

官民協働で取り組む「千代田区“飼い主のいない猫”との共生」

Cooperative Program between Chiyoda Ward and Local Volunteers for the Coexistence of People and Stray Cats



ライター・ジャーナリスト／ちよだニャンとなる会・香取 章子

Akiko KATORI, Writer and Journalist, Chiyoda Nyantonaru-kai Volunteer Group, Tokyo.

Hello, everybody. I am Akiko Katori. Thank you very much for inviting me here today. As for the theme of “always be together”, each of us has their own ideas about what it means, but what we all have in common is that nowadays animals are considered members of the family and members of society. I believe this recognition has finally spread to the point where it is almost universal.

Today I am going to provide a case study relating to Chiyoda Ward, but to begin my talk, I would like to point out that even as animals are being spoken of as members of the family and as members of society, there remains a darker aspect in that local authorities throughout Japan are still destroying a total of 230,000 dogs and cats each year. Moreover, of that total, 70% are cats, and 80% of those cats are kittens. Why do so many kittens have to be destroyed? Why are so many living things born merely in order to have their lives ended in this way? With that point in mind, today I'd like to talk about the case example of Chiyoda Ward, the place where I was born and raised and where I am still living. I would ask you to understand that it has been possible for our project to realize success not because of the place (Chiyoda Ward), or because it is in the center of a large city, or because it has good financing, but because we have proven that spaying and neutering stray cats is a major key to reducing the scale of killing.

So to begin with, I will give you an overall introduction to the Chiyoda Ward case study. Our ward is situated almost in the geographic center of Tokyo, a donut-shaped area surrounding the Imperial Palace. It consists of many districts that each have their own very distinct environments, such as Nagatacho where

the Diet Building stands, Kasumigaseki where central government ministries and agency offices are clustered, Tokyo Station and the Marunouchi business district, as well as Akiharabara (known by its nickname, Akiha), the bookselling district of Kanda-Jimbocho, and places where office and apartment buildings stand side by side such as Kojimachi and Bancho. The ward has about 45,000 residents but the daytime population swells by 850,000 people commuting in for work or school, etc. So Chiyoda Ward is extremely crowded during the daytime and relatively sparsely populated at night.

This photo shows a community cat at the British Embassy in Ichibancho, Chiyoda Ward. This cat has an operation mark on the edge of its ear, but the photo has no explanation attached. It merely shows the atmosphere. The approach being taken in Chiyoda Ward is that the Ward Office has a project to subsidize the cost of spaying and neutering for stray or ownerless cats. This project is aimed at preventing an increase in stray cat numbers, while watching over the current generation of strays with care. The project is conducted jointly by the local authority, local residents and volunteers, and with service providers playing a central role. The so-called “community cats” are subject to a TNR policy, meaning “Trap, Neuter, Return”. They are caught in traps, taken to an animal hospital for spaying or neutering surgery, and then returned to their original location. This project began in 2000 and has now been running for twelve years.

We are often asked how we were able to start up such a project so suddenly, but our original situation was exactly the same as that of any other area. In Chiyoda Ward too, the Public Health Center and other

departments received many complaints about stray cats, such as, for example, that their waste is smelly, they are dirty, they mess up street litter, their calls are noisy, etc. On the other hand, there were people who felt distressed about these cats. There were newborn kittens on the streets, and cats that had been run over by cars. People felt sorry at the conditions faced by these sick and injured homeless creatures. But the biggest problem of all was the trouble that erupted between those who gave food to the cats and those who felt that such activity only contributed to the nuisance. There were districts where social disagreement took a distinctly ugly turn. Cat lovers and loathers alike raised voices urging the authorities to “do something” about the problem.

Chiyoda Ward Office had a headache over how to deal with these complaints and problems. However, there were quite a lot of people who were carrying out spaying and neutering of stray cats at their own expense, and who not only fed strays, but also cleaned up the waste and mess that these cats produced. This volunteer activity became a subject of debate at the Chiyoda Ward Assembly, and an ordinance authorizing the subsidies for spaying and neutering stray cats was passed unanimously, leading to the start up of this project. In the beginning, an annual budget of 1.9 million yen was awarded to fund a three-year time-limited project running up until 2002. Speaking of 2000, this was the year when the revision of Act on Welfare and Management of Animals - the so-called “Animal Protection Law” - was enacted. The project to subsidize the spaying and neutering of stray cats in Chiyoda Ward began with an aim to promote animal welfare and improve the local area. It was started jointly with the community from both the community environment and animal welfare sides.

In order to spay and neuter stray cats, a work program needs to include determining which cats don't have owners, trapping them, taking them to an animal hospital (where the operations are performed), and then collecting them after surgery and returning them to their original location. In actuality, it is difficult for the staff of the Public Health Center to carry out this

kind of work alone. Accordingly, in starting the project, the Ward Office established a promotion member system, or in effect, a volunteer system. The Ward Office also asked for local residents cooperation by spaying and neutering stray cats at their own expense. They also aimed to gather volunteers from the local residents using the Ward PR Magazine. Meanwhile, at the initiative of the Public Health Center, a liaison conference about the project to subsidize stray cat spaying and neutering was held.

At the first meeting, about 30 ward resident volunteers gathered and, with this promotion committee member system as a catalyst, strengthened their horizontal links and launched Chiyoda Nyantonaru-kai in 2001. In short, this association is not an animal protection group that pre-existed the project, but a volunteer group centered on locals from Chiyoda Ward who were brought together through a Public Health Center initiative. For reference, let me tell you how I obtained my present position within the association. A call for volunteers to work with cats appeared in the Ward PR Magazine accompanied by an illustration. My mother saw the article and told me, “If we take our stray cats to an animal hospital for surgery, the Ward Office will buy back the expense, so let's apply.” Whenever we had found injured cats previously, we did take them to the animal hospital, but now it was announced that the ward would pay back the expenses we incurred. So I registered. Then, the Public Health Center asked me to help in the editing and writing of a book, leaflet, and pamphlet on pet-related issues. That is how I found myself working as a Public Health Center recruit. But I was not playing a major role in the Chiyoda Nyantonaru-kai project. Indeed I only got to know the name after joining up and I didn't contribute any ideas of my own to the project. Also, by the time I joined the project, several local housewives were already playing the central role in running the operation. I just felt, “what sort of name is this?” when I saw the association's name on the list distributed. Moreover, I was publically introduced as the person in charge of PR without anyone sounding me out first or seeking my permission. Chiyoda Ward is a place with a relatively small population for a ward in Tokyo, and things are

sometimes decided in a rather informal fashion. This project started out in that way.

Moreover, the spaying and neutering of stray cats cannot of course be covered by the government and volunteers alone. It is only possible to implement such a service thanks to the existence of animal hospitals willing to perform such surgery. Incidentally, Chiyoda Ward Office's position is that it does not handle cats or dogs. Requests from people to collect unwanted animals are handled by contacting Tokyo Prefecture, which operates Tokyo Prefecture Animal Welfare Advice Center (Tokyo-to Dobutsu Aigo Sodan Center). Chiyoda Ward has no handling facilities and no veterinarians on its staff. There is an officer with a veterinarian's qualification working on food-related matters, but there are no veterinarians involved with animals among the Ward Office staff. So, as I said earlier, Chiyoda Ward is a sparsely populated ward, and at the time in question it had only one animal hospital.

This animal hospital was operated by a rather elderly veterinarian. Let me explain next how we decided to request this animal hospital for services such as surgery and why we didn't ask the Veterinary Association as a whole. Several individuals recommended us to use this particular animal hospital. Volunteers, local residents and others working in the ward had comments such as, "I'd like to ask that veterinarian," "I'm sure he will do it," "I always ask him," etc. In addition, we requested animal hospitals in neighboring districts to cooperate in providing services.

During the first year, a total of 12 cooperating animal hospitals acceded to our requests. Among them was Akasaka Animal Hospital, whose veterinarian has been cooperating since the first year, and which is presently working hard to shelter and transfer the animals. On this side is Nagatacho in Chiyoda Ward and on the other side is Akasaka Animal Hospital in Minato Ward, whose veterinarian was formerly a Chiyoda Ward resident. We really appreciate all his help. In this way, in Chiyoda Ward in 2000, the local authority established a system for cooperation and coordination between three parties, namely, volunteers, animal

hospitals and veterinarians, centered on local residents and those working in the ward.

Now, how does this subsidized project for the spaying and neutering of stray cats operate in actuality? In concrete terms, the subsidies paid have a maximum limit. The maximums per animal are 17,000 yen for males and 23,000 yen for females. In 2011 the annual budget amount was 2.5 million yen. This was less than the 3 million yen allocated for the previous year as both the total number of cats and the number requiring spaying or neutering had decreased. Initially, subsidy applications were limited to ward residents only. But at present, provided that the surgery is carried out with the approval of the Public Health Center, then even applicants not living or working in Chiyoda Ward may receive the subsidy. There are all sorts of people who visit, such as a newspaper reporter who goes to Yurakucho to watch movies, people who visit Chiyoda Ward on errands, those with an interest in the place, and those who come to study there, Chiyoda Ward being quite an advanced place. As long as they cooperate with the Public Health Center and don't try to operate in their own way, they are able to obtain the subsidies.

The actual spaying and neutering of stray cats is implemented on a case-by-case basis according to the circumstances of the people and cats in each area. No one definitive procedure is followed. At present, 21 of Tokyo's 23 wards operate subsidy systems for spaying and neutering but the approach differs greatly from place to place. For example, in wards that are mainly residential areas, such projects tend to be three-piece sets focusing on spaying / neutering, feeding, and tidying up. In Chiyoda Ward, such an approach is not possible. Basically, the volunteers do not give the animals food or carry out tidying up work because local people are already providing food, etc. Almost everything can be left up to them. However, it is difficult for an elderly local woman to capture cats for the spaying and neutering, so the Public Health Center staff handle it. So this is not the three-piece set that I mentioned above. Effective spaying and neutering ultimately depends on the support and advice of

volunteers.

The rough flow is that, somebody should basically volunteer to act as the central figure for the spaying and neutering under the relevant Public Health Center stray cat grant approval application. But in reality, the process usually begins with a telephone call telling the authorities where the operation is being performed, without any exchange of documentation at that time. This is because it would be bad if the entire subsidies budget were to be used up. Also, it would not be good if traps are set without asking for permission and other locals wonder what is going on. So before engaging in such activities, people should properly inform the Public Health Center.

Next, the Health Center notifies the volunteer of the decision about paying for the surgery subsidy. In short, the Health Center is saying that it hopes the volunteer will take proper care of the operation. If the volunteer has no trap, they will provide one. Then the volunteer temporarily takes the cat into his or her custody. Traps can be rented from the Public Health Center or from Chiyoda Nyantonaru-kai. These days, however, because the volunteers play so many other roles, when the Health Center receives an enquiry about stray cats, the Health Center staff mainly handle the TNR work.

In the first place, a great many Chiyoda Ward residents do not have a driving license because they don't have a car. Accordingly, most volunteers use a taxi to transport the cat. Now that 21 of Tokyo's 23 wards are running this kind of project, when the volunteers use a taxi, almost every taxi driver understands what they are doing. They often say, "That cat is going for neutering, isn't it?" or, "I often drive stray cats for that," etc. Even in the two wards that are not running this kind of project. Those volunteers are doing the work on their own initiative and at their own expense. So in the capital region, spaying and neutering is being carried out thoroughly.

Ten years ago if a volunteer installed a trap they would be surrounded by people suspicious that they are actually wanting to kill the cats. There was one

volunteer who was even grabbed by the collar. Even three years ago, when volunteers, cooperators or staff from Taito Public Health Center and Chiyoda Public Health Center installed a trap, they would be accosted by people accusing them of trying to kill the cats. The volunteers and Center staff had to explain the purpose of their work and show their accusers a poster about the trapping. On the other hands such episodes show that these days animal lovers in urban centers are expressing opinions in favor of animal protection and welfare much more strongly than before. If someone in central Tokyo were now to say, "Take this cat away and destroy it," they would likely receive a slap in the face. Before, people would joke and say, "sure, kill all the other stray cats too!". Nowadays nobody laughs at such humor. This is the era we are now living in. So now that I am traveling outside Tokyo, I see many things that surprise me. I suppose I am too used to the Tokyo situation.

The next step is the neutering. The cats are taken to an animal hospital for surgery. Unlike during the initial year when only 12 facilities could be used, at present, subsidies are paid for surgery carried out at any animal hospital, regardless of whether it is inside or outside Chiyoda Ward. Veterinarians from outside the ward are shown a Chiyoda Ward document stating that the cat in question is from outside their area but requesting them to take care of it. In such a case, we obtain their 'inkan' (official seal stamp) and their signature and we write down the amount. Many veterinarians are willing to perform the surgery within the maximum subsidy amount.

Before the anesthetic wears off, the veterinarian makes a small V-shaped mark on the edge of the cat's ear as an indication that the cat has undergone spaying or neutering. This is so that, in future, we won't catch animals that have already had the surgery. Initially, we used piercing, but we found that this has a tendency to heal over, and it can also cause a festering wound. In my own experience, I found a stray cat that I'd never seen before, so I carried it to an animal hospital in Shinjuku Ward. The veterinarian said that the animal was fat, indicating that it previously reached the full

term of its pregnancy, so he would do the operation on that same day. But when the fur was shaved, he discovered a scar from a previously performed operation. So in short, individual identification is extremely difficult. But today, data can be immediately stored using a PC, so individual identification has become a lot easier and, in any case, outside living cats have almost completely disappeared. So in the case of Chiyoda Ward, the identification of individual cats has been perfected to a remarkable degree. For instance, we can now follow who is doing what and where, such as which people in which district are taking care of stray cats without engaging in spaying and neutering.

The next step is, after surgery, to wait for the animal to recover in line with the animal hospital's policy. Then we pick up the cat from the animal hospital. At this time, the designated volunteer who is taking care of this particular cat pays the bill for the surgery. Even though Public Health Center staff are, for the most part, in charge of spaying and neutering, it is basically the ward residents and people working in the ward who make the payments. For example, supposing there is a case in Jimbocho and the president of a publishing company says, "I'll pay the cost tentatively," the Public Health Center staff will accept this and thank the payer.

When the payment process is done, we obtain the veterinarian's seal impression and signature on the surgery completion certificate. Then we look for a place that will take care of the cat. In principal, cats for which there are no plans to re-home them are sent back to where they were originally living. A cat that has undergone surgery will have a small cut on its ear. Also, I didn't mention this before, but at present we do not implant microchips in these cats. Setagaya Ward has a population of 800,000 and the Setagaya Ward Veterinary Association is correspondingly large. For a while, we had trouble with the Veterinary Association, as it follows a policy of implanting microchips in spayed and neutered community cats. Chiyoda Ward's policy at first was to implant microchips only in pet cats, and then later in stray cats too. In order to familiarize Setagaya Ward Veterinary Association with the situation, I asked them to come as observers on the

day when Chiyoda Ward was carrying out their stray cat micro-chipping. In Chiyoda Ward, we have to be able to recognize whether an individual cat has had surgery or not. If we can apply a microchip reader to a cat there is no need to try and capture it.

Since cats that can be caught by hand are always first transferred to someone else's care, we are not in a position to check if spaying and neutering has already been performed and a microchip implanted. So in Chiyoda Ward microchip implantation is currently not a high priority measure from a cost performance view. However if subsidies are to be reduced, now that the number of stray cats has decreased, not micro-chipping them will be a problem. So we are considering how to gradually implement microchipping and various medical procedures such as vaccination. In urban centers it is now becoming very difficult to return stray cats to their place of origin after surgery. For instance, is it really a good idea to return cats after spaying or neutering to the open space between the Kasumigaseki Building and the Shin-Kasumigaseki Building, or to Otemachi, which is only ten minutes walk from Tokyo Station? With this in mind, by limiting community cats to a single generation so that they die out naturally, we'd like to move more towards sheltering and transferring.

In urban centers, when cats are returned to their place of origin after undergoing surgery, they are not going to starve to death. Actually they are quite fat. These are some cats that Public Health Center staff returned to the Ichigaya Campus of Sophia University. At this campus, everybody ranging from students to staff and campus management (security guards to cleaners) were feeding the cats. There were a number of food stations on the campus but the cats were not spayed or neutered. The Public Health Center staff visited Sophia University and I joined them. Because the number of local residents is not high enough to handle TNR tasks, we asked the campus management company and student volunteers to handle it. However, the management company told us that the Law School, the main department on the campus, was a special school and that the students were busy taking judicial

examinations. So they were not inclined to actively cooperate. These being the circumstances it became necessary for the Public Health Center staff, local residents and volunteers (working in the ward) to take care of it.

The subsidy is paid after the volunteer brings a surgery completion certificate document to the Public Health Center. This step is only required on the first occasion. From the second time on, Chiyoda Ward Office knows the account number, so the billing is performed there. Then the subsidy amount will be paid into the volunteer's account by bank remittance under the payer name of "Chiyoda Ward Public Health Center". I myself often pay surgery expenses for work that has actually been handled by Public Health Center staff.

As of FY 2011, over a period of eleven years, Chiyoda Ward has subsidized the spaying or neutering of about 2,000 cats. This has resulted in a clearly visible achievement. Up until 2000, when the project began, the Ward Office was receiving an average of two or three complaints every day. In one case, the complainant would rant for two or three hours at a stretch, actually engaged in character assassination, and nearly drove a Public Health Center staff member to mental breakdown. This sort of thing resulted in the wasting of a considerable amount of manpower expenses. However, at present, there are almost no complaints from people who get annoyed by cats or about the people feeding cats. Instead, we receive inquiries from the public that are founded on a spirit of animal welfare, such as: "I've found a cat that has not been spayed or neutered. What should I do?" Or, "I've picked up a kitten and I'd like to find a home for it. Can you handle this kind of thing?" Or, "I've found a cat that is weak and sick, or injured by a car accident. Will you help it?"

As for the numbers of cats taken in by Tokyo Prefecture Animal Welfare Advice Center from Chiyoda Ward, the data for Chiyoda Ward alone from before 2000 when the project began is unavailable. That said, we also don't know how many cats from Chiyoda Ward were destroyed in those days. But looking at the figures

for the past nine years, we see that that 72 cats were destroyed in FY 2001, while in FY 2010 no cats at all were taken in by Center. In other words, the number of cats destroyed was zero. So there is no longer any need to involve Tokyo Prefecture.

As Dr. Yuki explained earlier, the Chiyoda Ward Department of Sanitation will dispose of any cat's body found on the street after being hit by traffic, etc. However, these days there are many cases in which members of the public consult the Ward Office about sick or injured animals living on the streets. They tell us, "It's so pitiful." "Please help." "If nothing is done the animal will just die on the street." In response to such inquiries, for the past two years the Public Health Center has been mobilized like an animal ambulance service. The animals they pick up are frequently taken to Akasaka Animal Hospital. Most of these animals have been involved in road accidents. Around 80 to 90% of them have broken spines or else die soon after arriving at the hospital. A short while ago, there was a cat that died five minutes after being brought to the hospital. Usually cats living in urban centers are fat, but this cat was very thin. It was discovered that it had oral cancer. From this, we realized that it had become debilitated and died because it couldn't eat. The Public Health Center worker said he was shocked because this he had never seen an animal die before. It is an extraordinary thing that in the present era most people don't have any experience of witnessing the death of a living thing.

We often bring a dying animal to Akasaka Animal Hospital when all we can do is wait by its bedside as it dies. Their veterinarians always give their maximum effort and treat each case as an emergency. At this point, I'd like to introduce a very heart-warming story. It happened at Kasumigaseki Common Gate where the Ministry of Education, Culture, Sports, Science and Technology building is located. There was a report from the Common Gate's management company to the Public Health Center. The person making the report, who seemed to be a cat lover, said, "There is a cat that has been hit by traffic and covered in blood. Please save it. It seems like it is going to die but it is in the bushes and is just staring at me." Since I was at home doing

deskwork at the time, I joined the Public Health Center staff on their mission.

When we arrived at the location the cat was huddled in the center of a big bushy area. From the wound we could see muscle exposed. The blood was already dried and ants were walking across the damaged tissue. I thought that the cat would probably die soon. I had already been mobilized on more than ten such cases so I had formed the impression that any such wounded animal would likely soon die even if we captured it. By this time, many people including staff from the management company at the Ministry of Education, Culture, Sports, Science and Technology building, other uniformed people, clerical staff had gathered. As the Diet Building is nearby there were even some Diet members. Everybody wanted the cat to be saved.

Even though the situation looked hopeless, since we had nothing to lose, we installed a trap baited with food, although we didn't expect the cat to enter it under the circumstances. When we checked the next morning, as expected, the cat was not in the trap. So on the following morning, a total of six people including Public Health Center staff plus two officials from the Ministry of Education, Culture, Sports, Science and Technology and myself (as a photographer) drove the cat onto the site of the Ministry building. We also prepared spoon nets. But despite having sustained a very serious injury, the cat desperately ran away from us and entered a bicycle parking lot. Finally, however, a Public Health Center staff member who was a skilled angler and who was waiting for the cat in the general direction it had been travelling managed to catch it in his net. So we took it to Akasaka Animal Hospital as an emergency case. The cat had serious injuries including a femoral fracture, and just after it was brought to the hospital, it was found to have blood in the urine. But the veterinarian judged that as long as the cat was discharging urine, there was a possibility that it could be saved. So surgery was carried out and then the cat stayed in the hospital for over a month, and it recovered without many negative aftereffects. The cat was given the name Monka-chan because he was taken into care at the Ministry of Education, Culture, Sports, Science

and Technology, which is called "Monbu kagakusho" in Japanese. A woman running a company in Kojimachi adopted Monka-chan as her pet.

Since there is no agreement in Chiyoda Ward about using tax revenues to pay for medical care expenses, we collected donations towards paying for Monka-chan's treatment. When we put out a call via Facebook, a client of Akasaka Animal Hospital's offered to pay and delivered their donation directly to the hospital. It was a very large sum. Since Akasaka Animal Hospital always gives much consideration in setting fees in such cases, this donation was also put to use to help many other cats. We are very grateful for that.

I apologize for wandering off topic, but now let's get back to the original subject. Regarding the project's results during its first eleven years up until FY 2011, subsidies were paid against the cost of spaying or neutering approximately 2,000 cats. Since almost all veterinarians are cooperating in carrying out surgery within this range, it is fair to say that the project volunteers have been refunded almost the entire amount they have paid out for surgeries. It is not always so but their financial burden has usually been light. In addition there are people who didn't ask for subsidies after taking stray cats to veterinarians for surgery.

In this way, the number of stray cats being destroyed has fallen to zero. But now we come to another question: how many cats are there living outdoors? It is very difficult or almost impossible to count the numbers without a registration system. However, we can judge if there is a rise or fall in the numbers but it is impossible to know how the precise numbers are changing over time. To roughly grasp the numbers, the best method is to count the number of dead cats found on the streets and handled by Chiyoda Ward's Department of Sanitation.

In FY 2000, the Department of Sanitation handled 318 dead cats, or a little less than one per day. Of course, there are other ways that dead cats are disposed of. Some people undoubtedly take the bodies of cats

that die around their own residences to temples, or building caretakers dispose of them as raw garbage. By comparison, in FY 2010, the Department of Sanitation handled 114 dead cats. In Chiyoda Ward, traffic accidents kill the vast majority of cats compared to disease. For example, many cats are injured in traffic accidents and then huddle in the gaps between tall buildings where they die without attracting attention. In any case, the number of dead cats found on the streets has declined to one third of its previous value in the course of a decade. From this, it is considered that the overall number of strays has also decreased.

When Chiyoda Nyantonaru-kai was initially established, the Public Health Center people, in response to a consultation from a member of the public, would go to any area where there was a stray cat problem and carry out TNR. Together with a spread of more understanding and cooperation about TNR, there are now more cases where people living or working in Chiyoda Ward conduct TNR voluntarily. At present, Chiyoda Nyantonaru-kai is focusing on popularization and educational activities. Through Facebook, our website, newsletters, etc., we send out and receive stray cat information about TNR, sheltering, transfer, etc. And in places which are not easy for people to enter, we carry out TNR, sheltering and transfer activities in cooperation with the Public Health Center.

This photo shows one of our recent activities, The British Embassy is located in Ichibancho. After consulting the embassy, primarily the British Ambassador and his wife, Chiyoda Nyantonaru-kai carried out spaying and neutering at the site. For the Ministry of Justice, thanks to the politicians cooperating, some Ministry officials installed traps and proceeded to organize spaying and neutering on their own. The Ministry of Education, Culture, Sports, Science and Technology contacted us about saving some cats. Since then, we have carried out TNR, protective custody and transfer of kittens and sick cats on a number of occasions.

Also, in line with the popularization of stray cat spaying and neutering, the number of kittens being

born in Chiyoda Ward has been enormously reduced. At present, the Public Health Center and Chiyoda Nyantonaru-kai are working to shelter and find foster homes for cats. Other stray cats are becoming community cats although they do not naturally have long lives. All in all, this can't be helped, but we can make things a little better for them by managing their lives on the streets, clearing away their mess, tidying up after feeding them, and working together to protect them and keep things harmonious. Even so, in the center of Tokyo, cats are usually kept indoors now that we know to a certain extent which people do not keep their cats indoors.

Chiyoda Ward is a place where if someone lets their cat go outside, we need to assume that they don't care if the animal dies. In Marunouchi and Otemachi, everybody lives in a huge condominium or apartment building. Around 8 out of 10 residents live in housing complexes and almost nobody sleeps on the first floor. For this reason, although we talk a lot about community cats, in the case of Chiyoda Ward, community cat activities are a rather delicate matter. We talk of community cat activities but it is a little tricky to actually implement our efforts in practice. So our intention is to go beyond community cat activities. Right now the Public Health Center and Chiyoda Nyantonaru-kai are transferring their efforts from stray cats to community cats, and from there to cats that are members of a family, or in other words, to pet cats.

With this in mind, knowing that many people abandon newborn kittens, it might seem almost impossible to deal with the situation. But fortunately there have been almost no such cases in recent years. Incidentally, the abandonment of animals is a violation of the Animal Protection Law and therefore a crime punishable by a fine of up to 500,000 yen. These days in central Tokyo there are almost no cases of animals being abandoned despite the fact that it is an urban area where 850,000 people live. It is possible to abandon animals there 24 hours a day. In the restaurant district running between Tokyo Station and Yurakucho, we were requested not to carry out spaying and neutering. People in the bar and restaurant business continue to feed the cats and

interfere with our work. The Public Health Center and the volunteers are spaying and neutering, but not spaying and neutering cats has the effect of reducing rat numbers. Also, if the number of cats declines just a little some people say the place is lonely. These people's cats travel as far as the bushes surrounding the Shin Maru Building in Marunouchi and the Kasumigaseki Building.

There was a case of active abandonment about six months ago that the Akasaka Hospital veterinarian took care of. The location was a large and old office building in Nagatacho called Sanno Grand Building. On the rooftop parking lot of this eight-story building, a single Siamese mixed-breed cat was abandoned. It was a case of deliberate and active abandonment. Is it OK to arrest a person who actively abandons a cat? It can be difficult to determine what action constitutes active abandonment. People who keep pet cats in an unconfined condition without spaying or neutering them, and those who feed stray cats without spaying or neutering them, are actually guilty of 'abandonment by omission', or passive abandonment. Perhaps this judgment is too severe, but if a 90 year-old woman is feeding a stray cat without having it spayed or neutered, this actually constitutes abandonment by omission, or passive abandonment. We consider such cases as abandonment, and how to deal with such cases is a part of our mission.

So now, we are in the second year in which zero cats have been destroyed, and also almost no kittens are being born to stray cats. At the same time there are a lot of people living in central Tokyo who want to keep kittens. So where should they go to obtain a kitten? Until last year, as long as a cat was healthy and active, tested negative for AIDS-related leukemia and was still a kitten under three months of age there were lots of potential homes available. When we put out notices seeking homes for such kittens via the Internet, we received ten applications for every animal. This year however we have also accepted cats made homeless by the Great East Japan Earthquake, so the situation is rather severe.

We have been involved with Sendai City, after the Mayor of Chiyoda Ward responded to a request from the Mayor of Sendai City to take in cats from the earthquake and tsunami disaster area. The Social Welfare Council covers the cats' transportation and medical care expenses, while Chiyoda Nyantonaru-kai cooperates with the Public Health Center in looking for both temporary and permanent homes for the cats and transferring the animals accordingly. Akasaka Animal Hospital in Minato Ward takes on project assignments, as Dr. Shibauchi of the hospital has been a member of the Animal Protection Promotion Committee, Sendai City, for more than ten years and is friends with a veterinarian on the staff of Sendai City named Dr. Kameda. Incidentally, when Dr. Shibauchi contacted me concerning the cats at Sophia University, and I told him that Chiyoda Ward had received this request from Sendai. Dr. Shibauchi readily took on the task, and that was how this project got started.

Regarding the shelter and transfer project for kittens from Sendai, the first consignment of 15 cats arrived on July 21, 2011, and the second consignment of 16 cats arrived on September 26 for a total of 31 kittens in all. The animals were sent to Akasaka Animal Hospital, where they received health checks. Fortunately, none of the kittens required hospitalization. However, some of them were infected with feline viral rhinotracheitis (FVR) and they had become weak due to the stress of transportation, and some had cardiomyopathy, a disease of the heart muscle. Also, although they had been de-wormed in Sendai, some of the kittens were found to have intestinal parasites, and some had lice. So I think Akasaka Animal Hospital had a hard time keeping those various infections and infestations under control.

More recently, a third consignment arrived at Akasaka Animal Hospital on February 14. This third consignment was smaller - only six animals - and all of them were adult cats. Incidentally, in Japan, preferences regarding the color of cats seem to differ from region to region. For instance, black cats are not popular in Sendai, but they are very popular in Tokyo.

As for sheltering and transfer, public bodies such as the Public Health Center or Tokyo Prefectural Government are not allowed to discriminate against individual people. Tokyo Prefecture Animal Welfare Advice Center offers many adult dogs and cats, but the actual work is all entrusted out. In all, some 27 or 28 organizations are carrying out group-transfer work.

There is a reason why the situation has become like that. You may recall the incident in Tokushima four or five years ago in which a dog was stuck on the edge of a cliff. The incident was reported in the mass media and the dog in question even went on to appear on tabloid TV shows. About a hundred people applied to take care of that dog and the new owner was ultimately decided by lucky draw. As a result, a dog that should not have been transferred was transferred to a person who should not have become the animal's owner. Later, the dog ran away on two occasions, and is now kept by a volunteer. This kind of thing happens because public administrative organizations are not allowed to practice discrimination against individual people. Under the present system in Tokyo Prefecture, anybody can obtain an animal by transfer as long as they complete a course. This is why the work of transferring animals is entrusted to these 27 or 28 organizations. They offer animals to people on a restricted basis, and they can refuse applications for various reasons such as, "We don't transfer animals to elderly people," "Your house is too small to keep a pet in," or "Your former dog or cat died at a young age from unknown causes; and we can't transfer an animal to such an irresponsible person."

But public administrative organizations cannot pick and choose between people in this way. On the other hand, if volunteers do this work, they can ask questions such as "Did you ever take your pet to an animal hospital?" "What health examinations are performed on your cat?" "Did you ever have your pet vaccinated? Which vaccines have they been given?" We only deal with cats, so I don't know the situation for dogs, but we will not transfer a cat to a person who cannot satisfactorily answer these questions, or who doesn't know about the DPT vaccination, or who has never even given their pet a health examination but only ever taken it to an

animal hospital at the last minute. In Chiyoda Ward, early spaying and neutering has become widespread so in most cases we carry out the surgery on cats before transferring them to their new owners. In such cases, we always go to Akasaka Animal Hospital, and without their level of cooperation, we wouldn't be able to run the project. The cooperation of local veterinarians is a key element in the success of a project of this kind.

We're getting towards the end of the talk now, but this is a photo of an elderly man and woman who used to run a fishmonger's shop in Kanda. They were spotted at the Yotsuya Campus of Sophia University. They had travelled by bicycle from Kanda to Yotsuya to feed a cat. It is a considerable distance, and we were surprised that they would travel all the way to Yotsuya just to feed a cat. But since they've been doing so, they have become attached to the cat and are now taking good care of it.

Also, there has been another unexpected effect of this project, which is related to the role played by animals. Here and there we hear that communication between people in local communities has improved as a result of their tackling stray cat problems together on a community basis. In the city, human relationships inevitably become weaker, but when animals come into the picture, conversation tends to flow more easily and people of various age groups and occupations can engage in spontaneous talk. For instance, someone says, "I know that cat; the sushi bar takes care of it." And the sushi bar owner replies, "Not only us; the husband of that household is also feeding it all the time, and the head of the local block association is a stray cat lover." Through conversations of this kind, everybody feels connected to the community.

When animals serve as intermediaries between people, communication and human relationships thrive and spread. This is precisely the social effect that animals have. Even stray cats look much like house cats, and nine out of ten people in Japan who keep cats keep Japanese cats. Only about 8% of cat owners buy cats from breeders or pet shops. And compared with the situation for dogs, there is less sense of any breed

discrimination among cat owners. Most owners feel that a stray cat is much the same kind of animal as their own cat. So I think that even outside cats perform what is known as an animal assisted activity.

Among other examples of the unexpected benefits that this project has brought us, it helps to prevent the social isolation of elderly people in urban centers, which are now experiencing the early stages of the aging society. For example, in the past, an elderly woman may have been feeding stray cats secretly, but now everybody tells her, "It's good what you are doing, and isn't that a cute cat?" In consequence, the elderly woman doesn't feel so isolated anymore. Also, by explaining this project to children, it can become a catalyst to motivating them to think about the value of life.

Local government-related parties across Japan might say, "Chiyoda Ward is in a favored position because it has lots of money," or, "It has lots of volunteers." Actually, we have only 45,000 resident volunteers, although we do have some additional volunteers among those who work in the ward. But the point of such a project is that it should be operated as determined by the government and operated together with the local authority, which provides a budget and promotes its implementation. Unless it is done in that way, such a project will not work. Leaving everything to somebody else just won't do. Some time ago, in Tachikawa City, the local authority raised a budget of 5 million yen and entrusted the entire scheme to an animal welfare organization. Then all the complaints related to animals were directed at the animal welfare organization, and a group of people who had started out conscientiously ended with the project in disarray.

The next example of leaving everything to somebody else concerns Bunkyo Ward, where the local authority left everything up to the local veterinary association. The association decided to run the project for the convenience of the veterinarians, so for example, animals for surgery on Monday must be taken to veterinarian A, but on Tuesday, to veterinarian B, and so on. As a result, the volunteers were often forced to pay a lot of money in taxi fares. In Chiyoda Ward, the

Public Health Center's vehicles can be sent out in such cases. Even after dark, the Public Health Center staff work together with the volunteers on cases.

So we have to consider how much volunteers can cover. The volunteers are not doing community cat work for enjoyment. So if all the community cat work is pushed onto the volunteers taking care of community cats as a hobby, and the local community continuously criticizes them, then these volunteers will become cynical. So we have to make it clear that the stray cat issue is an important part of the local authority agenda that has to be tackled as a whole. It is both an animal welfare issue and an environmental issue. Chiyoda Ward gives us an example of how such a project should be carried out with determination by the local authority, and this is the result of 12 years of operation.

The budgeted subsidy payments for surgery in Tokyo vary from place to place from between 17,000 yen to 25,000 yen, with those in Chuo and Chiyoda Wards paying the highest amounts. Veterinarians cooperate with these projects regardless of the amount of subsidy paid. We hope that when we transfer a cat handled by a veterinarian to a new owner, this will result in a new client for the veterinarian and also that the owner will improve the animal's health level. Also, we regard the shelter and transfer period as an opportunity to foster good ownership. We ask all new owners to sign a written oath in which they promise to give the cat a health examination once every six months, and administer a DPT vaccination preferably three times in the first year, once in the next year, and once every third successive year thereafter. Also, while spaying and neutering has already been carried out, micro-chipping has not. So that is the next task, and we ask the new owner to promise to take care of the cat properly. One absolute requirement of the transfer is total indoor keeping. We will not transfer a cat to a person who wants to keep their cat in an unconfined style, even if that person is living in the suburbs. We only transfer cats to those who agree to keep their cat indoors at all times and take care of the cat throughout its life. We have to be very careful to make sure that the new owner knows about cat keeping. So we tell the

new owners to carry out proper health management and feed the cats on well-accepted worldwide brands. The cat food sold at animal hospitals is good so we give the new owners samples and tell them such food makes the cat's coat shiny. We feed the cats we shelter on this kind of food.

After all, if we transfer cats to people who have little awareness about how to keep cats, they will keep the animals in poor way. And if we transfer cats without first performing spaying and neutering, in a worst case scenario cat numbers will begin to increase again. I really think that the period up until when the cats are transferred gives us an excellent opportunity to create good pet owners. In the case of dogs, I think it has now become common sense that dogs and their owners need to attend training school. In Chiyoda Ward, there are no places where dogs are tied up outside. People do not see tied dogs at all. Even if someone puts their dog out on a balcony they will get complaints. Likewise the number of dogs destroyed has been running at between zero and three per year. It is currently zero, since volunteers work hard and the Police Department staff members take strays. The main reason why the number of dogs destroyed has dropped to zero is that Chiyoda Ward has promoted proper dog keeping practices. However, when I visited Tohoku recently, I was a little shocked to see unconfined dogs. I thought that, even if only in Tokyo, we have to try to promote proper ways of keeping of dogs.

That concludes my very long talk about the cooperative program in Chiyoda Ward. Thank you very much for your attention.



東京・千代田区
行政と区民・在勤者が協働で取り組む
「飼い主のいない猫」との共生
香取京子

【Slide 1】

「普及員（ボランティア）制度」がつけられる

- 飼い主のいない猫に去勢・不妊手術を行うには、それぞれの地域で飼い主のいない猫を見つけ、一時保護して、動物病院へ連れていき、手術後に迎えにいく。元の場所に戻す、といった作業が必要。
- 区は、事業を始めるにあたって、「普及員制度（ボランティア制度）」をつくった。飼い主のいない猫に自己負担で去勢・不妊手術を行っていた区民に事業への協力を求めるほか、区民を対象にボランティアを募集。




千代田区動物愛護センターに保健所職員、ボランティアが集まり総会（2010年11月撮影）

【Slide 5】

東京・千代田区では「飼い主のいない猫の去勢・不妊手術費助成事業」が行われている

- 千代田区「飼い主のいない猫の去勢・不妊手術費助成事業」とは、行政と区民・在勤者などが協働で「飼い主のいない猫」に去勢・不妊手術を行って、個数が増えないようにしつつ、一代限りの命を地域で見守っていくというもので、「地域猫」・「TNR」（Trap/Neuter/Return=一時保護・去勢不妊手術・元の場所に戻す）。
- 2000年（平成12年度）に始まり、今期（平成23年度）で12年目。



千代田区一帯の、愛猫家団体の「地域猫」。耳元に手裏袋の目がある（2011年11月撮影）

【Slide 2】

「ちよだニャンとなる会」発足

- 保健所の協業で「飼い主のいない猫の去勢・不妊手術費助成事業」に関する連絡会が開かれ、区民ボランティアが集まった。
- ボランティアたちは横のつながりを強めていき、01年「ちよだニャンとなる会」発足。同会は、区民と在勤者を中心とするボランティア・グループ。



千代田区動物愛護センターのホールで毎年開かれる「猫まつり」にブースを出展。パズルと意匠、会場の配布などの普及・啓発活動を行う（2011年11月撮影）



【Slide 6】

なぜこの事業が実施されるようになったのか



- 千代田区でも、かつては猫についての苦情が保健所などに数多く寄せられていた。「排泄物が臭い、汚い」「ゴミを散らかされた」「鳴き声がうるさい」「生まれたばかりの子猫がいる」「車にひかれた猫がいる」「病気やけがの猫がいて、かわいそう」など。
- とくに問題となっていたのが、いわゆる「えきやり」をめぐるトラブル。人間関係が悪化しかけていた地域もあった。
- 猫嫌いの人も、猫好きの人からも、「何とかして」という声が上がっていた。

【Slide 3】

区内外の動物病院が事業に協力

- 区は、事業を始めるにあたって、区内外の動物病院に協力を依頼。初年度で12施設が協力動物病院として委嘱を受けた。
- 行政が中心となり、区民ボランティア・獣医師の3者が連携・協力するシステムが出来上がったのだった。



千代田区有楽町・マリオンヘイトシアの公開空間で保護、飼育する新宿区の動物病院に譲渡された、去勢手術後、譲渡（2011年11月）



【Slide 7】

「飼い主のいない猫」との共生をめざして



- 千代田区議会全会一致で「飼い主のいない猫の去勢・不妊手術費助成事業」が始まった。
- 当初は2000年から02年までの3年間の時限事業として、年間190万円の予算が組まれた。
- 動物愛護の推進と地域環境の向上をめざして始められたのだった。

千代田区紀伊町・ホテルニューオータニ敷地内の猫。行政と事業者が連携・協力して、去勢・不妊手術を実施（2003年10月撮影）

【Slide 4】

千代田区「飼い主のいない猫の去勢・不妊手術費助成事業」の実際

- 千代田区「飼い主のいない猫の去勢・不妊手術費助成事業」助成金の限度額は、雄が1万7000円、雌が2万5000円
- 平成23年度（2011年）の年間予算額は250万円
- 現在では、保健所と連携して手術を実施すれば、区民や在勤者でなくても助成を受けられる。

上智大学法科大学院キャンパスでTNRの子猫の譲渡を実施。ボランティアがボランティアを募集（2011年7月撮影）




【Slide 8】

「飼い主のいない猫の去勢・不妊手術費 助成承認申請」を行う



- 「飼い主のいない猫」に去勢・不妊手術をする人は、保健所に「飼い主のいない猫の去勢・不妊手術費助成承認申請」を行う。

千代田区畜土類の認定アパートの自給菜園で、近隣の人が食べ残しを与えていたが、去勢・不妊手術を行っていかなくなったため、猫数が減りました。保健所、住民、ボランティアが連携・協力して、TNRと譲渡を実施（2010年3月撮影）



【Slide 9】

11年間でおおよそ2千頭の手術に助成。苦情は激減、殺処分はゼロに。



- 今期（平成23年度）までの11年間におおよそ2千頭の手術に助成。目に見える成果が上がっている。
- 猫についての苦情は激減。
- 東京都動物愛護相談センターでの殺処分数は、年間72頭一ゼロ。
- 清掃事業所が取り扱った猫の路上死体数は、年間318体一114体と3分の1に。
- 飼い主のいない猫の数をものも減っているとみられる。

都立大の南門前校舎の駐車場で自給と子猫4頭を保護。産乳を待ち、2カ月後に母子で譲渡（2011年10月撮影）

【Slide 13】

「飼い主のいない猫」を一時保護する Trap

- 保健所から「飼い主のいない猫の去勢・不妊手術費助成決定通知」を受けたら、トラップ（捕獲器）を使って「飼い主のいない猫」を一時保護する。
- トラップは、保健所またはちよだニャンとなる会が貸し出している。




上智大学法科大学院キャンパス。学生、職員、警備・管理スタッフなど、多くの人が猫たちに食べ残しを与えている。TNRと譲渡を実施（2011年7月撮影）

【Slide 10】

ちよだニャンとなる会の活動は…



- 近年では、地域の住民・在勤者が自主的に取り組むケースが増えた。会として力を入れているのは、普及・啓発活動。facebook、ホームページ、会報など。
- 個人では立ち入るのが難しい場所では、保健所と連携・協力して、TNR、保護・譲渡を実施。



千代田区一橋町の東国大附属、大塚夫妻からの相談を受け、大塚3階のバルコニーにトラップを置き、2頭の手術。1頭が大塚氏の「家族」となった（2008年8月）

【Slide 14】

保護した猫を動物病院に運び、手術 Neuter



- 保護した猫を動物病院に運ぶ。
- 現在では、区内外どこでも動物病院で手術を実施しても、助成を受けられる。
- 獣医師が手術を実施。
- 麻酔がきれいなうちに、耳の先を小さくV字型にカットするなど、「手術済み」の印をつける。

千代田区神田神保町。出張中の元給食の廃棄で生まれた子猫4頭の保護と成猫3頭のTNRを実施。猫が入ったトラップを各保健所の職員が動物病院に運ぶ（2008年10月撮影）



【Slide 11】

「飼い主のいない猫」→「地域猫」→「家族の一員」



- 「飼い主のいない猫」の去勢・不妊手術が普及して、区内で子猫が生まれることが少なくなった。
- 現在、保健所とちよだニャンとなる会は、猫の譲渡を進めている。
- 「飼い主のいない猫」から「地域猫」へ、そして「家族の一員」、すなわち「飼い猫」へ。

母猫が見当たらなければ、人口噴出を行う。（2011年5月撮影）



【Slide 15】

手術済みの猫を元の場所に戻す Return



- 猫を動物病院に迎えにいき、手術費を立て替えて支払い、「手術完了証明書」に印鑑を押しもらう。
- 猫を元の場所に戻す。「手術済み」の猫については、食べ物を与えたら食べ残しをかたづけ、排泄物を掃除するなど、清掃につとめるよう、地域の住民・在勤者などにお願ひ。
- 保健所に「手術完了証明書」と「支払金口座振替依頼書」を添えて請求。後日、区から助成金が振り込まれる。

上智大学法科大学院キャンパス。成猫7頭は去勢・不妊手術後、耳に「手術済み」の印をつけて、元の場所に戻した。子猫の頭は譲渡（2011年7月撮影）



【Slide 12】



仙台からの子猫の保護・譲渡プロジェクト



- 千代田区は、仙台市の要請を受け、被災地からの猫を受け入れている。
- 社会福祉協議会が猫の輸送費と動物医療費を負担。ちよだニャンとなる会が、保健所と連携して、一時預かり、譲渡先を探して譲渡。赤坂動物病院が協力。
- 第1便、第2便で計31頭を譲渡。2月14日、第3便の7頭が到着。

仙台市動物管理センターで養育のケアを受ける子猫。7月21日、第1便として、空母の子猫を含む10頭が同区の赤坂動物病院に到着。9月9日の記事とあわせて、これまでに計38頭が譲渡された。(2011年7月撮影)

【Slide 16】

猫を介在して地域コミュニケーションが向上

- 飼い主のいない猫の問題に地域ぐるみで取り組むことで、地域のコミュニケーションがよくなった。
- 高齢者の孤立化を防ぐことにもなっている。
- 子どもたちに命の大切さを教えることにも。

上智大学の西日キャンパスで保護した猫と暮らす「北戸っ子」の夫婦。
『猫から元気をもらっている。(2009年8月撮影)』




【Slide 17】

