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SHIKOKU CIVIL AFFAIRS REGION

APO 1050

VETERINARY AFFAIRS

IN

SHIKOKU CIVIL AFFAIRS REGION

June - December 1950

Benj. J. Shinn V.M.D.

Region Veterinarian

RESTRICTED

VETERINARY AFFAIRS IN THE SHIKOKU REGION

Purpose: When a new Region Veterinarian comes to Shikoku to take over where the present Region Veterinarian leaves off, he will encounter many difficulties in getting fully oriented - such is the case when coming to any new job. It is the purpose of this paper to provide as much orientation as possible. It is hoped that through the information in this paper, much time may be saved by my replacement.

Following is an outline of the material in this paper:

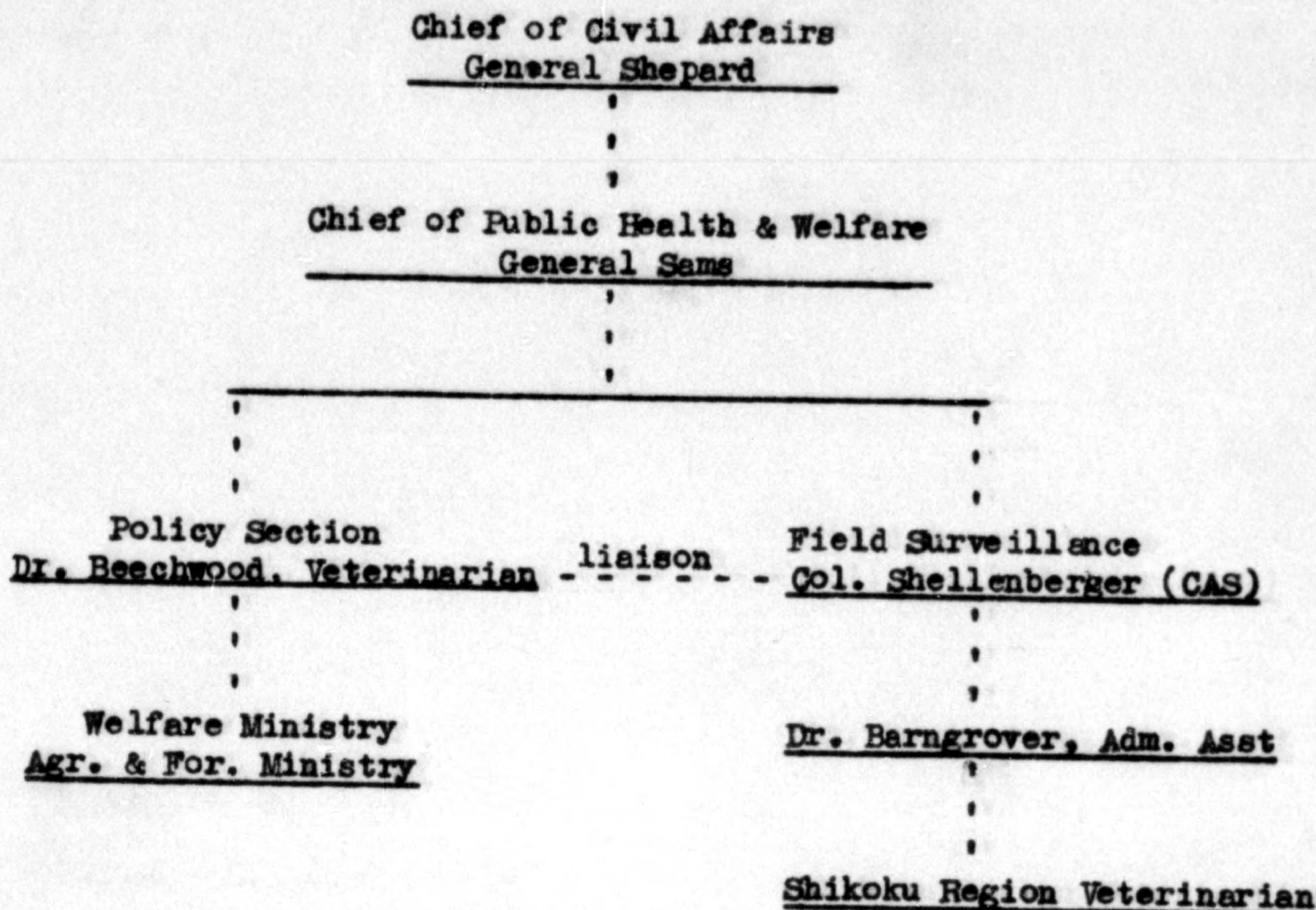
1. The job of the Region Veterinarian
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1. The Job of the Region Veterinarian:

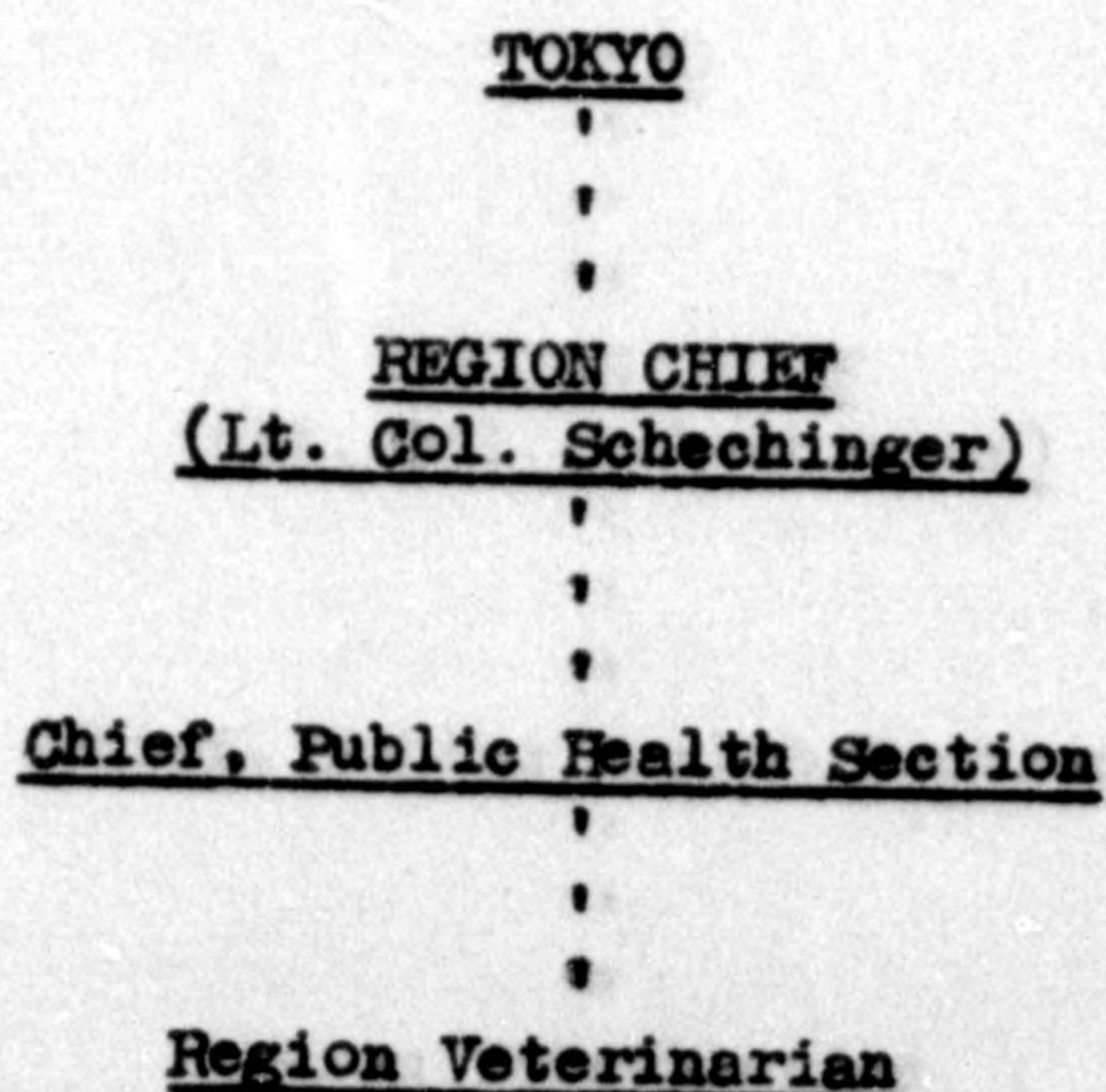
a. How our organization works:

For practical purposes, the following diagram of the chain of command will suffice.

Veterinary Affairs in the Shikoku Region, cont'd



Within this Region, the following chain of command applies:



The purpose of chains of command is to provide those who are responsible for operations with a knowledge of the operations.

Veterinary Affairs () the Shikoku Region, cont'd: ()

Briefly, the organization works in the following manner: The best brains the government can provide work with the Japanese National Government to pass laws for the welfare of the country. The rulings agreed upon in Tokyo come down to the prefectural level where they are put into effect. Civil Affairs personnel aid the Japanese in executing these laws - it is the responsibility of Civil Affairs to see that the laws and directives are executed and to what extent. Civil Affairs personnel also observe conditions in the field to determine to what extent the laws are enforced and to what extent the programs are implemented. In regular monthly reports they send this information up through channels to where it is collected and evaluated. This affects the formation of policy and the issuance of directives or the formulation of new laws.

b. The aims of the organization:

As far as the Region Veterinarian is concerned, the aims are to provide the Japanese public with an appreciation of food sanitation, provide the public with a safe food supply, inform the people about and protect them against diseases transmissible from animals to man, and to promote the elimination of diseases which ravage food and labor animals

c. Authority for the job:

On file in the office of the Region Veterinarian are copies of SCAP directives. These directives are the main authority of the Region Veterinarian. In addition, there are circulars, bulletins, etc., which are advisory in nature and help in getting the job done. Also on file are copies of the national laws and directives which relate to veterinary affairs.

2. What Has Been Done in Shikoku Veterinary Affairs - Background

Prior to June 1950 there was never a full-time Region Veterinarian on Shikoku. The Region experienced a series of changes in Public Health

Veterinary Affairs in the Shikoku Region, cont'd:

Officers, none of whom were here long enough to do very much in Veterinary Affairs. When the present veterinarian arrived, there was neither a Public Health Officer nor a Sanitary Engineer.

The incumbent came to Japan directly from general practice in Wisconsin, and never had any experience in public health or surveillance, nor had he ever been in Civil Service work. He was in Tokyo only a few days and received no orientation of note at that time. He was told he would have to do what he could of the Public Health Officer's work until someone was provided for the job. In Tokyo he learned nothing about dealing with the Japanese and received little material from which to work.

During the month of June the incumbent made no field trips. He attended a conference of region veterinarians the last week in that month. The month of July was spent on field trips getting acquainted with conditions in the region and talking to Japanese through an interpreter. Reports of these field trips are in the files.

During the rest of the summer the Region Veterinarian, with the approval of Colonel Shellenberger, spent nearly all his efforts on food sanitation. The reason for this was the then-raging epidemic of human dysentery. It was planned to do surveillance on animal disease control when the epidemic was over, after cold weather set in and the fly season was past. This policy was continued up until the time when the Public Health Officer arrived. When the Public Health Officer arrived, in the middle of August, the Region Veterinarian was left without an interpreter. Another interpreter was not found until the first of October. The last eleven days of this period without an interpreter were spent on temporary duty in the Kyushu Region for the purpose of orientation in animal disease control.

Veterinary Affairs in the Shikoku Region, cont'd:

An interpreter was secured immediately after returning from Kyushu, and the following week, the first week in October, was spent in indoctrinating him.

At about this time a National Police Reserve camp was set up in the small city of Zentsuji. The Region Veterinarian was asked to work with the prefecture in cleaning up this town for the sake of the health of the trainees who would be eating there in their off-duty hours. The second two weeks in October were spent on this project. The prefecture worked zealously and food sanitation markedly improved. Many shops were forced to close with enforcement of the Food Sanitation Law and many more shops voluntarily closed to make the improvements recommended by the prefectural health inspectors. A lot of money was spent by the shop owners improving their establishments and a lot of time was spent in lectures and food handlers' courses to achieve these results.

Out of the clean-up of Zentsuji evolved the "Zentsuji Plan," which the prefecture adopted to use in other towns. This will be dealt with in more detail later.

On the 20th of October, Dr. Barngrover, SCAP, CAS, came down to make a tour of the Region with the incumbent. He was here a week during which time each prefectural capitol was visited. Conferences were held with representatives of each health department and each livestock section. Animal disease control was stressed.

The month of November was spent making field trips. Each prefecture was visited. The quarterly plan of the incumbent, which can be found in the files along with the field trip reports, will give an idea of what was done.

Veterinary Affairs () the Shikoku Region, cont'd: ()

The first week of December found the incumbent attending the semi-annual Regional Veterinarians' Conference here in Takamatsu. This conference was said to be a great success by all present.

3. Present Shikoku Veterinary Affairs:

a. With whom do we deal?

In the files are detailed tables of organization of the departments, sections, and branches with which the Region Veterinarian deals. Following is an outline of the more important personnel - their names, locations and jobs:

JOB	Kagawa	Ehime	Kochi	Tokushima
Agriculture Dept Chief	Mr. Ono, Economics Dept Chief	Mr. Tamayanagi Economics Dept Chief	Mr. Tawara, Farm Affairs Section Chief	Mr. Yamamoto, Economics Dept Chief
Livestock Section Chief	Dr. Shomura, Keneho (V)	Dr. Nakahara (V)	Dr. Oguri, (V) Chief, Live-stock Branch	Dr. Hayakawa, (V)
Animal Disease Prevention Chief	Dr. Takeda, (V)	Dr. Takagi, (V)	Dr. Nagamori, (V)	Dr. Uwao, (V)
Health Department Chief	Dr. Yamaguchi	Dr. Kimura	Dr. Seijo	Dr. Kinugawa
Public Health Section Chief	Dr. Ueharu	Vacant	Dr. Nakaya	Mr. Tominaga
Milk & Meat Branch Chief	Dr. Okada (V)	Dr. Watanabe (V)	Dr. Kiyooka, (V)	Dr. Sasada, (V)
Food Sanitation Branch Chief	Mr. Marukawa	Mr. Otsuka, Pharmacist	"	Mr. Tanaka

Veterinary Affairs () the Shikoku Region, cont'd: ()

It would be of great value to the successor to know the quality of the key personnel. The incumbent has opinions regarding this, but at the present time he is partially reserving them for what he considers to be an excellent reason. In the evaluation of a Japanese official, one must not consider anything except the performance of that official. A poor official can have a good program going as well as a poor one, depending on the quality of his subordinates. It is quite possible that a good man with a bad superior can look bad because of the influence of the superior. The language barrier makes accurate appraisal of Japanese even more difficult, if not impossible, except in extreme cases. In Kagawa, the Public Health Section chief is in charge of two programs in veterinary affairs. The Food Sanitation Branch chief seems to be a very good man, whereas the Milk and Meat Branch chief seems to be bad. The chief of the section has given the incumbent the impression that he is no asset to the department. This chief, Dr. Ueharu, does not seem to know what is going on and has not a strong personality. Dr. Okada, Milk and Meat Branch chief, has a strong personality, but his job in the field does not get done. There can be many causes for this effect, aside from the possibility that Dr. Okada is lazy, not qualified, or of low mental capacity. Of course if the subordinates in Kagawa do not put out, it is a reflection on Dr. Yamagouchi, the department chief, who seems to be an intelligent and talented man. Yamagouchi may be a good department chief, but he has proven capable of juggling budgets to get himself an official automobile. In Kagawa, the chief of the Food Sanitation Branch is a pharmacist whose name is Marukawa. He seems to be an intelligent and energetic man who is anxious to do a good job.

The incumbent has brought out the above details merely to give an idea of the difficulty of appraising the personnel with whom he has dealt.

Veterinary Affairs in the Shikoku Region, cont'd:

Over a long period of association, an accurate analysis would be forthcoming, but the present Region Veterinarian has not had that long association. It may be of some value to the successor if the incumbent gives his general impressions of the health departments of the other three prefectures. His experience with the livestock sections has not been sufficient to be of any help. The best health department in the region is in Kochi, probably because the best department chief is there. In Tokushima, the Public Health Section chief, Dr. Tominaga, is very weak. The Health Department chief has been in his present post only a short time, but he is experienced and seems to be quite energetic and intelligent. Ehime is the most difficult of the prefectures to evaluate. The prefecture seems to have mediocre Health Department personnel, but the programs for the prefecture give a good impression.

In surveillance, the problem of sufficiency of personnel to carry out the various programs often comes up. It might be of some help to the successor to know the distribution of veterinary personnel in this region:

DISTRIBUTION OF VETERINARIANS IN THE REGION OF SHIKOKU						
Prefecture:	Nat'l Govt: : Officers	Pref.Govt: : Officers	Village : Officers	Coop Assn: : Vets.	Pri.Prac.: : Vets.	Total : Vets.
Tokushima	2	44	0	61	20	149
Kagawa	4	60	2	34	10	116
Ehime	1	63	8	83	29	213
Kochi	7	40	0	25	27	114
Shikoku	14	207	10	203	94	582

It can be seen from this table that a large proportion of the veterinary skill of the Region is being used in governmental work. The small

Veterinary Affairs in the Shikoku Region, cont'd:

number of private practitioners indicates that the profession is becoming socialized in Japan.

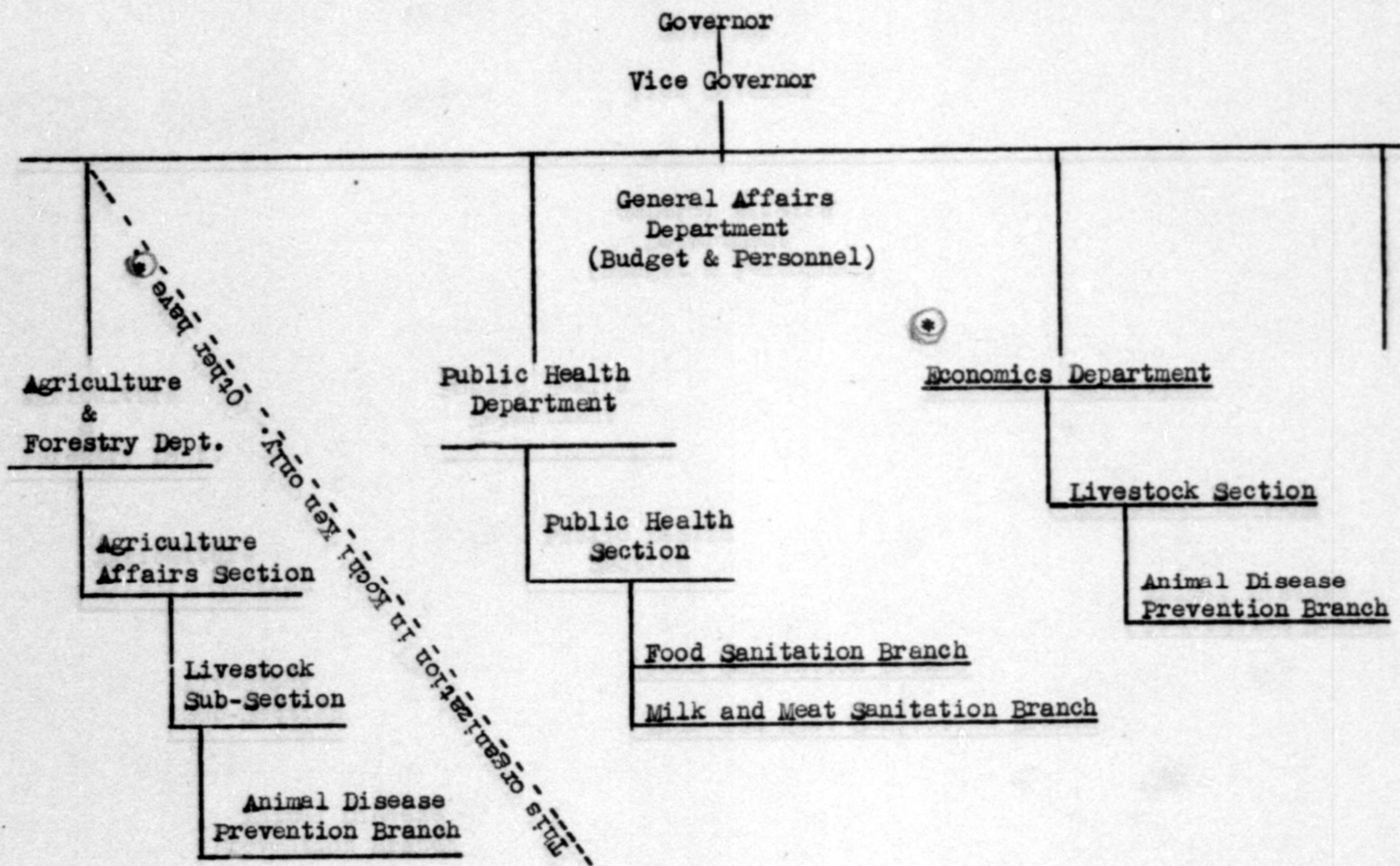
Table I, on Page 10, shows the prefectural organization with which the Region Veterinarian deals. This is only the prefectural organization; there are further sub-divisions of organization, and these are shown in the next tables. The incumbent had very little to do with these subordinate organizations, feeling that his first work should be at the prefectural level. The incumbent feels that when administration is perfected in the prefecture, the rest of the structure will improve in efficiency as a natural result.

b. Surveillance: Principles and methods of the incumbent.

Earlier it has been stated that Civil Affairs personnel have the job of seeing whether the laws and directives of SCAP and the National Government are carried out and to what extent. This is called surveillance. Details as to how to go about doing your job thoroughly are well outlined in the Provisional Manual for Military Government, Japan, Eighth U.S. Army, 1 Sep 48. However, the details are up to the initiative of the individual doing the actual surveillance. The incumbent has his own methods of operation and his successor will no doubt develop his. It may be of interest to the successor, however, how the incumbent went about his work and what the Japanese experienced at his hands. Following are some ideals in procedure he shot at:

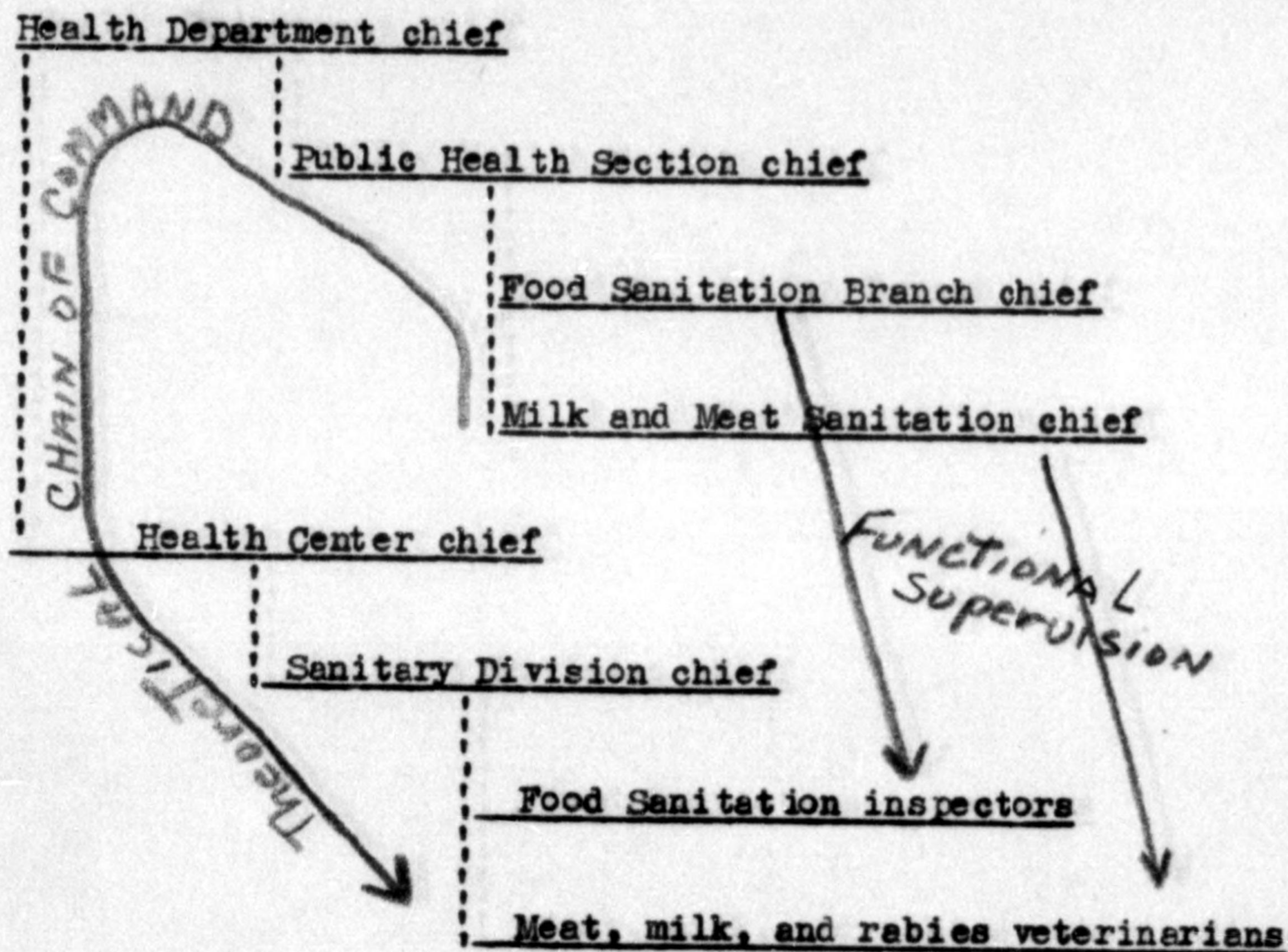
- (1) First, plan your work by the quarter and break that down by the month. This is SOP. Know ahead of time what you plan to do when you reach where you are going. Surveillance is not just a casual conversation over a cup of tea, but a

▲ Typical Prefecture Table of Organization with whom the Veterinarian Deals



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VETERINARY AFFAIRS OF THE HEALTH CENTER
AND RELATION TO PREFECTURE
VETERINARIANS



Ehime Animal Disease Prevention Organization

Livestock Section
Chief - Nakahara

Animal Disease Prevention Branch
Chief - Takagi

Nyugawa Animal Health Center

Shuso Local Office

Uma Local Office

Imabari Animal Health Center

Ochi Local Office

Matsuyama Animal Health Center

Onsen Local Office

Kamiukena Local Office

Iyo Local Office

Yawatahama Animal Health Center

Kita Local Office

Nishi Uwa Local Office

Higashi Uwa Local Office

Kita Uwa Local Office

Minami Uwa Local Office

This organization has not been investigated by the incumbent but he is believes that this is the best organization of its kind in the region.

Veterinary Affairs in the Shikoku Region, cont'd: ○

planned and productive piece of work which has certain aims or goals as its foundation.

(2) At all times during your surveillance, behave in such a way as to earn the respect and cooperation of those over whom you are exercising surveillance. If scolding is resorted to, it must be done in such a way that it carries with it more than the fact that you are angry or disappointed. Avoid arrogance - try to give the impression that you are on the side of the Japanese, helping them to help themselves. Give them the feeling that you have the welfare of the Japanese people at heart.

(3) Give the right advice to the right person; give the right criticism in the right place. Determine who is the responsible party and place your attention there. Don't criticize the little inspector for failings of the section chief. If you criticize the subordinate, tell his superior of your criticism -- you can be wrong.

(4) Get what information you need, but avoid overloading an agency with work to do for you.

(5) Give consideration to the time of the Japanese. It is not difficult to give them notice of your coming soon enough in advance so their work will not be too disrupted. Set an example by being prompt for appointments.

(6) Check Lists: In the files are some check lists of questions used by the incumbent. A check list of questions may be made out on any program or agency which is to be evaluated by surveillance. The incumbent used the following procedure:

Veterinary Affairs in the Shikoku Region, cont'd:

- (a) Study the program to become familiar with the aims and mechanics.
- (b) Determine the various defects that a program might possibly develop.
- (c) Make up a list of questions which, when answered, will reveal all the defects.
- (d) Compare the answers collected from the different prefectures.

Operating from a check list has a disadvantage. It is a worry to the individual being questioned. If the individual knows that a check list is being used, he is apt to give stock answers or be evasive. With this in mind, it is wise to become familiar with the questions so as to avoid this. If your questions have continuity, it is possible to ask them in a conversational manner which rouses a minimum of suspicion. Never submit a questionnaire where you expect to use the answers to establish that someone is falling down on his job. One virtue of a check list is that the person questioned does not know what the next question will be.

A check list of questions is not the whole interview. When a question is asked, the answer may suggest another question which is not on the list. The check list gives the interview a starting point and carries it along to a logical conclusion.

(7) Administration: Government, like an army, is made up of chains of command. Take for example the prefectural chain of command which deals with the sanitation of a food establishment:

Veterinary Affairs in the Shikoku Region, cont'd:

Governor

Vice Governor

Chief of the Health Department

Chief of the Public Health Section

Chief of the Food Sanitation Branch

Branch field men

Health center chief

Chief health center food inspector

Health center food inspector

Proprietor of food shop

As far as the sanitation in the food shop is concerned, each link in the above chain is essential. The Region Veterinarian, practically speaking, is concerned with the whole chain except the governor and the vice governor. From limited experience, the incumbent has learned that except for the aspect of technique, it is a waste of time to scold a health center inspector for an unsanitary food shop. It has been the policy of the incumbent lately to use a bad condition found in the field as an excuse for strengthening the weak links in the chain of command, starting with the Chief of the Public Health Section, and working down. A thorough investigation of the administration of the section and branch involved will bring out the cause of much of the trouble as a rule. It is the opinion of the incumbent that the lower links of the chain will give little trouble if the higher links insist the job be done. The problem is getting the higher ones to insist.

c. The State of the Region

(1) Food Sanitation: In Japan there is a big problem in food sanitation. The country is poor and in the field of food technology Japan is very backward. Methods of food processing

Veterinary Affairs in the Shikoku Region, cont'd:

hundreds of years old are still in use; naturally, the thought of food sanitation had little influence in the formulation of these processes. Spoiled food is processed for consumption with little consideration for its effect on public health, and the attitude of the food worker is directed more toward not soiling himself with the food he is handling than not soiling the food. Where modern-type machinery is found, it is usually dirty.

Clothing of food workers is usually dirty. Food containers and implements are usually dirty. It is the rule in restaurants and tearooms to find the dishes and cooking utensils improperly washed; soap in these places is a novelty.

Processed food sold by peddlers is not protected from contamination by wrappers; in a recent check in Tokyo, only 10% of the samples of retail milk met minimum requirements as to bacteria count. It is said that nearly all Japanese have intestinal parasites - Proof that the food is often consumed when contaminated with raw feces. Too much attention in the food industry is given to the appearance of food and not enough to flavor and wholesomeness and safety. In food establishments and institutions the kitchens are often filthy in all departments. In cold storage plants - there is evident a great lack of knowledge of the fundamentals of refrigeration and less regard for the virtues of cleanliness and orderliness. The best food establishment in Japan is the butcher shop; the worst is hotly contested and has not been decided upon.

Yet there are good laws which have been devised to eliminate all these dangers to public health. The country is improving

Veterinary Affairs in the Shikoku Region, cont'd:

under the existing agencies charged with the bringing about of improvement, but not enough effort has been made to give the public the knowledge which will result in a demand by the people for sanitation. The people don't care because they don't know. Until the people are educated to care, the rate of improvement will be slow, and backsliding will be the rule. It is the job of the Region Veterinarian to do what he can to hasten the process of education and improvement.

- (a) Retail eating places: At the present time sanitation in the retail eating places is being demanded by two main laws, Food Sanitation Law No. 233, and the Food Sanitation Code which has its basic authority in the Food Sanitation Law. These laws apply pressure to improve sanitation in two distinct ways. One is legal requirement to meet minimum standards of sanitation in order to stay in business. The second way is public pressure to improve sanitation over the minimum requirements of the law by grading the shops and posting these grades in prominent places where the public can see what the health department thinks of the sanitation in the place. The way this pressure works is as follows: The Health Department scores the shop and posts a sign in a prominent place. On this sign is the degree of sanitation, expressed as "A", "B", "C", or "D". Those people who are concerned about the cleanliness of the place where they purchase their food will

Veterinary Affairs in the Shikoku Region, cont'd: ○

avoid the "C" and "D" shops in favor of the "A" or "B" ones. This, of course, puts pressure on the pocketbooks of the low-grade shop owners and offers them incentives to improve.

This grading system was started around June this summer, but some prefectures did not get around to implementing it till July. The files contain data on the progress of this program up until November in all prefectures in this Region. At the present time, grading of food shops is liberal in nature. The inspectors tend to give too high grades. The incumbent made a survey in two prefectures to determine the cause for this, and the files contain a copy of a special report on this subject, which was submitted to higher headquarters. Dr. Beechwood and Col. Shellenberger agree with this report, and its recommendations in principle, but the defects in the system are unavoidable and must be endured. The present Region Veterinarian has devised a system of inspection which gets around the defects in the law. This system was brought out at the last veterinary conference and got approval from Dr. Beechwood who wrote the law. The system is very simple and very natural. The inspector goes into an area where there are a number of establishments that are similar in nature. He inspects the dirtiest and least cooperative establishment and enforces

Veterinary Affairs in the Shikoku Region, cont'd: ()

the Sanitation Code literally. The chances are good that such treatment will result in closure of the shop. The shop is required to remain closed until it meets the minimum sanitation standards required by the law. The inspector waits a short time and then inspects all the rest of the shops in the area. The idea is that word will get around that the Health Department means business, and the shopkeepers will respect the orders of the inspector and will clean up as required. Strict grading should follow, only the very exceptional shop getting the grade of "A". At the present time the inspectors feel that to enforce the law would mean the closing of too many shops and consequent public resentment.

Kagawa's "Zentsuji system" - Early in October it was decided that the small city of Zentsuji should be cleaned up. The Region Veterinarian took up billets at this place for most of two weeks and worked closely with the Health Center in a clean-up campaign. As a result, many shops were closed that fell below minimum standards or were without license. Much money was spent and a lot of work was done, with the result that the food sanitation in this city greatly improved. The prefecture was pleased with the outcome, and it was decided that the same system should be used repeatedly in the prefecture in an effort to clean up many such towns. The

Veterinary Affairs in the Shikoku Region, cont'd: ()

way the plan works is as follows: First, the Region Veterinarian makes a series of inspections in the town merely to indicate to the population that the Occupation is interested in improvements in sanitation. Then a meeting is called of food establishment operators and association officials. The food laws, the grading system, the need for food sanitation, and what is going to be done in the community is explained. The cooperation of the people is asked for. The city is then divided into districts and one inspector is put in charge of the district. Many rounds of inspection are made by these men who score successive inspections on score sheets placed on the walls of the shops inspected. This shows progress of improvement. The shops are finally graded at the end of the "drive". During the drive, food handlers' courses are held by the Health Center, an intensive information program is carried on, and meetings of various food associations are held for the purpose of giving appropriate talks. A drive should last about a month and prefectural field men should participate in it and keep the pressure on the health center. If there are not enough inspectors to do a thorough job, personnel can be borrowed from neighboring health centers for the duration of the drive. At the present time the city of Kotohira is getting the benefit of a drive. If

Veterinary Affairs in the Shikoku Region, Cont'd:

this proves successful, the system should be used in other prefectures.

- (b) Kameboko manufacturing: Kameboko, or fish paste, is made of a mixture of ground fish and starch. It is then cooked. Here, in the opinion of the present Region Veterinarian, is a major source of food poisoning. First of all, spoiled fish is often used in its manufacture. It probably would not be an exaggeration to state that most of the fish used in the manufacture of kameboko is partially decomposed -- obviously decomposed. The sanitation of the plants (which are usually small family operations) is invariably bad. This means that in addition to the hazard of using decomposed fish as the major ingredient, the mix is also grossly contaminated by careless handling. The present Region Veterinarian has checked cooking time in some of these establishments, and is of the opinion that it is not sufficient for sterilization of the product. This means that the product has poor keeping qualities in the summertime -- a fact admitted by some manufacturers. Since these small plants are on back streets and do not sell retail, the public and the health departments pay no attention to them. This problem is deserving of an all-out attack next spring so that summer will find the condition greatly improved.

Veterinary Affairs in the Shikoku Region, Cont'd:

(c) Tofu manufacturing: Tofu is a product made from soy beans.

It is a white, jelly-like material with little flavor which is used in a number of ways. It is fried in deep fat or used raw as an ingredient with other dishes. It is manufactured mainly by small plants of family size and like the fish paste factories, they are usually very dirty and disorganized. They are found in large numbers in most cities, located usually on back streets. Since this material is often eaten undercooked, it constitutes a health hazard if it is contaminated during manufacture.

(2) Milk, meat, and fish sanitation:

(a) Fish market sanitation: Fish is an important item in the Japanese diet. About four million (4,000,000) pounds of fish are landed annually in Shikoku, and of this amount, over one-fourth is processed. There are about 400 wholesale fish markets on the island, most of which are minor landing places. The number of retail fish markets is astronomical, if fish peddlers with their carts are included. Since Japanese eat their fish raw in many cases, it is important that this food be handled properly. The wholesale fish market operates for about five hours in the early morning. Fish is auctioned off to retail dealers who carry the fish away in boxes or carts or trucks. The typical picture of the interior of the wholesale market in the morning is far from one of orderliness and sanitation. The market is crowded with

Veterinary Affairs in the Shikoku Region, Cont'd:

people. The fish is in boxes which are piled around on the floor. Some of the fish is dumped directly onto the floor for sorting and selling. The floor is dirty. The whole place is a confusion of bicycles, empty boxes, dirty ice, fish waste, and humanity. The auction goes on at fever pitch.

The incumbent is greatly interested in this fish sanitation problem, and it is unfortunate to him that he must leave before it is solved. The prefectures are interested in making improvements in this field, and the fisherman's associations seem receptive to requests for cooperation. Two fish markets have been worked on in detail by the Region Veterinarian, but the job here is incomplete. The fish market at Tadotsu and the large fish market at Kochi have made great improvements. It was the object of the incumbent to get established a model fish market in each prefecture. The files contain details of his effort at Kochi, where he worked in liaison with the Economics Section.

At the present time, Tokushima fishing association men are meeting with representatives of the Health Department to decide on a way of providing the public with clean fish in that prefecture. This should be looked into further. General improvement has been promised by Kagawa, but Ehime has not yet been touched. The best market in Ehime is located in Yawatahama, but it is not worth the long trip required to look at it as it is just a roof over a concrete platform.

Veterinary Affairs in the Shikoku Region, Cont'd:

The goal of the incumbent was to get the fish off the floor and get orderliness in the plant. The practice of dragging leaky boxes of fish through dirty puddles of water should be stopped. The bicycles and food stalls should be removed from the market. Provision should be made for the orderly cleaning and storage of empty boxes. Cleanable platforms for the dissection of large fish should be provided and plenty of water should be available for flushing down the place. Garbage cans for the disposal of fish waste should be provided for and strategically placed. The area around the market should be treated with DDT to eliminate flies and trash heaps should be removed and rodent control implemented. Good orderly use should be made of the floor space by the erection of knee-high tables running parallel through the plant upon which boxes of fish could be placed. These tables are not true tables, but a system of parallel pipe railings (cleanable) which will support the boxes. Three pipes laid parallel and horizontal about 8 inches apart will serve well as permanent tables. The plant should be divided into three parts by the platforms and "tables." -- ONE: Large fish (on platforms), TWO: mixed catch (sardines, tuna, etc.), and THREE: small catch (sardines and small fish).

In connection with fish sanitation, the incumbent recommended that experiments be conducted by the Tokushima prefectural laboratory on the use of heavily chlorinated

Veterinary Affairs in the Shikoku Region, cont'd:

ice by fishing vessels in an effort to improve fish preservation on long voyages. This was not done - other prefectures should be approached on the subject.

- (b) Milk plant sanitation: Aside from the routine field inspections of milk plants, the incumbent has done little in this field. The plants inspected have all been pretty similar in cleanliness characteristics. The plant personnel have not perfected their clean-up routines. Pipes, valves, and every crevice in equipment is filled with milk residue. Surface cleanliness may be evident, but the detail work is bad. This indicates that education is lacking on the part of the plant supervisor, and also there is a lack of thoroughness on the part of the inspector. Plant routines are sometimes defective in other ways - milk is allowed to stand for many hours unrefrigerated, waiting to be processed, because personnel may be engaged in some other activity. Bottle washing, like the cleaning of plant equipment, is not thorough, so that the bottle itself is a source of contamination. From beginning to end, the procedures of the Japanese milk plants are crying for improvement.

The new milk law is a very good thing for milk sanitation in this country. The law sets up many new standards for the production of milk and milk products, but it must wait on the development of an efficient and effective inspection service before the public can benefit. In a recent survey in the Kanto region,

Veterinary Affairs in the Shikoku Region, Cont'd: ()

on random samples of milk and milk products, it was found that the vast majority of the samples fell below minimum standards as to both quality and sanitation. It is recommended that such a survey be done in this area by the prefectural people.

In connection with milk sanitation, it is a good idea to work in liaison with the PHO in the matter of bovine Tbc. It may be possible to trace cases of bovine Tbc in humans to some milk plant or farm, in which case it is worthy of the effort.

In the files are maps showing the locations of the milk plants of some of the prefectures.

- (c) Slaughter houses: In Japan the slaughterhouses are owned by the government. A fee is collected from the owner of the animal slaughtered and the butchering is done by a butcher hired by the owner of the animal, or the owner himself. The animal is inspected at both ante-mortem and post-mortem by a prefectural health center veterinarian. This veterinarian is responsible for seeing that no unwholesome meat leaves the slaughterhouse for public consumption. This veterinarian also collects data on disease which is disseminated to interested agencies. He keeps record of the amount of meat condemned. The fee charged by the slaughterhouse for its use is considerable.

The slaughter houses inspected by the incumbent,

Veterinary Affairs in the Shikoku Region, cont'd:

have, on the surface, looked quite clean. Careful inspection, however, usually discloses serious violations of good sanitary practices. Saws, knives, clothing of workers, slaughtering practices and routines, and waste disposal are frequently found defective. Anything which requires expenditure of money is often neglected. A present plan of the incumbent is to examine the budgets of some of these establishments to determine to what extent revenue is plowed under for the improvement of meat hygiene. One aim of the present Region Veterinarian is to try to talk the prefectures and villages into hiring their own butchers. This would result in teamwork between the veterinary inspector and the butcher. At the present time the butcher, working for the owner of the animal, hides disease information relative to the carcass instead of calling it to the attention of the inspector.

The slaughter house outside Tokushima City exemplifies what a bad slaughter house is capable of -- 600 head of cattle went through this establishment in October and all the blood and liquid waste was allowed to run from the plant onto an open field. This had gone on for months because of delay in getting an electric motor repaired.

Much valuable information could be obtained from the slaughter houses; however, at the present time it is not being furnished. Facts on incidence of animal

(Slaughter House of Takamatsu City) Year of 1950

Classi- fication	Month Sex	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept	Oct.	Nov.	Dec.	Total
		<hr/>												
Cattle	Female	69	162	97	69	60	77	62	102	120	160	163		1021
	Male	40	40	42	13		7	9	13	12	19	22		216
	Steer	3	4	1	1	5		3			4	5	6	32
	Slaughter-Fee			¥ 150								¥ 400		
<hr/>														
Slaughter-Tax														
			¥ 550								Abolished			
Calf.	Female	5	4	4	1	7	3	6	5	4	39	25		103
	Male	5	5	13	5	6	57	77	50	45	12	23		298
	Steer					1					1			2
	Slaughter Fee			¥ 75								¥ 200		
<hr/>														
Slaughter Tax														
			¥150								Abolished			
Horse	Female	1	1	2	1	2		1	4	3	3	3		22
	Male	1			1				2	1	1	1		7
	Steer	1	4	4	3	1	4	4	1	7	7	7		43
	Slaughter Fee			¥150								¥400		
<hr/>														
Slaughter Tax														
			¥280								Abolished			

Slaughter House of Takamatsu city, 1950, Cont'd.

Classi- fication	Month Sex	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept	Oct.	Nov.	Dec.	Total
Swine	Female	87	232	149	135	121	139	107	114	85	54	56		1279
	Male		2	9	1		1		5	2	1	1		22
	Steer	31	109	58	22	22	50	28	46	39	24	22		451
	Slaughter Fee				¥ 75								¥200	
	Slaughter Tax				¥150								Abolished	
Income of Slaughter House	Fee	26850	58050	39375	25500	109725	31950	28200	34800	93800	104200	106600		659050
	Slaughter Tax	81640	167500	113630	71650	381890	84820	74800	98210					1074140
	Total	108490	225550	153005	97150	491615	116770	103000	133010	93800	104200	106600		1733190

Remark: The slaughter tax was abolished from September and the fee increased.

As can be seen from this sample budget, the operation of a municipal slaughterhouse is big business. When the gross is overh ¥1½ million, and in 11 months only, provision for a staff of butchers is not an unreasonable requirement.

Veterinary Affairs in the Shikoku Region, cont'd:

disease such as parasite infestation, etc., could be garnered with only a little extra effort on the part of the veterinarian stationed there.

In the files are maps showing the location of some of the slaughter houses in the Region.

- (3) Rabies Control: Rabies in dogs and cats is nearly epidemic in the Kanto Region. So far as we know there is no rabies in Shikoku. The object of the present rabies program is to prevent the spread of rabies into this region and to have conditions here in such a state that if it is introduced, no epidemic will occur. The program is as follows:

- (a) Restrict the entrance of dogs into the Region.
- (b) Restrict the gathering of large numbers of dogs in one place (i.e., dog shows, etc.)
- (c) Eliminate stray dog population, which could support a rabies epidemic.
- (d) Register all dogs that have owners to provide information and funds.
- (e) Discourage by registration fees the owning of dogs.
- (f) Vaccinate all dogs against rabies twice yearly.

The purpose of the new Rabies Control Law is to provide the above program. At the present time, enforcement of this law is not as good as it should be, but since the law is new, it is presumed that enforcement will improve with time.

Veterinary Affairs in the Shikoku Region, Cont'd:

NUMBER OF DOGS ON SHIKOKU ISLAND

	KAGAWA	EHIME	KOCHI	TOKUSHIMA	TOTAL
Registered	8,370	11,000	7,649	3,000	
Unregistered	530		3,171	7,000	
Stray*	3,000	3,000			
TOTALS	11,900	14,000	10,820	10,000	46,720

* Approximate number

NUMBER OF DOGS INJECTED WITH RABIES VACCINE ON SHIKOKU ISLAND

	KAGAWA	EHIME	KOCHI	TOKUSHIMA	TOTAL
Head	8,370	9,000	2,523	1,101	20,994
Remarks	From April to Sep 1950	From Jan to Aug - 58h Sep - 63		2 health centers' rept. 3 health centers' repts not received.	

(a) Restriction of movement of dogs: In Kagawa Prefecture, (the most important), dogs are moving freely, or were recently. From the first of April till the end of November, 112 dogs entered the Region via the Uno ferry alone. Local transportation agencies claim they were never notified as to the restrictions on dog movements.

Veterinary Affairs the Shikoku Region, cont'd:

The Ken-cho claims otherwise - but the dogs did come in. The incumbent believes that if any quarantine does exist in any prefecture, it is only a paper quarantine with no checks made on its enforcement. There are reports in the files on the movements of dogs in and out of the Region.

- (b) Gathering of dogs for shows: In March, on the 6th, General Sams sent an order to the Ministry of Welfare in which he ordered the cessation of dog shows (this was also the order for cessation of movement of dogs). In this Region, as in other parts of Japan, there was confusion and some dog shows were held. In November a show was held in the Kanto Region which embarrassed the Occupation forces so a new order was issued, reviewing the enforcement of Rabies Control. This new order revises the old 6 March directive - yet it does not. It specified that shows may be held if all dogs have been registered and vaccinated according to the law.
- (c) Elimination of stray dog population: The new Rabies Law calls for the elimination of stray dogs. In this Region there are probably around 14,000 stray dogs. This means dog-catchers, dog pounds, and means of disposal. The law provides for sufficient funds to get the job done, but the latest survey in this Region indicates that it will not be done - not, at least, in the next year. There are certain difficult problems in connection with this job:

Veterinary Affairs in the Shikoku Region, Cont'd:

1. Dog catchers are the lowest members of Japanese society. Good, honest, capable men don't want the job at any salary.
 2. A short-sighted public is not interested in cooperating with the dog catcher so that he usually confines his work to the time of day when few people are about - before breakfast.
 3. Traditional methods of the dog catcher will have to be changed. Objectionable practices, such as beating dogs to death in public, and selling hides and meat to the public, must be eliminated.
- (d) Registration of dogs: The fee for registration, according to the law, can be up to ¥300. To the ordinary Japanese, this is a substantial sum. Evasions are going to be common. The revenue taken in from registration of dogs, according to the law, must be spent on rabies control. Copies of the prefectural budgets for rabies control, which are in the files, indicate that this provision is being violated by the prefectures, who seem to be draining off some of this money for other purposes (example: In Kagawa, ¥500,000 is being allocated toward an automobile for the Chief of the Health Department). How much will end up in the tills of the sake distilleries is a question.
- (e) Discourage with registration fees the owning of dogs:
This idea is nowhere stated in the Rabies Control Law.

Veterinary Affairs in the Shikoku Region, cont'd:

However, in the opinion of the incumbent, it is worthy of consideration. Japan has a food shortage, and in view of the fact that the house dog or stray dog eats a lot of the same kind of food that humans do, the owning of dogs is incompatible with efforts to raise the standard of living in Japan. The ¥300 registration fee will be a very good reason why it is not a good idea to own a dog. The ¥100 vaccination fee twice a year is another.

- (f) Vaccination against rabies: In Japan, the dogs are vaccinated twice a year according to the new rabies law. The vaccine is purchased by the prefecture and either given or resold to the private practicing veterinarian who has been given the job of doing the vaccinating. The incumbent does not favor this idea, as there are not enough veterinarians in private practice to ensure the job being done. The J.V.M.A. has assured SCAP that they can do the job, and perhaps they can. In Kagawa, however, there are only 10 veterinarians in private practice, and that includes the incumbent's advisor who only practices in his spare time. In Kagawa, they expect to register around 8,000 dogs and all these must be vaccinated. 16,000 vaccinations for 10 practitioners is quite a goal.
- (4) Animal Disease Control: Animal disease control is important in Japan. Although Japan is not a major producer of livestock, the livestock produced is of major importance in the

Veterinary Affairs in the Shikoku Region, cont'd:

Japanese diet, which is low in animal protein. Children, particularly, need the milk. An effort is being made to discover some way in which Japan can profitably increase her livestock production; the current experiment with milk goats is an example. The following table shows the animal population in this Region at this time:

LIVESTOCK IN SHIKOKU

	KAGAWA	EHIME	KOCHI	TOKUSHIMA	TOTAL
Cattle (Draft)	52,151	67,260	39,059	47,389	205,759
Cattle (Dairy)	1,980	1,756	267	2,133	6,136
(Total)	54,131	69,010	39,326	49,522	211,895
Horses	1,978	3,825	8,321	4,021	18,145
Sheep	2,248	1,709	950	630	5,537
Goats	2,312	7,855	11,384	2,504	24,055
Swine	5,272	10,085	3,778	1,680	20,815
Fowl	259,881	413,844	214,820	166,502	855,047
Ducks		8,220	4,171		12,391
Rabbits	34,962	35,734	31,888	39,433	142,017

If the plans of Kochi Prefecture can be used as an index of the Region, it is planned to increase the livestock population to almost double in the next few years.

Veterinary Affairs in the Shikoku Region, cont'd:

As far as the incidence of the various animal diseases of importance is concerned, little can be revealed by the incumbent other than the statistics on the following pages, with the exception of cattle influenza. Late in the summer an epidemic of cattle influenza broke out in the Kinki Region. It spread into the Shikoku Region because adequate quarantine measures were not taken. As a result 600 cattle died. During the epidemic only paper quarantine was invoked on Shikoku by the four prefectures. Cattle shows and cattle gatherings for sale purposes went on without slackening. Animals travelled around the Region without adequate health certification. The incumbent collected information from the prefectures to prove the above contentions - this information is in the files. This breakdown of quarantine policy resulted in a conference held in Ehime on 13 December, a report on which is found in the files. Shikoku, being separated from the mainland by water, is in an excellent position to prevent the importing of animal diseases by establishment of quarantine at the ports. The topography of the island favors the establishment of an effective internal quarantine system.

The incumbent suggests the establishment of an eight-man quarantine committee to take charge when contagious diseases break out. Each prefecture could appoint two persons to this committee, which would meet periodically to discuss and formulate quarantine plans. Upon the outbreak of a disease the committee would devote all its time and efforts to

Veterinary Affairs in the Shikoku Region, cont'd:

setting up effective quarantine wherever needed. These men should personally carry out surveillance during the outbreak to make sure the quarantine is effective. Influenza will doubtless break out again next year, and the Region should be prepared to try to keep the disease out; or, if it gets in, keep the losses to a minimum.

(5) Other(a) Public Health information program:

Shortly after the arrival of the Public Health Officer, the incumbent became interested in the information and education program of Public Health. He was given permission to carry on the surveillance of this program, though ordinarily this job is done by the Public Health Officer himself. The incumbent studied the subject intending to develop the program in the Region as much as possible. Material collected is in the files. At this writing the program is just getting under weigh. The speech made by the Region Veterinarian at the Veterinarians' Conference, which deals with this subject, is also in the files.

(b) Material for study:

There is, of course, considerable reference material in the office of the Public Health Section. The best source, however, is the Takamatsu CI&E Library.

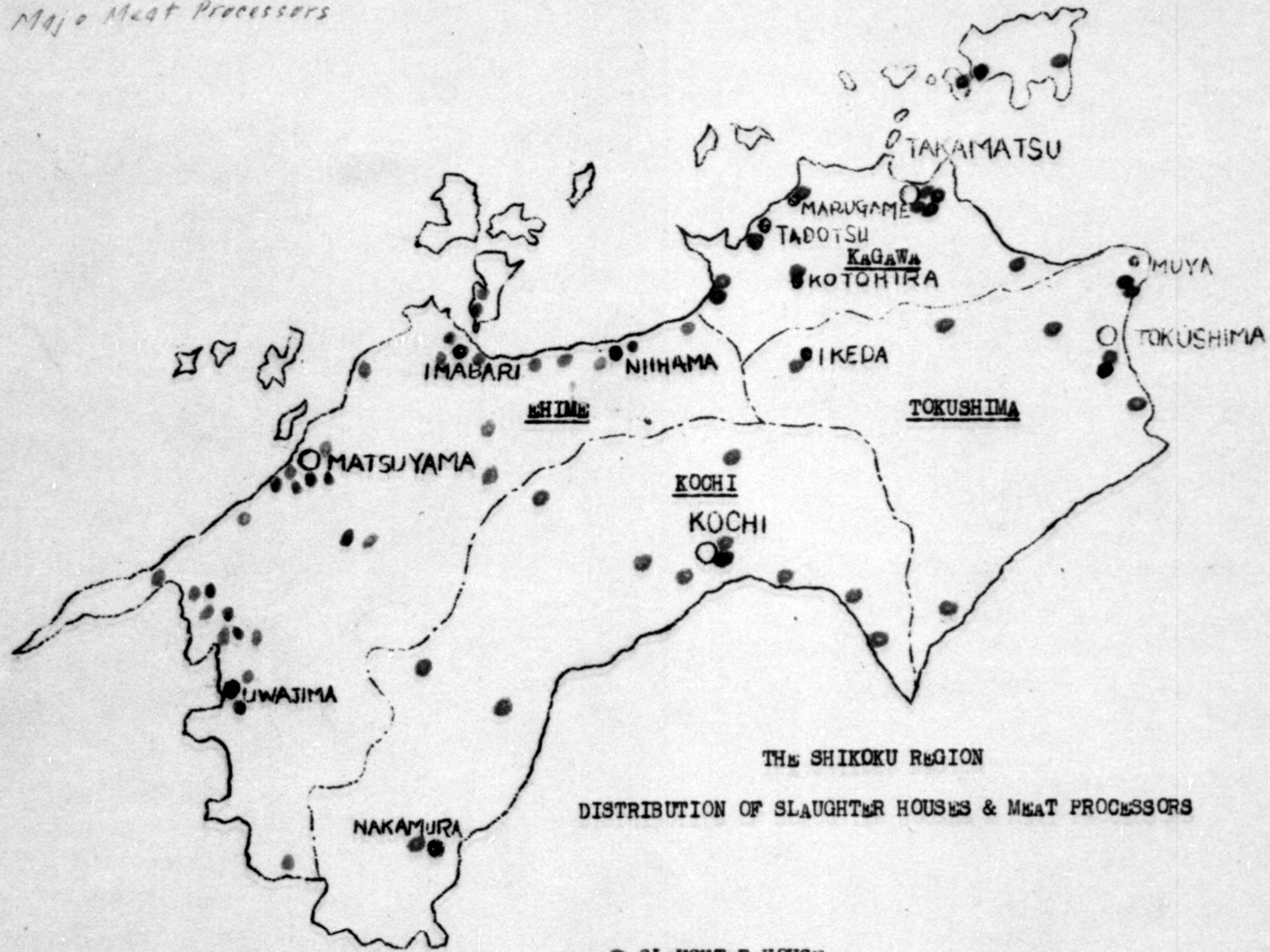
Cattle Influenza in Shikoku
1950

Prefecture	Kagawa	Ehime	Kochi	Tokushima	Total
Population of cattle	54,131	69,016	39,326	49,522	211,995
Case of out-break	15,591	15,474	4,919	17,912	53,896
No. death	249	285	97	223	854
% case against No. livestock	28.8%	22.4%	12.4%	36.2%	26.4%
% death against No. cases	1.6%	1.8%	2.0%	1.2%	1.6%
Date of outbreak	23 Aug.	21 Aug.	12 Sep.	10 Sep.	21 Aug.
Date of ended	11 Nov.	30 Nov.	30 Nov.	5 Dec.	5 Dec.
Date regulation announced			15 Oct.	19 Sep.	19 Sep.
Date regulation annulled			15 Nov.	27 Oct.	15 Nov.
Head of gathering in show and meet- ing during epidemic period.	385	4947		0	
Sale market (sold)	11,319 (2418)	6,014 (3623)		147 (147)	
Movement enter	93	2,187		9	
" left	544	5,383		0	
Amounts of expenses for information	¥ 54,000	126,390		61,000	241,390

ANIMAL DISEASE INCIDENCE, TESTING, VACCINATION: JAN - NOV 1950
(From Japanese Reports)

DISEASE	Kagawa				Ehime				Kochi				Tokushima			
	No. Cases	No. Died	No. Tested	No. Vacc.	No. Cases	No. Died	No. Tested	No. Vacc.	No. Cases	No. Died	No. Tested	No. Vacc.	No. Cases	No. Died	No. Tested	No. Vacc.
Tuberculosis	31	-	1300	-	19	-	1342	-	7	-	170	-	1	-	1241	-
Influenza (Bov.)	15600	249	-	-	13900	231	-	-	5000	97	-	-	18000	223	-	-
Hog Cholera	0	0	-	2900	0	0	-	4700	94	92	-	1250	0	0	0	107
Swine Erysipelas	0	0	-	-	0	0	-	0	5	0	-	218	0	0	-	0
White Diarrhea in chicks	822	822	25800	-	142	-	1423	-	188	-	0	0	250	250	7311	-
Posterior Paralysis	0	0	-	-	63	0	-	-	0	0	-	-	0	0	-	-
Equine Anemia	0	0	29	-	1	0	111	0	5	0	262	-	2	2	434	-
Fowl Cholera	650	47	-	595	0	0	-	11200	-	-	-	-	-	-	-	-
Equine Encephalomyelitis	0	0	-	900	0	0	-	2040	1	0	-	223	sus. 11	kill. 7	-	3602
Brucellosis	1	0	100	0	0	0	1201	0	0	0	0	0	0	0	0	0
Trichomoniasis	0	0	73	-	0	0	73	-	0	0	0	-	0	0	0	0

- Slaughter Houses
- Major Meat Processors

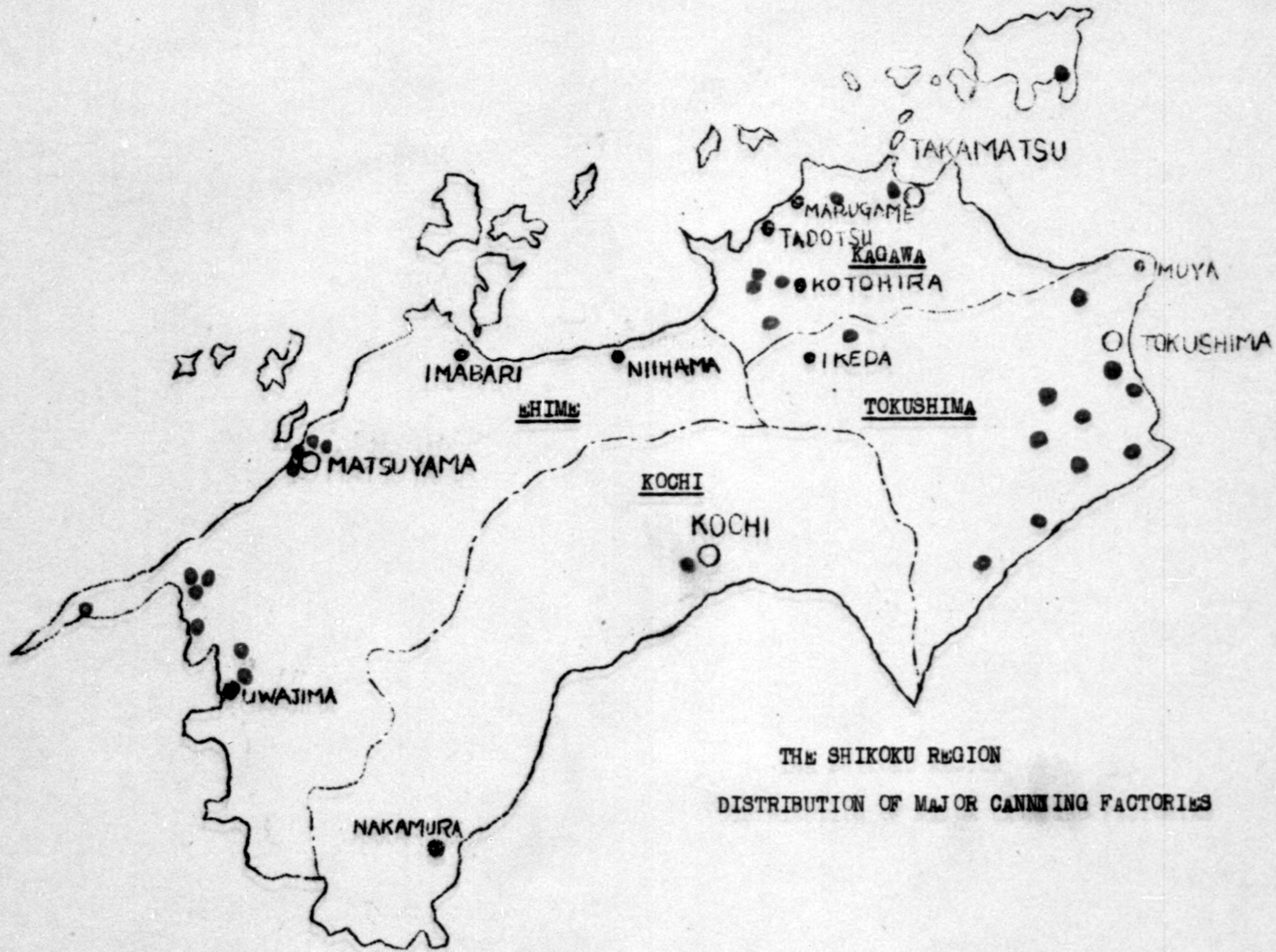


THE SHIKOKU REGION
 DISTRIBUTION OF SLAUGHTER HOUSES & MEAT PROCESSORS

- SLAUGHTER HOUSE
- MEAT PROCESSOR

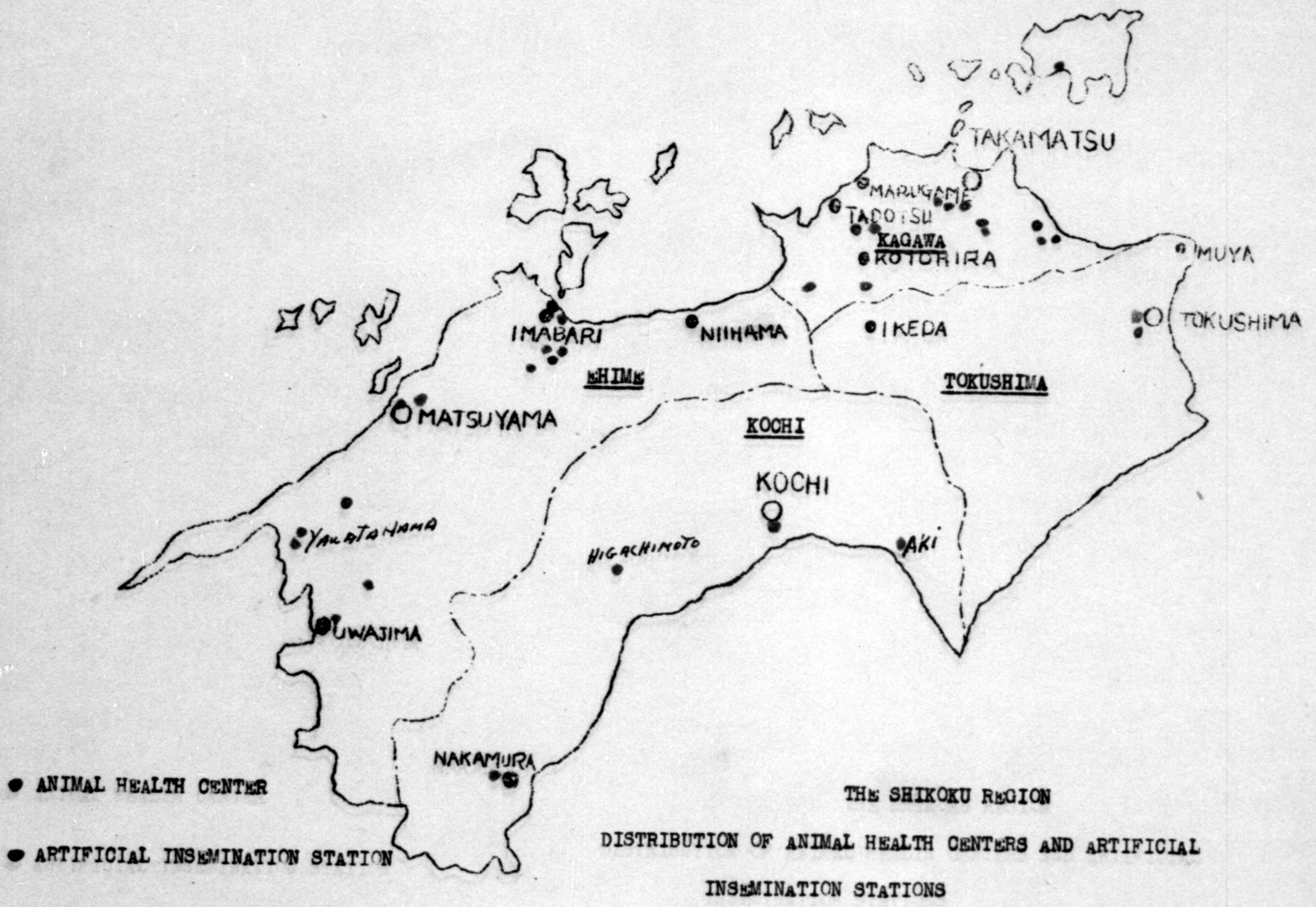
MEAT PROCESSING

Major Canning Factories

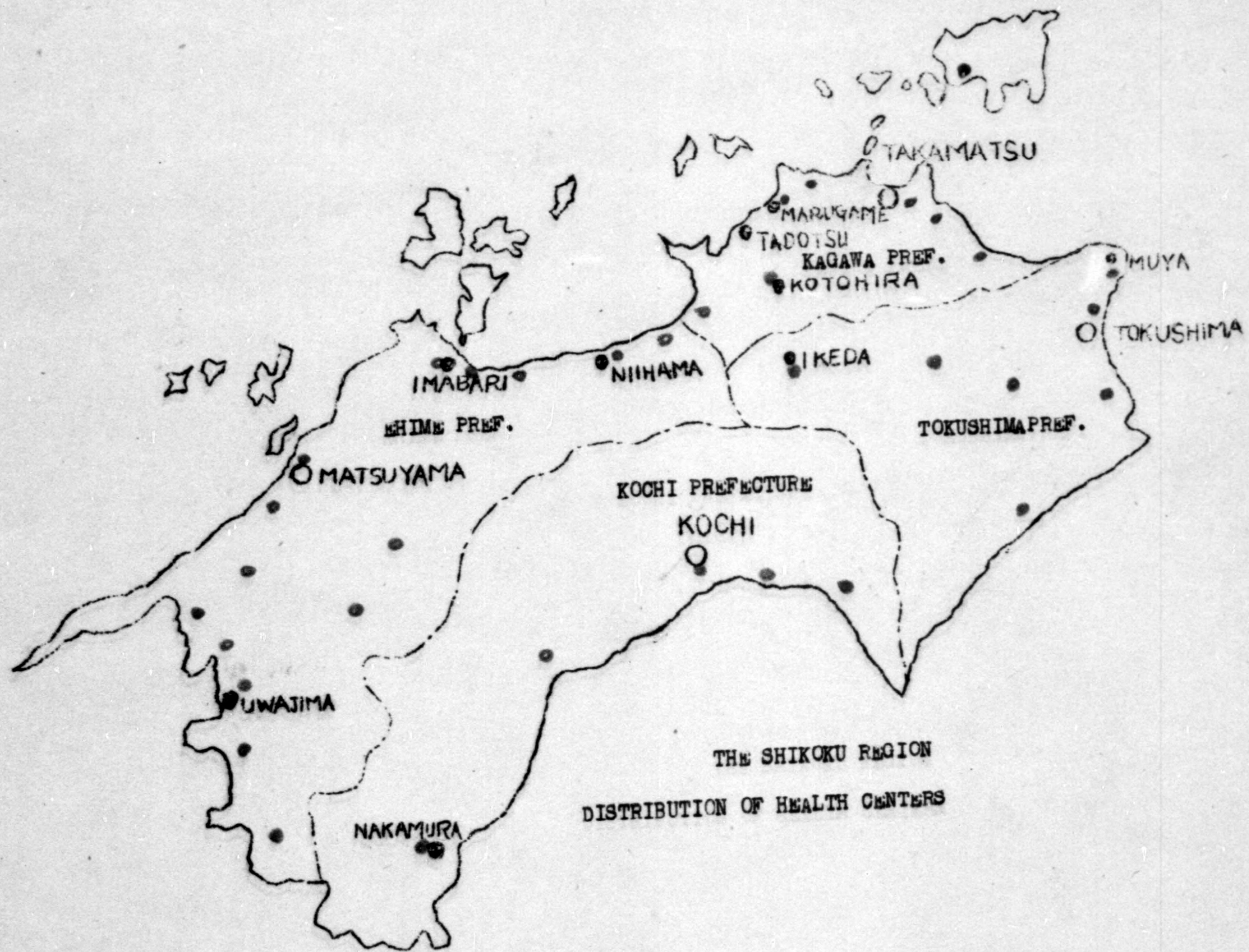


THE SHIKOKU REGION
DISTRIBUTION OF MAJOR CANNING FACTORIES

CANNING FACTORIES

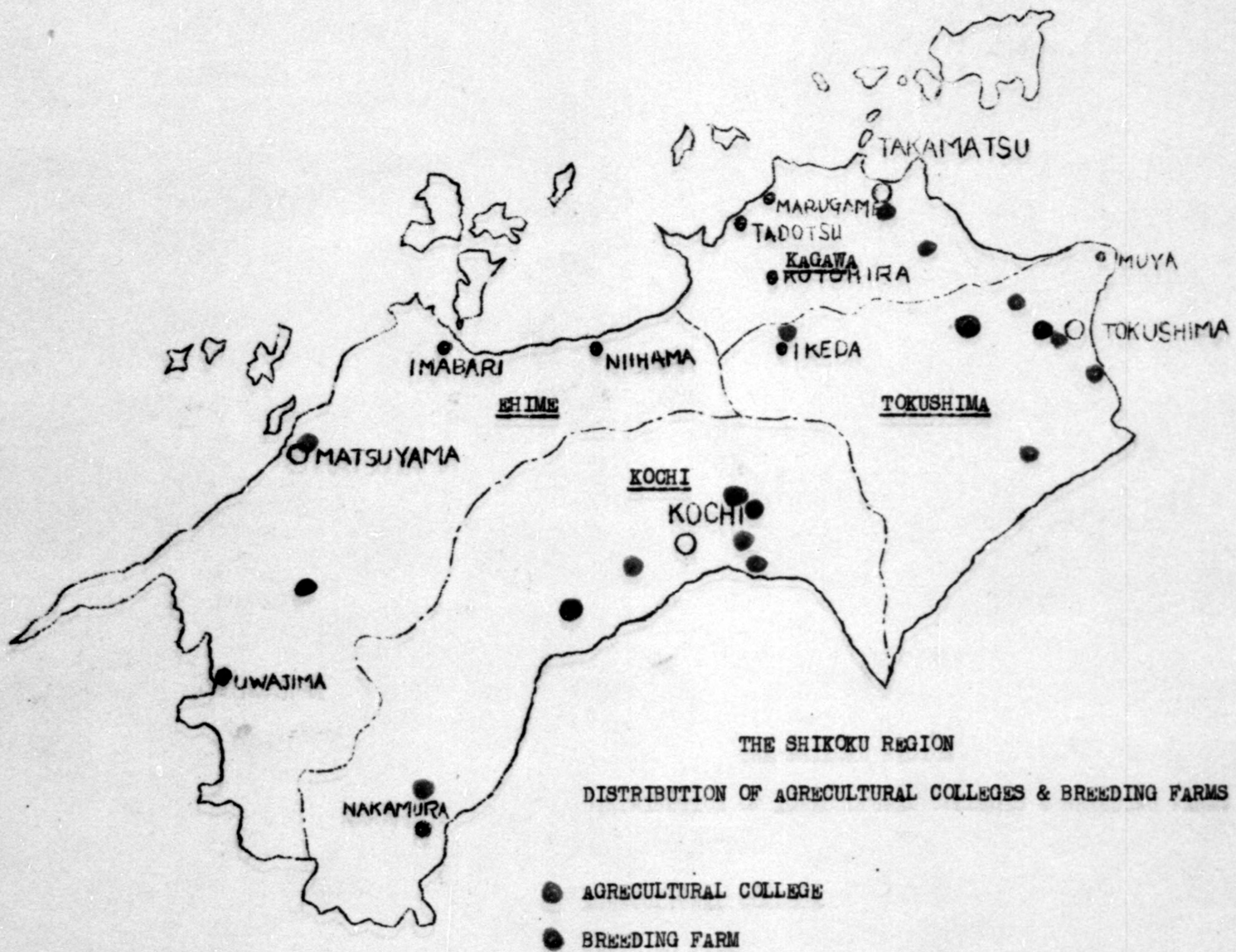


Animal Health Centers
Artificial Breeding Stations



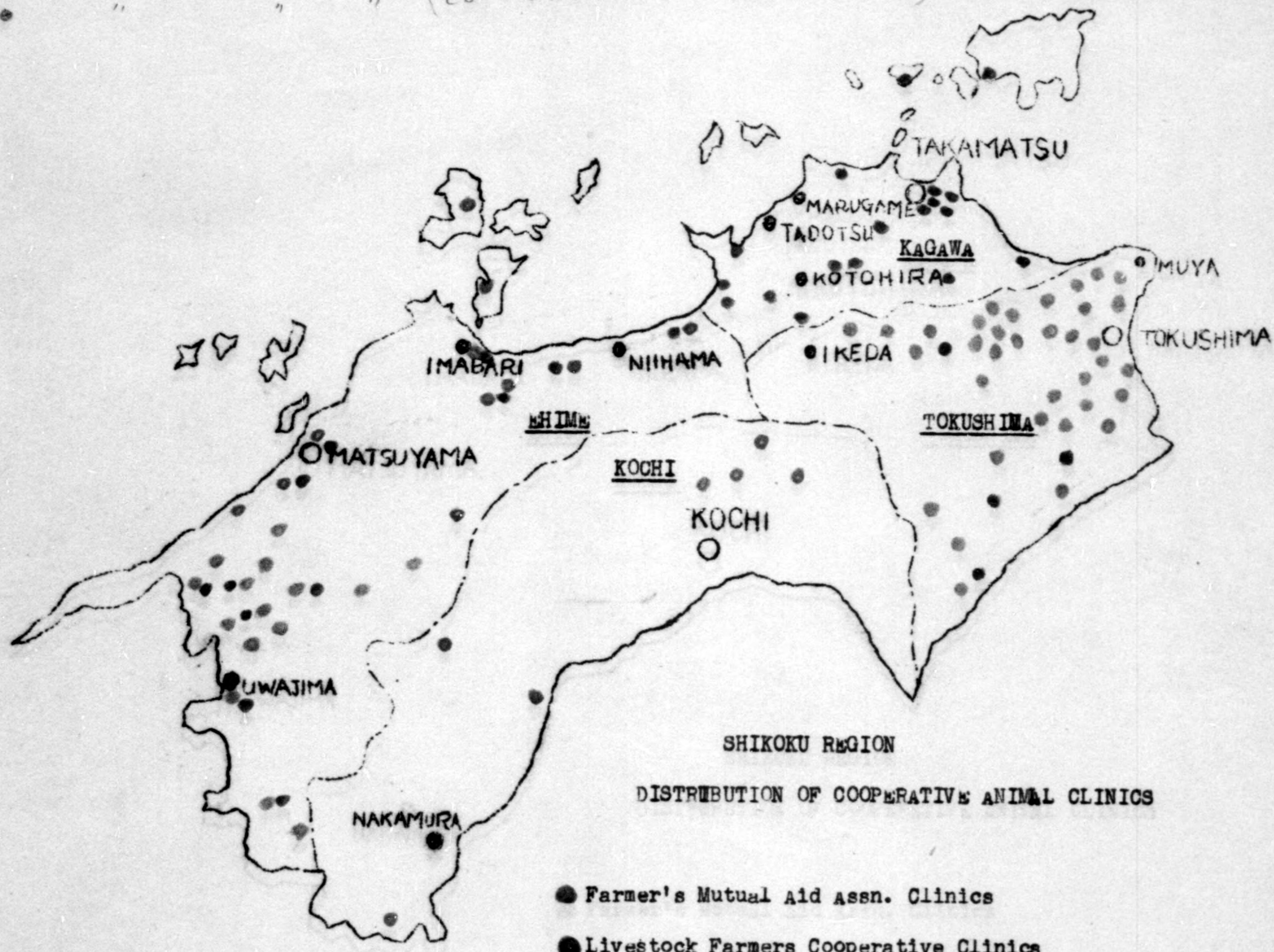
THE SHIKOKU REGION
DISTRIBUTION OF HEALTH CENTERS

Health Centers



AGRICULTURE COLLEGES & BREEDING FARMS

- Cooperative Animal Clinics (Farmers' Mutual Aid Assn.)
- " " " (Cattle Farmers Cooperative Assn.)



SHIKOKU REGION
 DISTRIBUTION OF COOPERATIVE ANIMAL CLINICS

- Farmer's Mutual Aid Assn. Clinics
- Livestock Farmers Cooperative Clinics

ANIMAL CLINICS