S. military will further strengthen their cooperation within and outside

Japan with regard to disaster relief in light of the fact that the U.S. military contributed to the safety of the Japanese people during the Great East Japan Earthquake.

- Japan and the U.S. will constantly strengthen and expand their cooperative relationship over a broad range of fields, including efforts for intelligence cooperation and information security, and cooperation in the field of defense equipment and technology.

(3) Steady implementation of measures relating to the stationing of U.S. Forces in Japan

- Japan will provide stable support for the smooth and effective stationing of the U.S. forces in Japan. Japan will steadily promote the realignment of U.S. Forces Japan (USFJ) and mitigate the impact on local communities while maintaining deterrence provided by U.S. forces.

- Japan will seek to reduce the impact on Okinawa by realignment, consolidation, and reduction of USFJ facilities and areas, including the relocation of Marine Corps Air Station Futenma, as well as the dispersion of the impact and through other measures.

#### **4. Active Promotion of Security Cooperation**

(1) Cooperation in the Asia-Pacific region

- Japan will promote a variety of cooperative initiatives in a multi-layered manner to ease the atmosphere of confrontation and the sense of mutual wariness in the region.

- Japan will promote close cooperation with the Republic of Korea (ROK) and will make efforts to establish a foundation for further cooperation, for example by concluding a military security information protection agreement and an Acquisition and Cross-Servicing agreement.

- Japan will further deepen its relationship with Australia and will strengthen cooperation in fields such as international peacekeeping activities. Japan will also actively conduct joint trainings and other activities so as to improve interoperability with Australia.

- Efforts will be made to strengthen cooperative relationships under trilateral frameworks among Japan, the U.S. and the ROK and among Japan, the U.S. and Australia.

- Japan will promote security dialogues and exchanges with China and will develop confidence-building measures to avert or prevent unexpected situations. Japan will respond firmly and in a calm manner to the rapid expansion and intensification of Chinese activities on the sea and in the air.

- Japan will promote security dialogues, such as ministerial “2+2”, high-level exchanges and unit-to-unit exchanges with Russia, and enhance bilateral trainings and exercises.

- Japan will also further strengthen its relationships with Southeast Asian countries, and will actively promote joint training, exercises and capacity building assistance in addition to its cooperation in the field of disaster management.

- Japan will strengthen its relationship with India in a broad range of fields, including maritime security, through joint training and exercises as well as joint implementation of international peace cooperation activities.

- Japan will promote capacity building assistance in full coordination with foreign policy initiatives such as ODA, thereby expanding the range of countries receiving capacity building assistance and the scope of the assistance.

- Under multilateral security cooperation and dialogue in the Asia-Pacific region, Japan will proactively contribute to building cooperative relationships in the region while working together with the U.S. and Australia. Japan will actively participate in multilateral joint training and exercises.

## (2) Cooperation with the international community

- It is very difficult for a single country to respond to global security challenges on its own. Japan will promote various initiatives to improve the global security environment on a regular basis in cooperation with the international community.

- Japan will continue and strengthen various initiatives concerning arms control, disarmament, nonproliferation, capacity building assistance and others. In this respect, Japan will further strengthen its cooperation with the EU, NATO and the OSCE and with the United Kingdom, France and other European countries.

- Japan will actively promote initiatives such as international peace cooperation activities in a multi-layered manner. In particular, Japan will continue to actively conduct activities using the SDF's capabilities.

## **IV. Future Defense Forces**

### **1. The Role of Defense Capability**

#### (1) Effective deterrence of and response to various situations

- Japan will achieve intelligence superiority by persistent ISR activities in an extensive area surrounding Japan to detect any signs of development at an early stage. Through such activities, Japan will clearly express its resolve not to tolerate any change of the status quo by coercion, thereby preventing various situations from occurring.

- In regards with various situations including “gray-zone” situations, Japan will swiftly and seamlessly respond from the stage when signs of a possible contingency are emerging, and will establish necessary posture to continuously address situations if it becomes protracted.

- Japan will implement an effective response tailored to each situation, in the event of multiple consecutive or concurrent situations.

- Japan will attach importance to the following in particular, when engaging in such initiatives; “ensuring security of sea and airspace surrounding Japan,” “response to an attack on offshore islands,” “response to ballistic missile attacks,” “responses in cyberspace and outer space” and “responses to major disasters.”

#### (2) Stabilization of the Asia-Pacific and improvement of global security environments

- Through constant ISR in the area surrounding our country and timely and appropriate implementation of training, exercises, and various other activities, Japan will ensure the stability of the security environment in the Asia-Pacific region.

- Collaborating with our ally and partners, Japan will promote multi-tiered initiatives, including defense cooperation and exchange, joint training and exercises, and capacity building

assistance.

- Japan will strengthen various initiatives focused on arms control, disarmament, and nonproliferation, as well as actively promote international peace cooperation activities, anti-piracy initiatives, and capacity building assistance.
- Japan will attach importance to the following in particular, when engaging in the aforementioned initiatives; “holding training and exercises,” “promoting defense cooperation and exchange,” “promoting capacity building assistance,” “ensuring maritime security,” “implementing international peace cooperation activities” and “cooperating with efforts to promote arms control, disarmament, and nonproliferation.”

## **2. Priorities in strengthening architecture of the Self Defense Forces**

### **(1) Basic approach**

- The SDF will maintain appropriate structure to effectively fulfill the above mentioned roles of defense forces. Japan has conducted capability assessments from the perspective of joint operations in relation to a variety of possible situations, focusing on the SDF’s functions and capabilities as a whole to identify the functions and capabilities that should be prioritized in order to pursue more effective build-up of the defense force.
- Based on the results of the capability assessments, in the defense capability buildup, the SDF is to place priority on ensuring maritime and air superiority, which is the prerequisite for effective deterrence and response in various situations, including the defense posture buildup in the southwestern region.
- In terms of preparation for invasion such as the landing of large-scale ground forces, the SDF will hold the level of capability that enables to maintain and pass on the minimum necessary level of expertise and skills, and thereby further promote greater efficiency and rationalization.

### **(2) Functions and capabilities to be emphasized**

The SDF will selectively strengthen the following functions and capabilities in particular, taking into account of enhancing joint functions in consideration of the interoperability with the U.S. military.

#### **a. ISR capabilities**

- The SDF will implement extensive constant ISR in the seas and airspace surrounding Japan, and adopt a flexible approach to boosting its ISR posture when the situation deteriorates.

#### **b. Intelligence capabilities**

- The SDF will promptly detect and swiftly respond to signs of various situations, as well as strengthening its structure system for intelligence gathering and processing information, and analyzing and sharing the gathered information.

#### **c. Transport capacity**

- In order to swiftly deploy and move the necessary units, the SDF will strengthen integrated

transport capacity through regular collaboration with the civilian sector transport capacity.

d. Command and control, and information and communications capabilities

- In order to establish a command and control system that can manage units nationwide in a mobile and integrated manner, a new general headquarters to control all of the regional armies will be established along with other measures.
- The SDF will strive to enhance and strengthen the basic communications infrastructure on remote islands and the data link functions among the three services.

e. Response to an attack on remote islands

- In order to ensure maritime and air superiority, the SDF will strengthen its ability to deal with attacks by aircraft, naval vessels, and missiles, etc.
- The SDF will develop full amphibious capability, in order to land, recapture and secure without delay in case of any invasion to any remote islands.

f. Response to ballistic missile attacks

- To counter North Korea's development of ballistic missile capability, Japan will pursue comprehensive improvement of its response capability against ballistic missile threats.
- Based on appropriate role-and-mission sharing between Japan and the U.S., in order to strengthen the deterrence of the Japan-U.S. Alliance as a whole, Japan will consider the capability to deal with the means of ballistic missile launches and related facilities and take means as necessary, so as to enhance Japan's own deterrent and response capability.

g. Responses in outer space and cyberspace

- In addition to strengthening information gathering capability using satellites and reinforcing command, control, and telecommunications capabilities, the SDF will enhance the survivability of satellites through initiatives such as space situational awareness.
- As for cyberspace, the SDF will strengthen its integrated constant surveillance and response capabilities, as well as continually securing and enhancing both the latest equipment and personnel with specialist knowledge and skills.

h. Responses to major disasters, etc.

- The SDF will develop response posture with sustainability for long term operation as well as swiftly transport and deploy appropriate size of units.

i. Responses focused on international peace cooperation activities and other similar activities

- The SDF will strengthen the necessary protective capabilities to carry out its operation in order to ensure the safety of personnel and units. The SDF will work on enhancing transport and deployment capability, information communication capability and strengthening logistic and medical service structure. In addition, the SDF will strengthen intelligence gathering capability

and enhance its education, training, and personnel management systems.

### **3. Architecture of each service of the Self-Defense Forces**

#### **(1) Ground Self-Defense Force (GSDF)**

- Basic operational mobile units (mobile divisions, mobile brigades, and an armored division), mobile operating units equipped with specialist functions (airborne operation, amphibious operations, special operations, air transportation, defense against NBC, and international peace cooperation activities).
- Surface-to-ship guided missile units
- Surface-to-air guided missile units
- The basic operational units (divisions and brigades) other than the mobile ones

#### **(2) Maritime Self-Defense Force (MSDF)**

- Destroyer units and ship-borne patrol helicopter units and destroyer units
- Submarine units
- Fixed-wing patrol aircraft units
- Minesweeper units

#### **(3) Air Self-Defense Force (ASDF)**

- Aircraft warning and control units and airborne warning and control units
- Fighter aircraft units and aerial refueling and transport units
- Air transport units
- Surface-to-air guided missile units

## **V. Basic Foundations to Maximize Defense Capability**

### **1. Training and Exercises**

- Through routine training and exercises, the SDF will ceaselessly review and examine its various plans, as well as striving to enhance and strengthen its training and exercises in order to improve tactical skills.
- In the southwestern region, the SDF will secure a favorable training environment through the joint use of U.S. forces facilities and areas, while maintaining favorable relationships with the local communities.

### **2. Operational Infrastructure**

- The SDF will improve survivability, including the recovery capabilities of military camps and bases, etc.
- The SDF will implement a steady repair and maintenance program, as well as expanding the

necessary quarters in order to ensure rapid assembly of personnel thereby enhancing readiness.

- The SDF will undertake necessary deliberations concerning civilian airports and ports, including approaches to the various systems on a day-to-day basis, in order to ensure that such facilities can be used as part of the operational infrastructure for the SDF.
- The SDF will implement various family support measures.
- The SDF will enhance and strengthen the operational infrastructure, by taking all possible measures to maintain and upgrade SDF equipment, as well as securing and stockpiling the necessary ammunition.

### **3. Personnel and Education**

- The SDF will implement measures to ensure the appropriate composition of ranks and age distribution, taking into account of the various missions and characteristics of each branch of the SDF.
- The SDF will implement measures to make effective use of human resources, such as more effective use of female SDF personnel and expansion of reappointment, and measures related to honors and privileges.
- In order to strengthen the joint operations structure, the SDF will retain adequate personnel who can respond flexibly to various situations through enhancement of education and training, and secondments to the Joint Staff and relevant ministries and agencies.
- The SDF will promote a diverse range of recruitment measures.
- The SDF will promote support for re-employment by strengthening collaboration with local governments and relevant organizations.
- The SDF will promote utilization of reserve personnel in broad areas and will take measures to improve the sufficiency of reserve personnel.

### **4. Medical**

- The SDF will establish an efficient and high-quality medical care structure, through upgrade of SDF hospitals into hubs with enhanced functions, and the improvements in management of the National Defense Medical College Hospital.
- The SDF will attach greater importance to securing and training of such medical staff as medical officers, nurses, and emergency medical technicians.
- The SDF will consider such matters as improving first aid capabilities on the frontline and putting in place a posture for rapid medical evacuation.

### **5. Defense Production and Technological Bases**

- The MOD will formulate a strategy that sets forth its future vision for Japan's defense production and technological bases as a whole.
- The MOD will promote adapting defense equipment to civilian use.
- Under the policy of "Proactive Contribution to Peace" based on the principle of international cooperation, it is required for Japan to contribute more proactively to peace and international cooperation including through utilizing defense equipment, and to participate in joint

development and production of defense equipment and other related items.

- While giving due consideration to the roles that the Three Principles on Arms Exports and their related policy guidelines have played so far, the Government of Japan will set out clear principles on the overseas transfer of arms and military technology, which fit the new security environment. In this context, considerations will be made with regard to defining cases where transfers are prohibited; limiting cases where transfers could be allowed with strict examination; and ensuring appropriate control over transfers in terms of unauthorized use and third party transfer.

## **6. Efficient Acquisition of Equipment**

- In order to achieve effective and efficient acquisition of equipment, the MOD will strengthen project management throughout the life-cycle of equipment through introducing a project manager system.

- The MOD will also consider the possibility of further introducing long term contracts with the aim of improving cost-effectiveness throughout the life-cycle.

- The MOD will try to improve readiness and response capabilities through reforms of the logistics posture by effective use of capacity in the private sector. Furthermore, the MOD will ceaselessly pursue greater transparency in the acquisition process and more streamlined contract system.

## **7. Research and Development**

- The MOD will ensure consistency with the priorities for upgrading defense capability when commencing research and development.

- The MOD will promote research and development based on the medium- to long-term perspective to ensure Japan's technological superiority against new threats in strategically important areas.

- The MOD will strive to make effective use of dual-use technologies in the field of security, by enhancing partnerships with universities and research institutes.

- The MOD will examine its research and development posture for achieving the objectives of the aforementioned initiatives.

## **8. Collaboration with Local Communities**

- The MOD and SDF will further strengthen collaboration with relevant organizations, including local governments, the police, and the fire service, in order to enable the SDF to provide an accurate response to various contingencies.

- The MOD will continue to advance measures targeting the areas around defense facilities. In addition, the MOD and SDF will routinely engage in various measures such as intensive PR activities focused on their policies and activities, in order to secure the understanding and cooperation of local governments and communities.

- The MOD and SDF will give consideration to the attributes of each area in the reorganization

of units, etc. At the same time, in operating the military camps and bases, etc., the MOD will pay attention to the contribution of the operation to the local economy.

### **9. Boosting Communication Capabilities**

The MOD and SDF will strengthen strategic public relations and communication to enhance the dissemination of information via a diverse range of media, in order to secure domestic and overseas understanding which is vital to effectively conduct SDF duties.

### **10. Enhancing the Intellectual Base**

- The MOD will seek to promote education on security-related matters at educational institutions.

- In addition to strengthening MOD and SDF research systems, with a particular focus on the National Institute for Defense Studies, the MOD will promote various partnerships, including education and research exchange with other research and educational institutions within the government, as well as universities and think-tanks both within Japan and overseas.

### **11. Promoting Reform of the Ministry of Defense**

The MOD will further promote reforms by constantly reviewing its way of work and organization, in order to achieve fostering of a sense of unity among civilian officials and uniformed personnel total optimization in the defense capability buildup, strengthening of SDF's joint operation functions, and strengthening of policy planning and communication.

## **VI. Additional Points**

1. These Guidelines set out Japan's approach to defense capability over the next decade or so. The National Security Council will conduct regular, systematic review over the course of implementation of the various measures and plans. Smooth, swift and accurate transition to the future defense force will be facilitated through verifications based on capability assessment from a viewpoint of joint operations.

2. When major changes in the situation are anticipated during the review and verification process, necessary examination of the security environment at that time will be taken into account and these Guidelines will be revised adequately.

3. In light of the increasingly tough fiscal conditions, Japan will strive to achieve greater efficiency and streamlining in the defense capability buildup to curb costs, and harmonize with other initiatives in other fields to ensure that Japan's defense force as a whole can smoothly fulfill its expected function.