GHQ/SCAP Records(RG 331)
Description of contents

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UNITED STATES

(1) Box no. 2043

(2) Folder title/number: (9)
Allowance - Cold Climate & Coal

(3) Date: Nov. 1947 - Jan. 1951

(4) Subject:

Classification	Type of record
324	c, e, r

(5) Item description and comment:
With a List of Papers

(6) Reproduction: (Yes) No

(7) Film no. Sheet no.

File Under Allowance - Cold Climate & Coal Page

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22	Salter	8 Jul 49	M/R	Clearance Coal and Cold Climate Allowances
23	Salter	8 Jul 49		Criteria Used in Developing Recommendations on Coal and Cold Area Allowance
24	Asai, NPA	8 Jul 49	Yoshida	Re Cold Area and Coal Allowances
25	Hoover	8 Jul 49	Asai, NPA	Re Cold Area and Coal Allowances
26	Bettis	11 Jul 49	M/R	Cold Area & Coal Allowances
27	DeAngelis	21 Jul 49	M/R	Coal and Cold Area Allowances
28	Bettis	29 Jul 49	M/R	Cabinet Order Concerning Payment of Cold Area Allowance and Coal Allowance
29	DeAngelis	1 Aug 49	M/R	Coal and Cold Area Allowance
30	Bettis	2 Aug 49	M/R	Cabinet Order Concerning Cold Area and Coal Allowance
31	Bettis	21 Sep 49	M/R	Cold Area Allowance
32	Salter	6 Dec 49	M/R	Cold Climate Allowances
33	Asai, NPA	14 Jun 50	Yoshida	Re Cold Area & Coal Allowances
34	DeAngelis	16 Jun 50	M/R	Coal and Cold Area Allowance
35	Asai, NPA	17 Jun 50	Yoshida	Re Cold Area & Coal Allowances
36	Asai, NPA	17 Aug 50	Yoshida	Re Cold Climate & Coal Allowances
37	Okiie	23 Aug 50	Hoover & Shirven	Re Cold Area Allowance
38		6 Sep 50		The Map of Districts by Colour for the Issue of Cold Area Allowance
39	Tanaka, H.R.	30 Jan 51		Bill for Partial Amendment to the Law for Payment of the Cold Districts Allowances and Coal Allowance to the NPS Personnel

File Under COLD CLIMATE ALLOWANCE Page

NO.	FROM	DATE	TO	SYNOPIS
1	Bettis	16 Aug 48	M/R	Conference in Regard to Cold and Snowy Area Allowances
2	Bettis	19 Oct 48	M/R	Cold Climate Allowance and Coal (Fuel) Allowance
3	Salter	7 Feb 49	M/R	Cold Climate Allowance
4	Salter	11 Feb 49	Hoover	Cold Climate Allowance Investigation
5	Salter	11 Feb 49	Hoover	Cold Climate Allowance
6	Salter	14 Feb 49	Hoover	Cold Climate Allowance Investigation
7	Bettis	15 Feb 49	Hoover	Report Concerning Payment of Cold Climate Allowance
8	Salter	16 Feb 49	M/R	Investigation of Cold Climate Allowance
9	Bettis	23 Feb 49	M/R	Cold Climate Allowance - Yamanashi Prefectural Office-Non-Staple Food Distribution Corporation
10	Bettis	24 Mar 49	M/R	Cold Climate Allowance
11	Hoover	3 May 49	M/R	Cold Climate Allowance
12	Bettis	9 May 49	M/R	Coal Allowance and Cold Climate Allowance-Hokkaido
13	Salter	9 May 49	M/R	Cold Climate Allowance
14	ONPA	12 May 49		Cold Climate Allowance
15	Bettis	13 May 49	Hoover	Cold Climate Allowance and Coal Allowance
16	Bettis	13 May 49	M/R	Cold Climate Allowance
17	Salter	16 May 49	Peterson	Proposed Law Concerning Cold District Allowance
18	Bettis	16 May 49	M/R	Cold Area and Coal Allowance
19	Salter	18 May 49	M/R	Cold Climate Area Allowance
20	Asai, NPA	6 Jul 49	Hoover	Issue of Cold Area and Coal Allowances
21	Salter	7 Jul 49	M/R	Proposed NPA Recommendations on Coal and Cold Area Allowances

CSD File

House of Representatives

January 30, 1951

Bill for Partial Amendment to the Law for Payment of the Cold Districts Allowances and Coal Allowance to the National Public Public Service Personnel.

(Proposed by TANAKA, Isaji)

The Law for Payment of the Cold Districts Allowance and Coal Allowance to the National Public Service Personnel (Law No. 200 of 1948) shall be partially amended as follows:

In Art. 1, par 2,"in Hokkaido" shall be amended as "in Hokkaido and part of Aomori prefecture designated by the National Personnel Authority."

In Art 2, par.2, "the official retail price" shall be amended as "the average official retail market price in Hokkaido".

Supplementary Provisions:

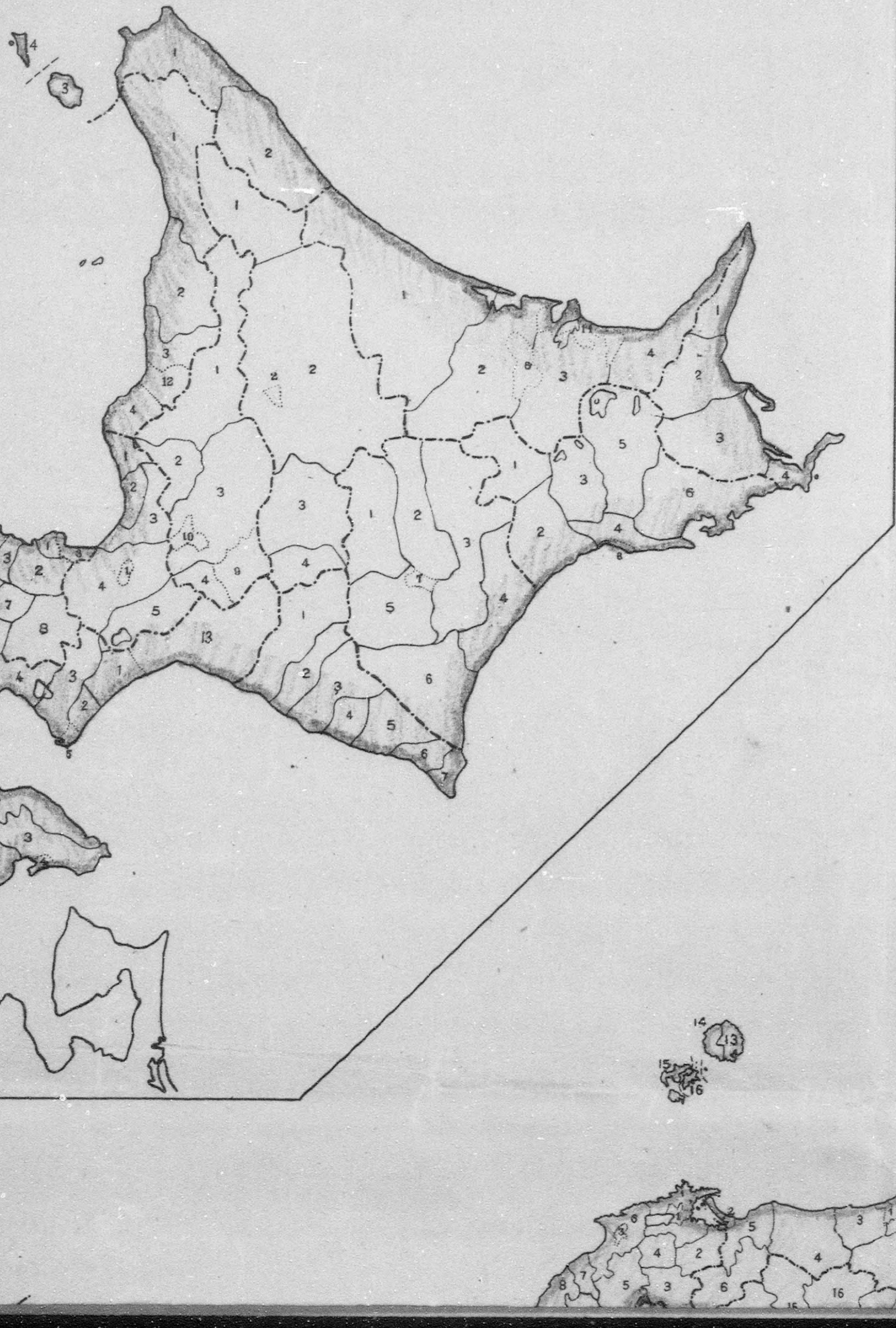
1. This law shall come into force as from the day of its promulgation.

2. Steps shall be taken in order to enable payment of the Coal Allowance under the provision of Article 1, paragraph 2 as from the fiscal year of 1952.

Concurrance by CSD
2 Feb 51

Introducing from 1st class District to 2nd class.
" from 1st class " to 3rd class

The Map
of
Districts by
for
The Issue of Col



ap

y Colour

ld Area Allowance

Remarks:

■ shows 4th class districts.

■ " 3rd " "

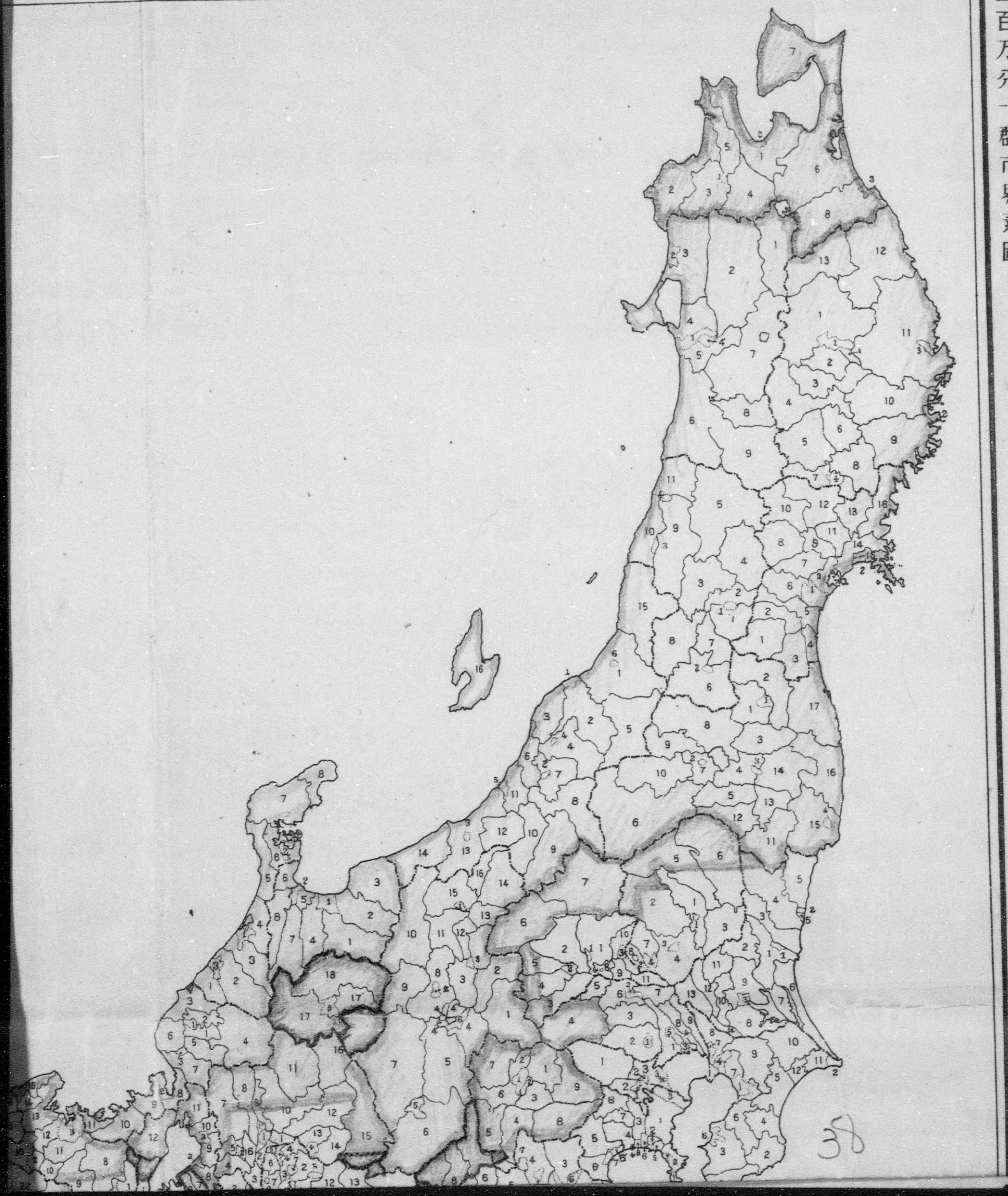
■ " 2nd " "

■ " 1st " "

■ " districts to be added to the 1st class districts.

Sept 16, '50

三百万分一郡市界素圖



38

昭和二十三年六月製版　地理調査所

定價金十円

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Sept. 6, 19

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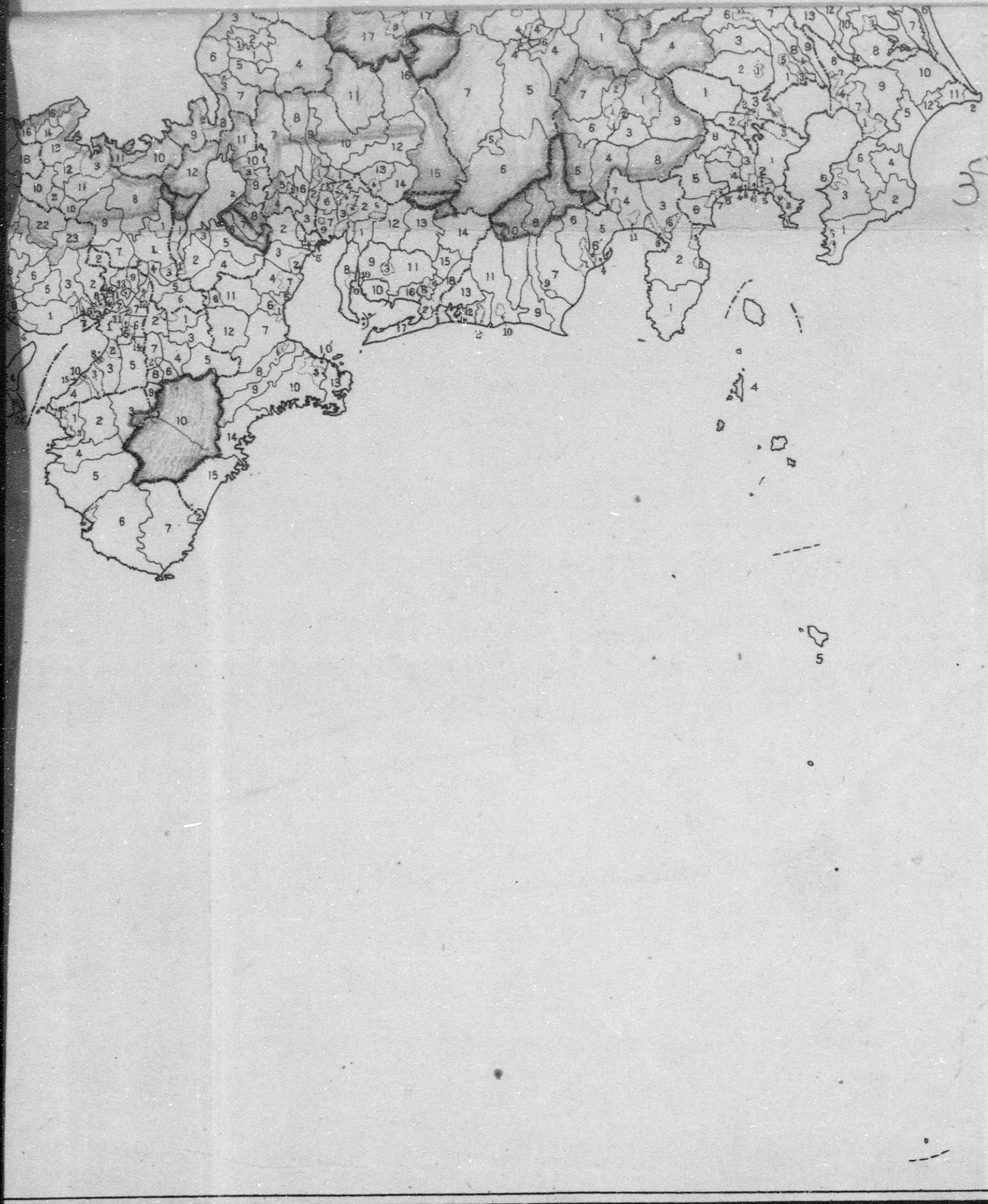

3,000,000

0 50 100

5 0 10 20 30

凡例 ----- 府縣界 支廳界 —— 郡界 ..... 市界

1,2,3, 市の番号　　1,2,3, 郡の番号

備考 1 本圖は昭和二十三年四月末日現在調査による
2 都市名は別冊都市町村名索引參照のこと
3 ゝは飛地を示す

, 1948.

The Cost of Living Unit of & The Salary & Wage Sect

Confidential

File

JAPANESE GOVERNMENT

National Personnel Authority

Jinji-In, Kasumigaseki, Chiyoda-ku, Tokyo

August 23, 1950

To:

Mr. Blaine Hoover,

Chief of Civil Service Division,

Mr. Maynard Shirven,

Acting Chief of Civil Service Division,

Government Section, GHQ, SCAP

A supplementary recommendation for areas eligible for cold area allowance was submitted recently to the Prime Minister by the National Personnel Authority.

When this recommendation was being talked about among two or three top-level staff members of the National Personnel Authority, I was opposed to the idea, the reasons being that, while it was scheduled that a large-scale revision of the areas eligible for cold area allowance would be effected shortly after having thoroughly made scientific studies on the subject, there would be the areas which would receive a higher or lower rate than the present as a result of such studies, so that unless the revision was not effected at a time of the revision of the pay base, the change would be too bad for employees in the areas which would thereby be given a lower rate. Therefore, when the recommendation for cold area allowance was made in June last, it was added that a revision of the areas eligible for cold area allowance would be recommended separately at the time of revising the pay base. It now happened that, without waiting for the time for revision of the pay base, those areas eligible for an increase in the allowance were recommended separately from others.

This action would have been justified if these areas had been unusually ill-treated in the past and called for immediate rectification,

but the question was not so pressing, and, as already described above, I was opposed to the recommendation considering that it would be far better to publish it together at the time of revision of the pay base, since the time of making it public had been previously announced.

Further, as reasons for my opposition the following points might be cited:

(1) The recommendation would cast doubt in the minds of the public that the National Personnel Authority had not been able to resist the pressure of labor unions and had made this recommendation.

(2) If we announce only those areas which would receive a higher rate of allowance without including those whose allowance would be lowered, the National Personnel Authority would not be fair and would probably be criticized by the Ministry of Finance and others as being too naive in ingratiating itself with labor unions. To be sure, this is not true, but at a time when we are not sure whether our pay recommendations would be accepted by the Government, there is no knowing that our such action might cause some obstacle in their way, and especially we are concerned about the possible effect of such action on ESS.

(3) If we give the impression to the public that the National Personnel Authority would make its recommendations at any time without waiting for revision of the pay base, we can imagine that a large number of petitioners would throng to the National Personnel Authority and make their representations.

For the reasons described above I had been opposed to the plan of recommending at the present juncture a part of the areas by separating it from the rest.

There is of course no reason to object to such recommendation, no matter what may be my own opinions, if it had been adopted by a meeting of the National Personnel Authority conducted according to the regular procedures.

What I would like specially to stress here, however, is the fact that this recommendation was made without having been passed by a meeting of the National Personnel Authority.

Dr. Asai is by nature averse to a meeting, and is opposed that we Commissions are present at a meeting of bureau chiefs or a meeting of section chiefs; he even dislikes a meeting of the National Personnel Authority, and, unless the matter is important, has the covering documents circulated to each Commissioner for his signature, thus trying to avoid the actual holding of such meeting as much as possible.

In cases where the problem is simple and clear and nobody has any objection, there might be no actual harm in taking this kind of simplified method, but, in the present case where there was clearly a dissenter, the President, notwithstanding the wishes of the Director-General that the Commissioners sit in conference, ordered to have recourse to clearance by circulation of the relative documents, and placed them for perusal after having first affixed his own signature on the documents. I can only say that this was nothing but the violation of the significance of a meeting. Needless to say, the significance of a meeting lies in the fact that the three Commissioners sit in conference, discuss any subject matter on the agenda from various angles and reach a conclusion. This is precisely what is meant by a democratic procedure and also constitutes the raison-d'etre of the three Commissioners.

I had therefore warned that, if in the present case, the President would not change his stand by taking the unlawful step as above described, I would be compelled, much against my will, to report the case to GHQ inasmuch as the question was of such gravity as would cause the loss of raison-d'etre of the three Commissioners, but, despite this warning, the recommendation was forcibly made by circulation of documents on which my signature was not affixed.

I am reporting this case to you thinking that, when such undemocratic action had taken place in the National Personnel Authority which of all others should be administered in democratic manner, it would not serve its interests to pass the matter unnoticed by personal considerations.

In Japan where many do not as yet fully "put" Democracy on their person, there is every fear of a repetition of such occurrence after we leave the National Personnel Authority. I therefore feel keenly the necessity of putting up a"defence line" not only for the duration of our tenure of office but also for the distant future by establishing detailed regulations concerning the meetings of the National Personnel Authority.

There is an organization to study problems relating to cold area allowance and to make representations thereon to the National Personnel Authority. This organization is called a "Council for Countermeasures for Cold and Snow-Laid Areas", and is set up mainly by labor unions. Several leading members of this organization sought an interview with me the other day and lodged a protest with me why I, Commissioner Yamashita, alone was opposed to a supplementary recommendation on areas eligible for cold area allowance which was expected to be made by the National Personnel Authority. This is one of the unpleasant events which had taken place recently.

I feel most regrettable to have to trouble Mr. Hoover in his sickness by addressing this letter jointly to his name, but I am taking this step in the thought that it would serve the purpose of future reference to bring to his notice that a destructive device of this type exists even in Democracy built after his painstaking effort on the foundation of the National Public Service Law.

Yamashita Okiie

Yamashita Okiie

Commissioner

To:

Mr. Shigeru Yoshida, Prime Minister of Japan.

As a result of the inspection about the increasing of the cost of Living by the tempe rature, accumulated snow, the velocity of the wind, in accordance with Paragraph 2, article 3, of the Law Concerning Payment of cold districts allowance and coal allowance to National Public Service Personnel (Law No. 200, I949), National Personnel Authority recommends for the partition of supplying area of the Cold districts allowance to reform a part of it, in accordance with the Appendix.

Moreover, the N.P.A. should like to add that this recommendation is different from"the recommendation in the case that the pay level would be revised", which the N.P.A. formerly recommended.

I7 th August I950.

President of National
Personnel Authority
Kiyoshi Asai

Appendix

Recommendation

I. District to be added to the annexe of the cold

area Allowance (I st Class)

Tochigi Ken	Kamitsuga Gou
	Okikawa Mura
	Nishe-Oashá Mura
Gáfu Ken	Ena Gun
	Kami Mura
	Shima harada Mura
Shiga Ken	Kanzaká Gun
	Eigenje Mura
Aichi Ken	Kita-Shidara Gun
	Inatake Machi
	Kamitsu Mura
Hiroshima Ken	Yamagata Gun
	Hachiman Mura

2. Introducing from Ist class districts to the 2 nd one.

Gunma Ken	Kusatsu Machi
	Tsumakoi Machi
	Rikugo[illegible] Mura
	Tone Gun
	Minakami Machi
	Katashina Mura
Tochigi Ken	Shioya Gun
	Kuriyama Mura
	Sayori Mura

Yamanashi Ken	Minamitsuru	Gun
	Narusawa	Mura
	Oharashi	Mura
	Katsuyama	Mura
	Kodachi	Mura
	Funatsu	Mura
	Fujikamiyoshida	Machi
	Oshino	Mura
	Nakano	Mura
Kitakoma Gun	Hahrai	Mura
	Kobuchizawa	Mura
	Shinoh	Mura
	Koizumi	Mura
	Ohizumi	Mura
	Kiyosato	Mura
	Sugawara	Mura
	Komaki	Mura
Gifu Ken	Gujoh	Gun
	Gyudoh	Mura
	Kitano	Mura
	Shiratori	Machi
	Takawashi	Mura
	Ibi	Gun
	Tokuyama	Mura
Shiga Ken	Ika	Gun
	Kataoka	Mura
	Tanyuh	Mura

3. Introducing from the 2nd Class districts to the 3 rd one.

Gifu Ken	Ohno	Gun
	Takane	Mura
	Asahi	Mura

National Personnel Authority

Final as submitted to the Diet
17

June ~~19~~, 1950

To:

Mr. Shigeru Yoshida, Prime Minister of Japan

With reference to the designated areas of cold area allowance and the amount, time and method of payment of cold area allowance and coal allowance based on the provisions of Paragraph 2, Article 3 of the Law (Law No. 200, 1949) concerning payment of cold area allowance and coal allowance for national public employees, we are desirous of making recommendation in accordance with the Appendix.

Asai Kiyoshi,

President
of
National Personnel Authority

Appendix

1. Cold Area Allowance.

Cold Area allowance shall be paid to all employees who are in full time service in the specifically designated areas where the cost of living increases remarkably during the specified period in order to meet with the specific meteorological conditions such as atmospheric temperature, snowfall and velocity of the wind (as for the employees other than fixed number of employees as provided by the Table Of Personnel Organization Law No. 126, 1949, only to those employees who has obtained the approval of National Personnel Authority) in pursuance of the following principle.

(1) The amount of cold area allowance shall be computed by multiplying the monthly total of base pay and family allowance of the employees by the following established rates according to the classification of the designated areas.

1st	class	area	20%
2nd	"	"	40"
3rd	"	"	60"
4th	"	"	80"

(2) The designated areas for cold area allowance and classification thereof shall be determined according to the precedent. In case, however, the compensation level be revised, such areas and classification shall be determined according to the recommendation of National Personnel Authority.

(3) Time of payment.

Half the amount computed by multiplying the monthly total of base pay and family allowance of the employees as of the time of payment by the respective fixed rate of the allowance shall be given annually twice in August and October.

2. Coal Allowance.

Coal allowance shall be paid to all employees who are in full time service in Hokkaido (as for the employees besides the fixed number provided in the Table of Personnel Organization Law, only to those employees who has obtained the approval of National Personnel Authority) in accordance with the following principle method.

(1) The amount of coal allowance shall be computed by multiplying 4,150 yen which is the price of coal per ton in Hokkaido by the following established rates according to the employees' qualification as of the time of payment.

Householder	3 tons
Other employees	1 ton

(2) The designated areas shall cover the whole area of Hokkaido without any discrimination.

(3) Time of payment.

Half the amount of the allowance shall be paid in the month of August and October, respectively.

(Note)

In the Law concerning Payment of the Cold Dislricts allowance and Coal Allowance to the National Public Service Personnel, Article 2, Paragraph 2, it is provided that the price of coal shall be computed by the official retail price; but now that the official retail price is abolished, it can not be computed on the basis of the official retail price.

But as the coal allowance must be paid as fast as possible in order to protect the government employees' living, the National Personnel Authority which is responsible for recommendation in accordance with this law has adopted the average of the retail market prices as the basis.

CIVIL SERVICE DIVISION
Government Section

16 June 1950

MEMORANDUM FOR: The Record

SUBJECT : Coal and Cold Area Allowance.

1. A conference was held with Messrs. Takimoto, Ozaki and Shirishi, Compensation Bureau, NPA on 15 June 1950 for purpose of discussing the above subject. NPA is required to make recommendations to the Prime Minister concerning cold area and coal allowances under the provisions of paragraph 2, Article 3, Law No. 200, 1949.

2. The Commissioners' recommendations to the Prime Minister were reviewed. Mr. Takimoto was advised that NPA should not make recommendations it could not defend. NPA has made a reputation for itself on the basis of fact finding and a scientific approach to personnel problems. The Authority should not leave itself open to attack.

By ignoring the careful study of coal and cold area allowances prepared by the Compensation Research Section in designating areas for cold area allowances and accepting the areas set by the Office of New Pay Administration which were based on agreement rather than objective study, NPA places itself in a vulnerable position. Should the Commissioners' recommendations be challenged, the Authority would be hard pressed for defensive arguments.

The best defense would be a recommendation based on the Compensation Research Section study.

3. It was further pointed out that the Commissioners were responsible for making the final recommendation. It might be desirable to amend Law No. 200, 1949 so as to include the designated areas as determined by the Compensation Research Section.

4. Mr. Takimoto will convey Civil Service Division's opinion to the Commissioners.

Albert R DeAngelis
ALBERT R. DeANGELIS
Compensation Specialist

ARD:vr

34

NATIONAL PERSONNEL AUTHORITY

June ~~14~~, 1950

To:

Mr. Shigeru Yoshida, Prime Minister of Japan

With reference to the designated areas of cold area allowance and the amount, time and method of payment of cold area allowance and coal allowance based on the provisions of Paragraph 2, Article 3 of the Law (Law No. 200, 1949) concerning payment of cold area allowance and coal allowance for national public employees, we are desirous of making recommendation in accordance with the Appendix.

Asai Kiyoshi,

President

of

National Personnel Authority

Appendix

1. Cold Area Allowance.

Cold area allowance shall be paid to all employees who are in full time service in the specifically designated areas where the cost of living increases remarkably during the specified period in order to meet with the specific meteorological conditions such as atmospheric temperature, snowfall and velocity of the wind (as for the employees other than fixed number of employees as provided by the Table of Personnel Organization Law, to those employees who has obtained the approval of National Personnel Authority) in pursuance of the following method.

(1) The amount of cold area allowance shall be computed by multiplying the monthly total of base pay and family allowance of the employees as of the time of payment by the following established rates according to the classification of the designated areas.

1st	class area	20%
2nd	" "	40"
3rd	" "	60"
4th	m" "	80"

(2) The designated areas for cold area allowance and classification thereof shall be determind according to the precedent. In case, however, the compensation level be revised, such areas and classification shall be determined according to the recommendation of National Personnel Authority.

(3) Time of payment.

Half the amount of the allowance shall be paid in the month of August and October, respectively.

2. Coal Allowance.

Coal allowance shall be paid to all employees who are in full time service in Hokkaido (as for the employees besides the fixed number provided in the Table of Personnel Organization Law, to those employees who has obtained the approval of National Personnel Authority) in accordance with the following method.

(1) The amount of coal allowance shall be computed by multiplying 4,150 yen which is the price of coal per ton in Hokkaido by the following established rates according to the employees' qualification as of the time of payment.

Householder	3 tons
Other employee	1 ton

(2) The designated areas shall cover the whole area of Hokkaido without any discrimination.

(3) Time of payment.

Half the amount of the allowance shall be paid in the month of August and October, respectively.

1) ~~Mr Takimoto~~ Cog / Watson

2) Files
12-12-49

CIVIL SERVICE DIVISION
Government Section

6 December 1949

MEMORANDUM FOR: THE RECORD

SUBJECT: Cold Climate Allowances

Mr. Takimoto came in this afternoon to discuss with Mr. Salter Commissioner Yamashita's request of some changes NPA desired to make on the original recommendations to the Cabinet in payment of cold climate allowance.

It was pointed out to Mr. Takimoto that while this office had not specifically objected to the original recommendations made last July, they had only passed them "without objection". In conference concerning these recommendations, some questions were raised as to the technical competence both of the information compiled and of the procedures used. NPA was warned at that time that this was an exceedingly delicate matter and required clear-cut factual information upon which to make any decisions. Any variance from this could place NPA in a potentially embarrassing situation should they be challenged on any point of their recommendations. This advice was repeated to Mr. Takimoto. It was quite clear at this time of the essential need for correct technical approach. The Cabinet has indicated that it may not authorize the payment of cold climate allowance to all those geographical areas that NPA recommended should receive such allowances. The only group that can challenge such an action is the Diet. The Diet will undoubtedly call for the recommendations made by NPA, and if the Diet challenges the Cabinet on its action, it will have to do so with full confidence that all recommendations made by NPA are technically sound and correct. If the situation proves otherwise, NPA will be in an exceedingly embarrassing position. Mr. Takimoto promised to convey this advice again to Mr. Yamashita and Dr. Asai and to re-emphasize the need for technical correctness.

In view of the above, Mr. Takimoto was advised that should NPA feel they needed to make some technical corrections to their original recommendations, they should do so. However, no such actions should be taken which could not clearly be supported by published statistics and other such factual information that is generally recognized. Furthermore, no modifications were in any way to affect the original standards on which their original recommendations were made. Mr. Takimoto stated that they would follow this advice.

P.S. 12/8/49.
Mr. Yamashita tells me today that Cabinet has already issued order & NPA will therefore take no action & change their original recommd'ns.
MS

Yours sincerely,

MACDONALD SALTER
Chief
Classification & Compensation Branch

32

National Personnel Authorit

To:

Mr. W. Pierce MacCoy,

Acting Chief of Civil Service Division,

Government Section, GHQ, SCAP

December 1, 1949

Revision of Areas eligible for the Issuance of
Cold Districts Allowance and Coal Allowance

With regard to the amount of Cold District Allowance and Coal Allowance as well as the period, method, etc. of issuing such allowances, recommendations have been submitted to the Prime Minister, in accordance with the provision of Paragraph 2, Article 3 of the Law concerning Payment of Cold Districts Allowance and Coal Allowance to National Public Service Personnel (Law No. 200 of 1949). The appropriation concerned was included in the present supplementary budget, passed by the both Houses on December 1, and the Government is prepared to issue a Prime Minister's Office Ordinance relating thereto. As the National Personnel Authority has drawn up a plan of additional recommendation, as shown in annexe, concerning the areas eligible for such allowances, or at least addition or revision thereby which are deemed appropriate in view of the result of study pursued under the principle of determining the areas eligible for such allowance, your prompt approval thereon is hereby requested.

As to the coal allowance, it must be pointed out that the National Personnel Authority, in its recommendations to the Cabinet, fixed the price of coal at ¥ 3,321.90 per ton while the Prime Minister's Office has fixed it at ¥ 2,700 and is about to issue the allowance at that rate. This step seems to have been taken in anticipation of price-cut due to the lift of control on coal. But, in view of the actual conditions in Hokkaido, we come to a conclusion that the National Personnel Authority's recommendations are adequate.

We hope GHQ, SCAP will re-consider the matter and take trouble to induce the Cabinet to approve the suggestion of the National Personnel Authority.

Asai Kiyoshi

President
of
National Personnel Authority

Districts to be added to the Annexe of the

Cold Area Allowance

lst class districts:

Yamanashi Prefecture

Minamikoma-Gun(Mutsuai-Mura)

Shizuoka Prefecture

Abe-Gun(Umegashima-Mura & Ikawa-Mura)

Haibara-Gun(Kamikawane-Mura)

Syuchi-Gun(Misakubo-Cho)

Aichi Prefecture

Kitashitara-Gun(Inabu-Cho)

Shiga Prefecture

Echi-Gun(all over)

Kanzaki-Gun (")

Shiga-Gun(Komatsu-Mura, Kido-Mura & Katsurakawa-Mura)

Kyoto-Fu

~~Atago~~

~~Otagi~~-Gun(Kuta-Mura)

Otagi

Kitakuwata-Gun(Limited In the south of 35 10' North Latitude)

Nara Prefecture

Yoshino-Gun(all over)

Wakayama Prefecture

Ito-Gun(Koya-Cho & Fuki-Mura)

Hiroshima Prefecture

Hiba-Gun(Saijo-Cho, Hiwa-Machi, Onuka-Mura, Tamori-Mura, Yahoko-Mura, Yawata-Mura, Kamitakanoyama-Mura, Simotakanoyama-Mura, Kuchikita-Mura, Yamauchikita-Mura & Konan-Mura)

Futami-Gun(Funo-Mura, Sakugi-Mura & Kimita-Mura)

Takata-Gun(Kawane-Mura & Ikekuwa-Mura)

Saiki-Gun(Yoshiwa-Mura)

Yamagata-Gun(Mibu-Cho, Yae-Cho, Minamigata-Mura, Honji-Mura, Yoshisaka-Mura & Yasuno-Mura)

Above two "Cho" and four "Mura" shall be excepted.

Yamaguchi Prefecture

Tsuno-Gun(Kano-Cho)

Saba-Gun(Yuno-Mura)

Abu-Gun(Tokusa-Mura, Jifuku-Mura & Kane-Mura)

Kumamoto Prefecture

Aso-Gun(Miyaji-Machi, Uchinomaki-Machi, Takamori-Machi, Kojo-Mura, Yamada-Mura, Ogaishi-Mura, Sakanashi-Mura, Kurogawa-Mura, Nagamizu-Mura, Shikimi-Mura, Hakusui-Son, Choyo-Mura, Kugino-Mura & Nakadori-Mura)

Gifu Prefecture

Ena-Gun(Limited in the south of 35 20' North Latitude.)

Revisal

Introducing from the first class districts to the second one.

Gifu Prefecture

Masuda-Gun(Takane-Mura, Asahi-Mura, Osaka-Cho)

Introducing from the first class districts to the third one.

Gufu Prefecture

Takayama-Shi

Yoshiki-Gun

Ohno-Gun

NATIONAL PERSONNEL AUTHORITY

3 Oct. '49.

To: Mr. Blaine Hoover, Chief, Civil Service Division, Government Section, GHQ.

From: President of NPA K. Asai

Subject: Converning addition and revision of areas of payment of cold districts allowance.

Previously we made recommendations to the Prime Minister, in accordance with Paragraph 2, Article 3 of the Law Concerning Payment of Cold Districts Allowance and Coal Allowance to National Public Service Personnel (Law no. 200, 1949), on areas of issuance of cold districts allowance as well as rates, periods and issuance method of cold districts allowance and coal allowance, and out of these, with respect to areas of issuance of cold districts allowance, it has been decided that it shall follow the instances heretofore in force.

Now, it is deemed that the principle of designating areas of issuance of cold districts allowance heretofore in force lay in designating, although there might be some exceptions, areas where the mean monthly air temperature went as low as 0°C. or below and the mean monthly maximum depth of snow reached as high as 30 c.m. or higher.

Accordingly, as a result of consultations along the line of the above principle, as we have worked out the additional recommendation draft as shown on the seperate sheet, with respect to areas which are deemed appropriate to be added to the areas or revised, your speedy approval is hereby requested.

Districts to be added to the Annexe of the Cold Area Allowance

1st class districts:

Yamanashi Prefecture

Minamikoma-gun(Matsuai-Mura)

Shizuoka Prefecture

Abe-Gun(Umegashima-Mura & Ikawa-Mura)

Haibara-Gun(Kamikawane-Mura)

Syuchi-Gun(Misakubo-Cho)

Aichi Prefecture

Kitashitara-Gun(Inabu-Cho)

Shiga Prefecture

Echi-Gun(all over)

Kanzaki-Gun "

Shiga-Gun(Komatsu-Mura, Kido-Mura & Katsurakawa-Mura)

Kyoto-Fu

Otagi-Gun(Kuta-Mura)

Kitakuwata-Gun(Limited in the south of 35°10' North Latitude)

Nara Prefecture

Yoshino-Gun(All over)

Wakayama Prefecture

Ito-Gun(Koya-Cho & Fuki-Mura)

Hiroshima Prefecture

Hiba-Gun(Saijo-Cho, Hiwa-Machi, Onuka-Mura, Tamori-Mura, Yahoko-Mura, Yawata-Mura, Kamitakanoyama-Mura, Simotakanoyama-Mura, Kuchikita-Mura, Yamauchikita-Mura & Konan-Mura)

Futami-Gun(Funo-Mura, Sakugi-Mura & Kimita-Mura)

Takata-Gun(Kawane-Mura & Ikekuwa-Mura)

Saiki-Gun(Yoshiwa-Mura)

Yamagata-Gun(Mibu-Cho, Yae-Cho, Minamigata-Mura, Honji-Mura,
Yoshisaka-Mura & Yasuno-Mura)

Above two "Cho" and four "Mura" shall be excepted.

Yamaguchi Prefecture

Tsuno-Gun(Kano-Cho)

Saba-Gun(Yuno-Mura)

Abu-Gun(Tokusa-Mura, Jifuku-Mura & Kane-Mura)

Kumamoto Prefecture

Aso-Gun(Miyaji-Machi, Uchinomaki-Machi, Takamori-Machi,
Kojo-Mura, Yamada-Mura, Ogaishi-Mura, Sakanashi-
Mura, Kurogawa-Mura, Nagamizu-Mura, Shikimi-Mura,
Hakusui-Son, Choyo-Mura, Kugino-Mura & Nakadori-
Mura)

Gifu Prefecture

Ena-Gun(Limited In the south of 35°20' North Latitude.)

Revisal

Introducing from the first class districts to the second one.

Gifu Prefecture

Masuda-Gun(Takane-Mura, Asahi-Mura, Osaka-Cho)

Introducing from the first class districts to the third one.

Gifu Prefecture

Takayama-Shi

Yoshiki-Gun

Ohno-Gun

1) Mr. Mac Coy
2) Bettis

CIVIL SERVICE DIVISION
GovernmentSection

21 September 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Cold Area Allowance

Mr. Takimoto of the Compensation Bureau, NPA, called at this office on 21 September 1949 and requested approval for additional districts to be placed in the cold areas for the purpose of payment of area allowances. The majority of these additions were in the first class district; however there were also provisions for parts of some prefectures to be changed from the first class district to the second class and for three localities to be changed from the first class district to the third class. Attention is invited to the fact that the fourth class district provides for the greatest payment of allowance.

Mr. Takimoto later admitted that these changes were being recommended purely from political pressures and petitions of various groups of government employees and that no scientific approach had been made to the matter. He was advised by the writer that inasmuch as the NPA had accepted and made recommendations on the basis such payments had been made for the years 1947 and 1948 and that no scientific study having been made by the NPA it was considered to be very dangerous for NPA to recommend the addition of these districts. Mr. Takimoto advised that it was the desire of Dr. Asai that the inclusion of these additional districts be approved.

This appears to be another instance wherein the NPA is following the line of least resistence in making recommendations for payment of funds to specific groups of employees without having made a careful study regarding the justification. There will be in excess of 3,000 government employees affected if this recommendation is approved, involving an expenditure of in excess of twenty million yen.

JESSE B. BETTIS
Compensation Specialist

JBB:jd

Districts to be added to the Annexe of the Cold Area Allowance

1st class districts:

Yamanashi Prefecture

Minamikoma-Gun (Mutsuai-Mura)

Shizuoka Prefecture

Abe-Gun (Umegashima-Mura and Ikawa-Mura)

Haibara-Gun (Kamikawane-Mura)

Syuchi-Gun (Misakubo-Cho)

Aichi Prefecture

Kitashitara-Gun (Inabu-Cho)

Shiga Prefecture

Echi-Gun (all over)

Kanzaki-Gun "

Shiga-Gun (Komatsu-Mura, Kido-Mura & Katsurakawa-Mura)

Kyoto-Fu

Otagi-Gun (Kuta-Mura)

Nara Prefecture

Yoshino-Gun (all over)

Wakayama Prefecture

Ito-Gun (Koya-Cho & Fuki-Mura)

Hiroshima Prefecture

Hiba-Gun (Saijo-Cho, Hiwa-Machi, Onuka-Mura, Tamori-Mura, Yahoko-Mura, Yawata-Mura, Kamitakanoyama-Mura, Simotakanoyama-Mura, Kuchikita-Mura, Yamauchikita-Mura & Konan-Mura)

Futami-Gun (Funo-Mura, Sakugi-Mura & Kimita-Mura)

Takata-Gun (Kawane-Mura & Ikekuwa-Mura)

Saiki-Gun (Yoshiwa-Mura)

Yamagata-Gun (Mibu-Cho, Yae-Cho, Minamigata-Mura, Honji-Mura, Yoshisaka-Mura & Yasuno-Mura)

Above two "Cho" and four "Mura" shall be excepted.

Yamaguchi Prefecture

Tsuno-Gun (Kano-Cho)

Saba-Gun (Yuno-Mura)

Abu-Gun (Tokusa-Mura, Jifuku-Mura & Kane-Mura)

Kumamoto Prefecture

Aso-Gun (Miyaji-Machi, Uchinomaki-Machi, Takamori-Machi, Kojo-Mura, Yamada-Mura, Ogaishi-Mura, Sakanashi-Mura, Kurogawa-Mura, Nagamizu-Mura, Shikimi-Mura, Hakusui-Son, Choyo-Mura, Kugino-Mura & Nakadori-Mura)

~~Addition~~

Gifu Prefecture

Ena-Gun (Limited In the south of 35°20′ North Latitude.)

Revisal

Introducing from the first class districts to the second one.

Gifu Prefecture

Masuda-Gun (Takane-mura, Asahi-mura, Osaka-cho)

Introducing from the first class districts to the third one.

Takeyama-shi

Yoshiki-Gun

Ohno-Gun

CIVIL SERVICE DIVISION
Government Section

File

2 August 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Cabinet Order Concerning Cold Area and Coal Allowance

Mr. Suzuki of the ONPA called at this office on 2 August 1949 with further reference to the proposed Cabinet Order concerning subject allowances.

Mr. Suzuki stated that the Legislative Bureau of the Attorney General's Office had given the opinion that it was not necessary that a Cabinet Order be issued in regard to these matters in the application of Law No. 200. He stated that it had been decided that it should be administered through a rule or regulation issued by the Cabinet Secretariat and that further action would be taken in this manner, rather than through a Cabinet Order.

Mr. Suzuki upon questioning stated that the reasons that the amounts to be paid under this law had been changed from those recommended by the NPA were as follows: the Coal Kodan, which is responsible for the distribution of coal, is to be dissolved not later than 1 October 1949. Coal at that time will go out from under government control insofar as distribution and rationing is concerned - it is also the opinion of experts that the price of coal will be substantially lowered at that time. Due to these facts and to the limited amount of funds available in the budget, the Vice-Minister's Conference and the Cabinet Secretariat have agreed that computation should be made on the basis of Grade 8 coal, which provides heating units in excess of 5,000 BTU and is considered satisfactory for household consumption and use. It was further stated that it was hoped that these allowances could be paid within the limitations of the current budget on the basis of this grade of coal and the prices used, that the grade of coal and amounts of allowances recommended by the NPA would not enable the allowances to be paid within the limitations of the budget.

In regard to the application of this law to employees paid on an hourly and daily wage basis under the provisions of NPA Rule 9-1, it had been decided that the employees who were employed on a fulltime basis should be paid the allowances and those employees employed on a part-time basis would not be paid the allowances. These provisions, as well as provisions covering payment of the allowances to Occupation workers and workers employed on a contractual basis are to be provided for in the rule or regulation that is issued. A draft of this rule is to be sent to this office for review prior to enforcement.

JESSE B. BETTIS
Compensation Specialist

JBB:jd

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2) Files

CIVIL SERVICE DIVISION
Government Section

1 August 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Coal and Cold Area Allowance

1. A conference was held 29 July 1949 with Messrs. Sato, Takimoto, and Okabe of NPA on the coal and cold area allowance subject.

2. The NPA representatives were unanimous that it was the intent of Law No. 200, 1949 (Law Concerning Payment of the Cold Districts Allowance and Coal Allowance to National Public Service Employees) at the time the law was drafted, to cover all regular government service employees including those paid the prevailing wage.

Incorrect ✓

3. They further believe the way the law (No. 200, 1949) stands, it can be interpreted as applying to prevailing wage employees.

4. Asked whether he thought Article 2 of Law No. 200, 1949, could be applied to prevailing wage employees paid on a daily basis, Mr. Okabe believed not. Mr. Sato also believed Law No. 200 could not be interpreted to include prevailing wage employees paid on a daily basis.

Both Mr. Sato and Mr. Okabe were firm in the belief that prevailing wage employees paid a monthly base pay and family allowance were entitled to the coal and cold area allowances.

5. Neither Mr. Sato, Mr. Takimoto, nor Mr. Okabe were aware of the contents of the proposed Cabinet Order concerning Payment of the Cold Districts Allowance and Coal Allowance to the National Public Service Personnel. They had no idea where the document came from but guessed it might have originated in the Office of New Pay Administration.

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Ser NPA recommendation

Albert R DeAngelis
ALBERT DeANGELIS
Compensation Specialist

ADeA:jd

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CIVIL SERVICE DIVISION
Government Section

29 July 1949

MEMORANDUM FOR: The Record

SUBJECT : Cabinet Order Concerning Payment of Cold Area Allowance and Coal Allowance

Mr. Suzuki of the Office of New Pay Administration called up this office on 28 July 1949 and presented a draft of a proposed cabinet order which had been adopted at the Vice Minister's conference and which is to be submitted to the Cabinet for promulgation during the current week. Mr. Suzuki stated that the cabinet order was drafted strictly in accordance with the recommendations made by the National Personnel Authority as to the amounts and methods of payment of these allowances.

A review of the proposed cabinet order indicates that there should probably be some restrictions made with reference to the payment of these allowances to employees engaged in seasonal labor and employed on a daily basis. Some of these are employed regularly while others are employed only on a daily basis. It would appear, therefore, that the same provisions as outlined in Paragraph 3 of Article 2 should be made to apply to this category of employees.

Mr. DeAngelis is to make further study in regard to this matter after which appropriate recommendations and approval or disapproval will be given regarding the cabinet order.

JESSE BETTIS
Compensation Specialist

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CIVIL SERVICE DIVISION
Government Section

21 July 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Coal and Cold Area Allowances

1. On 19 July 1949, Mr. Hasumi, Salary & Wage Section, NPA, handed me a document containing his interpretation of Article 1, Law No. 200, 1949 (Law Concerning Payment of the Cold Districts Allowance and Coal Allowance to the National Public Service Personnel). Mr. Hasumi would extend the provisions of Law No. 200, 1949 to employees receiving the prevailing wage. An analysis was made of Mr. Hasumi's document.

2. Article #1 specifies the payment of coal and cold area allowances to public personnel of the regular government service who are posted and serve constantly in the cold districts. Article 1 limits the cold district payments within the extent of the budget. A further limitation states such payments shall be in addition to the payment stipulated in the Law Administering the New Pay of Government Officials (Law No. 46 of 1948).

Article #1 then defines and limits the application of Law No. 200 of 1949. One exception to Article #1 is contained in Article #4 which specifically applies Law No. 200 to one category of special service employees, namely persons engaged in service for Allied Forces.

3. Paragraph #1 of Article #2 of Law 200, 1949 amplifies the intent of Article #1 by specifically limiting the amoung of the cold district allowance to a percent of "monthly base pay and family allowance". Again paragraph 4, Article 2 states the monthly amount of base pay and that of family allowance for the personnel as provided for in paragraph 1 shall be as stipulated in the Law Administering the New Pay of Government Officials.

4. There is no reference in Articles 1, 2 or 4 that the provisions of Law No. 200 of 1949 shall apply to employees paid the prevailing wage rate. On the contrary, prevailing wage employees are excluded from the provisions of Law No. 200 by requiring the cold district allowance be computed as a percent of monthly base pay and family allowance. Prevailing wage employees are not paid a monthly base pay and do not receive family allowances.

5. The only reference to prevailing wage employees in the Law Administering the New Pay of Government Employees is contained in Article #29. This Article states employees subject to the prevailing wage rate shall be paid on the basis of Law No. 171 of 1947 notwithstanding the provisions of the Law Administering the New Pay of Government Employees. Reference is made to Article 2, paragraph 2 of Law No. 171, 1947.

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Hasumi.
Yoshitoshi
2) Files

Be sure to satisfy yourself that the purposes intent, as well as legal aspects of 200 are complied with NS

2) Files
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The effect of Article 29 is to divorce employees subject to the prevailing wage rate from the application of the provisions of the Law Administering the New Pay of Government Emplcyees.

6. Paragraph 2, Article 2 of Law No. 171 of 1947 reads "The pay rate shall be the actual number of workers employed as well as by occupation category within the prevailing wage rate by occupation category at the time of the use of such labor. The prevailing wage rate by occupation category provided for in the preceding paragraph shall be announced by the competent Minister in the Official Gazette".

The Economic Stabilization Board on the recommendation of the Ministry of Labor sets the prevailing wage rates. The rates are the prevailing rates industry pays and include all the allowances that industry pays.

7. There is no legal basis for applying the provisions of Law No. 200 of 1949 (Law Concerning Payment of the Cold Districts Allowance and Coal Allowance to the National Public Service Personnel) to employees paid the prevailing wage. It would be technically incorrect for NPA to recommend the provisions of Law No. 200 be extended to employees receiving the prevailing wage.

8. Mr. Hasumi has been briefed on the contents of this ~~recommendation~~ memorandum.

Albert R. DeAngelis
ALBERT DeANGELIS
Compensation Specialist

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CIVIL SERVICE DIVISION
Government Section

11 July 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Cold Area and Coal Allowances

Mr. Takimoto of the Compensation Section, NPA, called at this office on 11 July 1949 with further reference to recommendations of the NPA concerning the cold area and coal allowances. Recommendations of the Authority were made to the Cabinet on July 8, 1949 as previously reviewed by this office except that due to an error in computing the retail price of coal the prices quoted were f.o.b. and did not include unloading and handling charge at the retail outlets. Also, tax had not been included.

These differences, ¥74 tax and ¥214 handling charge, resulted in a price of ¥3321.90 as compared with the previous rate of ¥3033.50. This change was reflected in the recommendations made to the Cabinet.

Mr. Takimoto stated that the recommendations were presented to Mr. Masuda, Chief Cabinet Secretariat.

JESSE B. BETTIS
Compensation Specialist

JBB:jd

Civil Service Division
Government Section

8 July 1949

Cold Climate & Coal

Dr. Kiyoshi Asai
President, National Personnel Authority
The Government of Japan
Tokyo, Japan

Dear Dr. Asai:

I desire to acknowledge a memorandum submitted by you today outlining the recommendations which the National Personnel Authority proposes to make to the Prime Minister under the provisions of Law No. 200, 1949, and in particular under Article 3, paragraph 2, of that Law.

The Civil Service Division makes no objection to the plan proposed by you. This is not to be interpreted, however, as constituting approval of the plan by the Civil Service Division either in principle or method of development. The Civil Service Division recognizes that the National Personnel Authority under the above law and existing conditions of operation is under the necessity of making recommendations to the Prime Minister on this subject matter at the earliest possible date and that further consumption of time in the effort to refine the report might seriously complicate the problems of administration.

In presenting these recommendations to the Prime Minister the National Personnel Authority should specifically direct attention to the fact that under the Law the allowances are to be paid only within the extent of the existent budget; that it is not the function of the National Personnel Authority to determine the extent to which such funds are available; and that such coordination should be made at the instance of the Prime Minister by the Finance Minister in consultation with the Public Finance Section, Finance Division, Economic and Scientific Section, GHQ, SCAP, in accordance with the usual practice.

Yours very truly,

BH:mw

BLAINE HOOVER
Chief
Civil Service Division

25

Jap Gov — Special Allowances

File

NATIONAL PERSONNEL AUTHORITY

July 8, 1949

To:

Mr. Blaine Hoover,

Chief of Civil Service Division,

Government Section, GHQ. SCAP

Dear Mr. Hoover,

I beg to acknowledge the receipt of your memorandum of even date, and thank you most sincerely for your sympathetic appreciation of the currently difficult position of the National Personnel Authority which enables the National Personnel Authority to make timely fulfilment of duty imposed upon it by law.

I take this opportunity to request your further assistance and Mr. Salter's in respect to scientific studies of coal and cold area allowances in the future.

Your very truly,

Asai Kiyoshi

President
of
National Personnel Authority

July 8, 1949

To:

Mr. Yoshida Shigeru

Under the provision of Article 3, Paragraph 2, of the Law pertaining to Cold Area and Coal Allowances for the Government Employees (Law numbered 200 of 1949), which was enacted at the fifth Diet, the National Personnel Authority hereby submit necessary recommendations concerning districts eligible for Cold Area Allowance and the amounts, periods, methods of payment etc., of Cold Area and Coal Allowances.

Asai Kiyoshi

President
of
National Personnel Authority

I. Cold Area Allowance

1. It is advisable to classify the districts eligible for Cold Area Allowance into 4 categories, i.e. from 1st class to 4th class, in due consideration of increase in living expenses as may be caused by the temperature, snowfall, wind velocity, etc. of the district concerned and to issue the allowance persuant to the following rates:

(1) 1st class districts: 20% of the total of the monthly base pay and family allowance payable to the employee concerned for the whole period;

(2) 2nd class districts: 40% of the total of the monthly base pay and family allowance payable to the employee concerned for the whole period;

(3) 3rd class districts: 60% of the total of the monthly base pay and family allowance payable to the employee concerned for the whole period;

(4) 4th class districts: 80% of the total of the monthly base pay and family allowance payable to the employee concerned for the whole period;

2. It is advisable to issue cold area allowance by two instalments.

3. The cold area allowance shall be issued within the limit of budget appropriation persuant to the provision of Paragraph 2, Article 1 of the said law.

II. Coal Allowance

1. It is advisable to issue coal allowance in cash covering the price of three tons of coal granted to a personnel who maintains an independent household and one ton to each who does not for the whole period of coal

allowance, which will govern all over Hokkaido, at the rate of 3,033 Yen per ton - average figure of the official prices of 4th - 8th class lump coal and dust coal.

2. It is advisable to issue coal allowance by two installments.

3. The coal allowance shall be issued within the limit of budget appropriations pursuant to the provision Paragraph 2, Article 1 of the said law.

Annexe.

Districts eligible for the issue of Cold Area Allowance

4th class districts:

Hokkaido	(All over)
Aomori Prefecture	"

3rd class districts:

Miyagi Prefecture	(All over)
Akita "	"
Yamagata "	"
Niigata "	"
Nagano "	"
Iwate "	"
Fukushima "	"

2nd class districts:

Toyama	(All over)
Ishikawa	"
Fukui	"

1st class districts:

Ibaragi Prefecture

Kuji-Gun (limitted in the north of 36°50' North Latitude)

Tochigi Prefecture

Nasu-Gun (limitted in the north of 36°50' North Latitude)

Shioya-Gun (" ")

Kamitsuga-Gun (limitted in the north of 36°40' North Latitude or in the west of 139 30' East Longitude)

Gumma Prefecture

Tone-Gun, Agatsuma-Gun, Usui-Gun (limitted in the west of 138°45' East Longitude)

Kitakanra-Gun (limitted in the west of 138°45' East Longitude)

Tano-Gun (limitted in the west of 138°50' East Longitude)

Gamanashi Prefecture

Nishiyatsushiro-Gun (Sakae-Mura)

Minamikoma-Gun (Mutsuai-Mura, Tomikawa-Mura and Manzawa-Mura)

Above four "Mura" shall be excepted.

Saitama Prefecture

Chichibu-Gun

Gifu Prefecture

Yoshiki-Gun, Ōno-Gun, Mashida-Gun, Gunjo-Gun, Takayama City, Kamo-Gun (limitted in the north of 35°35' North Latitude)Latitude)

Mugi-Gun (" ")

Yamagata-Gun (limitted in the north of 35)

Motosu-Gun (" ")

Ena-Gun (limitted in the north of 35°20' North Latitude)

Fuha-Gun (limitted in the west of 137°30' East Longitude)

Yōro-Gun (" ")

Ivi-Gun (limitted in the north of 35°35' North Latitude or in the west of 137°30' East Longitude).

Shiga Prefecture

Ika-Gun, Higashiazai-Gun, Sakata-Gun, Takashima-Gun, Inukami-Gun, Nagahama City, and Hikone City.

Kyoto-Fu

Takeno-Gun, Yoza-Gun, Naka-Gun, Kumano-Gun, Kasa-Gun,

Ikaruga-Gun, Amada-Gun, Maizuru City, Fukuchiyama City,
Kitakuwada-Gun (limitted in the north of 35°10' North
Latitude)
Funai-Gun (" ")

Hyogo Prefecture

Izushi-Gun, Kinozaki-Gun, Mikata-Gun, Yabu-Gun, Asako-Gun, ,Taki-Gun, Hikami-Gun, Tak-Gun.

(limitted in the north of 35°5¹North Latitude), Kanzaki-Gun ("), Shiso-Gun ("), and Sayo-Gun (").

Tottori Prefecture

(All over)

Okayama Prefecture

Aida-Gun (limitted in the north of 35°5¹ North Latitude), Katsuta-Gun ("), Tomada-Gun ("), Maniwa-Gun ("), Atetsu-Gun ("), and Tsuyama City ("").

Shimane Prefecture

Matsue City, Izumo City, Yatsuka-Gun, Hinokawa-Gun, Anno-Gun, Nogi-Gun, Nita-Gun, Ishi-Gun, Ōhara-Gun, Nima-Gun, Ōchi-Gun, Suki-Gun, Ochi-Gun, Chiba-Gun, Ama-Gun, Naka-Gun, (limitted in the north of 35° North Latitude, and include Kida-Mura, Wada-Mura, Tsukawa-Mura, Imaichi-Mura, Haza-Mura, Yasugi-Mura, Kitsuka-Mura, and Kurokawa-Mura).

Mino-Gun. (within the limit of Futakawa-Mura Tsumo-Mura, Michikawa-Mura, Hikimishimo-Mura, and Hikimikami-Mura).

Kanoashi-Gun,

(all over exclusive of Aohara-Mura and Kibe -Mura).

8 July 1949

CRITERIA USED IN DEVELOPING RECOMMENDATIONS ON COAL
AND COLD AREA ALLOWANCES

1. Determination of Areas

It was assumed that any area in Japan (freezing point) which had at least one months average temperature of zero degrees Centigrade or below, and a snowfall of more than 30 centimeters per month, was in the cold area. All other parts of Japan were considered in a temperate zone. No specific reasoning was given for the basis of this division, nor was any statistical data relating to increased cost of living or other criteria presented.

In dividing the cold area into regions it was decided that there were five levels of intensity as follows:

Region	Average Monthly Temp.	Monthly Snowfall
I	0° to -3.9° C	30 cent. to 130 cent.
II	-4° to -7.9° C	131 cent. to 230 cent.
III	-8° to -11.9° C	231 cent. to 330 cent.
IV	-12° to -15.9° C	331 cent. to 630 cent.
V	-16° to lower	631 cent. and more

It happened that by disregarding Region V this statistical array also represented an average mean temperature below zero for Region I for one month of the year, Region II for two months of the year, Region III for three months of the year, and Region IV for four or more months.

2. Determination of Issuing Rates

In arriving at the issuing rates for the area allowance in each region, five items of living cost considered as ones most affected by cold climate conditions were considered. These were:

a. Light and fuel
b. Clothing
c. Living quarters
d. Food (fats)
e. Liquor

In considering these as variable cost of living items, seven cities in the cold zone were compared with seven cities in the warm zone, all in Class B under the area allowance system. The total difference in cost of these items between these two sets of cities was related to the average cost of living of the cities in the warm zone resulting in a percentage figure. This computation was made for each month for a period of 12 months and an average was determined which resulted in a figure of 3.69% as the average additional cost for the above items per month for persons living in the cold zone in contrast to persons living in the warm zone.

Since this percentage of 3.69 represents an average cost per month for the cold zone, the statistical average of the number of months of cold weather reported among the four cold zones, namely 2.5, was divided into this percentage figure to obtain the average additional cost per month in the cold zone.

To determine the issuing rate for Zone I the results of the above computation would be multiplied by 12, resulting in a figure of 17.61. To this is added for "spiritual agonies" in the cold area 2.49 to round out the gigure to 20 per cent. For Zone II the above computation would be multiplied by two since it represents two months of cold weather, etc. and on up to Zone IV. In each instance an additional amount was allowed, the net result being an issuing rate for Zone I of 20 per cent, Zone II of 40 per cent, Zone III of 60 per cent and Zone IV of 80 per cent.

According to the interpretation of the law, these issuing rates will be applicable to the aggregate base pay and family allowance for a period of four months.

3. Method of Payment for Cold Climate

It is recommended by NPA that the cold climate allowance be paid in two installments in order to simplify accounting and to take into consideration any promotions that may occur.

↑ at the same time

4. Coal Allowance

It was determined from the Coal Distribution Kodan that there was a steady flow of coal throughout Hokkaido particularly in the months of July and August when it has been traditional for persons in that area to purchase and store coal for the winter season. There are available in various parts of Hokkaido eight qualities of coal - all qualities are not always available throughout Hokkaido. Nevertheless in order to arrive at an equitable "official retail rate per ton" which is required by the law, the average cost of the official retail price was determined for these eight qualities of coal. This figure is represented by 3,033 yen and 50 sen.

Under past practices it has been customary also to include in the determination of the amount of money being issued to an employee for the purchase of coal, an additional expense item which it is estimated would this year be about ¥214 per ton. This, incidentally, is exactly the figure that was determined in the computations concerning this problem made by the Allowance Bureau in October 1948. The interpretation of Law 200 does not seem to include this latter amount and therefore the recommendation of NPA would be that a coal allowance be paid on the basis of ¥3,033 per ton. This would result in a payment to a person with dependents of ¥9,099 and to a single person of ¥3,033.

NPA recommends that this amount of money be paid in two installments in order not to place too great a sum of money in the employees hands for the purchase of coal which might not all be available at the same time because of transportation problems in the Hokkaido area.

No study was made by NPA as to the most economical quality of coal that could be obtained in the Hokkaido area. Should this have been done it might well have resulted in a planned operation initiated by NPA for the distribution in Hokkaido of a certain grade of coal which would principally have been made available to government employees. It is quite possible that this would have been a much more economical program for the government.

5. Relationship of Cold Area Allowance to Area Allowance

NPA assured this office that since they considered only five factors in the cost of living there was no substantial over-lap in the payment being made for cold area allowance and for area allowance.

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7-11-49

CIVIL SERVICE DIVISION
Government Section

8 July 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Clearance Coal and Cold Climate Allowances

A brief conference was held this morning between Messrs. Salter and Reed concerning contemplated action by CSD in clearing, in accordance with Law 200 of 1949, the recommendations of NPA to the Prime Minister for his action in announcing issuing rates and amount of money to be paid in connection with the coal and cold climate allowances.

It was pointed out to Mr. Reed that we had reviewed the statistical and mathematical calculations concerning these matters prepared by NPA and that while we were not fully in accord with the methods, in view of the lack of adequate statistical information it was agreed that they had done a reasonable job. In view of this and the provisions of Law 200 of 1949, CSD would have to clear this matter but did not wish to do so until it had been clearly brought to the attention of ESS Finance.

Attention was drawn to the provision of paragraph 2 of Article 1 of the Law, which provided that payment of these allowances must be made within appropriated funds. Mr. Reed was informed that specific attention was being drawn to this matter and the recommendations of NPA would include specific reference to this Article of the Law.

Mr. Reed felt that the interpretation of Article 3 was that NPA would be required to determine before issuing its recommendations that there were sufficient funds available by transfer within the accounts of the various agencies to comply with their recommendations. Mr. Reed was informed that the position that NPA and CSD was taking on this was that it was the responsibility of NPA to determine correctly the amount of money to be paid for the coal allowance and the issuing rates and areas involved in the payment of the cold climate allowance. Beyond that point it would be the responsibility of the Ministry of Finance and ESS Finance to hold the payment of these allowances within appropriated funds. Mr. Reed raised the question as to whether it was within law to transfer within certain budget items funds to pay for these allowances since they had not been specifically provided in the original budget. In a subsequent phone call to Mr. Reed in the afternoon Mr. Reed stated that he had determined there was a legal basis which would permit the transfer of such funds.

MacDonald Salter

MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd

22

00 02

CIVIL SERVICE DIVISION
Government Section

7 July 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Proposed NPA Recommendations on Coal and Cold Area Allowances

In a series of meetings today an investigation was made into the basis of the recommendations of NPA on the coal and cold area allowances required under the provisions of Law 200 of 1949.

It was apparent that NPA had done no original and basic research. The areas determined to be in the cold area, as the result of negotiations in the Winter of 1947 in the face of a threatened strike by government workers, were still the areas considered as the cold areas in Japan for the purposes of this allowance. Supporting evidence for this was prepared in October 1948 by the Allowance Bureau, Ministry of Finance, based on a statistical study of climatic factors. NPA has not gone behind this statistical study, nor has it prepared any factual study upon which to make a decision as to what areas should be considered for cold climate allowances and what areas should not.

The original determination was that there were four classes of cold areas. The statistical study produced five. The fifth, however, is a small segment of Western Hokkaido and for purposes of the allowance was not considered in NPA recommendations. The allowance rate recommended by NPA is predicated on rather weak mathematical reasoning, flavored with a small percentage for "spiritual agony" in the cold area. The net result is a series of allowance rates that fit precisely the maximum provided in the law.

No work of any substantial kind at all has been done on determinations for the coal allowance. It is believed that the allowance should be paid in two parts in order to simplify accounting and to provide purchasing power over a period which will permit the more normal movement of coal into consuming areas. The price per ton is merely a mathematical average of the official retail price of eight qualities of coal usually available in Hokkaido.

Because of the urgency of the situation, particularly with reference to making available funds to government employees to procure coal now being distributed, it is recommended that NPA immediately issue its recommendations that they have now developed. While certain statistical processes are questionable and are based on somewhat arbitrary decisions and assumptions, they represent the best available approach to the situation at the present in view of inadequacy of statistical information.

MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd

21

National Personnel Authority

July 6, 1949

To:

Mr. Blaine Hoover,

Chief of Civil Service Division,

Government Section, GHQ., SCAP

Issue of Cold Area and Coal Allowances:

Prompt approval of requested

Under the provision of Article 3 of the law pertaining to Cold Area and Coal Allowances, which was enacted in the last Diet, the Authority has now drawn up the recommendation in respect to the amount of such allowances, districts eligible for such allowances and the issuing period as well as the method of payment of such allowances as shown in the attached table. In view of the urgent request for such allowances in Hokkaido and other districts, your prompt approval thereon is requested.

Asai Kiyoshi

President

of

National Personnel Authority

20

Coal Allowance

1. Single rate of allowance shall govern all over Hokkaido.

2. Three tons for a personnel who maintains an independent household and one ton for each personnel who does not.

3. Coal allowance shall be issued by two installments.

Cold Area Allowance

1. Districts eligible for the issue of Cold Area Allowance shall be classified into 4 categories as shown in the attached list - i.e. from 1st class districts to 4th class districts.

2. The following rates shall govern the monthly amount of allowance payable to personnels in each class of district:

(1) 1st class districts: 20% of the total of the monthly base pay and family allowance payable to the employee concerned;

(2) 2nd class districts: 40% of the total of the monthly base pay and family allowance payable to the employee concerned;

(3) 3rd class districts: 60% of the total of the monthly base pay and family allowance payable to the employee concerned;

(4) 4th class districts: 80% of the total of the monthly base pay and family allowance payable to the employee concerned;

CIVIL SERVICE DIVISION
Government Section

18 May 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Cold Climate Area Allowance

Mr. Hasumi came in this afternoon to discuss this division's interest in modifying Article 2 in the proposed cold climate area allowance legislation. He was informed that this bill had been officially presented to Government Section and that this division had made specific comments on the proposed bill, which it is believed had been referred back to the Diet. (confirmed 5/19).

Mr. Hasumi was told that the principle of a cold climate area allowance could be approved but, because of the lack of specific information, any legislation of this kind should be of a temporary measure recognizing practices heretofore in effect until NPA would be in a position of making scientific recommendations to the Cabinet and the Diet on this matter.

It was clearly pointed out to Mr. Hasumi that Article 2 was in essence a blank check to NPA and is considered unconstitutional in that it gives to NPA legislative power over financial matters which are the specific responsibility of the Diet only. It was suggested that this Article 2 be revised to establish limitations. For instance, the cold climate area allowance could be broken down into two parts. The limitation might state that with respect to the area allowance the practices heretofore in effect would continue not to exceed a specified percentage of the base pay to be applied for a period not to exceed a certain number of months to those living in the areas previously designated under law or Cabinet action. The second part could refer to a specified amount of coal that could be allowed to a single person and a different amount to a married person, which could be ~~obtained~~ made available by the government paying a lump sum amount to the individuals concerned on the basis of the official coal prices.

Mr. Hasumi stated that he would consider these points and redraft Article 2 and return it here for review.

It appears that NPA may have been the initiating agency with respect to this legislation. If this is the case it would be a little difficult for NPA to initiate a change on something to which they originally gave their full support. However, since the whole idea is predicated on the determination of available funds it may be that this can be used as an excuse for revising Article 2. In other words, as it is presently written there is no basis upon which to make reliable estimates of the cost involved in this piece of legislation. If limitations are introduced then a reasonable estimate could be made.

MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd

19

CIVIL SERVICE DIVISION
Government Section

16 May 1949

1) Mr. Hoover
2) File

MEMORANDUM FOR THE RECORD

SUBJECT: Cold Area and Coal Allowances

Mr. Hasumi of the Salary and Wage Section, NPA, called at this office at 1600 Hours on 13 May 1949 for further discussion of the cold area allowance. At that time Mr. Hasumi was advised that Mr. Hoover desired a report from the Commissioners of NPA regarding their findings concerning justification for cold area allowance.

Mr. Hasumi was requested to discuss this matter with the Commissioners and to convey to them the request that this information, with the recommendations of the Commissioners, be furnished this office not later than 0900 hours on 16 May 1949.

Mr. Hasumi delivered to this office at 0930 hours on 16 May a report signed by Dr. Asai setting forth the reasons for recommendations and draft of proposed legislation to authorize the cold area allowance to employees in the regular government service. Copies of these documents are attached hereto.

Mr. Hasumi was advised that the summary and proposed law did not provide for a coal allowance for employees in Hokkaido. He stated that it was the intention of the Commission that the coal allowance should be treated and provided for along with the cold area allowance and that it was their plan to make extensive studies in regard to this matter in considering the establishment of cold areas and the issuing rates. Mr. Hasumi was informed, and it is the opinion of the writer, that the coal allowance for Hokkaido should be established by law separately from the cold area allowance. By so doing the NPA would not be subject to criticism by employees and unions in other areas for having authorized a higher issuing rate of cold area allowance to Hokkaido than for other areas where comparable climatic conditions prevail.

The proposed law is not deemed appropriate at the present time for the following reasons:

1. It is not believed that the law should provide for payment only to employees in the regular government service, but that provisions should also be made for employees in the special service.

2. Coal allowance should be provided for in a separate law.

18

3. Some limitation should be provided for in the law as to the maximum amount of the cold area allowance.

4. Recommendations in regard to the cold area allowance should be withheld until the results of the Consumer Price Survey presently being conducted have been completed.

Draft of the proposed law as presented by the NPA is essentially the same as the bill that has been drafted by the Legislative Bureau of the Diet and which is in this office for consideration at the present time.

JESSE B. BETTIS
Compensation Specialist

JBB:jd

Att.

National Personnel Authority

To: May 16, 1949

Mr. Blaine Hoover,

Chief of Civil Service Division,

Government Section, GHQ, SCAP

Apropose of the payment of cold area allowance to national public employees, since it is deemed necessary to hurry systematizing it in the present Diet, I beg to foward herewith enclosed a proposed bill and a statement giving reasons therefor. The content of the enclosed bill is the same as that of the bill introduced by the Diet.

For Asai Kiyoshi

President
of
National Personnel Authority

T. Sato

Mac

your

immediate

attention!

Sup

1100
10 May '44

Reasons for enacting law for cold area allowance in the present Diet

Owing to the geographical conditions cold and snowy places make extra disbursements during winter months, especially for fuels, clothing, removal of snow, etc. as compared with places in mild climate, also they require special facilities for dwellings and equipment, and it is usual that the payment of these expenses is irregular and becomes particularly heavy during certain months of the year. Under a very low level of pay like one in force at present, these months will especially bring about an expansion of household expenses peculiar to cold areas, and the sufferings caused by this circumstance are probably greater than in other areas, mentally and materially.

It was precisely for this reason that, although these areas had in the past been given some favorable treatment at the time of issue of year-end bonuses in the railway and communications services, etc., this had not caused any complaint on the part of the employees in other areas. The issue of the bonuses was discontinued from 1946, but in that year and the years following one measure or another was taken to effect the payment in the areas affected in the form of a temporary allowance, and, for the aforementioned reasons, it is considered only proper that such payment be continued even in the future on such a pattern as it may be made collectively at the time of need without being spread in equal monthly amounts throughout the year, as in the case of the method governing the issue of area allowances.

However, as there is reason to believe that the practice hitherto followed of adopting method of payment which varied from

year to year had caused insecurity in the livelihood of employees and affected in no small measure their working efficiency, it is considered an adequate measure, from the standpoint of personnel administration, to establish the system of cold area allowance in the present Diet and to give a sense of security to public employees.

Draft bill for Payment of Cold Area Allowances to Government Employees

Article 1. Cold area allowance shall be paid to any full-time employee in the regular government service as defined in Article 2 of the National Public Service Law (Law No. 120, 1947) who serves in a cold area in addition to the compensation prescribed in the Law Administering the New Pay of Government Employees (Law No. 46, 1948).

Article 2. The areas, amount, period, method and other necessary matters concerning payment of the cold area allowance referred to in the preceding article shall be provided by rules of the National Personnel Authority.

Article 3. The Office of New Pay Administration shall be responsible for the coordination and integration of administration of matters prescribed by the rules of the National Personnel Authority referred to in the preceding article, as provided by rules of the National Personnel Authority.

Supplementary Provisions

1. The present paw shall come into force as from the day of its promulgation.

2. Necessary steps shall be so taken that the payment of the cold area allowance under this law may be enforced as from 1949.

CIVIL SERVICE DIVISION
Government Section

May 16, 1949

MEMORANDUM FOR: Mr. Gordon W. Peterson, Chief, Organization Branch

SUBJECT : Proposed Law concerning Cold District Allowance

Noted 5/23/49

1. The subject law concerns itself with establishing the principles of paying a Cold District Allowance to employees of the regular service. It provides for the establishment of the terms of this allowance by NPA and the administration of the allowance by ONPA. No funds are provided in this law to meet the expenses of this allowance.

2. If the principles of Cold Climate Allowance are to be accepted, it should be:

(1) Applied without regard to whether employees are members of the special or regular service;
(2) Split into two types of payment--
    (a) an area form of allowance, and
    (b) an allowance for coal restricted to Hokkaido;
(3) Specific budgetary provisions must be made for the payment of this allowance, which have not been included to date in 1949-50 budget;
(4) Statistical studies must support the proposed allowances. There is at present such information available as will justify a geographically limited coal allowance but the payment of cold climate allowance is dependent upon further survey.

3. On the basis of the above paragraph, the attached law should be rejected.

MACDONALD SALTER
Chief, Classification and
Compensation Branch

MS:vr
Att: 1

17

House of Representatives

May 13th, 1949.

Bill for the Law Concerning the Cold Districts Allowance to the National Public Service Personnel.

(Presented by the Standing Committee for National Personnel)

Article 1.

The public personnel of the regular government service, provided in the National Public Service Law (Law No. 120, 1947) who is posted and serves continuously in the cold districts shall be paid the cold districts allowance, beside the payment stipulated in the Law Administering the new pay of the government officials. (Law No. 46, 1948)

Article 2.

The districts amount, term, methods of payment of the Cold District Allowance in the preceding Article and other matters necessary for the payment shall be prescribed by the Rules of National Personnel Authority.

Article 3.

The office of New Pay Administration administers the business concerning synthetic co-ordination in regard to the enforcement of matters prescribed in the Rules of National Personnel Authority in the previous article, in accordance with the provisions of the Rules of National Personnel Authority.

Supplementary Provisions.

1. This law shall be enforced as from the day of it promulgation.

2. Steps shall be taken to enable the enforcement of payment of Cold Districts Allowance under the provision at this Law from 1949.

1) Sutton ms
2) Mr. Hoover
Mr. Bettis
3) File

CIVIL SERVICE DIVISION
Government Section

13 May 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Cold Climate Allowance -

Following conversation with Mr. Sato, Director-General of NPA, Mr. Hasumi called at this office to report on developments concerning legislation regarding cold climate allowances. It developed that in a meeting of the Personnel Committee of the House of Councilors on Saturday, 7 May 1949, unofficial discussions were had regarding this allowance and a tentative draft was made concerning the proposed law. On Monday, 9 May, proposed legislation was discussed by the Legislative Bureaus of both Houses in joint meeting and although a draft was prepared during the discussion, no action was taken toward its submission to the Diet.

Mr. Hasumi stated that Dr. Asai, after reviewing the drafts, objected to some of the provisions concerning the determination of areas, issuing rates, and administration. However, these opinions were not made known to the Legislative Bureaus.

Mr. Hasumi was advised to keep in close touch with developments regarding the preparation of legislation concerning this allowance and to immediately advise this office of developments.

JESSE B. BETTIS
Compensation Specialist

JBB:jd

BH wants NPA to come thru with constructive recommendation on this by Monday which we can approve. If they want to recommend no such allowance OK —
GP

16

CIVIL SERVICE DIVISION
Government Section

May 13, 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Cold Climate Allowance and Coal Allowance

1. Through conferences held with the Allowance Bureau, Ministry of Finance over a period of the last eight months, the following information has been secured in regard to the histories of the Cold Climate Allowance and the Coal Allowance for government employees:

Cold Climate Allowance

The Cold Climate Allowance was inaugurated in the winter of 1947 through negotiations initiated by the Federation of Government Workers Labor Unions. At that time, Hokkaido and twenty-three prefectures were divided into four zones. Some consideration was given to mean temperatures and amount of annual snowfall, but the problem was not approached on a scientific basis. Included in the first zone were Hokkaido and Aomori Prefecture with other cities and villages being allocated to the second, third and fourth zones respectively.

The Area Allowance was temporarily increased for the purpose of the payment of the Cold Climate Allowance. The increased rates of allowance were sixty percent, fifty percent, forty percent and thirty percent respectively for zones one, two, three and four. No law was enacted, action having been taken purely by administrative determination.

During the early part of 1948, the Allowance Bureau, recognizing the necessity for a scientific approach to the problem, conducted careful investigations. These studies and investigations took into consideration mean temperatures and snowfall over a period of the past thirty years. The various meteorological establishments in Japan collaborated in the compilation of these data. As a result, five cold climate areas were established (see map attached).

Recommended rates for these zones were based on consumer price survey conducted in seven cities each in cold and warm areas and comparison of same. Fuel was not taken into consideration as Coal Allowance had been treated separately for Hokkaido.

A law was drafted in July of 1948 but was not submitted to the Diet for consideration, due to the fact that a GHQ directive

ordered that no funds would be allocated for this purpose. Regardless of this fact, in closed sessions of the Cabinet on 19-20 December, 1948, decision was made to authorize payment, within limitation of available funds, of this allowance as follows: for Hokkaido and Aomori prefecture, forty percent allowance in addition to the regular established rate of Area Allowance, and thirty-five percent, thirty percent and twenty-five percent respectively for other areas as established in 1947. Payments were made to all government employees in these areas on this basis.

Coal Allowance

The Coal Allowance was first authorized in December, 1946 through administrative decision following bargaining between the Government Workers Unions and the Government Agencies. This allowance was authorized in the amount of ¥450 for householders and ¥150 for non-householders who were government employees residing and being employed continuously in Hokkaido. No law was enacted for this purpose.

In the fall of 1947, after consultation with ESS, Finance Division, Law No. 158, 1947 was promulgated authorizing the payment of ¥3000 and ¥1500 respectively to householders and non-householders. This law authorized payments in cash to employees residing and continuously employed in Hokkaido and was effective only for the winter of 1947.

Based on studies that had been made, the Ministry of Finance proposed legislation in the fall of 1948 for the payment of Coal Allowance to employees residing in Hokkaido in the amount of ¥5800 for householders and ¥1900 for non-householders. As most of the cold areas on the island of Honshu are located in mountainous wooded sections where some wood is available for fuel, the Coal Allowance was not considered necessary for these areas. Too, coal is produced and available for distribution in Hokkaido. Due to a directive of GHQ and budgetary limitations, the proposed law was not submitted to the Diet. Regardless of this fact, in a closed Cabinet session, 19-20 December, 1948, decision was reached to authorize payment within the limitations of available funds of ¥5200 to householders and ¥1600 to non-householders. This allowance was actually paid to all employees in Hokkaido.

2. Due to the fact that comprehensive surveys are now in progress concerning the cost of living (CPS) and regarding wage levels in private industry, it is not believed that any action should be taken to authorize a Cold Climate Allowance until final results of these surveys are available.

There are indications that area allowance will no longer be justified, in which case, there would probably be a need for a Cold Climate Allowance. In case there is continued justification for Area Allowance, Cold Climate Allowance should be treated along with this allowance.

3. On the basis of studies made and information available, it is believed that there is a justification for the coal allowance and it is recommended that necessary legislation be recommended to the Diet by the National Personnel Authority to provide for the payment of this allowance within the limitations of the present budget, on the basis of studies made by the Allowance Bureau in the fall of 1948 and calculated on the present official prices of coal. Consideration might be given to treating this as an allowance in kind and rather than payment of money to employees, the coal would be issued from present government stocks. This procedure might also enable the allowance to be made within the limitations of the current budget.

4. Due to the fact that it is necessary that delivery of coal rations be made during the summer months because of transportation difficulties after the winter season has set in, immediate steps should be taken in this matter.

JESSE B. BETTIS
Compensation Specialist

JBB:vr
Att: 1 (map)

The Office of New Pay Administration

May 12, 1949

Cold Climate Allowance

The so-called cold climate allowance was inaugurated in winter, 1947. The Council of Government Employee Treatment Betterment which was set up shortly after the threatened strike of February 1, 1947, between Government and Federation of Government Workers Labour Unions accomplished much tasks.

The captioned allowance was the crowning achievement negotiated between both parties. The outline of the allowance under review was as follows.

1. Hokkaido and other 23 prefectures were divided into 4 zones according to degree of cold and snow precipitation. However, this division was not necessarily based upon authoritative scientific scrutiny due to shortness of time.

The council worked out the division hurriedly to be in good time for the coming winter.

The first zones included Hokkaido and Aomori Prefecture.

The second zones extended Yamagata, Akita, Iwate, Miyagi, Fukushima, Nagano and Niigata Prefectures.

Toyama, Ishikawa and Fujui Prefectures were designated third zones.

And the rest (some areas designated by different latitudes of Tochigi, Gunma, Ibaragi, Yamanashi, Gifu, Shiga, Kyoto, Hyogo, Tottori and OkayamaPrefecture) was the fourth zone.

2. The area allowance rate was temporarily increased for the purpose of payment of this allowance for the government employee serving in the said prefectures.

The increase rate was 60%, 50%, 40% and 30% according to the first, second, third and fourth zones, respectively. And the actual amount per cppita of cold climate allowance was as follows.

The first zone	¥ 903
The second zone	¥ 772
The third zone	¥ 617
The fourth zone	¥ 442

In this connection it should be recalled that in 1947 the pay level for regular government employee was ¥ 1,800 base.

3. No law was enacted for the payment of the allowance in question. It was effectuated as an administrative step.

In view of the defective systme of the cold climate allowance of last year, the government on May 6, 1948, agreed to open collective bargaining with the Federation of Government Workers Labour Unions for the purpose of establishing a cold climate allowance on the basis of most reliable objective data available from every sources. After series of negotiations lasting as long as nearly 3 months, both parties arrived at a tentative plan of demarcating the cold climate area, but the parley was ruptured in point of the amount of allowance. Hence the government unilaterally developed the plan utilizing many and varied date, for example C.P.S., and expected to write it into a law.

But the government's expectation was frustrated wieth the result that the allowances was paid not by law but in almost the same manner as that in 1947, with the minor modification which is explained in the following.

1. The cold climate area was exactly the same as that in 1947.
2. The increase rate of area allowance was 40%, 30%, 20% and 10% according to grade of zones respectively. And the actual amount per capita of allowance was as follows.

The first zone	¥ 1,379
The second zone	¥ 1,207
The third zone	¥ 1,034
The fourth zone	¥ 862

Coal Allowance

1. In December of 1946, the government paid the following sum of money to government employees serving in the government office located in Hokkaido in addition to a year~~-~~END grant with an implicit intention of granting coal allowance.

¥ 450	to householder
¥ 150	to non-householder

No law was enacted for this purpose on that occasion.

2. In 1947 ~~the~~ a law was duly enacted authorizing the government to pay a coal allowance to the above-mentioned employee with a concurrence of G.H.Q., S.C.A.P.. Under this law ¥ 3,000 and ¥ 1.500 was paid to a householder and a non-householder each. But this law was effective only in 1947.

3. In 1948, a cabinet decision instead of a law was made to the effect that ¥ 5,150 and ¥ 1,700 would be payable to a householder and non-householder each as a coal allowance.

1) ~~Mr. MacCoy~~
2 Mr Hoover
3) Files

CIVIL SERVICE DIVISION
Government Section

May 9, 1949

MEMORANDUM FOR: The Record

SUBJECT : Cold Climate Allowance

1. In a conference with NPA Commissioners, Mr Yamashita stated that members of the Diet were planning to introduce legislation providing for a Cold Climate Allowance. He stated that a delegation would undoubtedly call on Mr. Hoover to seek his advice and concurrence in such proposed legislation.

WPO 5/13

2. Dr. Asai stated that he was not fully in accord with what was being proposed and was working on this legislation himself. I told Dr. Asai that a very complete technical study had been made a year ago by the Allowance Bureau on the question of a Cold Climate Allowance and if Mr. Hasumi did not have this material available for his consideration, he should obtain it as soon as possible.

3. The desirability of such legislation was not discussed.

MACDONALD SALTER
Chief, Classification and
Compensation Branch

MS:vr

Mc S + JB

Have something done immediately. Will have something ready today or tomorrow? Thinks Diet will do something + wants whatever they do to be right.
Hoover - gp

13

File
4-9-0

CIVIL SERVICE DIVISION
Government Section

May 9, 1949

MEMORANDUM FOR: The Record

SUBJECT : Coal Allowance and Cold Climate Allowance -- Hokkaido

In compliance with directions issued by Mr. Hoover, which was a result of conference with Mr. Tanaka, Governor of Hokkaido, Mr. Shirane, Director of the Sapporo Communications Bureau and Mr. Nishikawa, Director of the Sapporo Finance Bureau on 9 May, 1949, Mr. Sato, Director General of National Personnel Authority was called into this office at 1500 hours, 9 May and requested to make a study of the need for payment of Cold Climate Allowance and Coal Allowance in the cold areas of Japan. Mr. Sato was requested to complete the study and to submit a confidential report based on the findings with appropriate recommendations at the earliest practicable date.

Mr. Sato's attention was called to the fact that Mr. Suzuki of the Allowance Bureau, Ministry of Finance had made careful and extensive studies regarding these allowances and the areas involved and would be able to supply his office with a wealth of information.

Mr. Sato stated that he had been advised that the Legislative Bureaus of the Diet were presently preparing legislation to authorize these allowances. He will report to this office of any further developments in this respect.

JESSE B. BETTIS
Compensation Specialist

JBB:vr

12

Jike
5-4-49

CIVIL SERVICE DIVISION
Government Section

3 May 1949

MEMORANDUM FOR THE RECORD:

SUBJECT: Cold Climate Allowance

Regarding conference which Mr. Chiba requested, discussed this situation with Helen Loeb and suggested that these men carry their problem to the personnel committees of their respective houses and if there were any representations that they wished to make bearing on the matter of a factual or scientific nature to communicate such to the NPA which is studying the problem of allowances.

Blaine Hoover

BH:mw

BLAINE HOOVER
Chief
Civil Service Division

~~Hasumi~~ Cog.

2/Files
II 1.e.

CIVIL SERVICE DIVISION
Government Section

24 March 1949

WFoss
2/25/49

MEMORANDUM FOR THE RECORD

SUBJECT: Cold Climate Allowance

Mr. Hasumi of the Salary and Wage Section, NPA, called at this office on 24 March 1949 and delivered a statement of Mr. Shigeo Sasagawa's, official of the Government Employees Union, concerning the cold climate regions. A copy of this is attached.

Mr. Hasumi was informed that this subject had been the topic of discussions on many previous occasions and that a thorough technical and scientific study had been made in regard to the cold climate regions in Japan. He was also advised that inasmuch as ESS Finance Division had refused to include in the budget funds for cold climate allowance that there was not much that could be done in regard to the matter at this time.

Mr. Hasumi stated that he had been informed that the Social Democratic Party intended submitting their own draft of legislation to the current session of the Diet covering this allowance. Mr. Hasumi was of the opinion that NPA should take some steps in regard to the matter. He was informed that if the Social Democratic Party, or other political organizations, desired to sponsor legislation it was their privilege and it was not believed that NPA should enter into the picture at this time.

JESSE B. BETTIS
Compensation Specialist

JBB:jd

Att.

Our Idea to Request A Special Allowance in The Cold Regions.

19th May 1949.

(Basic General Idea.)

Mr. Shigeo. Sasagawa

The special allowance in the cold regions is one of the permanent allowances which is rationally aimed at releasing the difficulties, both material and spiritual, caused by the geographic conditions, as an inevitable consequence of the situation in these cold regions suffering from snow damages. The object of this allowance is, in the material side, to compensate the expence swelled by the living conditions to pass the winter in cold regions, especially under the severe coldness and heavy snowfall, and in the mental side, to get rid of the agony forced by these living conditions, from the educational and the cultural points of view.

Special allow.
~~Insurance~~ Salter
2) File
II 1 c

CIVIL SERVICE DIVISION
Government Section

23 February 1949

Allowances-Grades
WPM

MEMORANDUM FOR THE RECORD

SUBJECT: Cold Climate Allowance - Yamanashi Prefectural Office - Non-Staple Food Distribution Corporation

At the request of this office Mr. Hasumi of the Salary and Wage Section, NPA, made an investigation concerning information received through an intercept that the subject office was making payment of cold climate allowance in the form of a work allowance. The information was to the effect that this office had made a payment of 10 per cent of the salary in October and November and 5 per cent in December last year.

Mr. Hasumi's report, copy of which is attached hereto, is to the effect that no such payments have been made.

JESSE B. BETTIS
Compensation Specialist

JBB:jd

Att. 1

Mr. Salter.

National Personnel Authority

Salary and Wage Section of Compensation Division,

Issuance of the Cold Climate Allowance at the Yamanashi Prefecture Office of the Non-staple Food Distribution Corporation

Mr. Shiraishi listened to informations concerning the matter above mentioned from Mr. M Zushi, the chief of the secretariat of the corporation on February 22 and 23, 1947. Consequently, it has been known as follows.

Though it is real that the Yamanashi Prefecture Office had demanded the issuance of the cold climate allowance, any answer or instruction has not been given. But it was revealed that they had been preparing for the issuance of one similiar to the cold climate allowance, as the result that, owing to the request of investigation from the National Personnel Authority, a person in authority of the Yamanashi Office to the main office. Therefore a directive was immediately issued to stop the preparative. At that time it was also revealed that the fact that the cold climate allowance or one akin to this, had been issued in rate of 10% in October and November, and 5% in December last year, was quite false.

CIVIL SERVICE DIVISION
Covernment Section

16 February 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Investigation of Cold Climate Allowances

During the course of a joint meeting between the staff of the Civil Service Division and the NPA the matter of investigation of the authorization for the payment of cold climate allowances in December 1948 was discussed. Mr. Yamashita presented the following information:

> The final conferences between Gen. Marquat and the Finance Minister concerning the supplemental budget that went before the Diet in December 1948, were held very late one night, in fact carrying on through the early hours of the morning. During the course of these discussions the Finance Ministry indicated their interest in having funds appropriated for a cold climate allowance, stating that this was a custom which the Ministry of Transportation had followed for many years and was needed, as evidenced by the legislative action taken in 1947-1948 to pay a cold climate allowance to all employees. Gen. Marquat, however, called the conference to a conclusion without agreeing to the inclusion of any such item. The Ministry of Finance, pressed for time, was unable to re-open the matter with Gen. Marquat and the supplemental appropriations thus went forward to the Diet.
>
> The Diet budget committees, in reviewing the supplemental budget, observed the absence of any funds to cover the cold climate allowances. The House of Councillors passed a resolution suggesting that the agencies endeavor to work out this matter so that employees would receive a cold climate allowance.
>
> In a Cabinet conference on December 19 the ministries agreed that a cold climate allowance would be paid from available funds. It turned out that the available funds used were those appropriated for overtime since these appropriations had substantial surpluses. (It was admitted that requests for appropriations for overtime were inflated figures). No written record or order was issued by the Cabinet, each ministry acted on its own.
>
> It is estimated that perhaps as much as 2½ billion yen was paid out in the form of cold climate allowance; it is known that approximately five hundred million yen was paid out by the Ministry of Transportation and the Ministry of Communications.

The discussion continued on this matter as a flagrant example of old-line thinking wherein action by the Cabinet is considered equal to, or supreme to, law. No authority had been given by the Diet, through the enactment of law

for the use of any funds out of the National Treasury for the payment of cold climate allowances.

Mr. Hoover recommended that the NPA implement Article 18 of the National Public Service Law by rule in order to prevent any further occurences of this kind.

During the course of this investigation the NPA was denied access to the records of the Cabinet pertaining to the meeting of December 19. The NPA, however, did not press their authority under the provision of Article 17 of the National Public Service Law to demand records when conducting an investigation concerning pay. NPA was asked at this time to request a statement from the Cabinet Secretariat and submit such a statement to this office.

MacDONALD SALTER
Chief, Classification
& Compensation Branch

MS:jd

Mr Hoover did not feel that it was wise to press this with the Cabinet. Understand Mr Masuda paid a call on Mr. Hoover but haven't heard anything from that. Believe we are still waiting to hear from NPA.

CIVIL SERVICE DIVISION
Government Section

15 February 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Report Concerning Payment of Cold Climate Allowance

In accordance with your request there is attached hereto a report on the investigations concerning payment of cold climate allowance, submitted at 1600 hours this date by Mr. Taichi Hasumi, Chief of the Salary and Wage Section, NPA.

With reference to paragraph 3 of this report, Mr. Hasumi stated that the Cabinet will not discuss decisions reached at Cabinet conference of December 19, 1948. Mr. Hasumi further stated that the nature of the secret Cabinet meeting will be made verbally by the President of NPA to you.

JESSE B. BETTIS
Compensation Specialist

JBB:jd

Att.

Document with NPA
Requested note on
handling & copy
without Enclosure
under.

National Personnel Authority

February 15, 1949

To:

Mr. MacDonald Salter,

Civil Service Division,

Government Section, GHQ, SCAP

Report on the Investigations concerning payment of Cold Area Allowance

1. Mr. Hasumi, Chief of Salary and Wage Section, proceeded to the Allowance Bureau of the Finance Ministry to investigate the actual situation concerning payment of cold area allowance at 4 p.m. on February 11, and, when he met Mr. Imai, Chief of Allowance Bureau, and Mr. Suzuki, Chief of Second Section of that Bureau, Mr. Imai explained as follows:

a. Coal allowance and cold area allowance have not been and are not issued.

b. However, an amount equal to a part of the money originally intended to be included in the last supplementary budget has been more or less uniformly issued by ministers of various ministries in accordance with the arrangement reached at a Cabinet conference of December ~~10 or~~ 19 under practically the same methods as used in effecting the illegal raise of saraly grades or paysteps. No circular notice on this subject have ever been issued by the Allowance Bureau.

c. As to the amount, it may be less than 500 million yen. Further, two-thirds of such expenditures were raised by the Ministries of Communications and Transportation through transfer of expenditures already approved. Accordingly, the pay base of 6,30[illegible] yen remains practically

unaffected.

2. In the morning of February 12, Mr. Hasumi went to the Cabinet, and having met Mr. Iwakura, Chief of General Affairs Section, received the following explanations.

The main reasons why such money has been paid are as follows:

a. It was customary hitherto to issue such money every year.

b. The official price of coal advanced considerably.

3. Referring to your request to submit the records of the Cabinet conference, as you are aware, a cabinet system of British pattern has been adopted in this country, and under this system the collective responsibility of ministers of state is linked with the secrecy of a cabinet conference, for which reason it is not possible to show the records of a cabinet conference to those other than the participants of that conference. It is hoped that you will kindly give your understanding on this point.

Hasumi Taichi,
Chief of Salary and Wage Section

CIVIL SERVICE DIVISION
Government Section

14 February 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Cold Climate Allowance Investigation

1. Mr. Morita of the Salary and Wage Section, NPA, came in this morning to report in the absence of Mr. Hasumi. No written report has been prepared by NPA to date. Mr. Morita was advised to return immediately to NPA and to prepare such a report, indicating what had been found, what persons had been interviewed, and what situations had confronted NPA. This report is to be submitted this afternoon.

2. Mr. Morita tells me that they contacted Mr. Iwakura, Chief of the General Affairs Section of the Cabinet Secretariat, requesting a review of the Cabinet meetings of December 18 and 19, 1948. Mr. Iwakura said that these were confidential meetings and the minutes were not available even to NPA.

3. It is understood that during these meetings a decision was made to pay employees located in cold climate areas an additional allowance. A cold climate allowance, as such, was not paid to employees but the funds that were paid were for that purpose. The reasons given for such a payment appear to be that:

1. It has been the custom to pay a cold climate allowance. (The first one was paid in 1947-48)

2. The official price of coal was raised. (govt subsidized difference to persons living in Hokkaido)

4. Mr. Morita stated that commissioners of NPA felt that GHQ should contact the Cabinet Secretariat to obtain information concerning the meetings of December 18 and 19. I told Mr. Morita that the NPA must stand on its own two feet. It had, by law, the right and responsibility to conduct investigations concerning pay, and furthermore had the authority to call witnesses and demand records. This responsibility and authority must be carried out..

MacDonald Salter

MACDONALD SALTER
Chief, Classification and Compensation Branch

MS:jd

constitutional Prov. restricting access to cabinet Records?

6

CIVIL SERVICE DIVISION
Government Section

11 February 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Cold Climate Allowance

It has come to our attention informally and we are investigating the situation that the Cabinet passed an order authorizing the payment of cold climate allowance out of any available funds. If this is the case it appears to me that there has been a direct and illegal action by the Cabinet and furthermore an action directly in contradiction of an understanding of SCAP that no such allowance may be paid this winter.

MACDONALD SALTER,
Chief, Classification, Compensation
Branch.

MS:mvb
1 Encl

Obtain immediately report from NPA (Hasumi on this situation).
15:30 2/11/49

CIVIL SERVICE DIVISION
Government Section

11 February 1949

MEMORANDUM FOR: Mr. Blaine Hoover, Chief, Civil Service Division

SUBJECT : Cold Climate Allowance Investigation

Mr. Hasumi was only able to conduct his investigation tonight to the extent of interviewing Messrs. Imai and Suzuki of the Office of New Pay Administration.

These people stated that no funds for cold climate allowance, or purchase of additional coal, were dispensed by any ministry for such specific purposes. However, they estimated that about five hundred million yen were disbursed by the various ministries having employees in cold climate areas under an informal understanding reached by the Cabinet on the 18th or 19th of December as an addition to their pay to meet cold climate conditions. About two-thirds of this amount of money was expended by the Ministry of Communications and the Ministry of Transportation. Funds available were overtime funds. Mr. Imai stated that he did not think that this expenditure of funds would affect the 6307 pay level "because these funds were already in possession of the ministries".

Mr. Hasumi will continue his investigations Saturday and report in writing his findings.

MacDONALD SALTER
Chief, Classification
and Compensation Branch

MS:jd

4

Files
II.1

CIVIL SERVICE DIVISION
Government Section

7 February 1949

MEMORANDUM FOR THE RECORD

SUBJECT: Cold Climate Allowance

In a conference last Friday with ESS, Public Finance, it was indicated that they had observed among the accounting reports received by their office a substantial item running into many hundreds of million yen which would indicate that some agencies had already paid cold climate allowances.

Cold climate allowance which was paid temporarily during 1947-1948, was specifically not to be paid during 1948-1949. The Japanese government had been repeatedly instructed on this matter by ESS.

In a conference today with Mr. Hasumi of the Salary and Wage Section, NPA, he proposed the reconsideration of the cold climate allowance. He further indicated that perhaps some monies had already been expended from the National Treasury as a "loan" but predicated on cold climate allowances. Mr. Hasumi was informed that the Japanese government had been instructed that this allowance was not to be paid this year. Mr. Hasumi was asked to investigate whether any funds had actually been paid out, and by whom, for the purpose of cold climate allowance.

MacDONALD SALTER
Chief, Classification
and Compensation Branch

MS:jd

3

CIVIL SERVICE DIVISION
Government Section

October 19, 1948

MEMORANDUM FOR: The Record

SUBJECT : Cold Climate Allowance and Coal (Fuel) Allowance

1. Conference was held with Mr. Suzuki, Allowance Bureau, Ministry of Finance on 24 September regarding subject allowances.

2. Although the basic principle and amount of allowances as outlined is considered to be appropriate, it was called to Mr. Suzuki's attention that the fuel allowances should have been included with the climate allowance and that further study should be made as to the possibility of treating these allowances as a part of area allowance or as a differential.

3. Inasmuch as the winter season will begin on 1 November in the affected areas, there is not sufficient time to accomplish this objective and as an expedient, no objection was interposed. Copies of drafts of proposed laws are attached.

JESSE B. BETTIS
Compensation Specialist

JBB:vr
Att:

The Bill concerning Lump Sum Allowances for National Public Servants in Cold and Snow-Covered Areas.

Article 1. Any person, who is in the employ of the State and receives remunerations from the National Treasury, and is posted and is in continuous service in cold and snow-covered areas when the present law comes into force, (hereinafter referred to as employes), shall be given, as a lump sum allowance, a sum of money according to the area where he is posted as specified in the attached schedule and as prescribed in the lower column of the same schedule, for supplementing his living cost, necessitated by special conditions prevailing there during winter.

2. The classification of cold and snow-covered areas in the attached schedule and matters necessary for the payment of lump sum allowances in pursuance of the preceding paragraph shall be determined by the Minister of Finance.

Article 2. The provision of the preceding article shall apply mutatis mutandis to any person who is a member of the staff of a public school and has the status of a national government official.

2. Expenses for the payment of lump sum allowances in pursuance of the preceding paragraph shall be borne by the local public body which pays the remunerations to the person falling under the provision of the preceding paragraph, provided that half the expenses shall be borne by the State for persons to whom the Law concerning the Expenses for Compulsory Education to be borne by the National Treasury (Law No. 22 of 1940) is applicable.

Supplementary provision.

Article 3. The present law shall come into force as from the day of its promulgation.

Schedule

Schedule of lump sum allowances

Classification of cold and snow-covered areas	Amount of lump sum allowances					
	Employes not entitled to dependents allowance	Employes entitled to dependents allowance				
		One dependent	Two dependents	Three dependents	Four dependents	For every one dependent in excess of four
	Yen	Yen	Yen	Yen	Yen	Yen
1st class	700	1,050	1,350	1,600	1,750	150
2nd class	1,050	1,600	2,000	2,400	2,650	250
3rd class	1,400	2,100	2,650	3,150	3,500	350
4th class	1,750	2,650	3,300	3,950	4,400	450
5th class	2,100	3,150	3,950	4,750	5,250	500

Bill concerning the Payment of a Lump Sum Allowance to National Public Servants in Hokkaido

Article 1. Persons employed by the State, and paid by the National Treasury, who are posted and in continuous service in Hokkaido (hereinafter to be called employees) at the time of the enforcement of the present law shall be given a lump sum allowance as a subsidy to the purchasing expenses for coal for winter, of 5,800 yen per individual in case of a household head and 1,900 yen per individual in other cases.

2. Necessary matters for the payment of the lump sum allowance in accordance with the provision of the preceding paragraph shall be fixed by the Minister of Finance.

Article 2. The provision of the preceding article shall be applicable with due modifications to the staff of a public school holding the status of national government official.

2. Expenses necessary for the payment of the lump sum allowance according to the provision of the preceding paragraph shall be borne by the local public body paying the remuneration of the persons who come under the provision of the same paragraph. However with regard to expenses for those to whom the provisions of the Law concerning the Expenses for Compulsory Education to be Borne by the National Treasury (Law No. 22 of 1940) shall be applicable, the State shall bear one half of the amount.

Supplementary provision

Article 3. The present law shall come into force as from the day of its promulgation.

CIVIL SERVICE DIVISION
Government Section

16 August 1948

MEMORANDUM FOR THE RECORD

SUBJECT: Conference in regard to Cold and Snowy Area Allowances

1. Conference was held with Mr. Suzuki of the Allowance Bureau, Finance Ministry, on 11 August 1948 in regard to cold and snowy area allowances.

2. Mr. Suzuki has made a very detailed study of the cold climates of Japan, taking into consideration, and establishing as a basis for the cold climate allowances, such factors as mean air temperatures, monthly mean snow precipitation, as to greatest amount of snow and the number of storm days. On the basis of this information he desires to set up five zones in which to apply the cold allowances. It should be noted that the proposed plan provides for a separate fuel allowance.

3. Enclosure #1, Plan for How Much and How to Pay as Cold and Snowy Area Allowance, provides in paragraph 2A that the allowances be granted on an estimate of the cost of living trend projected to 1 April 1949. It is the belief of the writer that the percentage should be based on 1 January rather than 1 April, as this would give an ~~average~~ for the winter season rather than a maximum. This would result in an increase of approximately 60 per cent over the cost of living estimate, paragraph 1, of ¥1389.

JESSIE B. BETTIS
Compensation Specialist

Enc. 1

JBB:jd

To cover all Govt. Employees

Allowance Bureau
Ministry of Finance

July 26, 1948

Plan for How Much and How to Pay as Cold and Snowy Area Allowance

Amount of Money

How much to pay as cold and snowy area allowance shall be determined on the basis of differential between total actual costs of living which are being experienced in the cold or snowy area and warm one, due to necessary implementation and adjustment being applied.

The said actual cost of living shall be based on C.P.S., (Consumers' Price Survey).

The fuel coal allowance for governmmtal employees serving in the governmental offices in Hokkaido shall be considered separately.

1. Within the period from April, 1948, up to March, 1948, the total average of living expense per annum per family (one house-holder and four dependants) per one city of seven cities situated in the so-called cold and snowy area and that of seven cities situated in the warm area is as follows.

¥ 56,858	warm area
¥ 58,248	cold area

From the above it is found that actual cost of living in the cold and snowy area is higher than in the warm area by ¥ 1,389 on an average.

2. On the basis of this figure ¥ 1,389, implementation and adjustment as follow shall be applied.

a. Upward trend rate of living expense for future one year

of seven cities situated in the cold area as incicated in C.P.S. and that of general commodities due to major revision of official prices which were enforced in June last are estimated at to be 81% which is obtained by employment of mathemetical method of moving average and least square.

b. The figure ¥ 1,389 being for a family consisting of five members. the conversion rate for a family of 2.5 members, a mean-sized family of government employee, are 0.6125.

c. The amount as revised by the abovementioned shall be ¥ 1,540.

¥ 1,389 × 1.81 × 0.6125 = ¥ 1,540

the figure ¥ 1,540 are to be increased up to ¥ 1,894 when income-tax for a family of average 2.5 members is included.

3. The last mentioned is considered to be a proper amount of cold and snowy area allowance for this year and further it is to be noted that this figure is deemed fit for middle zone (third grade) when and if the cold and snowy area shall be graduated into five grades upon scientific scrutiny by means of three combined factors namely, mean air temperature, monthly mean snow precipitation of deepest snow and storm days.

The figures, therefore, for the fifth, fourth, second and first grade zone shall be approximetely five thirds, four third, two thirds and one third respectively as shown in the (annex) 2. when arranged according to family members for each grade.

How to Pay

This allowance shall be paid at one time instead of partial installment.

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
Economic and Scientific Section

19 November, 1947

INFORMAL
MEMORANDUM FOR: Mr. Kurusu, Finance Minister
Mr. Yonekubo, Labor Minister
Mr. Wada, Director General, Economic Stabilization Board.

SUBJECT: Coal Allowance for Government Workers in Hokkaido.

1. Upon assurance from the Finance Minister that moneys within the requested appropriation for the supplementary budget presented to the Diet will be available and in view of the information presented by the economic ministers and Secretary General Nishio at the conference of 14 November 1947, no objection will be raised to the payment of the proposed coal allowance for government workers in Hokkaido, estimated at no more than 351,443,000 yen.

2. It is desired that the Government explore the possibility of making the payment in kind, that is, furnishing the actual coal needed to the workers, in whole or in part, from increased production. In order to minimize the inflationary impact to the maximum extent possible care should be taken not to suddenly increase money in circulation locally by any considerable amount.

W. F. MARQUAT
Brigadier General, U.S. Army
Chief, Economic and Scientific Section