

# 琉球大学学術リポジトリ

## 沖縄関係12

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条約課長 法規課長  
報道課長 安全保障課長  
アメリカ局長 参事官 北米第一課長

① 12-1  
VOA沖線中継の途絶停止の問題に  
関する日米非公式協議  
57.9.7  
#1  
9月7日外務省において標記協議を  
行、その概要次の通り。(2) 第1  
上制(1)  
1. 冒頭、渡辺課長より、要旨次の通り  
述べた。(別添参照)  
(1) 沖線途絶協定が毎年1. 鑑み、VOA沖  
線中継の途絶は1977年5月14日中に停止  
されおはなり、また、米政府もこの意向  
をあると了解している。  
(2) VOAの途絶停止には、渡辺、日本人従

職員、土地等多岐にわたる問題が含まれて  
おり、これら問題と関連して十分な時間  
的余裕をもつてその解決に努むることが必  
要と考えられる。この協議の場をその一  
環として設けられたものである。  
(3) 渡辺法相係については、VOA沖線中  
継は、(1) 1977年5月14日に急線テレ  
ビ放送、急線連絡、番組放送を含む  
その途絶を停止しなければならぬ、及び(2)  
途絶停止後は、速やかに空中線或いは給  
電線の撤去等所要の措置をとらなければなら  
ないこと、日本政府の立場を確認しておき  
たい。  
(4) 日本人従業員がVOA移転に伴って  
(解雇後の)

数回過にっし程々陳情が寄せられており、  
 特に雇用保険給付にっし強々希望が  
 あつた。雇用保険の件題にっしは現在  
 日本側(南係官庁)と在米大使館の向  
 で検討が進められてゐるので、この場では  
 特に言及しないことと通名とす。

(5) 恩納受信所と国頭送信所の土地  
 にっしは、地主とVOAの間の契約書が  
 あり、それにおお復元補償  
 義務はVOAが負うことになつてゐる。米  
 側より地主側との話し合ひの現状にっし説  
 明してゐた。

(6) VOAの円消な移転のためには、何れ  
 如何なる方法にっし所要の措置とす。

把  
 明確に把握しておくことが必要と思わ  
 れるが、米側より、予算措置、技術措置  
 等の内題を含めVOA移転計画の詳細  
 を1/4ページを以て取りたい。

(7) 下件協議は非公式なものとす。

2. 以後渡辺課長が司令し、日本側が各内  
 題にっし答へ、米側が答へる形式の議  
 事進行したい。各内題にっし内閣意見  
 交換の要否次の通り。

(1) VOA運営停止問題

日本側より日本の法律(電波法5条)は  
 外国の無線局を認めないため、VOA  
 の運営停止には、無線テレスコ用連話  
 用及び番組中継用の無線局を認めない

中無線局の運用の停止が急務となつて  
ればならぬ旨念を押し来た。是に 米側

は、指摘された点を措置とすることを要する  
旨答へた。更に日本側より、日本の法律

(電波法第7条)は無線局が他局との間に  
帯状空中線と撤去すること新設の中波放送VOA

は他局に基く無線局ではないが、右法律の趣意に照  
らしてVOAの運営が技術的に不可能な状態に置

かれることが望ましいので、鉄塔と塔の撤去を  
求めたい旨も、鉄塔及び塔のアンテナのみの撤

去を以て無線線の除去を求めたい。本  
件については、国会等の場において「V

OAは停止を停止して」といふことにも拘  
らず未だアンテナがある。実際は運営

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を説くものであるのは在りし頃の電波法を破け  
る意味から、外觀上物理的に中波放送

をなす材料に於けることか望ましい旨述べ  
た。是に、米側は指摘された上は措

置とすることを答へた。更に日本側より、VO  
Aの使用に際して中波放送の1.7MHzに

付くものは第5月15日(前日)の他  
の無線局と割り当てられたこと等

を考慮するに指し示す。米側より、放送は専門  
(2) 日本人従軍員の処遇問題

日本側よりVOAの閉鎖に伴い日本人  
従軍員の処遇が問題となつてゐる。在り

者としてVOAは従軍員から種々の要望  
を受けたいと思ふが、是の旨を措置

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五月十四日午時と期之停止する予定あり(内閣府)と云ふことありと云ふことあり

を考へてゐるかと伺うたのに對し、東側  
は、日本人従業員との雇用契約に

是の退職金及び年金を支給するに  
なつておる。また、日本の雇用保険に

加入の方針であるが、是れにとともに、  
日本政府はどのほかにも何か措置を  
とる。

考へてゐるかと思ふた。これに對し日  
本側は沖縄振興南米特別措置

法に基く就業促進給付を支給する  
ことになつてゐると思ふた。

更に日本側よりVOA日本人従業員は  
東洋が學之留學南米高等職業に對し

を支拂へる退職金とVOA従業員に  
對する退職金の是密が大きいので、是

差額の支給を希望してゐるとは、両者の  
差が實際にどの程度のものであるか

知れないと思ふたのに對し、東側は誰を  
して答へた。

相別ける

更に日本側より、日本人従業員に対する  
年金給付~~は~~について伺うたところ、

東側は日本人従業員74名のうち、勤務  
期間5年に満たない8名を除くすべ

て支給資格があると思ふた。

(3) VOA使用土地問題

東側より、現在地を側において再  
任状を以て學中であるが、既に法令

(当社が申請する土地側はVOAと認めらるゝと25%と

いはぬと思ふ。明年5月までに法令  
意が得られ、同年中には移転作

筆の終り相と考証の事について  
日本側より、北谷のVOA位置地にも

ついでに地元の同契約書は存在  
しないと承知しているが、土地の復元

事情等により恩納、國路両地  
に對し考証の同考証が~~適用され~~  
に於て処理する

おのれ解してよいかと伺うたところ、本側  
は、同考証が~~適用~~されたことになり

(注: 北谷について米軍の施設区域として追加提供してもらいたい旨  
の事例要旨については、言及をしておいた。

(4) その他

日本側より、VOA中継局の移転  
に要する算指書は、7400Vにお

ける代替施設建設費と見せしめて1976  
年度予算に計上され、その支出法等は

既に上下両院へ通告し、北77年度  
予算に計上された予定であったが78年

度予算に計上されたことと(南)の  
こと、その詳細を承知した旨伺

うたところ、本側は、在此以上の承  
知していないこと謝書し、ご容

うた。

別添1

出席者リスト (5/9, 7)  
於653号室

日下、側

内閣審議官 内政担当片山直直 (当次席)

神綱完治 総務企画局山本厚内官

防衛施設庁 防務局出陣佐々本澤長、山崎補佐  
防務企画局 澤本補佐 (有藤通成)

労働省 取安局雇用保険課 青木係長  
雇用振興課 高梨係補佐  
坂井係長

郵政省 電波管理局総務課 廣島補佐  
国技振興課 栗原補佐

外務省 東川 渡辺係長、山崎首席、  
今井係補佐  
岸根 小島係補佐

別添

米原 米原 Miss Lorna M. Anderson  
Counsellor for Administrative Affairs

Mr. Bernard Casper  
First Secretary

Mr. James H. McNaughton  
First Secretary

U.S.I.S. Mr. Kayes

VOA 沖波中伝局 Mr. Westerdale

別添2.

(Draft)

(1) I wish first to welcome you all here for this meeting, and highly appreciate your making time in your busy schedules to attend. I should like, in particular, to express my deepest thanks to Mr. Westerdale, who have come all the way from Okinawa to join us today.

(2) We are assembled here to discuss matters relating to the discontinuation of the operation of VOA relay stations in Okinawa, subjects deserving our close attention.

(3) As you are all aware, Article 8 of the Reversion Agreement provides that "The GOJ consents to the continued operation by the USG of the VOA relay station on Okinawa Island for a period of 5 years from the date of entry into force of this Agreement", that is May 15, 1972. The operations of the VOA relay station, therefore, must cease by 14 May 1977, and it is our understanding that the USG intends to cease broadcasting operations of the VOA in Okinawa by May 14, 1977.

(4) Involved in this discontinuation of the operations of the VOA relay stations in Okinawa are a variety of matters encompassing such domains as radio waves, Japanese employees, lands, etc. It is our thought that we should identify all these matters as precisely as possible to find solution for

them

- 2 -

them well in advance of the withdrawal of the VOA from Okinawa Island.

(5) I wish to raise, with your permission, some of the problems involved as follows.

(a) Radio Wave

Let me confirm our position that the VOA relay stations in Okinawa must cease their operation of any radio stations of the VOA including those for radio teletype transmission, communication <sup>and</sup> or program relay by May 14, 1977, and also that after ceasing of the operation, the VOA must take without delay such necessary measures as dismantlement of antennas or feeders. The special legislation in terms of Article 8 of the Reversion Agreement is in force only for the 5 years starting on 15 May 1972.

(b) Japanese employees

The Japanese employees in the VOA relay stations in Okinawa have lodged with the GOJ various demands concerning the treatment to be accorded them at the time of the closing of the VOA stations. In particular, they have strong hope that they will be covered by the Japanese Unemployment Insurance Scheme. This question, however, is now being dealt with by the Ministries concerned in the GOJ and the American Embassy in Tokyo. It is my feeling that we should not touch on this subject at this meeting.

(c)



(c) Lands

It is our understanding that the VOA has made written contracts with the landowners of its premises in Onna and Kunigami, both of which provide under Article 11 that "In the event that any existing obligations of the Lessee for restoration of the lands have not been completed prior to the expiration of the lease, and in the event of receipt from the Lessor, in writing, within 30 days from the date of the notification of termination, of a request for compensation for the restoration of the lands, the Lessee shall pay compensation for any said restoration as may be required." It would be most appreciated if the American side could inform us of the present situation of its negotiations with the landowners concerned.

(6) In the circumstances where such pending matters await appropriate measures to be taken by next May, it would be essential for us to have the clear idea as to when and how such necessary measures are taken, thus encouraging smooth withdrawal of the VOA stations from Okinawa. We would be most grateful if the American side could inform us of the detailed time schedule of VOA's withdrawal, including such matters as budgetary appropriation, disposal of equipments.

(7) May I now give the floor to the American side.

To: ALL DIPLOMATIC AND CONSULAR POSTS AND AID AND  
USTA OVERSEAS ESTABLISHMENTS

E.O.11652: N/A

TAGS: APER, AFSP

FROM: Dept. of State (PER/ES/LP) DATE: 1976 May 15 A.M. 9:59

SUBJECT: Long-Range Retirement Policy for Local Employees

REF: 3 FAM 923.1 d and e; 3 FAM 971.2

I. POLICY

It remains the basic policy of headquarters agencies concerned to provide protection for foreign national employees (FSLs) at the time of separation from the Foreign Service. The primary source of such protection shall be the host government or other locally prevailing retirement plan.

II. PURPOSE

Headquarters agencies have recognized the need to review local employee retirement policy in the light of changes abroad which have made U.S. Civil Service retirement (CSR) benefits less attractive as the main vehicle for new generation of local national colleagues. The purpose of this airgram is to emphasize and elaborate on the interagency policy to align local employee retirement progress with the principle laid out in Section 444 of the Foreign Service Act that compensation for local employees shall be based upon prevailing

prevailing compensation practices within each locality to the extent feasible. This policy is designed to recognize the wide range of differences in retirement plans between countries. In furtherance of this policy, missions are encouraged to seek protection of local employees hired in the future and, where feasible, current employees also, under host government or either locally prevailing, centrally-administered retirement plans in lieu of protection under the U.S. Civil Service Retirement system.

III. BENEFITS OF ADOPTION OF LOCALLY PREVAILING RETIREMENT PLANS

A. TO FSLs

1. Enrollment of FSLs under CSR in lieu of a local social insurance system deprives local employees of many significant collateral social benefits. Many local systems have the distinct advantage of providing health protection, for example, to retirees and medical and family benefits, including maternity, to active employees.

2. Enrollment of local employees under the local system enables the employees who has previously worked in the local private or public sector to continue participation in the local retirement system whereas such service would not be creditable under CSR. This is particularly important with respect to

short-

short-term local employees who have substantial service in the local economy before or after serving the USG, as CSR service of less than five years results in a refund of contributions only.

3. Local social security retirement and related programs are now prevalent throughout the world and benefits tend to improve each year. Thirty and forty years from now being hired, retirement programs in many countries may well be superior to CSR benefits. The time to enroll employees in these programs is at the beginning of their careers, not at the end when extraordinary and expensive measures may have to be taken to enroll them in the local plans or to attempt to provide equivalent benefits.

4. CSR cost-of-living adjustments are based on consumer prices in the United States which do not reflect conditions in other countries. In contrast, local retirement programs are adjusted to meet local conditions and therefore provide more equitable treatment to FSL retirees.

5. Enrollment under the local system would eliminate the harmful effects of exchange rate fluctuations on CSR annuities which have been experienced by FSL retirees in a number of countries over the past several years.

B.

B. TO USG

1. The fact that USG provides retirement benefits under the locally prevailing plan should broaden the spectrum of employment candidates by appealing to an older, more highly qualified and experienced group of individuals with substantial prior service in the private sector in addition to the applicants currently attracted. It is generally conceded that employment with USG is less attractive to many older prospective employees on learning that their continuity of coverage under the local system cannot be maintained.

2. Adoption of the local retirement plans in all probability would be viewed by host governments as a clear, constructive indication of the concern of the USG for the social welfare of nationals of the receiving state who work for the USG.

3. Adoption of the local retirement plan would serve to simplify administration of the personnel compensation system over the long term by eliminating the complications of extending a retirement plan which is designed specifically for domestic U.S. citizen employees to local employees.

4. Certain provisions of CSR law are inappropriate and excessive in relation to foreign national annuitants. CSR law is specifically designed for U.S. citizen employees and changes are

are generally effected with little consideration of their effect on foreign national employees. For example the recent PL-273 (5 USG Section 8345), enacted on April 26, 1974 provided that "... the monthly rate of annuity payable ... shall not be less than the smallest primary insurance amount ... authorized to be paid from time to time under title II of the Social Security Act." Currently the "primary insurance rate" is \$93.80. While this minimum may be modest enough by American standards, it is totally out of line and grossly excessive for many foreign national annuitants. It is reported that annuities of former local employees in some countries will be two to three times greater than final salaries as a result of this law.

IV. EFFECT ON FSLs OF USG PARTICIPATION IN LOCALLY PREVAILING RETIREMENT SYSTEM

Once coverage under the locally prevailing retirement system is achieved, FSLs are normally affected as follows:

1. all new employees are enrolled into the local system for all benefits;
2. current employees covered under CSR are given the option of a) continuing CSR coverage and receiving other benefits of the local system, if such is permissible under local

rules

rules and regulations, or b) ceasing to contribute to CSR and enrolling into the local system for all benefits which may be expensive to local employees where the host government insists upon employee contributions for post services;

3. to the extent consistent with prior commitments, FSLs not covered under CSR as of the date that adoption of the local system is determined feasible will not normally be given CSR appointments.

V. DECISIONS TO CEASE GRANTING CSR APPOINTMENTS

The phasing-out of CSR usage as an FSL employee benefit is the natural outgrowth of the policy to adopt locally prevailing retirement benefits. Situations will arise in which the authority for additional CSR appointments is no longer needed. In such cases, the missions' authority to grant additional CSR appointments will be withdrawn normally for only new hires and those employees currently on the rolls to whom no prior commitment to CSR benefits has heretofore been made.

Under normal circumstances, CSR appointments may be discontinued formally for new hires and for current employees to whom no prior commitment to grant CSR protection has been made at a mission where:

1. the decision previously has been or is made by the mission itself to discontinue CSR appointments;

2.

2. local law and/or practice provides a substantial lump-sum payment upon retirement in lieu of annuity-type benefits and the mission adopts a similar lump-sum payment plan;

3. it is feasible for FSL employees to cover themselves under the host government retirement system, or other locally prevailing, centrally-administered retirement plan;

4. it is feasible for the USG to participate directly on behalf of FSL employees in the host government retirement system, or other locally prevailing, centrally-administered retirement plan under an acceptable arrangement; or

5. the combination of CSR and locally prevailing severance/retrenchment/provident fund-type benefits available to FSL employees at a mission exceeds local law and well-established local compensation practices to extent that continuation of the CSR benefit for new hires and for those employees to benefit for new hires and for those employees to whom no commitment has been made is indefensible from a legal, management or financial standpoint.

On the other hand, under normal circumstances, CSR enrollment for FSL employees would be continued at a mission where:

1. it is not feasible to participate in or adopt the locally prevailing, centrally-administered retirement plan under acceptable arrangements, and

2. enrollment in the local retirement system is not beneficial to U.S. or FSL interests, e.g., where the local system is not solvent or otherwise not viable.

VI.

VI. ACTION BY MISSIONS

Each mission or independent consular post whose FSL employees have no protection under the host government or other locally prevailing, centrally-administered retirement system are requested to conduct at the earliest date a study of the feasibility of participating directly on behalf of FSLs in the local system in accordance with 3 FAM 971.2, or 971.3, as appropriate.

Where direct participation in the local system by the USG is determined not feasible, posts should explore the possibility of having FSLs enroll on their own in the local system, either as individuals or as a group.

In this effort, the posts may approach the host government for information on a fact-finding basis only, until such time as the appropriate Assistant Secretary of State formally authorizes negotiation of an agreement. To assist posts in drafting an appropriate agreement, attached is a sample diplomatic note encompassing the terms of an agreement for USG participation in a host government social insurance system.

The results of these studies should be reported to PER/ES/LP with copies to the appropriate regional bureau and other agencies. Also, each post's response to A-3313 of

April

April 16, 1973 should be updated as necessary and submitted for review.

In its reply to the Department, a post should include an estimate of the present and future costs (for next 5 years if feasible) of USG participation in the local social insurance scheme(s), including a breakdown of the amounts contributed by both employee and employer and the ranges of various levels of participation of coverage available, where applicable.

The Department is fully aware of the significance of the proposed policy revision to local employees and their understandable interest in being consulted on all matters of importance to them. Therefore, while posts have discretion, it is strongly recommended that missions obtain the opinions and reactions of their FSL employees and report these in their submission to the Department.

These views are significant with regard to the extent of their own participation in the local system. The views of current employees should be sought also concerning the feasibility of USG participation for prospective employees but their views would normally have less effect on the post's considerations in this regard in the light of the policy enunciated in Part I above. In effect, it may be necessary to prepare two feasibility studies: one for current employees and another

for

for prospective employees. It is possible that an executive agreement concluded with a host government may affect only prospective employees.

VII. ACTION BY DEPARTMENT

The Department, in consultation with other agencies, will:

1. Review post's submissions as requested above and advise and assist on consummation of executive agreements and conclusion of private insurance contracts for retirement protection, as appropriate;
2. monitor post's efforts to obtain locally prevailing retirement benefits in the locally prevailing fashion through correspondence with post, S/IG visits, contractor wage surveys and visits to posts by other headquarters agency officials;
3. review the retirement policies at posts as reported in responses to the Department's A-3313 of April 16, 1973 to determine where CSR benefits may be discontinued for future hires in accordance with the general guidelines set forth in paragraph V above.

KISSINGER