NUTRITION TABLE (5)

Consumption Pattern - Oct. Nov. Dec.
1500 net calorie level (7 year old child)

Prepared by Nutrition Bureau, Welfare Ministry
on basis of Nutrition Survey of November 1947

Items		Quantity (Grams)	Protein	Calories
Rice		120	8.8	420
Barley		20	1.9	70
Wheat		100	11.3	350
Other cereals		-	-	-
Sweet potato	(Kansho)	265	3.5	319
Irish potato	(Barensho)	15	0.3	12
Sugar	(Sato)	1	-	4
Fat	(Abura)	2	-	18
Soy bean	(Daizu)	1	0.4	4
Bean paste	(Miso)	15	1.9	24
Grilledbean curd	(Abura Age)	2	0.4	6
Bean curd	(Tofu)	3	0.2	2
Green peas		15	3.7	54
Red beans	(Azuki)	3	0.6	6
Shaved dried tuna	(Kezuriboshi)	5	3.9	17
Mackerel pike	(Sanma)	30	5.7	60
Flat fish	(Karei)	10	1.8	12
Cod	(Tara)	20	2.9	15
Beef	(Gyu Niku)	3	0.6	4
Whale meat	(Kujira)	2	0.5	2
Egg	(Tamago)	10	1.3	15
Dried sardines	(Niboshi)	3.	2.0	10
Taro	(Sato Imo)	30	0.7	26
Leaves of radish	(Kabuna)	10	0.5	4
Jap cabbage	(Kyona)	15	0.4	3
Carrot	(Ninjin)	10	0.2	4
Green onion	(Negi)	30	0.5	9
Radish	(Daikon)	50	0.5	8
Turnip	(Kabu)	20	0.3	3
Burdock	(Gobo)	25	1.0	19
Apples	(Ringo)	10	-	-
Orange (Mandarin)	(Mikan)	10	-	-
Total			55.1	1500

EXHIBIT IV-A

NUTRITION TABLE (6)

Consumption Pattern - January, February, March
1,200 net calorie level - (3 year old child)

Prepared by Nutrition Bureau, Welfare Ministry,
on basis of Nutrition survey of February, 1948

Items		Quantity (grams)	Proteins	Calories
Rice		180	13.1	630
Barley		--	--	--
Wheat		95	10.7	333
Other cereals		--	--	--
Sweet potato		20	0.3	24
Irish potato		--	--	--
Sugar		2	--	8
Margarine		1	--	8
Soy beans	(Daizu)	4	1.5	16
Bean paste	(Miso)	10	1.3	16
Grilled bean curd	(Abura Age)	2	0.4	6
Bean curd	(Tofu)	5	0.3	4
Green peas		3	0.7	9
Dried cuttle fish	(Ika)	10	1.5	7
Tuna	(Maguro)	5	0.8	7
Clams	(Asari)	5	0.5	3
Fish cake	(Chikuwa)	3	0.3	2
Dried sardines	(Mezashi)	10	5.1	34
Egg		20	2.6	30
Milk		20	0.6	12
Powdered dried sardines	(Miboshiko)	5	3.3	17
Carrot	(Ninsin)	20	0.4	8
Green onion	(Negi)	30	0.5	9
Spinach	(Horenzo)	20	0.6	4
Japanese cabbage	(Kyona)	20	0.5	4
Onion	(Tamanegi)	7	--	2
Radish	(Daikon)	30	0.3	5
Dried radish	(Kiriboshi)	3	0.3	2
Mandarin orange	(Mikan)	10	--	--
Apple		10	--	--
	TOTAL	550	45.6	1200

NUTRITION TABLE (6)

Consumption Pattern - April, May, June
1,200 net calorie level - (3 year old child)

Prepared by Nutrition Bureau, Welfare Ministry,
on basis of Nutrition Survey of May, 1948

Items		Quantity (grams)	Proteins	Calories
Rice		200	14.6	700
Barley		40	3.8	140
Wheat		20	12.2	70
Other cereals		—	—	—
Sweet potato		30	0.5	37
Irish potato		20	0.4	16
Sugar		10	—	40
Margarine		2	—	15
Soy bean	(Daizu)	1	0.3	3
Bean curd	(Tofu)	5.	0.3	4
Grilled bean curd	(Abura Age)	1	0.2	3
Bean paste	(Miso)	10	1.3	16
Kidney bean	(Uzura Mame)	5	1.0	16
Mackerel	(Saba)	10	2.2	20
Tuna	(Maguro)	20	3.1	32
Codfish	(Tara)	10	1.5	8
Dried tuna shavings	(Kezuri bushi)	5	3.9	17
Clams	(Hamaguri)	5	0.5	2
Whale meat	(Kujira)	7	1.7	8
Egg		10	1.3	15
Milk		10	0.3	6
Unshelled peas	(Saya Endo)	10	0.4	4
Turnip	(Kabuna)	20	0.5	3
Carrot	(Ninjin)	10	0.2	4
Spinach	(Horenzo)	20	0.6	4
Green onion	(Negi)	30	0.5	9
Cabbage	—	30	0.5	5
Radish	(Daikon)	5	0.1	1
Onion	(Tamanegi)	10	0.1	2
Oranges	(Natsu Mikan)	10	—	—
Apples	—	10	—	—
	TOTAL	5762	52.0	1200

NUTRITION TABLE (6)

Consumption Pattern - July, August, September
1,200 net calorie level - (3 year old child)

Prepared by Nutrition Bureau, Welfare Ministry, on basis of Nutrition survey of August, 1947

Items		Quantity (grams)	Proteins	Calories
Rice		100	7.3	350
Barley		10	0.9	35
Wheat		140	15.8	490
Other cereals		14	1.3	50
Sweet potato		5	—	6
Irish potato		100	1.9	80
Sugar		2	—	8
Fat		2	—	18
Soy beans	(Daizu)	3	1.1	12
Bean curd	(Tofu)	5	0.3	4
Bean paste	(Miso)	10	1.3	16
Red beans	(Azuki)	2	0.4	6
Cuttle fish	(Ika)	10	1.5	6
Cod fish	(Tara)	20	1.9	15
Mackerel	(Saba)	10	2.1	20
Dried tuna	(Katsuo Bushi)	10	2.2	12
Clam	(Asari)	5	0.5	3
Beef	(Niku)	5	1.0	7
Egg		10	1.3	15
Milk		5	0.2	3
Cucumber	(Kyuri)	50	0.4	5
Egg plant	(Nasu)	20	0.2	4
Carrot		15	0.3	6
Pumpkin	(Kabocha)	50	0.6	14
Tomato		10	0.1	1
Radish	(Daikon)	25	0.3	4
Onion	(Tamangi)	35	0.2	8
Cabbage		15	0.2	2
Peach		10	—	—
	TOTAL	698	43.3	1200

NUTRITION TABLE (6)

Consumption Pattern - October, November, December
1,200 net calorie leve - (3 year old child)

Prepared by Nutrition Bureau, Welfare Ministry, on basis of Nutrition Survey of November, 1947

Items		Quantity (grams)	Proteins	Calories
Rice		100	7.3	350
Barley		10	0.9	35
Wheat		100	11.3	350
Other cereals		--	--	--
Sweet potato	(Kansho)	175	23	210
Irish potato	(Barensho)	10	0.2	8
Sugar		1	--	4
Fat	(Abura)	2	--	18
Soy beans	(Daizu)	1	0.4	6
Bean paste	(Miso)	10	1.3	4
Grilled bean curd	(Abura Age)	2	0.4	16
Bean curd	(Tofu)	3	0.2	6
Green peas		10	2.5	2
Red beans	(Azuki)	3	0.0	35
Dried Tuna	(Kakuobushi)	1	0.8	3
Mackerel pike	(San Ma)	20	3.8	40
Flat fish	(Karei)	10	1.8	12
Cod fish	(Tara)	20	2.9	15
Beef		3	0.6	4
Whale meat		2	0.5	2
Egg		10	1.3	15
Milk		5	0.2	3
Shaved dried Tuna	(Kezuri Bushi)	5	3.3	17
Taro	(Sato Imo)	20	0.3	17
Japanese cabbage	(Komatsuna)	15	0.4	3
Carrot		10	0.2	4
Green onions	(Negi)	30	0.5	9
Radiah	(Daikon)	50	0.5	8
Turnip	(Kabu)	20	0.3	3
Apples		15	--	--
Mandarin Orange		10	--	--
TOTAL		673	45.2	1199

REPORT OF THE CONSUMERS' PRICE SURVEY

AVERAGE EXPENDITURE PER FAMI

CITY	MONTH	PERSONS PER FAMILY	TOTAL ¥	STAPL ¥
All Cities Surveyed	1 January	4.82	6,497.90	1,528.1
	2 February	4.87	6,214.78	1,453.8
	3 March	4.84	7,058.83	1,828.3
Tokyo	1 January	4.63	7,772.06	1,942.4
	2 February	4.68	7,145.36	1,838.6
	3 March	4.64	8,421.52	2,282.2
Osaka	1 January	4.41	7,232.98	1,676.7
	2 February	4.76	6,942.92	1,790.6
	3 March	4.43	7,632.22	2,195.1
Kyoto	1 January	4.68	7,456.63	1,750.4
	2 February	4.71	7,440.70	1,697.2
	3 March	4.67	8,111.94	2,117.9
Nagoya	1 January	4.87	6,019.72	1,570.2
	2 February	4.86	5,906.14	1,734.4
	3 March	4.85	7,114.80	2,298.7
Yokohama	1 January	4.81	7,209.27	1,552.6
	2 February	4.83	7,231.35	1,964.7
	3 March	4.83	8,154.78	2,531.1
Kobe	1 January	4.51	7,722.21	1,698.9
	2 February	4.63	7,635.91	1,924.8
	3 March	4.58	8,985.96	2,289.0
All Other Cities	1 January	4.99	5,753.30	1,327.5
	2 February	5.01	5,499.13	1,143.8
	3 March	5.01	6,192.79	1,489.8

CALORIES OF STAPLE FOOD PURCHASE

CITY	MONTH	PERSONS PER FAMILY	ACTIVE PERSONS PER FAMILY	CALORI TOTA
Tokyo	1 January	4.63	1.43	1,51
	2 February	4.68	1.46	1,33
	3 March	4.64	1.86	1,27
Osaka	1 January	4.41	1.43	1,30
	2 February	4.76	1.44	1,17
	3 March	4.46	1.45	1,19

EXHIBIT II
A

CE SURVEY (ABSTRACT EDITION) MARCH 1948

PER FAMILY PER MONTH (No.1)

FOOD					
STAPLE	NON-STAPLE	CLOTHING	LIGHT & FUEL	HOUSING	MISCEL-LANEOUS
¥	¥	¥	¥	¥	¥
1,528.10	2,587.06	618.00	359.53	246.85	1,158.36
1,453.87	2,540.41	618.22	374.94	248.50	978.84
1,828.38	2,758.37	770.35	352.40	249.80	1,099.53
1,942.41	3,204.11	725.13	402.02	284.27	1,214.12
1,838.65	3,096.34	560.16	390.23	238.73	1,021.25
2,282.22	3,533.23	745.67	368.94	258.84	1,232.62
1,676.78	2,960.45	532.07	572.61	172.61	1,318.46
1,790.60	2,893.47	558.27	476.54	226.39	997.65
2,195.10	3,025.34	750.29	423.55	187.58	1,050.36
1,750.45	3,110.96	530.82	497.48	159.81	1,407.11
1,697.27	3,256.28	617.64	423.41	257.34	1,188.76
2,117.93	3,059.13	822.07	508.66	304.95	1,299.20
1,570.24	2,322.09	505.34	298.63	173.20	1,150.22
1,734.48	2,344.23	434.90	310.69	250.91	830.93
2,298.76	2,600.59	664.83	324.62	196.93	1,029.07
1,552.69	3,247.48	546.72	346.11	211.30	1,304.97
1,964.71	3,047.93	655.26	382.81	240.49	940.15
2,531.12	3,206.89	879.41	323.78	192.78	1,020.80
1,698.91	3,251.62	621.00	406.30	232.81	1,531.57
1,924.85	3,150.58	715.35	422.88	302.71	1,119.54
2,289.09	3,500.85	979.67	357.20	434.32	1,424.83
1,327.50	2,190.35	624.19	296.52	267.92	1,046.22
1,143.80	2,153.71	654.29	349.27	251.07	946.99
1,489.86	2,339.63	762.44	324.43	246.56	1,029.87

D PURCHASED PER PERSON PER DAY

CALORIES PER PERSON PER DAY			EXPENDITURE PER FAMILY		
TOTAL	OFF.	E.M.	TOTAL	OFF.	E. M.
			¥	¥	¥
1,518	1,189	330	1,921.13	736.24	1,184.89
1,335	966	369	1,815.48	556.92	1,258.57
1,277	880	397	2,259.72	543.24	1,716.49
1,303	1,010	294	1,646.27	568.90	1,077.36
1,177	867	310	1,763.81	507.80	1,255.95
1,190	938	352	2,145.02	543.83	1,610.19

REPORT OF THE CONSUMERS' PRICE SURVEY (

AVERAGE EXPENDITURE PER FAMILY

CITY	MONTH	PERSONS PER FAMILY	TOTAL	STAPLE	N
		¥	¥	¥	
All Cities surveyed	4 April	4.63	7,073.06	1,758.96	
	5 May	4.65	7,801.59	1,850.05	
	6 June	4.73	7,757.71	2,019.47	
	July		8,859.81	2,309.31	
6 Big Cities	4 April	4.63	8,177.53	2,142.69	
	5 May	4.68	9,014.38	2,326.44	
	6 June	4.65	9,129.67	2,603.08	
	July		10,201.22	7,803.50	
Tokyo	4 April	4.69	8,783.67	2,341.91	
	5 May	4.76	9,644.70	2,424.23	
	6 June	4.74	9,769.31	2,813.33	
	July	4.76	10,928.39	3,044.12	
Yokohama	4 April	4.74	8,437.47	2,312.54	
	5 May	4.80	8,929.44	2,674.92	
	6 June	4.69	9,794.30	3,426.06	
	July	4.82	11,801.11	3,428.30	
Nagoya	4 April	4.76	7,279.13	1,875.45	
	5 May	4.76	7,932.87	2,079.59	
	6 June	4.81	7,658.09	2,076.19	
	July	4.70	8,349.70	2,323.40	
Kyoto	4 April	4.59	7,394.41	1,854.21	
	5 May	4.58	8,394.11	2,027.76	
	6 June	4.52	8,245.43	2,189.64	
	July	4.50	9,030.92	2,327.91	
Osaka	4 April	4.53	7,575.23	2,035.11	
	5 May	4.60	8,732.80	2,352.54	
	6 June	4.51	8,889.56	2,513.00	
	July	4.43	10,024.10	2,550.53	
Kobe	4 April	4.46	8,486.11	1,957.98	
	5 May	4.45	8,835.51	2,122.91	
	6 June	4.35	8,835.72	2,160.07	
	July	4.39	9,754.41	2,745.67	
Middle Cities	4 April	5.04	6,320.77	1,478.33	
	5 May	5.08	6,804.11	1,509.87	
	6 June	4.68	6,904.91	2,570.81	
	July		7,914.90	1,921.49	

EXHIBIT II
B

PRICE SURVEY (ABSTRACT EDITION) JUNE 1948

RE PER FAMILY PER MONTH (No.1)

	FOOD			LIGHT AND		
STAPLE	NON-STAPLE	CLOTHING		FUEL	HOUSING	MISCELLANEOUS
¥	¥	¥		¥	¥	¥
758.96	2,711.55	849.39		268.06	253.21	1,231.89
850.05	3,100.15	917.47		271.06	345.90	1,316.96
019.47	2,968.30	945.18		241.53	285.99	1,297.24
809.31	3,276.61	966.55		387.60	373.91	1,550.45
142.69	3,228.89	857.68		312.26	250.99	1,385.02
326.44	3,674.80	978.77		292.24	304.36	1,437.77
603.08	3,560.93	1,011.32		269.37	286.06	1,398.91
803.50	3,892.83	1,029.64		382.66	347.68	1,744.91
341.91	3,493.60	906.27		309.82	272.68	1,459.39
824.23	3,936.16	1,087.15		289.28	376.86	1,531.02
813.33	3,813.83	1,084.18		279.26	327.67	1,451.02
844.12	4,104.74	1,151.14		403.99	378.54	1,845.86
312.54	3,142.93	1,090.22		261.59	322.44	1,307.75
674.92	3,438.00	992.14		297.53	312.72	1,214.13
926.06	3,573.33	1,112.92		285.22	258.59	1,138.38
928.30	4,121.39	1,110.49		335.69	517.21	1,688.03
875.45	2,635.37	952.13		298.14	316.48	1,201.36
079.59	3,159.85	871.21		246.54	255.66	1,320.02
076.19	2,841.67	926.69		235.38	331.79	1,246.37
823.40	2,953.25	1,047.76		341.67	214.67	1,460.88
854.21	3,001.37	706.42		324.83	174.78	1,332.80
027.76	3,672.96	771.45		277.96	276.44	1,367.54
199.64	3,416.67	717.52		307.83	260.10	1,383.67
827.91	3,774.60	673.13		440.64	172.94	1,551.70
035.11	3,057.32	690.22		345.91	187.14	1,259.53
352.34	3,595.53	894.65		317.55	218.28	1,354.25
513.00	3,490.30	949.67		276.12	210.49	1,449.98
550.53	3,947.85	995.00		308.61	366.11	1,786.00
957.98	3,458.98	845.13		301.16	237.88	1,684.98
122.91	3,487.38	1,029.70		314.71	243.76	1,637.05
160.07	3,550.92	1,165.12		186.27	267.96	1,505.38
745.67	3,986.36	876.77		313.09	236.16	1,796.36
478.33	2,371.56	864.02		235.93	256.64	1,114.29
509.87	2,663.99	853.44		259.57	301.28	1,215.96
370.81	2,585.91	936.22		252.47	288.88	1,270.62
321.59	2,801.57	933.75		356.48	354.91	1,335.10

Sapporo	4 April	5.48	7,391.52	1,612.88
	5 May	5.46	8,220.27	1,565.64
	6 June	5.36	9,713.40	1,599.12
	July	5.35	10,676.08	1,957.15
Sendai	4 April	5.57	6,940.66	1,543.04
	5 May	5.61	7,558.31	1,585.22
	6 June	5.56	7,343.20	1,741.27
	July	5.34	7,430.16	2,389.44
Chiba	4 April	5.26	6,306.47	1,823.73
	5 May	5.29	7,502.24	2,446.01
	6 June	5.37	7,810.71	2,075.39
	July	5.37	8,304.52	2,538.77
Toyama	4 April	4.84	5,038.95	1,070.12
	5 May	4.84	5,313.83	1,062.94
	6 June	4.83	5,312.27	1,426.86
	July	4.80	5,425.17	6,197.89
Toyohashi	4 April	5.15	6,750.40	1,601.60
	5 May	5.26	7,414.66	1,639.71
	6 June	5.25	7,286.77	1,630.24
	July	5.16	8,627.94	2,103.00
Hiroshima	4 April	4.33	5,902.82	1,389.94
	5 May	4.42	6,360.02	1,365.19
	6 June	4.31	6,031.10	1,368.67
	July	4.20	6,799.52	1,508.58
Shimonoseki	4 April	5.11	6,713.30	1,503.14
	5 May	5.16	7,139.44	1,478.75
	6 June	5.19	6,468.84	1,374.48
	July	4.86	8,007.13	2,200.76
Matsuyama	4 April	4.77	5,849.77	1,277.46
	5 May	4.82	5,552.90	1,192.41
	6 June	4.65	5,624.42	1,359.58
	July	4.52	6,720.40	1,512.85
Yahata	4 April	4.93	5,887.73	1,495.19
	5 May	4.84	5,988.14	1,259.06
	6 June	4.68	6,433.76	1,524.75
	July	4.56	8,161.64	1,968.30

612.88	2,757.12	1,189.49	133.56	403.47	1,295.00
565.64	3,217.33	895.89	429.61	494.84	1,616.96
799.12	3,882.67	1,534.11	376.78	372.95	1,947.77
957.15	3,769.68	1,069.98	1,159.22	785.88	2,042.17
543.04	2,660.26	905.12	283.69	241.18	1,307.37
585.22	3,075.14	946.67	275.85	294.19	1,381.24
741.23	2,843.51	852.01	364.97	255.60	1,285.88
389.44	3,169.08	913.68	382.88	291.22	1,279.94
823.73	2,290.27	757.03	237.70	162.11	1,035.63
446.01	2,581.71	729.36	316.40	249.00	1,179.76
075.39	2,916.47	940.37	330.10	319.69	1,228.69
538.77	2,747.58	909.69	344.09	405.22	1,359.17
070.12	1,901.60	727.46	156.92	261.24	921.61
062.94	2,103.77	820.96	209.48	332.57	784.11
426.86	1,748.97	745.18	208.00	310.05	873.21
197.89	1,883.65	701.11	304.73	214.97	1,032.82
601.60	2,238.94	1,019.77	362.47	357.23	1,170.39
639.71	2,670.98	1,028.63	293.83	472.73	1,308.78
630.24	2,438.36	1,198.13	225.47	330.71	1,463.86
403.00	2,840.20	1,037.19	353.69	718.81	1,575.81
389.94	2,410.41	731.73	234.87	135.97	999.90
465.19	2,562.06	708.06	237.81	172.35	1,314.55
468.67	2,552.38	633.37	141.59	224.01	1,111.08
408.58	7,640.30	723.49	295.12	327.44	1,304.59
903.14	2,573.31	907.68	281.05	288.91	1,159.31
878.75	3,000.00	1,012.37	225.51	218.33	1,204.48
874.48	2,539.20	745.59	266.34	206.09	1,337.14
800.76	2,834.91	1,030.14	208.48	315.59	1,412.26
877.46	2,118.00	789.95	229.94	261.09	1,232.53
892.41	2,129.58	812.88	162.08	213.33	1,042.62
859.58	1,911.30	757.60	106.47	339.06	1,150.41
912.85	2,353.40	764.79	242.98	267.96	1,478.42
895.19	2,194.40	772.74	179.84	180.71	864.85
859.06	2,612.71	692.99	157.30	213.27	1,052.81
824.75	2,427.30	985.92	251.11	224.10	1,020.58
968.30	2,961.15	1,378.68	247.24	525.06	1,281.21

REPORT OF THE CONSUMERS' PRICE SURVEY(

AVERAGE EXPENDITURE PER FAMI

CITY	MONTH	PERSONS PER FAMILY	TOTAL	STAPLE
		¥	¥	¥
Small Cities	4 April	4.94	5,903.27	1,376.47
	5 May	4.92	6,690.90	1,349.55
	6 June	4.95	6,141.97	1,438.39
	July	5.06	7,456.06	1,846.18
Yuhari	4 April	5.81	6,325.59	1,279.16
	5 May	5.31	7,034.55	1,266.81
	6 June	5.10	6,681.61	1,286.80
	July	5.34	7,191.50	1,109.66
Aomori	4 April	5.47	5,959.92	1,264.63
	5 May	5.30	9,070.73	1,336.43
	6 June	5.38	5,986.47	1,329.20
	July	5.46	9,098.38	1,557.18
Takasaki	4 April	5.22	6,057.20	1,648.20
	5 May	5.44	8,290.61	1,947.13
	6 June	5.29	7,597.38	2,072.92
	July	5.22	9,201.08	3,061.02
Fujisawa	4 April	5.26	7,636.45	1,804.36
	5 May	5.13	8,655.62	1,842.66
	6 June	5.07	8,101.68	1,876.66
	July	5.13	10,009.95	2,543.39
Kofu	4 April	5.20	6,321.85	1,670.43
	5 May	5.05	7,121.51	1,644.76
	6 June	5.17	7,547.55	2,317.01
	July	5.23	9,478.29	2,780.37
Matsumoto	4 April	4.56	5,242.88	1,269.45
	5 May	4.78	5,711.54	1,383.16
	6 June	5.12	5,537.60	1,277.79
	July	5.18	7,841.21	2,087.20
Otsu	4 April	4.27	6,493.21	1,379.83
	5 May	4.44	6,874.38	1,345.39
	6 June	4.42	6,777.05	1,420.85
	July	4.62	8,643.79	1,905.44
Maizuru	4 April	4.66	5,938.89	1,332.93
	5 May	4.61	6,306.71	1,502.73
	6 June	4.77	5,859.56	1,373.81
	July	5.03	7,865.39	2,035.27

ICE SURVEY(ABSTRACT EDITION) JUNE 1945

RS PER FAMILY PER MONTH (No.2)

FOOD			LIGHT AND		
STAPLE	NON-STAPLE	CLOTHING	FUEL	HOUSING	MISCELLANEOUS
₹	₹	₹	₹	₹	₹
,376.47	2,148.22	815.42	223.76	253.17	1,086.23
,349.55	2,528.51	878.28	244.28	481.92	1,208.36
,438.39	2,267.68	827.60	173.82	282.23	1,132.25
,846.18	2,686.70	886.69	356.48	354.91	1,335.10
,279.16	2,223.26	1,302.89	27.00	334.30	1,159.05
266.81	2,705.84	1,637.40	25.63	287.85	1,111.02
286.80	2,428.73	1,572.51	63.76	251.27	1,078.94
109.66	3,855.25	1,618.94	19.35	315.28	1,173.02
264.63	2,510.91	547.96	247.00	211.45	1,077.97
336.43	2,855.78	871.01	303.28	2,402.69	1,301.58
329.20	2,215.19	951.61	147.03	159.98	1,183.46
557.18	3,332.73	1,390.10	499.80	474.52	1,438.05
,648.20	2,060.98	775.42	271.58	193.68	1,107.34
,947.13	2,707.90	1,429.34	335.27	444.70	1,426.27
,072.92	2,479.24	1,155.00	258.59	407.33	1,224.30
,061.02	2,823.54	1,053.78	286.85	413.69	1,561.90
,804.36	2,939.69	876.26	275.84	221.65	1,518.65
,842.66	3,530.74	842.54	264.46	513.32	1,662.90
,876.66	3,191.16	1,198.93	142.81	325.50	1,366.62
,543.39	3,726.98	1,157.09	448.31	392.39	1,741.79
,670.43	2,033.47	835.56	395.82	351.61	1,034.96
,644.76	2,346.63	946.11	226.99	722.27	1,234.75
317.01	2,413.15	903.39	192.18	697.18	1,024.64
780.37	3,157.40	895.22	437.90	443.32	1,724.08
269.45	1,714.82	715.74	246.08	244.49	1,052.30
383.16	1,870.81	915.29	277.29	250.68	1,014.31
277.79	2,055.57	613.94	148.24	276.04	966.02
067.20	2,519.14	824.12	260.00	247.13	1,594.62
379.83	2,727.99	980.05	227.25	140.81	1,037.28
345.39	3,037.13	900.92	274.15	182.14	1,134.65
420.85	2,958.21	776.62	154.65	173.62	1,293.10
905.44	2,233.20	1,049.36	402.06	456.71	1,597.02
332.93	2,193.33	703.48	263.11	201.75	1,244.29
302.73	2,290.99	719.58	343.13	341.15	1,109.13
375.61	2,208.14	668.32	247.77	212.65	1,146.87
338.27	2,575.40	668.33	566.90	421.31	1,398.18

Nara	4 April	4.53	5,756.10	1,220.89
	5 May	4.38	6,436.68	1,174.10
	6 June	4.46	6,629.25	1,344.94
	July	4.62	6,748.06	1,540.34
Sakai	4 April	5.03	6,739.15	1,507.80
	5 May	5.01	6,789.61	1,190.51
	6 June	5.12	6,289.77	1,241.73
	July	5.20	7,738.30	1,860.49
Sakushima	4 April	4.81	5,620.27	1,272.92
	5 May	4.87	6,244.12	1,142.36
	6 June	4.68	5,567.95	1,337.37
	July	4.77	6,4[illegible]6.5[illegible]	1,352.43
Omura	4 April	5.22	5,462.54	1,248.13
	5 May	5.31	6,362.32	1,243.26
	6 June	5.31	5,757.25	1,424.23
	July	5.31	6,631.75	1,412.64
Miyakonojo	4 April	4.67	4,311.3[illegible]	1,117.61
	5 May	4.67	4,[illegible]83.83	1,057.51
	6 June	4.63	3,796.35	970.92
	July	4.63	4,249.19	1,325.80

CALORIES OF STAPLE FOOD PURCHASED

CITY	MONTH	CALORIES PER PERSON PER DAY		
		TOTAL	RATION	NON-RATION
Tokyo	4 April	1,431	1,062	369
	5 May	1,175	826	349
	6 June	1,037	637	399
	July	1,200	843	357
Yokohama	4 April	1,418	1,069	349
	5 May	934	537	397
	6 June	1,199	747	452
	July	1,271	892	379
Nagoya	4 April	1,298	937	361
	5 May	1,225	876	349
	6 June	1,373	1,051	322
	July	1,202	886	316

223.85	2,438.21	566.88	251.16	113.87	965.13
134.10	2,955.27	744.95	356.75	165.76	1,079.85
344.94	2,793.10	827.71	201.77	321.05	1,140.68
540.34	2,731.88	721.07	287.70	230.57	1,236.50
507.80	2,239.14	1,097.05	220.67	370.19	1,304.30
190.51	2,700.13	936.54	196.11	298.47	1,465.85
241.73	2,297.08	748.90	226.89	202.01	1,573.16
860.49	2,568.99	987.06	408.33	504.10	1,403.43
272.92	1,834.17	854.81	156.78	472.74	1,026.85
142.36	2,201.82	906.70	208.58	591.67	1,190.99
337.37	1,859.73	821.55	154.57	238.82	1,075.91
352.43	7,493.88	823.14	331.87	552.47	1,135.15
248.13	1,942.89	661.32	195.96	233.49	1,180.75
243.86	2,479.74	692.75	268.82	345.08	1,332.67
424.23	2,074.67	685.83	175.74	416.24	980.54
312.64	2,476.89	698.48	283.93	319.34	1,241.47
217.81	1,593.91	633.07	177.01	128.31	661.23
257.51	1,812.02	381.82	181.78	272.44	778.26
270.92	1,573.87	322.10	117.54	128.06	673.86
225.80	1,505.12	370.95	765.50	129.32	752.48

PURCHASED PER PERSON PER DAY

RATION	CITY	MONTH	CALORIES PER PERSON PER DAY TOTAL	RATION	NON-RATION
369		4 April	1,258	1,000	258
349	Kyoto	5 May	1,055	765	290
399		6 June	1,120	793	326
357		July	1,128	778	350
349		4 April	1,234	918	316
397	Osaka	5 May	1,101	758	343
452		6 June	1,274	873	402
379		July	1,151	735	416
361		4 April	1,059	769	290
349	Kobe	5 May	1,197	887	310
322		6 June	1,335	978	357
316		July	1,327	937	390

TECHNICAL REPORT ON COST OF LIVING IN JAPAN IN RELATION TO THE COMPENSATION OF GOVERNMENT EMPLOYEES

September 29, 1948

Prepared by:

Civil Service Division,
Government Section,
GHQ, SCAP

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TECHNICAL REPORT ON COST OF LIVING IN JAPAN
IN RELATION TO COMPENSATION OF GOVERNMENT EMPLOYEES

Nature of Cost of Living

From the standpoint of the individual household the cost of living is a simple and relatively precise concept. It means the prices or amounts which the family must pay for the things it customarily buys. A rise in prices means a rise in the cost of living and a fall in prices means a fall in the cost of living. The housewife does not find it necessary to employ refined statistical techniques to measure the cost of living; changes are reflected directly in the family budget and adjustments are made automatically by increasing or decreasing outlays or by increasing or decreasing consumption, that is, by changing the level of living.

From the public standpoint the concept is much less simple. We immediately face the question "Whose cost of living are we concerned with? Are we concerned with the average cost of living of the population or of a particular segment of the population? If so, are we concerned with average monetary outlays regardless of changes in quantities consumed or are we concerned with the cost of procuring some average or standard quantity of commodities? Or are we perhaps concerned with the cost of living of the typical consumer (in statistical terms, either the median or the modal level), or again perhaps with the outlay necessary to maintain some predetermined minimum standard of living? Are we concerned with emergency standards, with subsistence standards, with so-called minimum standards of health and decency, or with comfort standards?

Are we concerned with the cost of living of a single adult individual living independently of any family, or are we concerned with the cost of living of a family? If the latter, what should be the size and structure of the family?

Again, are we concerned with finding a precise sum of money needed to procure a certain quantity of goods and services, or are we to be satisfied with a relative number which will enable us to measure changes in the cost of living without reference to sums involved? Obviously the latter is easier to obtain than the former, although it may have a deceptive appearance of accuracy.

Different answers to each of these questions may be appropriate for different purposes. For reasons to be explained later, the following ~~answers have been~~ Conclusions were reached for purposes of this study:

1. ~~We shall attempt~~ An effort should be made to measure the monetary outlays necessary to purchase a certain predetermined quantity of foodstuffs for consumption units composed of different numbers of persons.

2. ~~We shall~~ Should try to measure the actual monetary outlays of typical (modal) consumption units of different sizes for clothing, housing, light and fuel, and miscellaneous items.

3. The cost of living of a given consumption unit ~~will~~ would be the sum of the appropriate two of the foregoing sums.

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3. The cost of living of a given consumption unit ~~will~~ would be the sum of the appropriate two of the foregoing sums.

4. In addition to measuring the monetary outlays necessary for determining the cost of living on the foregoing bases, we shall attempt to construct an index of the cost of living which will enable us to measure relative changes from month to month or from quarter to quarter.

Basic Assumptions

Central to all of the findings of this study is the assumption that Government employees should receive neither better nor worse treatment than the Japanese population of which they are an integral part. They should not occupy a position of special privilege nor should they be subjected to economic disadvantages by virtue of their position as public servants.

The first consequence of this assumption is that the minimum standard of living established for Government employees must be determined with reference to existing levels of living of the Japanese population rather than solely or even principally by consideration of quantities of goods and services necessary to attain a subjective standard of health and well-being. The standard thus arrived at will admittedly be low when judged by reasonable a priori concepts. However, it provides for the most just and equitable distribution of the existing scanty supplies of commodities. Its improvement depends on improvement of the general economic situation in Japan; in this respect it rests in part upon the efforts of the Government workers themselves.

As a second consequence of the central assumption it is further assumed that the minimum standard of consumption established at present will be maintained by periodic adjustments to meet changing price levels and also that the basic standard itself will be raised as soon as increases in available supplies of commodities warrant. Specifically, it follows that the minimum standard of calory intake will be raised as soon as there is a general improvement in the food situation and that until that time comes, sufficient wages will be provided to enable every worker to purchase for himself and his dependents his fair share of the available food supply and other commodities and services.

A second major assumption, the necessity for which became clear upon cursory examination of probable costs of any adequate compensation plan, is that the existing structure of family, area, and special allowances may be modified but will not be completely abandoned. As a consequence of this assumption it became necessary to determine the cost of living at a minimum standard for a consumption unit of one individual, as well as for consumption units of two and more members. This process seems to be the more appropriate because it appears that over 50% of the employees of the Government are single individuals with no other person dependent upon them for support. Moreover, considerations of cost made it necessary to assume that many individuals who compose single member consumption units are not completely independent but maintain themselves as part of a household which constitutes another consumption unit. This assumption appears to accord with the facts of Japanese living at the present time.

particularly in view of the critical shortage of housing. Certain additional consequences of this assumption will become clear later.

A considerable number of assumptions of a technical nature were found necessary in the analysis of the available statistical data. These are indicated at the appropriate points in the following discussion.

Sources of Information

There is general agreement that the best single source of information on cost of living is the Consumer Price Survey, which is compiled monthly by the Statistics Bureau of the Cabinet. This survey covers actual consumer outlay in some 28 cities, expenditures being classified into the five major categories of food, clothing, housing, light and fuel, and miscellaneous. It is based on accounts kept in great detail by a carefully selected sample of approximately 5000 non-farm families who probably constitute a good cross-section of the urban population. The data so compiled are generally accepted as authoritative by employers, labor unions, and government.

However, the overall data so compiled are considerably more reliable than are the data for individual cities, with the possible exception of Tokyo and Osaka, because of the comparatively small samples for individual cities. The samples from individual cities average well under 200, and are subject to considerable sampling errors, which tend to cancel out in the overall averages.

The Consumer Price Survey is supplemented to some extent by data assembled from approximately 1000 localities, by the Allowance Bureau of the Ministry of Finance. These data are based on comparable samples of approximately 30 families in each locality using methods similar to those employed in the C.P.S. These data, however, are not regularly tabulated, but are assembled only when needed for purposes of determining whether a change in the classification of a particular locality for area allowance purposes is warranted. The data are somewhat unreliable because of the small size of the samples and because they emanate from sources having interest in maximizing the figures.

Family expenditures in Tokyo, based on a sample of 200 families, are compiled monthly in great detail by the Statistics Bureau of Tokyo To, which also assembles voluminous data on commodity prices. In many cases these are the only authoritative price data available, thus necessitating greater use of Tokyo data than would be desirable if comparable data were available for other localities. The most complete and detailed analysis of family expenditures available has been made by Tokyo To, based upon a sample of 659 families (November 1947).

A Nutrition Survey is made quarterly (in February, May, August, and November) by the Welfare Ministry. This survey shows actual food intake by a sample of approximately 30,000 persons, about one-third of whom are located in Tokyo and eleven other major cities, while two-thirds live in rural areas. Data are based on records of actual consumption in a selected three-day period which are carefully maintained by each family in the sample. The data are generally accepted as reliable, although it is possible that they are slightly biased in an upward direction because of a tendency of families to eat somewhat

more and better food in the sample period than at other times. This source of error may be balanced by errors of omission in reporting.

Data on available food supplies, present and projected, ~~are~~ were furnished by the Economic Stabilization Board. Some account ~~has~~ was been taken of these data, but they ~~have~~ been employed as a check on the feasibility of plans rather than as a foundation for them.

Numerous officials of the Japanese Government and of GHQ, SCAP, ~~have~~ furnished information and expert opinion. In particular, among Japanese Government Agencies, the Statistics Bureau, the Economic Stabilization Board, the Allowance Bureau of the Ministry of Finance, and the Welfare Ministry ~~have been~~ were consulted frequently and the Economic and Scientific Section, the Natural Resources Section, and the Public Health and Welfare Section of GHQ, SCAP, ~~have~~ provided valuable assistance.

Statistical Approaches

The problem of determining the cost of living has exercised the best efforts of statisticians for many years, and no completely satisfactory solution has ever been reached. No two families ever have exactly the same pattern of consumption, nor does the consumption pattern of the same family remain constant. It is difficult therefore to determine the components whose cost is to be measured. Moreover, families differ in the efficiency with which they select and utilize their purchases, so that two families with identical outlays may differ considerably in level of living. In addition, the price of a given commodity varies considerably from locality to locality and even from shop to shop in the same neighborhood, as well as from day to day, so that it is difficult to determine what prices to use in computing costs.

A further difficulty arises in determining what standard of living is to be measured. It is possible to adopt a purely statistical standard, such as the actual level of living of the median, mean, or mode of the population or of some selected segment of the population, and this course is advocated by some statisticians who wish to eliminate subjective elements from their findings. It has the disadvantage that it reflects not only changes in price but also changes in quantities consumed; thus, the cost of living may remain unchanged when computed in this manner, while actually considerable changes are occurring in both prices and amounts consumed. However, it has the advantage of remaining closely in touch with reality, while a theoretical standard may become quite unrealistic over a period of time.

An alternate course is to determine in some manner, usually by means of a statistical survey, the components essential for a particular standard of living and then periodically to compile data on their prices. This procedure has the advantage of providing a standard which itself remains constant rather than varying with the quantities it purports to measure. However, over any protracted period of time the standard is almost certain to become obsolete owing to changes in taste and to technological progress.

An analysis of available data on food consumption indicates at once that there have been very considerable fluctuations from month to month in the average

quantity of food consumed per capita. Thus a minimum wage based on actual expenditures might at times provide less than enough to maintain the minimum standard of health which existing supplies of food render feasible, while at other times the wage would be higher than necessary. For this reason it has seemed desirable to adopt a theoretical standard of food consumption and to attempt to measure the cost of maintaining that standard. It is considered that the statistical data available are adequate in both quantity and quality to render practicable the construction of a standard "market basket" of food on which month-to-month comparisons can be made.

It is obviously more difficult, even under favorable conditions, to establish theoretical standards for the other commodities and services required to maintain a minimum standard of living. In view of the unsettled conditions existing in Japan at the present time and the general inadequacy of statistical data concerning these items, it has seemed inadvisable to attempt to utilize the "market basket" technique to estimate their costs. On the other hand, comparatively good data are available on actual expenditures for these items. Consequently, it was decided to base these standards on actual expenditures. For this purpose, modal expenditures seem most appropriate. Such a standard will insure that wages are sufficient to provide all workers with that quantity of clothing, housing, light and fuel and miscellaneous items which is available to the greatest number of the general population. No higher standard can be justified at the present time, while any lower standard would be unjust to public employees.

In the application of the market-basket technique, it has been necessary to consider whether to utilize official prices or "effective" prices, which include blackmarket prices. (The effective prices reported by the Consumer Price Survey are weighted averages of official prices and free-market prices, the weights used being the proportions of each item bought at official and free-market prices respectively.) In view of the facts that all official statistical data are based upon effective prices and that it would be completely unrealistic to insist on using official prices only, it was decided to use effective prices as a basis for all findings. No one who was consulted seriously suggested any other course.

A more serious problem arises out of dynamic nature of the situation. It is of limited value to determine the cost of living at a particular moment in time if that cost changes rapidly with the movement of time. This problem is additionally complicated by the lag in statistical reporting, which entails the consequence that it is only possible to determine with reasonable accuracy the cost of living at some point in the past, whereas we are interested in the cost of living at present and in the near future. There is thus generated a considerable pressure upon the statistician to desert the role of historian for that of prophet, a pressure that is less easily resisted because of the development of powerful tools of trend analysis. Nevertheless, it is our belief that this pressure should be resisted. The economic forces which have been operating to inflate the cost of living are highly abnormal. They are being combatted vigorously by the government and it is hoped that the inflationary trend will be halted or reversed. There are already some encouraging signs of a leveling off process. Consequently we have made no attempt to project our findings from the past to the present or the future, nor would we recommend that any such attempt be made.

This however does not dispose of the problem. Since the cost of living is still changing in significant fashion, and since there are in prospect changes in official prices and rations whose effect cannot be foreseen, some provision should be made for continuous measurement of costs and for periodic consideration of such adjustments of basic wages as may be indicated thereby. Moreover, since the standard of food consumption adopted for present purposes is below the ideal standard, provision should be made for raising it as additional supplies of foodstuffs become available.

It is believed that the measures of cost of living outlined above provide a suitable base for future adjustments, either as monetary quantities or after conversion into index numbers. It is true that they are unorthodox indices, but they have been tailored specifically to meet present Japanese needs. Moreover, they take account of existing inadequacies in Japanese statistics and offset them as fully as possible. Of course, they should be refined whenever circumstances permit.

Computation of Cost of Living

Data furnished by the Economic Stabilization Board (See Exhibit No. 1) indicate that the Japanese economy at the present time is capable of providing approximately 1850 calories per capita per day for the total population. This figure is consistent with the findings of the Consumers Price Survey for recent months (See Exhibit No. 2).

Data furnished by the Welfare Ministry (See Exhibit No. 3) indicate that food should be distributed among the various age levels of the population approximately in the following proportions: Adult male, 2000 cal.; adult female, 1750 cal.; child of 12, 1800 cal.; child of 8, 1550 cal.; child of 7, 1500 cal.; child of 3, 1200 cal. On the assumption that the population sampled by the CPS consisted on the average of one adult male, one adult female, one child of 12, one child of 7, and one child of 3, it is possible to provide the following quantities of food for a typical family if the available food is equitably distributed:

Adult male	---	2200 calories
Adult female	---	2000 "
Child of 12	---	2000 "
Child of 7	---	1700 "
Child of 3	---	1350 "

Consequently these quantities have been adopted as standard in computing food costs. (It should be noted that the Nutrition Survey is reported in net calories, while the ESB figures are in gross calories. 2000 net calories equal approximately 2200 gross calories.)

The Nutrition Survey conducted quarterly by the Welfare Ministry portrays the pattern of food consumption in considerable detail (See Exhibit No. 3). In order to construct a food market basket it has been necessary only to convert the pattern determined by the Nutrition Survey to a 2200 calory level. This has been

done by nutrition specialists of the Welfare Ministry (See Exhibit No. 4). The consumption pattern employed has been that for Tokyo, because adequate price data are available only for that city. This is unfortunate, and should be changed as soon as adequate price data become available for other localities, but there is no reason to believe that it constitutes a major source of error, since it is unlikely that price trends in Tokyo could differ greatly in degree or duration from those in other sections of the country.

Price data used are those collected by Tokyo To and by the Consumer Price Survey. (See Exhibit No V and No. VI.)

Examination of the patterns of consumption reveal that there are significant changes from season to season. Accordingly, a market basket has been constructed for each quarter. Each of these market baskets represents the same standard of food consumption (2200 calories per day per adult male or 1850 calories per day per capita) but the components of the market basket vary with actual variation in kinds of food consumed. This technique enables us to measure the cost of a uniform standard of food consumption which is nevertheless in close adjustment with existing patterns of consumption at all times.

The cost of a standard 2200 calorie market basket in July, based upon the July-September pattern of consumption, was found to be ¥1743.

These represent Tokyo prices. In order to convert these to prices as shown in the small cities of the Consumer Price Survey, a special Fisher index has been computed based on food items for which comparable prices are available for both areas (See Exhibit No. 6). This index, which was .647 for the quarter April-June 1948, the latest available data, has been used to deflate the Tokyo aggregate price, the resultant net aggregate for small cities being ¥1128. Data available for August indicate a market decline in food prices in Tokyo, the cost of the market basket dropping to ¥1434, which when deflated amounts to ¥928.*

For consumption items other than food no adequate and uniformly accepted standards have been developed, nor are available price data adequate in any respect for the construction of market basket aggregates or of index numbers of consumer prices. In this situation the only practicable solution has been to rely on actual consumer expenditures as a standard. For our purposes, modal expenditures have seemed most appropriate in each case. Modal expenditures per family have been determined for clothing, housing, light and fuel, and miscellaneous expenditures. (On the basis of detailed data on income distribution in

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*(Footnote) These aggregates are exclusive of the cost of dried laver for both July and August. Inclusion of this commodity would increase the aggregates to ¥2399 in July and ¥2010 in August. While the commodity is included in the market basket by the Nutrition Bureau, its extremely high price per unit of food value renders its inclusion in cost-of-living indices impracticable at the present time.

Tokyo, it has been determined that the mode is approximately 80 per cent of the mean. There is apparently some tendency for the mode to move in the direction of the mean; further study is needed to define this relationship more precisely.)

From data available on distribution of expenditures of various classes by families of various sizes ranging from two to seven members (See Exhibit No. 7, Table 6), it has been possible to estimate the modal expenditure of a consumption unit of one person and to compute the additional expenditure entailed by each additional member of the consumption unit. This procedure is not entirely satisfactory, since (a) it involves extrapolation beyond the data, and (b) the data themselves are influenced by income distribution, as per capita expenditures in a large family will be lower than per capita expenditures in a small family having the same income and as the size of family is positively correlated with the age and income of the head of the family. However, these various defects tend to offset each other, and the results have an appearance of reasonableness which lends support to the use of the technique. No better solution of the problem has been suggested.

The following table shows the estimated modal outlay for each class of expenditure for consumption units of various sizes ranging from one to seven. The estimates are obtained by multiplying the mean family expenditures in small cities in June 1948 as shown by the CPS by .80 to obtain the mode (See Exhibit No. 13), and then multiplying by the appropriate conversion factor determined by the technique described above. (For details of computation, see Exhibit No. 8.)

JUNE

Number of Members of Family	CLOTHING		HOUSING		LIGHT & FUEL		MISCELLANEOUS	
	Conversion Factor	Modal Outlay	Conversion Factor	Modal Outlay	Conversion Factor	Modal Outlay	Conversion Factor	Modal Outlay
1	.253	209	.481	136	.133	23	.503	569
2	.441	365	.684	193	.483	84	.606	686
3	.628	520	.838	236	.746	130	.723	818
4	.815	675	.944	266	.919	160	.855	968
5	1.000	828	1.000	282	1.000	174	1.000	1132
6	1.185	981	1.008	284	.999	174	1.161	1314
7	1.375	1139	.966	272	.911	158	1.335	1511
1	.253	224	.481	171	.133	47	.503	671
2	.441	391	1684	242	.483	172	.606	809
3	.628	556	.838	297	.746	266	.723	965
4	.815	722	.944	335	.919	327	.855	1141
5	1.000	886	1.000	355	1.000	356	1.000	1335
6	1.185	1050	1.008	358	.999	356	1.161	1550
7	1.375	1218	.966	343	.911	324	1.335	1782

JULY

The following table shows total cost of living in July for families of various sizes estimated as described above. It is assumed arbitrarily that the first dependent is an adult female, the second a child of three, the third a child of eight, the fourth a child of twelve, the fifth a child of three and the sixth a child of eight.

Number of Members of Family	Cost of Food	Cost of Other Items	Total Cost
1	¥1127	¥1113	¥2240
2	1916	1614	3530
3	2723	2084	4807
4	3653	2525	6178
5	4884	2932	7816
6	5691	3314	9005
7	6621	3714	10335

To the amounts thus derived must be added the amounts payable as income tax (See Exhibit No. 9) and as deductions for retirement benefits and the Mutual Aid Association (See Exhibit No. 10). These additions of ¥125 and ¥105 respectively bring the total cost of living of a single individual in a small city to ¥2470 as of July 1948.

The implications of these figures are sufficiently clear. If the base pay is to be established as the cost of living of a consumption unit of one individual, the entire additional cost of living of dependents must be provided by the family allowances, thus greatly increasing the relative importance of these allowances in the compensation plan. If any part of the cost of living of dependents is included in the base pay, the family allowances may be reduced by an equivalent amount. (The family allowance may also be reduced by the amount by which the income tax is reduced for each successive dependent). While it is undoubtedly desirable to minimize the relative importance of the family allowances with a view to their eventual abandonment, the decision at this time will of necessity be greatly influenced by fiscal considerations. The payment of full allowances is less costly than the inclusion of part of the allowance in the base pay.

The costs reported above are costs in the small cities surveyed by CPS, which in general are representative of costs in the area classified as B for

area allowance purposes. The CPS does not include data for the C area, which currently serves as the base for computation of area allowances. However, data assembled by the Allowance Bureau indicate that costs in the B and C areas have tended to approach each other, and that there is no longer any significant difference. On the other hand, the gap between the B and C areas and the Special Area has tended to widen. Relations between consumer expenditures in recent months in the six large cities, the middle cities, and the small cities surveyed in the CPS are shown in the following table:

	Class of City	Per capita Expenditure	Rates of per capita expenditure to per capita expenditure in small cities
APRIL	6 large cities	$1766	148
	Middle cities	1254	105
	Small cities	1197	
	All cities	1464	122
MAY	6 large cities	1926	112
	Middle cities	1339	98
	Small cities	1360	
	All cities	1609	118
JUNE	6 large cities	1963	158
	Middle cities	1475	119
	Small cities	1241	
	All cities	1640	132
JULY	6 large cities	2148	140
	Middle cities	1603	105
	Small cities	1529	
	All cities		

Some of the differences in expenditures in the larger cities as compared with the smaller may arise out of higher standards of living in the former. This explanation is given some support by the quarterly nutrition survey. However, after due allowance is made for this factor, it still seems probable that costs of living in the largest cities are at 50 per cent above those in the small cities of the B area. Costs in the middle cities may be 10 per cent above those in the B area. A considerable factor operating to perpetuate these differences is the relative availability of home-grown and other non-purchased foodstuffs. Data in this field are somewhat less than adequate.

Recommendations

1. It is recommended that the basic wage be established as ¥2480, inclusive of taxes. This figure is that required by July prices; but is believed that, on the basis of those August prices available at this time, some reduction may be justified later if the trend of price does not again turn upward. However, it is too early to assume that the long-time trend has been reversed. (See page 10 and Exhibit IV B of this report for details.)

2. It is recommended further that the basic wage constitute the first step of Grade 4. This recommendation is based upon the fact that the standard employed is a modal standard rather than a minimum subsistence standard, except in respect of food for which a mean standard was adopted. In order to avoid preferential treatment of public employees, an effort should be made to equate their average level of living with that of other wage and salary earners. It is the judgment of most of the officials consulted that this can best be done by considering Grade 4 as the basic grade.

3. It is recommended that family allowances be based upon the data shown in the table on page 10 of this report, with the allowance for each dependent fixed at ¥1250.* It is further recommended that an intensive study of this subject be made by the Temporary National Personnel Commission in cooperation with the statistical agencies of the Japanese Government with a view to placing these allowances on a sounder foundation and if possible to reducing their cost to the government.

4. It is recommended that the Temporary National Personnel Commission, in cooperation with the various statistical agencies of the Japanese Government, be directed to conduct continuing studies of the standards of living and cost of living of government employees. It is further recommended that the Temporary National Personnel Commission be directed to develop and maintain an index of the cost of living which may be used as a basic for recommending adjustments in the compensation schedules when significant changes upward or downward occur in the cost of living.** It is further recommended that the Temporary National Personnel Commission be directed to report to the Diet through the Prime Minister whenever it determines that a change in excess of five per cent has occurred in the cost of living, and that in any case a report on the cost of living shall be rendered not less frequently than once each quarter.

5. It is recommended that the area allowance system be modified by combining the present B and C areas and granting no area allowance to employees therein. (Standards recommended herein are based on costs in B areas, so that no further allowance can be justified for those areas.) It is further recommended that an area allowance of ten per cent be granted to employees in the present A area and that an allowance of 50 per cent be granted employees in special areas.

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*(Footnote) This amount has been adjusted to take account of a saving of ¥150 in income tax for the first dependent.

**(Footnote) It is anticipated that considerable changes will occur subsequent to changes in the official price and ration structure in November 1948.

It is further recommended that the Temporary National Personnel Commission be directed to undertake at once an intensive study of the area allowance structure and of the cold climate allowance structure with a view to correcting the many anomalies which now exist and again placing the area allowances upon a fair and equitable basis. It is further recommended that the Temporary National Personnel Commission be authorized to reclassify cities on the basis of its findings, and to reduce the amount of the area allowance whenever its findings indicate that such a step is warranted.

6. It is recommended that the regular collection of statistical data on consumer prices and consumer expenditures be greatly extended and improved. In particular, it is recommended that the Consumer Price Survey be extended to cover at least one city in each prefecture, and that adequate sampling of prices and expenditures in small towns and villages be undertaken. It is further recommended that special effort be made to improve the reliability of existing statistical series, and that an effort be made to coordinate the Consumer Price Survey and the Nutrition Survey so that data derived therefrom may be placed on a comparable basis. It is further recommended that the collection of price and expenditure data by the Allowance Bureau be discontinued and that the function of collecting such data be transferred to the Statistics Bureau, which should be directed to make regular and special surveys of particular areas at the request of the Temporary National Personnel Commission.

EXHIBIT I

ESTIMATED CONSUMPTION OF FOODSTUFFS

IN JAPAN

31st August 1948

ECONOMIC STABILIZATION BOARD

.....

EXHIBIT I

ESTIMATED CONSUMPTION OF FOODSTUFFS IN JAPAN

REMARKS

1. This survey is the estimated consumption of foodstuffs in Japan classified into city and rural population. From 1949 to 1952, the calculation is made on the base of rice crop year 1/ being quoted from the Economic Rehabilitation Plan (First Draft) of E.S.B. Concerning 1948, it is calculated by estimated production and importation unofficially decided by G.H.Q. in 1948--49. American fiscal year.2/

Note: 1/ From November to October
2/ From July to June

2. With regard to the classification of consumed quantities between city and rural population, quantities of the rural consumption were estimated from self-supplied foods, and those of the urban were estimated from the collection of foods. Consequently population of city and rural areas was estimated by the population who gets ration or retains self-supplied food.

3. Cereals and pulses include those portion to be used for processed foods. Namely, rice, wheat, barley and potatoes used for Miso (Soy-bean paste), Shoyu (Soy-sauce), Sake (Alcoholic beverage) are included in cereals and pulses in this estimation.

4. Vegetables, fruits, fish, meats and eggs to be consumed by rural population are estimated by following percentage quoted from the actual results of the Nutrition survey of the Ministry of Welfare of the Japanese Government in 1947.

		Vegetable	Fruit	Meat	Egg	Fish
Rural population	%	70	40	20	40	30
City population	%	30	60	80	60	70

Note: These percentages are calculated from the quantities of these commodities per one consumption unit of the Nutrition Survey.

5, Estimated importations used in this survey are as follows:

Estimated importation Unit: 1000 Metric Tons

	1948	1949	1950	1951	1952
Cereals (wheat equipment)	1,730	2,231	2,005	2,051	3,930
Sugar	400	304	351	349	349
Fats and oils	42	75	100	115	125
Soy-bean	167	291	327	391	441

Fuel Value per head per day

Unit: Calorie

A. 1st draft

	1948	1949	1950	1951	1952
Rural	2,136	2,269	2,229	2,120	2,321
City	1,856	1,768	1,856	1,886	2,092
Total	1,841	1,951	1,992	1,973	2,173

B. Revised Plan (Target)

	1948	1949	1950	1951	1952	1953
Rural	2,140	2,200	2,200	2,200	2,300	2,300
City	1,650	1,800	1,850	1,900	2,000	2,000
Total	1,840	1,945	1,978	2,010	2,100	2,100

Note: The calories in the First Draft Program are based on milling loss of 25% for wheat and 6% for rice in 1949 and 8% for rice in 1952. But it was suggested by F.D.D., E.S.S. that, as people in almost all the other countries are still eating brown bread, milling loss should be somewhat lower. Milling loss, for wheat is, therefore, lowered to 12% in 1949 and to 25% in 1952 on the assumption that the imports will be the same. As a result, Calories will be 1951 in 1949 and 2173 in 1952.

EXHIBIT I

1949 (Rice crop year) Estimated Consumption of Foodstuffs in Japan (Unit: 1000 metric Tons)

Item		Food Use Total	Rural Area					City				
			Food Use (1000 m/t)	Net intake for food (1000 m/t)	Per head per day			Food Use (1000 m/t)	Net intake for food (1000 m/t)	Per head per day		
					Weight (gram)	Fuel Value (Calories)	Protein (gram)			Weight (gram)	Fuel value (calories)	Protein (gram)
Cereals	Rice	9292	4706	4290.0	399.4	1405	30.0	4586	4161.5	233.5	821	17.5
	Barley	663	372	279.7	26.0	92	0.2	291	218.8	12.2	43	0.1
	Naked Barley	651	432	379.3	35.3	124	3.9	219	192.3	10.7	38	0.1
	Wheat	3195	435	371.3	34.6	124	4.2	2760	2355.9	131.5	470	16.0
	Oat	14	-	-	-	-	-	14	9.0	0.5	2	0.1
	Sub Total	3815	5945	5320.3	495.3	1745	38.3	7870	6962.5	388.4	1374	33.8
Other Cereals		100	32	18.6	1.7	6	0.2	68	41.6	2.3	8	0.2
Pulses	Soya Bean	448	215	208.6	19.4	82	7.8	233.0	226.0	12.6	53	5.1
	Soya Cakes	59	-	-	-	-	-	59	57.2	3.1	11	0.7
	Sub Total	507	215	208.6	19.4	82	7.8	292	283.2	15.7	64	5.8
Potatoes	Sweet	3809	1960	1646.4	153.2	184	1.7	1849	1593.2	86.7	104	1.0
	Irish	1868	956	783.1	72.9	57	1.5	913	248.7	13.9	11	0.3
	Sub Total	5677	2915	2429.5	226.1	241	3.2	2762	1801.9	100.6	115	1.3
Vegetables		6814	3952	3319.8	309.0	77	2.8	2862	2604.0	145.4	36	1.3
Fruits		754	211	156.3	14.7	7	0.1	543	407.2	22.7	11	0.2
Sugar		313	114	114.0	10.7	40	-	199	199.0	10.7	40	-
Oil & Fats		55	20	20.0	1.9	18	-	35	35.0	1.9	18	-
Kelps		540	197	177.3	16.6	7	0.6	343	308.7	16.6	7	0.6
Vegetable foods Total		28575	13601	11766.4	1095.4	2223	53.0	14974	12643.1	704.3	1673	43.2
Animal products	Milk & daily products	200	74	74.0	6.8	5	0.2	126	126.0	6.8	5	0.2
	Meats	58	7	7.0	0.7	1	0.1	51	51.0	2.8	5	0.6
	Eggs	39	11	11.0	3.6	6	0.5	28	28.0	1.6	3	0.2
	Sub Total	297	92	92.0	10.1	12	0.8	205	-	11.2	13	1.0
Fish and shells		2790	558	267.8	24.9	34	4.8	2232	1071.4	59.8	82	11.5
Animal foods total		3087	650	359.8	35.0	46	5.6	2437	-	71.0	95	12.5
GRAND TOTAL		31662	14251	12126.2	1130.4	2269	58.6	17411	13714.5	775.3	1768	55.7

Population Total (1000 persons) 80,432 Rural Area 29,429 City 51,003

EXHIBIT I

1948 (Fiscal Year) Estimated Consumption of Foodstuffs in Japan (Unit: 1000 metric Tons)

Item		Rural Area						City				
					Per head per day					Per head per day		
		Food use Total (1000 m/t)	Food use (1000 m/t)	Net intake for food (1000 m/t)	Weight (gram)	Fuel Value (Calorie)	Protein (gram)	Food use (1000 m/t)	Net intake for food (1000 m/t)	Weight (gram)	Fuel Value (Calorie)	Protein (gram)
Cereals	Rice	9293	4706	4290.0	379.0	1333	28.4	4586	4181.5	231.3	814	17.3
	Barley	486	243	182.7	16.1	57	1.4	245	184.2	10.2	36	0.9
	Naked Barley	607	306	286.6	25.3	89	2.8	301	264.2	14.6	51	1.6
	Wheat	2675	436	372.2	32.9	117	1.4	2239	1911.2	105.7	377	12.9
	Oat	11	-	-	-	-	-	11	7.1	0.4	2	0.1
	Sub Total	13073	5691	5131.5	453.3	1596	34.0	7382	6548.2	362.2	1280	32.8
Other Cereals		44	-	-	-	-	-	44	29.0	1.6	6	0.1
Pulses	Soya Bean	473	253	245.4	21.7	92	8.7	220	213.4	11.8	50	4.7
	Soya Cake	-	-	-	-	-	-	-	-	-	-	-
	Sub Total	473	253	245.4	21.7	92	8.7	220	213.4	11.8	50	4.7
Potatoes	Sweet	4085	2193	1842.1	162.7	195	1.8	1892	1589.3	87.9	105	1.0
	Irish	1873	1042	854.2	75.5	59	1.5	831	681.4	37.7	29	0.8
	Sub Total	5958	3235	2696.3	238.2	254	3.3	2723	2270.7	125.6	134	1.8
Vegetables		6403	3842	3227.3	285.1	71	2.6	2561	2151.2	119.0	30	1.1
Fruits		512	154	115.5	10.2	5	0.1	358	268.5	14.8	7	0.1
Sugar		410	160	160.0	14.1	53	-	250	250.0	13.8	51	-
Oil and Fats		52	20	20.0	1.8	17	-	32	32.0	1.8	17	-
Kelps		445	173	156.0	13.8	6	0.5	270	242.0	13.4	5	0.4
Vetetables foods total		27368	13528	11752.0	1038.2	2094	49.2	13840	12006.0	664.0	1580	41.0
Animal products	Milk & dairy products	165	73	730	6.4	4	0.2	92	92.0	5.1	3	0.1
	Meats	50	7	7.0	0.6	1	0.1	43	43.0	2.4	5	0.5
	Eggs	33	10	10.0	0.9	1	0.1	23	23.0	1.3	1	0.2
	Sub Total	248	90	90.0	7.9	6	0.4	158	158.0	8.5	9	0.8
Fish & Shells		2460	615	295.2	26.1	36	5.0	1845	885.6	49.0	67	9.4
Animal foods total		2708	705	385.2	34.0	42	5.4	2003	1043.6	57.5	76	10.2
GRAND TOTAL		30076	14233	12137.2	1072.2	2136	44.6	15843	13049.6	721.0	1656	51.2

Population Total (1000 persons) 80,551 Rural Area 31,014 City 49,537

EXHIBIT I

1950

Item		Food Use Total	Rural Area					City					
			Food Use (1000 m/t)	Net intake for foods (1000 m/t)	Per head per day			Food Use (1000 m/t)	Net intake for foods (1000 m/t)	Per head per day			
					Weight (gram)	Fuel Value (Calorie)	Protein (gram)			Weight (gram)	Fuel Value (Calorie)	Protein (gram)
Cereals	Rice	9450	4426	4035.6	371.3	1306	27.8	5024	4560.9	248.7	875	18.7
	Barley	696	392	294.7	27.1	96	2.3	304	228.5	12.4	44	1.0
	Naked Barley	697	464	407.3	37.8	132	4.2	233	204.6	11.1	39	1.2
	Wheat	3218	466	397.8	36.6	131	4.5	2752	2349.0	127.5	455	15.5
	Oat	15	-	-	-	-	-	15	10.0	0.5	2	0.1
	Sub Total	14076	5748	5135.4	472.8	1665	38.8	8328	7373.0	400.2	1415	36.5
Other Cereals		109	35	20.4	2.1	7	0.2	74	43.1	2.3	8	0.2
Pulse	Soya Bean	293	216	209.5	19.2	81	7.7	77	74.7	4.1	17	1.6
	Soya Cakes	210	-	-	-	-	-	210	203.7	11.1	39	2.6
	Sub Total	503	216	229.9	19.2	81	7.7	287	278.4	15.2	56	4.2
Potatoes	Sweet	3988	2016	1693.4	155.8	187	1.7	1972	1656.4	89.9	108	1.0
	Irish	1957	1122	920.0	84.7	66	1.7	835	684.7	37.2	29	0.7
	Sub Total	5945	3138	2613.4	240.5	253	3.4	2807	2341.1	127.1	137	1.7
Vegetables		7560	4309	3619.7	340.6	85	3.1	3251	2730.7	148.3	37	1.4
Fruits		827	223	167.2	15.7	7	0.1	604	453.0	24.6	12	0.2
Sugar		376	138	138.0	12.7	47	-	238	238.0	12.9	48	-
Oil & Fats		81	30	30.0	2.8	25	-	51	51.0	2.8	26	-
Kelps		638	233	209.6	19.4	8	0.6	405	364.5	19.4	8	0.6
Vegetable foods Total		30115	14070	12163.6	1125.4	2178	53.9	16045	13877.8	752.8	1747	44.8
Animal products	Milk & dairy products	353	127	127	11.9	8	0.4	226	226.0	11.9	8	0.4
	Meats	81	10	10.0	0.9	2	0.2	71	71.0	3.9	8	0.8
	Eggs	54	15	15.0	1.4	2	0.2	39	39.0	2.1	3	0.3
	Sub Total	488	152	37.7	14.2	12	0.8	336	336.0	27.9	19	1.5
Fish and shells		3150	630	302.4	28.5	39	5.5	2520	1209.6	65.7	90	12.6
Animal foods Total		3638	782	340.1	42.7	51	6.3	2856	1545.6	93.6	109	14.1
GRAND TOTAL		33753	14852	12503.7	1168.1	2229	60.7	18901	15423.4	846.4	1856	58.9

Population Total (1000 persons) 81,233 Rural Area 29,722 City 51,511

EXHIBIT I

1951 (Rice Crop year)

Estimated Consumption of foodstuffs in Japan (Unit: 1000 metric Tons)

Item		Food Use Total (1000 m/t)	Rural Area					City				
			Food Use (1000 m/t)	Net Intake For food (1000 m/t)	Per head per day			Food Use (1000 m/t)	Net Intake For food (1000 m/t)	Per head per day		
					Weight (gram)	Fuel Value (Calorie)	Protein (gram)			Weight (gram)	Fuel Value Calorie)	Protein (gram)
Cereals	Rice	9636	4092	3731.1	340.9	1199	25.6	5544	5054.7	265.5	934	19.9
	Barley	734	407	284.2	26.5	94	2.2	317	221.4	11.9	42	1.0
	Naked Barley	741	494	392.9	36.7	129	4.1	247	196.5	10.6	37	1.2
	Wheat	3336	494	359.4	33.5	120	4.1	2842	2067.6	111.3	397	13.5
	Oat	16	-	-	-	-	-	16	10.4	0.6	2	0.1
	Sub Total	14463	5487	4767.6	437.6	1542	36.0	8966	7550.6	399.9	1412	35.7
Other Cereals		121	39	23.9	2.2	8	0.2	82	50.3	2.7	9	0.3
Pulses	Soya Bean	294	217	210.5	19.6	83	7.9	77	74.7	4.0	17	1.6
	Soya Cakes	275	-	-	-	-	-	275	266.8	14.3	50	3.3
	Sub Total	569	217	210.5	19.6	83	7.9	352	241.5	18.3	67	4.9
Potatoes	Sweet	4061	1991	1672.4	156.0	187	1.7	2070	1736.8	93.6	112	1.0
	Irish	2089	1182	969.2	90.4	71	1.8	907	743.7	40.9	31	0.8
	Sub Total	6150	3173	2641.6	246.4	258	3.5	2977	2482.5	133.6	143	1.8
Vetetables		7714	4319	3628.0	338.4	85	0.3	3395	2851.8	153.5	38	0.1
Fruits		874	227	170.3	15.9	7	0.1	647	485.3	26.1	12	0.2
Sugar		381	140	140.0	12.7	47	-	241	241.0	12.7	47	-
Oil & Fats		82	30	30.0	2.7	26	-	52	52.0	2.7	25	-
Kelps		735	271	243.9	22.1	9	0.2	464	417.6	22.1	9	0.2
Vetetable foods Total		31079	13903	11855.8	1097.6	2064	48.2	17176	14871.8	771.6	1762	42.2
Animal products	Milk & dairy products	440	154	154.0	14.7	10	0.5	286	286.0	14.7	10	0.5
	Meat	96	12	12.0	1.1	2	0.2	84	84.0	4.5	9	0.9
	Eggs	64	17	17.0	1.6	3	0.2	77	47.0	2.5	4	0.3
	Sub Total	600	183	44.4	17.4	15	0.9	417	417.0	21.7	23	1.7
Fish & shells		3510	667	320.2	29.9	41	5.7	2843	1365.2	73.5	101	14.1
Animal foods total		4110	850	364.2	47.1	56	6.6	3260	1782.2	96.2	124	15.8
Grand total		35189	14753	12220.2	1144.7	2120	54.8	20436	11154.0	866.8	1886	58.0

Population Total (1000 persons) 81,907 Rural Area 29,983 City 51,964

EXHIBIT I

1952 (Rice Crop Year) Estimated Consumption of Foodstuffs in Japan (Unit: 1000 Metric Tons)

Item		Food Use Total (1000 m/t)	Rural Area					City				
			Food Use (1000 m/t)	Net intake for food (1000 m/t)	Per head per day			Food Use (1000 m/t)	Net Intake For Food (1000 m/t)	Per head per day		
					Weight (gram)	Fuel Value (Calorie)	Protein (gram)			Weight (gram)	Fuel Value (Calorie)	Protein (gram)
Cereals	Rice	9907	4825	4259.0	394.1	1386	29.6	5082	4485.9	239.5	843	18.0
	Barley	730	411	267.0	26.6	94	2.2	319	222.8	11.9	42	1.0
	Naked barley	770	515	409.6	37.9	133	4.2	255	202.8	10.6	38	1.2
	Wheat	5329	509	370.3	34.3	123	4.3	4820	3506.6	187.3	668	22.8
	Oat	18	-	-	-	-	-	18	12.0	0.6	2	0.1
	Sub Total	16754	6260	5325.9	492.9	1736	40.3	10494	8430.1	450.0	1593	43.1
Other Cereals		138	45	26.2	2.4	8	0.2	93	54.1	2.9	10	0.3
Pulses	Soya Bean	301	218	211.6	19.2	61	7.7	83	80.5	4.3	18	1.7
	Soya Cakes	321	-	-	-	-	-	321	311.4	16.6	58	0.4
	Sub Total	622	218	211.6	19.2	61	7.7	404	391.9	20.8	76	2.1
Potatoes	Sweet	4036	2006	1685.0	155.9	187	1.7	2030	1705.2	91.0	109	1.0
	Irish	2089	1182	969.2	89.6	70	1.8	907	743.7	39.7	31	0.8
	Sub Total	6125	3183	2654.2	245.5	257	3.5	2937	2448.9	130.7	140	1.8
Vegetable		7628	4380	3679.2	340.4	85	3.1	3443	2892.1	154.4	39	1.4
Fruit		921	240	180.0	16.7	8	0.1	681	510.8	27.3	13	0.2
Sugar		385	141	141.0	12.8	48	-	244	244.0	12.8	48	-
Oil & fats		82	30	30.0	2.7	25	-	52	52.0	2.7	25	-
Kelps		822	304	274.0	24.8	10	0.8	528	474.0	24.8	10	0.8
Vegetable foods total		33682	14806	12522.0	1157.4	2258	55.6	18876	15497.9	1113.5	1954	49.7
Animal products	Milk & dairy products	525	184	184.0	11.4	12	0.1	341	341.0	11.4	12	0.1
	Meats	115	14	14.0	1.3	3	0.3	101	101.0	5.4	10	1.1
	Eggs	76	20	20.0	1.9	3	0.2	56	56.0	3.0	5	0.4
	Sub Total	716	218	218.0	14.6	18	0.6	498	498.0	19.8	27	1.6
Fish and shells		3900	741	355.7	32.9	45	6.3	3159	1516.3	81.0	111	15.6
Animal products total		4616	959	573.7	47.5	63	6.9	3657	2014.3	100.8	138	17.2
GRAND TOTAL		38298	15765	13095.7	1204.9	2321	62.9	22533	17512.2	1214.3	2092	66.9