

# Chapter 4

## Reform of the Ministry of Defense

### Section 1 Organization of the Ministry of Defense and the Self-Defense Forces

#### 1 Organizational Structure Supporting Defense Capability

##### 1 Organization of the Ministry of Defense and the Self-Defense Forces

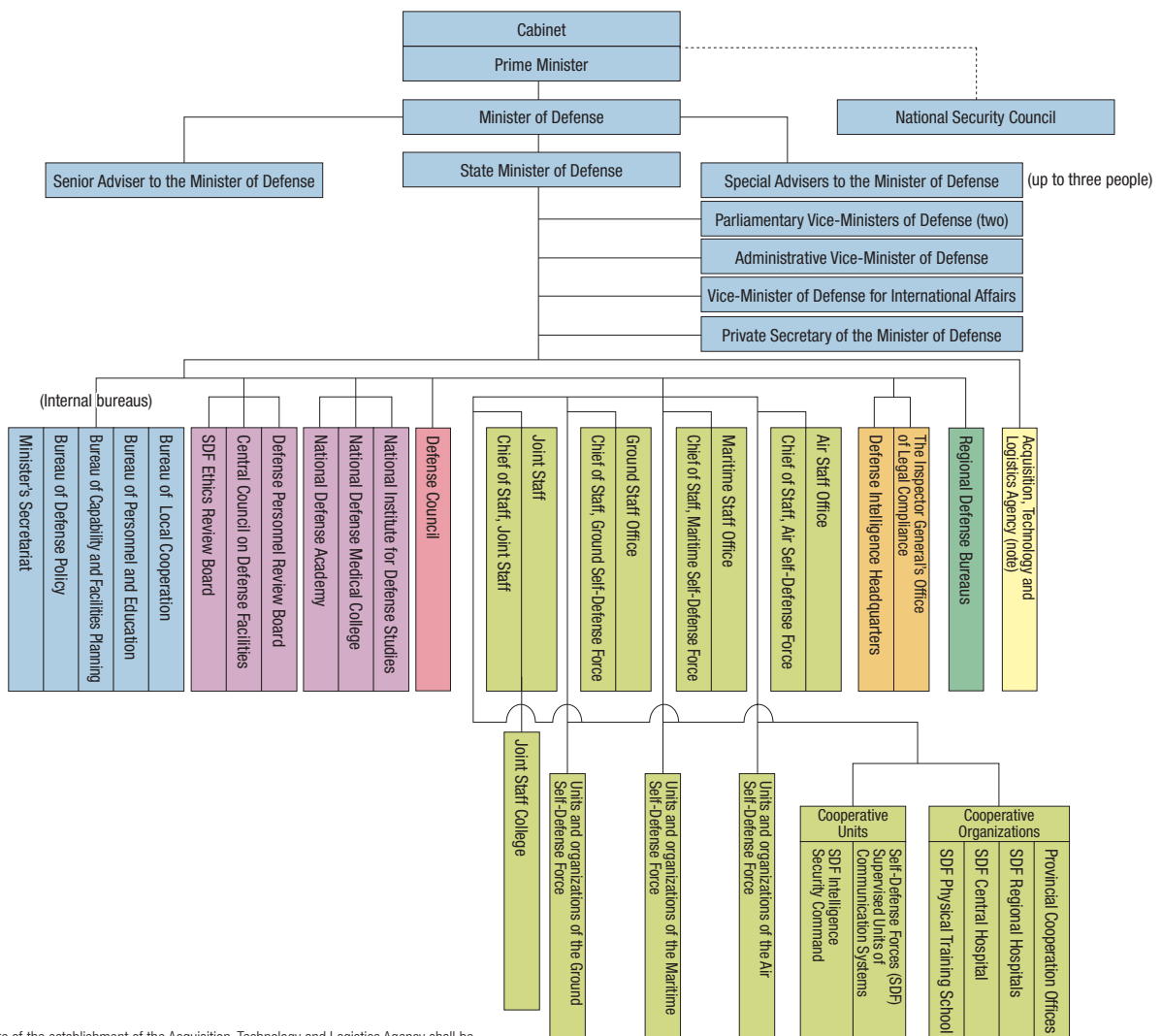
To fulfill their mission of defending Japan, the Ministry of Defense (MOD) and the SDF<sup>1</sup> consist of various organizations, mainly the Ground, Maritime and Air Self-Defense Forces as armed forces.

See Fig. II-4-1-1 (Organizational Chart of the Ministry of Defense); Fig. II-4-1-2 (Outline of the Ministry of Defense)

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

The Minister of Defense is responsible for issues related to the defense of Japan as the head of the MOD, and is in overall charge of the SDF duties in accordance with the provisions of the SDF Act. The Minister is supported by the State Minister of Defense, the Parliamentary Vice-Ministers of Defense (two) and the Senior Adviser to the Minister of Defense. There are also Special Advisers to the Minister of Defense, who advise the Minister of Defense, and the

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



Note: The date of the establishment of the Acquisition, Technology and Logistics Agency shall be the date specified by a Cabinet Order within a period not exceeding ten months from the day of promulgation (June 17, 2015)

(Excluding temporary or special positions.)

1 The Ministry of Defense and the SDF form a single organization for national defense. Whereas the term "Ministry of Defense" refers to the administrative aspects of the organization, which manages and operates the GSDF, MSDF, and ASDF, the term "SDF" refers to the operational aspects of the organizations whose mission is the defense of Japan.

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

Organization	Outline
GSDF*	<ul style="list-style-type: none"> <li>○ Regional Armies <ul style="list-style-type: none"> <li>• Composed of multiple divisions and brigades, and other directly controlled units (such as engineer brigades and antiaircraft artillery groups)</li> <li>• There are five regional armies, each mainly in charge of the defense of their respective regions</li> </ul> </li> <li>○ Divisions and Brigades <ul style="list-style-type: none"> <li>• Composed of combat units and logistics support units which support combat units, and others</li> </ul> </li> <li>○ Central Readiness Force <ul style="list-style-type: none"> <li>• Consisting of an airborne brigade, a helicopter brigade, the Central Readiness Regiment, the Special Operation Group, and the Central NBC Weapon Defense Unit</li> </ul> </li> </ul>
MSDF*	<ul style="list-style-type: none"> <li>○ Self-Defense Fleet <ul style="list-style-type: none"> <li>• Consists of key units such as the Fleet Escort Force, the Fleet Air Force (consisting of fixed-wing patrol aircraft units and such), and the Fleet Submarine Force</li> <li>• Responsible for the defense of sea areas surrounding Japan primarily through mobile operations</li> </ul> </li> <li>○ Regional Districts <ul style="list-style-type: none"> <li>• There are five regional districts who mainly protect their responsible territories and support the Self-Defense Fleet</li> </ul> </li> </ul>
ASDF*	<ul style="list-style-type: none"> <li>○ Air Defense Command <ul style="list-style-type: none"> <li>• Composed of three air defense forces and the Southwestern Composite Air Division</li> <li>• Primarily responsible for general air defense duties</li> </ul> </li> <li>○ Air Defense Force <ul style="list-style-type: none"> <li>• Composed of key units such as air wings (including fighter aircraft units and others), the Aircraft Control and Warning Wing (including aircraft warning and control units), and Air Defense Missile Groups (including surface-to-air guided missile units and others)</li> </ul> </li> </ul>
National Defense Academy of Japan (Yokosuka, Kanagawa)	<ul style="list-style-type: none"> <li>○ An institution for the cultivation of future SDF personnel</li> <li>○ Offers a science and engineering postgraduate course equivalent to master's or doctoral degree from a university (undergraduate and postgraduate courses) and a comprehensive security postgraduate course equivalent to a master's degree.</li> </ul>
National Defense Medical College (Tokorozawa, Saitama)	<ul style="list-style-type: none"> <li>○ An institution for the cultivation of future SDF medical personnel, the SDF personnel and engineering personnel who are nurses.</li> <li>○ An institution for the cultivation of future SDF officers who are public nurses, nurses, and SDF engineering personnel.</li> <li>○ Offers a medical course that complies with university establishment standards for PhD programs for schools of medicine.</li> </ul>
National Institute for Defense Studies (Meguro-ku, Tokyo)	<ul style="list-style-type: none"> <li>○ Organization that functions as a "think tank" of the Ministry of Defense <ul style="list-style-type: none"> <li>• Conducts basic research and studies related to the administration and operation of the SDF</li> <li>• Conducts research and compiles data on military history</li> <li>• Educates SDF personnel and other senior officials</li> <li>• Manages books and documents of historical value located in the connected library</li> </ul> </li> </ul>
Defense Intelligence Headquarters (Shinjuku-ku, Tokyo)	<ul style="list-style-type: none"> <li>○ Central intelligence organization of the Ministry of Defense, which collects and analyzes military data <ul style="list-style-type: none"> <li>• Collects various military intelligence, including signal intelligence, images and other information acquired by warning and surveillance activities; comprehensively analyzes and assesses the information; and provides information to related organizations within the ministry</li> <li>• Consists of six communication sites and its headquarters</li> </ul> </li> </ul>
Inspector General's Office of Legal Compliance (Shinjuku-ku, Tokyo)	<ul style="list-style-type: none"> <li>○ Organization that inspects overall tasks of the Ministry of Defense and the SDF from an independent position.</li> </ul>
Regional Defense Bureau (eight locations nationwide)	<ul style="list-style-type: none"> <li>○ Ensure understanding and cooperation of local public organizations, and conduct cost audit, supervision, and inspection related to acquisition of defense facilities, management, construction, taking measures concerning neighborhood of the base, and procurement of equipment.</li> </ul>
Acquisition, Technology and Logistics Agency	<ul style="list-style-type: none"> <li>○ External organization that integrates and consolidates the departments within the Ministry of Defense related to procurement, research and development, etc.</li> </ul>

\*See "Location of Principal SDF Units" at the end of the book.

Defense Council in which deliberations concerning general policies related to the MOD take place. Furthermore, there are an Administrative Vice-Minister of Defense, who organizes and supervises the administrative affairs of each bureau and organization to support the Minister of Defense, and a Vice-Minister of Defense for International Affairs, who is responsible for the overall coordination of duties such as those related to international affairs.

Moreover, the Internal Bureau, Joint Staff Office, Ground Staff Office, Maritime Staff Office and Air Staff Office have been established in the MOD. The Internal Bureau is responsible for basic politics relating to the duties of the SDF. The Director-General of the Minister's Secretariat and the Directors-General of each Bureau within the Internal Bureau shall, in accordance with their respective responsibilities, support the Minister of Defense with regard to the instructions and authorization, etc. that the Minister issues to the Chief of Joint Staff and the Chiefs

of the Ground Staff, Maritime Staff and Air Staff. The Joint Staff is a staff organization for the Minister of Defense concerning the operation of the SDF. The Chief of Joint Staff provides centralized support on the operation of the SDF for the Minister of Defense from a military expert's perspective. The Ground Staff, Maritime Staff and Air Staff are the staff organizations for the Minister of Defense concerning their respective services except operations of the SDF, with the Chiefs of Staff for the GSDF, the MSDF and the ASDF acting as the top-ranking expert advisers to the Minister of Defense regarding these services. In this manner, MOD has ensured that the support for the Minister from a policy perspective and the support for the Minister from a military expert's perspective shall be provided in a well-balanced manner like the two wheels on a spoke, so to speak, in order for the Minister of Defense to appropriately make decisions. The provisions of the Act for Partial Revision of the Ministry of Defense Establishment Act,

etc. that was enacted on June 10, 2015<sup>2</sup> make this existing concept regarding the support system for the Minister of Defense even more explicit with regard to Article 12 of the Ministry of Defense Establishment Act<sup>3</sup>.

As shall be explained below, the new establishment of the Acquisition, Technology & Logistics Agency and the reorganization of the Joint Staff will be conducted as part of reform.

### 3 Base of Defense Administration in Regional Areas

The MOD has Regional Defense Bureaus in eight locations

across the country (Sapporo City, Sendai City, Saitama City, Yokohama City, Osaka City, Hiroshima City, Fukuoka City, and Kadena Town) as its local branch offices in charge of comprehensive defense administration.

In addition to implementing measures to alleviate the burden on local communities hosting the U.S. bases in Japan and inspecting equipment, Regional Defense Bureaus carry out various activities to obtain the understanding and cooperation of both local public entities and local residents toward MOD and SDF activities.

See Part III, Chapter 4, Section 1 (Collaboration with Local Communities)

## 2 Joint Operations System of the Self-Defense Forces

In order to rapidly and effectively fulfill the duties of the SDF, the MOD and the SDF have adopted the joint operation system in which the GSDF, the MSDF, and the ASDF are operated integrally. The MOD and the SDF are making efforts to strengthen the foundation of the joint operations as well as to enhance the functions of the Joint Staff in light of the current security environment.

See Fig. II-4-1-3 (Operational System of the SDF and Roles of the Chief of Joint Staff and the Chiefs of Staff of the Ground, Maritime, and Air Self-Defense Forces)

### 2 Establishment of Foundation to Enhance the Joint Operations Structure

Within the joint operations structure, communication of accurate commands and prompt information sharing between the units in the GSDF, the MSDF and the ASDF are crucial. The MOD and the SDF are required to maintain a command and control function utilizing an advanced communications network and a system for sharing intelligence in order to strengthen the joint operational foundation. Thus, the MOD and the SDF continue to develop a wide-ranging and flexible communications system that uses advanced communications technology available both within and outside Japan.

At the unit level, they are required to create plans to be able to respond to various situations, while at the same time they are also required to maintain conditions to be ready for executing duties through joint training and other means. For this purpose, personnel from other SDF branches are stationed at major command headquarters under normal circumstances, and the number of such staff personnel will be increased as necessary.

Based on the achievement to date, topics such as the improvement of education and training, the SDF Headquarter structure, and the human resources development, and standardization of equipment will continue to be reviewed, aiming for a more effective joint operations system, and necessary measures will be taken to realize this.

### 1 Outline of Joint Operations System

#### (1) Role of the Chief of Staff

- a. The Chief of Staff, Joint Staff develops a joint operations concept for SDF operations, and centrally supports the Minister of Defense on SDF operations from a military expert's perspective.
- b. The Minister's commands concerning the operations of the SDF shall be delivered through the Chief of Staff, Joint Staff and orders concerning operations of the SDF shall be executed by the Chief of Joint Staff. In doing this, the Minister's commands and orders shall be delivered through the Chief of Joint Staff not only in cases where a joint task force<sup>4</sup> is organized, but also in cases where a single SDF unit is employed to respond.

#### (2) Relationship between Chief of Staff, Joint Staff, and Other Chiefs of Staff

The Joint Staff Office undertakes functions relating to the operation of the SDF, while the Ground, Maritime and Air Staff Offices undertake functions for unit maintenance, such as personnel affairs, building-up defense capability, and education and training.

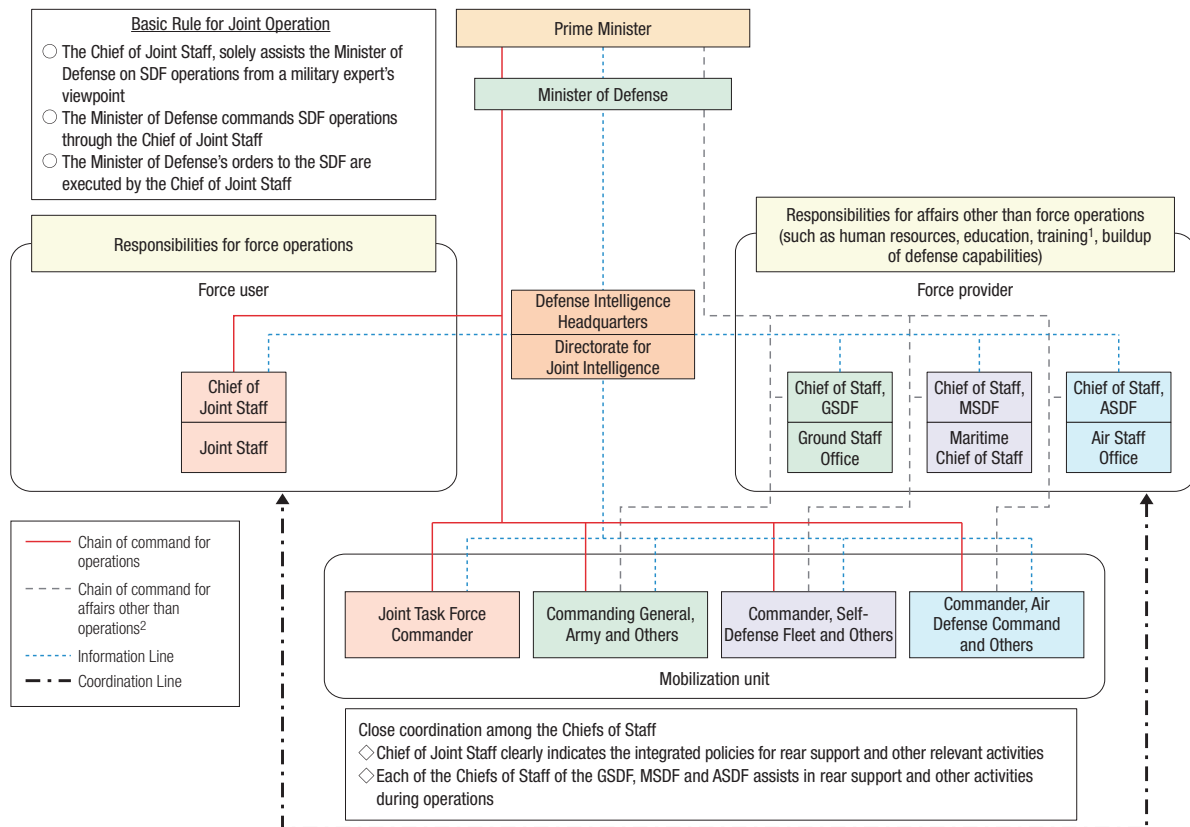
<sup>2</sup> "The Director-General of the Minister's Secretariat, the directors-general of the bureaus and the Director-General of the Acquisition, Technology & Logistics Agency shall support the Minister of Defense concerning their work so that, conjointly with the support from the Chief of Joint Staff and the Chief of the Ground Staff, Chief of the Maritime Staff and the Chief of the Air Staff (hereinafter referred to as "Chiefs of Staff") concerning the services pursuant to the provision of Article 9, paragraph (2) of the Self-Defense Forces Act, the work of MOD shall be performed in compliance with laws and regulations and appropriately in order to achieve the mission of Article 3."

<sup>3</sup> The Government has made remarks regarding civilian control and the role of the civilian officials in the Internal Bureau during the Diet deliberations on the Amendment Act, stating: "Civilian control means the priority of politics to the military in democratic countries. Civilian control in our country consists of control by the Diet, control by the Cabinet (including the National Security Council), and control within the MOD. Control within the MOD means that the Minister of Defense, a civilian, manages, operates, and controls the SDF. In addition to support from political appointees such as the State Minister of Defense and Parliamentary Vice-Ministers of Defense, support from civilian officials in the Internal Bureau also plays an important role in aiding the exercise of civilian control by the Minister of Defense. Regarding civilian control, the role of civilian officials in the Internal Bureau in civilian control is to support the Minister of Defense, and there is no relationship in which civilian officials of the Internal Bureau issue commands to units."

<sup>4</sup> This applies to the case in which a special unit is organized to carry out a specific duty, or the required troops are placed partly under the authority of a commander outside of their usual command structure based on Article 22, paragraphs 1 and 2 of the SDF Act, and refers to units, which are made up of more than two units of the GSDF, the MSDF, and the ASDF.

Fig. II-4-1-3

Operational System of the SDF and Roles of the Chief of Joint Staff and the Chiefs of Staff of the Ground, Maritime, and Air Self-Defense Forces



Notes: 1. The Chief of Joint Staff is responsible for joint training.

2. With respect to forces affairs other than operations in regard to the Joint Task Force, command responsibilities of the Defense Minister.

## Section 2 Background of the Reform of the Ministry of Defense

### 1 Background of the Reform

In response to the frequent incidence of scandals within the Ministry of Defense (MOD) and the SDF, the “Council for Reforming the Ministry of Defense” was established in the Prime Minister’s Office in 2007, and a report was compiled in 2008. In accordance with the basic directions stipulated in this report, the MOD made various initiatives aimed at the MOD reform, including thorough adherence to rules and regulations, and the establishment of operational management that prioritizes the execution of duties, with the aim of total optimization; additionally, in 2009, the establishment of the Defense Council under law, the abolition of the post of the Director of Defense and new establishment of the Special Adviser to the Minister of Defense was implemented in order to strengthen support for the Minister of Defense and ensure thorough civilian control. Furthermore, the FY2010 budget request made in August of the same year incorporated an organizational reform proposal which included unification

of defense capabilities build-up departments in the MOD central organization into the Internal Bureau, and unification of the operational departments into the Joint Staff. However, the request in the FY2010 budget request in October of the same year was passed over in order to review the MOD reform from the Democratic Party of Japan’s perspective, which came to administrative power in September of the same year.

The subsequent change in administration to the Liberal Democratic Party and Komeito in December 2012 promulgated the release of the “Direction by the Minister of Defense on the MOD Reform” and the establishment of the “Committee for the Deliberations on the MOD Reform (referred to as “Committee” hereinafter),” whose chairperson was the State Minister of Defense in February 2013, in order to accelerate the deliberations on the MOD reform.

### 2 Direction of the MOD Reform

#### 1 Course of Considerations

The “Direction of the MOD Reform” was arranged at the

7th Committee Meeting, reported to the Defense Council and made public in August.

See Reference 33 (Direction of the MOD Reform)