

# 琉球大学学術リポジトリ

沖縄関係 沖縄関係一般/資料

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＜ 沖縄の沿岸問題に関する特命事項報告 ＞

極 秘

14

昭和 43 年 7 月 15 日

- 沖繩の治安問題に関する
- 特命事項の報告

○

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総理府特別地域連絡局長

山 野 幸 吉

沖縄の治安問題は、一体化において、他の行政分野とはいささか異なる性格をもつのみならず、一体化の基礎的前提としての重要性をもつ。なぜなら今後の沖縄において政治的安定 (political stability) と社会的平穩 (public security) とを確保することができなければ、一体化を円滑に推進することができないのはもちろん、沖縄の返還および返還後の沖縄の将来に暗影を投ずることとなる。そして、政治的安定と社会的平穩は究極的には治安の問題であつて、充分な警察力は、それを確保するための、第一次的な、直接的な条件である。

以上の観点に立つて沖縄の治安問題の現状を見ると、特に問題となるのは次の点である。

#### (1) 治安情勢の変化

従来比較的平穩を保つて来た沖縄の治安情勢にはここ数年来急速な変化が起りつつある。1961年から1963年までの3年間の平均を1.00とし、1964年から1966年までの3年間の平均と1967年とを比較すると、警備事案における相手方の動員数は320、356と増加し、同じく警察部隊の出動人員は150、330、警察官の受傷数は1,650、2,400と増加している。

更に今後の治安情勢を悪化させうる要素としては、主席公選や沖縄の民立法の増大による政治活動の活発化、一体化の展開とともに従来ムード的に統一されていた復帰運動の中におこり始めている分極化、一体化及び返還の具体化とともに対立を尖鋭化させて行く利害関係、現在の沖縄経済の米軍基地依存度と返還後の沖縄経済に対する不安とジレンマ、70年問題を沖縄問題を突破口として戦うと公言している本土の左翼勢力の沖縄への浸透 (infiltration) 援助工作の増大と強化、ベトナム戦争の現状や

世界各国に起つている学生等を中心とする反体制運動などの外部からの直接・間接影響、などが考えられる。

(2) 情報態勢の欠如

以上のような治安情勢の変化に対応する警備情報活動 (intelligence service または security service) は、全く存在しないと云つていい。その要員は僅かに48名でありうち6名は兼務者である。かつこれに対する予算は犯罪捜査のための費用を含めて年間僅かに2,000ドルにすぎない。琉球警察は、激変する治安情勢について必要な情報を収集し (collect)、評価し (evaluate)、適確な判断を下す (estimate) 能力も態勢も欠いている。のみならず、警察以外にこの種の活動を行う機関は、沖縄には存在していない。このため沖縄は治安上予測外の事態 (surprise attack) に追い込まれる危険性が多く、かつ事案が発生した場合適切な手をうつことができず必要以上に事態を悪化させる恐れがある。警備情報活動の強化は焦眉の急務である。

(3) 警備力の絶対的不足

沖縄の警察官数は現在1,822名であり、その最大部隊動員力は、1,200名前後とみられ、かつ交替要員の確保が不可能であるところから事案が長びけば、警備力はたちまち三分の一程度におちてしまう。その上質的に見ても、琉球警察の警備実施は装備、訓練、技術とも著しく劣っている。このような現状では、事案が起つたときに一般的に民心の安定を保つことができないうみでなく次の二つの点で致命的な問題を惹起するおそれがある。

(a) 主席指名、教公法案審議などの過去の事例に見られるようなデモ隊の立法院占拠が起る場合、実力でこれを排除することができず、立法院

は、与野党の勢力如何にかかわらず、事実上その機能を果たすことができなくなるおそれがある。

(b) すてにへ平連のデモや全単労のデモに兆候として現れているように、今後米軍基地への直接的なデモが増加し、暴力化することが考えられるが、現在広大な米軍基地には物的な予防的設備もなく琉球警察が事前に事を防止することが著しく困難であるのみならず、事が起つた場合の処理についても著しく力が不足している。その結果米軍とデモ隊の直接接触 (confrontation) は不可避の状態となり、その場合米軍側の基本方針にかかわらず、事故 (incidents) が起り、それが左翼勢力の思うつぼとなるおそれが多分にある。米側はすでにこの点を憂慮し、一時は米軍雇用のガードや消防団の利用も検討したが難点が多く、米側自体が対策に苦慮している状況が見られる。

沖縄警察の警備力の絶対的不足については、日米双方共通の利害感に立つて早急に何らかの具体的な対策を樹てるべきであると考え。

(4) 渡航自由化の問題

本土、沖縄間の渡航は現在アメリカ側によりコントロールされているが、そのコントロールに充分なだけの情報の入手が容易でなく、現在の方針の適切な運用にも困難を来しているように見受けられるが、今後渡航の問題は沖縄本土双方に関連し治安的に極めて影響するところが多いのみならず、これをゆるめればそれだけ本土から沖縄への好ましくない浸透 (infiltration) が増大する反面、これにいかなる形であれ制約を加えること (discrimination) は、一体化の進展とともに、ますます強い反発を誘発するという二面性を持ち、単に従来のような好ましからざる人物を排除するというだけの単純な考えでは処理できなくなる。渡航自由化についても、その複雑な治安的影響を十分に理解し、慎重な考慮を払われること

が望まれる。

(5) 布令 87 号及び布令 144 号等の問題

米軍人、軍属等による犯罪は、琉球警察が認知したもののだけでも年間 1,000 件をこえ、1966 年は 1,407 件に達した。このうち布令 87 号により琉球警察が逮捕したものは半数を僅かにこえる程度であつて、その他の犯罪の捜査についてはその状況さえ明らかにされない現状にある。また米軍人、軍属等による犯罪の被害の回復に対しても十分な措置が講じられているとは見られない。かつ琉球警察が布令 87 号により米軍人、軍属等を逮捕できる場合も従来極めて狭く解釈されてきており、米軍側に犯人を引渡すだけであつて、引渡後の処置については連絡、発表等の措置はとられていない。

また布令 144 号はもっぱら米軍人、軍属等のみを保護するものであり、従つてその裁判に関する規定には問題がある。米軍人、軍属等による交通事故についても、琉球警察の介入は極めて制限されたものとなつている。

この種の問題は、一般沖縄住民の自尊心を著しく傷つけていることは否定できず、関係者はその処置に不満を感じている。この種のいわゆる人権問題は、現実の発生件数や被害の多寡とは関係なく、やり方そのものが、左翼勢力等に好個の攻撃材料となる性格ももつていたのでその点も考慮し、できるだけすみやかに関係布令等を廃止し、本土の「地位協定の実施に伴う刑事特別法」に準じた民立法の制定をもつてかえることが治安上望ましいものとする。

極 秘  
無 期 限  
部 の 内  
号

沖縄、治字問題に関する  
特命委員の報告 (配布先) (和文)

夏鈴 (9-15, 7部) 42.7.15

アメリカ局長	12	区部, 佐藤
参事官	9	
米北長	10	
堂, 脇事務官	11	
佐藤	13	
控	14, 15	

夏鈴 (31-35, 5部) 42.7.17

在米大使館	31
在京米大使館	32
:	33
控	34
:	35

**CONFIDENTIAL**

Report on the Problem of Maintenance of  
Public Order in the Ryukyu Islands

July 15, 1968

By Kokichi Yamano,  
Director, Special Areas Liaison Bureau,  
Prime Minister's Office

The problem of maintenance of public order in the Ryukyu Islands has a somewhat different character from the other fields of administration. Furthermore, it has the importance of being a basic premise for integrating the Ryukyu Islands with Japan. For if political stability and public security would not be maintained in the future of the Ryukyu Islands, it would not be possible to take measures for the integration smoothly and moreover it would give bad prospects for the reversion of the Ryukyu Islands to Japan and for the future of these islands after the reversion. And political stability and public security are ultimately problems in public order, which can be maintained by the police force that is the primary and direct basis for the maintenance of public order.

From the standpoint of this view, the present conditions of public order in the Ryukyu Islands are observed to have the following problems in particular.

1. Changing Situation in Public Order

The situation of public order in the Ryukyu Islands that had been comparatively well-maintained in peace is undergoing a rapid change in the past few years. Both demonstrators and police mobilizations as well as injuries of policemen have been on the increase. This is clearly indicated by the indices. If the average during the three years from 1961 to 1963 is indexed as 100, the average during the three years from 1964 to 1966 and the index for 1967 for demonstrators mobilized on occasions for which the police force was used for maintaining public order were respectively 320 and 356, while the police force mobilized were similarly 150 and 330. The injured policemen in the respective periods were 1,650 and 2,400.



The factors that would worsen the situation of public order in the future include increasing political activities with the public election of a new Chief Executive and the increase in democratic legislation in the Ryukyu Islands, the polarization of the movement towards reversion with the development of various measures taken for identification of the Ryukyus with Japan, the increasing opposition between different groups of interests with the development of steps taken towards reversion, fear and dilemma concerning the present dependence of the Ryukyuan economy on the United States military bases and the Ryukyuan economy after the reversion, the increasing steps taken for infiltration into the Ryukyu Islands by the leftist forces in Japan that declare that they would fight in 1970 with the problem of the Ryukyu Islands as a breakthrough, and the direct and indirect influence from external affairs such as the present situation in the war in Vietnam and various movements against the establishment in various countries mainly campaigned by students.

## 2. Lack of Intelligence Service

The intelligence service or security service to cope with the changing situation of public order as described in the foregoing is practically nil. The personnel for such service consists of only 48 persons of which six persons hold merely their positions in the intelligence service concurrently. Furthermore, the annual budget for the intelligence service including the expenditure for crime investigation is only 2,000 dollars. The Police of the Ryukyu Islands has neither the capacity nor the preparations for collecting, evaluating and estimating the necessary information concerning the threatening situation for the maintenance of public order.

Moreover, there is no other agency than the police to conduct such intelligence activities in the Ryukyu Islands. For this reason, there is a great risk of surprise attack in the situation of public order in the Ryukyu Islands, and there is danger of losing the situation out of hand unduely when such attack happens because of lack of swift and proper steps taken to cope with the situation. Thus the reinforcement of the intelligence service for the maintenance of public security is now urgently required.

## 3. Absolute Inadequacy of Police Force

The police force in the Ryukyu Islands is at present 1,822 strong. Its maximum level of mobilizing the police force is about 1,200 policemen. Moreover, since it is not possible to secure a replacement force, the police force in action will lose its force down to about one third if the incident requiring the police force prolongs its duration. Furthermore, the policing service by the Police of the Ryukyu Islands is quite inferior in equipment, training and skills. In the present situation, the police force would not be able to maintain the public security in general when an incident occurs, and would likely to cause fatal problems in the following two points.

- (1) The Legislature of Ryukyu has a risk of losing its function regardless of the balance of the government and opposition parties if demonstrators occupy the legislature as has been evidenced in the past on the occasion of the nomination of the Chief Executive and of forced deliveration of a bill, because the police force is too weak to remove the demonstrators.

(2) As it has been demonstrated in the symptoms of the demonstrations made by the Japan Peace in Vietnam Committee and the All Okinawa Military Employee's Trade Union, it is conceivable and likely that demonstrations staged directly against the United States military bases would increase their intensity and violence. Nevertheless, there is no material protective equipment at present around the vast United States military bases and the Police of Ryukyu would find it extremely difficult to prevent the incidents beforehand, and moreover, the police is too weak to cope with the situation when such a trouble arises. As a result, there is a strong likelihood that direct confrontation of the demonstrators and the United States forces would become inevitable. Under such circumstances, in spite of the basic policy of the United States forces, an incident would take place, which would in turn good excuse for the leftist forces to take advantage of the disturbance. The United States military authorities are already greatly concerned with this matter, and one time they studied the utilization of the Special Police (guards) and fire brigades, but the utilization of such men involved many difficulties and the United States military authorities appear to be in trouble in trying to find some solution.

The absolute inadequacy of the police force in the Ryukyu Islands should be solved as soon as possible through some concrete measures on the shared standpoint of interest of both Japan and the United States.

#### 4. Liberalization of Travel between the Ryukyus and Japan

The travel between the Ryukyu Islands and Japan at present is under

the control of the United States authorities. However, it appears that it is not easy to get the necessary information for the control, and this is causing trouble to the proper management of the current policy. The travel between the Ryukyu Islands and Japan greatly influences the problem of maintaining public order in relation to both Japan and the Ryukyu Islands. If the control is relaxed, it would so much allow the increase in infiltration of undesirable elements into the Ryukyu Islands from Japan. On the other hand, discrimination in the control would cause stronger resistance with the development of the identification steps. Because of these two contradictory aspects, the problem can no longer be coped with by simply removing undesirable elements from entry into Ryukyu Islands. Therefore, it is hoped that careful consideration should be given particularly on the influence upon the complex problem of maintaining public order in the liberalization of the control of travel between the Ryukyus and this country.

#### 5. Problems of Ordinances No. 87 and No. 144

Crimes committed by the United States military personnel that have been detected by the Police of Ryukyu exceeds 1,000 cases annually, and in 1966 they amounted to 1,407 crimes. Of these crimes, the offenders arrested by the Police of Ryukyu in accordance with Ordinance No. 87 amounted only to slightly over half the total. The rest of the crimes were still under investigation and the circumstances have not yet been clarified concerning these crimes. It also appears that sufficient measures in recovering the damage caused by these crimes committed by the United States military personnel are not taken. Furthermore, even when the Ryukyu Police could arrest the offenders among the United

States military personnel in accordance with Ordinance No. 87, which has been interpreted extremely narrowly hitherto, the police could only hand over the offenders to the United States military authorities, and the no information or announcement have been given concerning what steps have been taken after the handover of the offenders.

Ordinance No. 144 exclusively protects the United States military personnel, and consequently its stipulation concerning the court procedure have many problems. The interference by the Police of Ryukyu is extremely limited concerning the traffic accidents caused by the United States military personnel.

There is no denying that these problems greatly damage the self-respect of the people of the Ryukyu Islands, and those concerned do feel the treatment accorded to them. These human rights problems, regardless of the actual number of incidents or degree of damage, the way the people are discriminated gives excellent material for the attack by the leftist forces. Therefore, it would be advisable for maintaining public security to abolish these ordinances concerned and to replace them by laws established democratically in accordance with the "Special Criminal Law with the implementation of the Status of Forces Agreement" of this country.

秘  
期限  
部内  
号

英文山野新告(治安内題)配布先

10部(1-10) 受領 4.3.2.17

1 米局長 区部

2 参事官

3 北米局長

4 堂, 参事官

5 佐藤参事官

6 在米大使館

7 在京米大使館

8

9 控

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