Invited Commentary: Public Health in Crisis: Outbreaks of *Escherichia coli* O157:H7 Infections in Japan

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In July 1996, Sakai City, Japan, experienced the largest outbreak of *Escherichia coli* O157:H7 infections ever reported, involving over 7,000 persons. Michino et al. (1) have convincingly demonstrated through a review of school absentee records, a cohort study of over 47,000 schoolchildren, product traceback, and molecular subtyping that illness was due to consumption of contaminated white radish sprouts served through a centralized lunch program. Multiple other outbreaks of *E. coli* O157:H7 infections occurred in Japan during the same summer (2). Investigations of these outbreaks as well as the one in Sakai City highlight some of the problems that face public health officials worldwide and illustrate lessons to be learned for investigating foodborne disease outbreaks.

SAKAI CITY

The cohort study conducted by Michino et al. of all elementary school students in Sakai City was a massive undertaking. The health infrastructure in Japan showed a remarkable ability to mobilize itself: Almost 50,000 children were questioned, more than 180,000 stool samples were cultured, and over 1,600 food items were analyzed (1, 3). Because of the scale of the study, the investigation and analysis required 4 weeks to complete—a very short time considering its size. However, the investigation might have been streamlined and resources directed differently. A smaller initial casecontrol study using a subset of cases and controls from the cohort might have yielded results more quickly.

The authors do not mention training interviewers in administering the questionnaire. This is particularly

important when teachers, who are generally not experienced in epidemiologic methods, are used as interviewers, as was done in this investigation. In Japan, students are expected to eat all food served in their lunch, so they may have been reluctant to tell their teachers they had not consumed a particular item (1). If ill children were more likely to be affected by this reporting bias, this would increase the likelihood that food items other than radish sprouts would be statistically associated with illness. This may be one reason that significant odds ratios were found for several different foods. Additionally, if unexposed children reported eating radish sprouts, this would lead to an underestimation of the association with illness. In either case, the investigators would have more difficulty implicating radish sprouts as the food vehicle.

The investigators were ultimately able to implicate radish sprouts by combining information from several sources. The usual incubation period for E. coli O157:H7 infection is 3 to 4 days, with a range of 1-8 days (4). Thus, food items served before July 3 (8 days before July 11, the first peak for infections) were not a likely source for infection. If a contaminated food item were served at schools on only one day, students who did not attend school that day would be expected not to report illness from E. coli O157:H7 infection. Examination of absentee records supports the implication of a food item served on July 8 in the North-East District and on July 9 in the Middle-South District. Of all food items served within the incubation period, two served on July 8 were significantly associated with illness in the North-East District: radish sprouts, served with chicken and lettuce, and milk. In the Middle-South District, three items were significantly associated with illness: cold noodles on July 4, milk on July 8 and 9, and radish sprouts served with noodles on July 9. If information from both districts is combined, only radish sprouts and milk are potential sources for infection, served on July 8 in the North-East District and on July 9 in the Middle-South District. Thus, the results of the cohort study and absentee records alone show that milk and radish sprouts would be equally likely vehicles for transmission of infection.

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Abbreviation: PFGE, pulsed-field gel electrophoresis.

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Because bovine products are well-established vehicles for E. coli O157:H7 infection and milk has been associated with previous outbreaks (5, 6), many investigators might have stopped at this point and mistakenly implicated milk. However, Michino et al. looked beyond Sakai City. They noted two outbreaks of E. coli O157:H7 infections during the same period as the Sakai City outbreak: one at a local factory and one at a nursing home. Both facilities served white radish sprouts obtained from the same producer who supplied the Sakai City lunch program, and stools of patients in both outbreaks yielded E. coli O157:H7 with the same pulsed-field gel electrophoresis (PFGE) pattern as that in the Sakai City outbreak. The investigators of the Sakai City outbreak used traceback and molecular subtyping data from these other outbreaks to support their implication of white radish sprouts. The spurious association between drinking milk and illness may have occurred because milk was consumed at the same meals as the radish sprouts. Controlling for milk consumption through stratification or multivariable logistic regression analysis of the cohort data might also have assisted in more specifically associating consumption of sprouts with illness.

Why was the rate of illness in the North-East District half that in the Middle-South District? The most plausible answer relates to the shipments of radish sprouts, further strengthening implication of this food item. Examination of the data as a cohort study shows a rate of 1 percent for hospitalization and 15 percent for symptoms among children who ate radish sprouts in the North-East District compared with 3 percent for hospitalization and 35 percent for symptoms among children who ate radish sprouts in the Middle-South District (1, 7). The different rates of illness may be due to the fact that only half of the shipments to schools in the North-East District were contaminated. This hypothesis, suggested by the authors, is supported by the observation that only 52 percent of schools in the North-East District reported hospitalized children, whereas 97 percent of the schools in the Middle-South District did. The percentage of students hospitalized was approximately the same for schools that reported any ill children (7), suggesting that the degree of contamination of sprouts was about the same for all contaminated shipments. The North-East District served sprouts received from the implicated producer on July 5 and 7, and the Middle-South District served sprouts received on July 8-10. If sprouts were not contaminated at the producer until after July 5th, the North-East District would have received an uncontaminated shipment on July 5 and a contaminated shipment on July 7 and served both on July 8; this may be the reason that only half the schools reported hospitalized

children. Further examination of production records and shipment invoices might clarify this issue.

OTHER SPROUT-RELATED OUTBREAKS

Michino et al. (1) report the first recognized sproutrelated outbreak of E. coli O157:H7 infections. Recognizing a new food vehicle for a pathogenic organism can be extremely difficult. Because E. coli O157:H7 infections have most frequently been associated with consumption of cattle products (4, 8), the association with radish sprouts was treated with skepticism (9). However, at least six outbreaks of Salmonella infections related to alfalfa sprouts and one related to mung bean sprouts have been reported in the past 10 years (10-15). In addition, since the investigation in Japan, one outbreak of E. coli O157:H7 infections (16) and one of E. coli O157:NM infections (California Department of Health Services, unpublished data) have been reported from the United States. The germination and sprouting process provides an environment conducive to the growth of Salmonella (17) and E. coli O157:H7 (18).

The mechanism of radish sprout contamination in Japan was not determined. Because different retail facilities were associated with Sakai City cases of E. coli O157:H7 infection and other sprout-associated cases in Japan, contamination at retail facilities is unlikely. Sprouts could have been contaminated by using contaminated seeds for sprouting, during growth at the sprouting facility, or during transport to retail establishments. Possible sources for contamination at the sprouting facility or during transport include an infected worker or animal feces in the environment or water. E. coli O157:H7 can be carried in the intestines of healthy cattle and deer, and consuming food that could have been contaminated with their feces has been associated with illness (4, 19-21). Water, presumably contaminated with animal or human feces, has caused outbreaks of E. coli O157:H7 infection in Japan (22) and the United States (23). Although cultures of well water from the radish sprout producer did not yield E. coli O157:H7, the report did not state whether the water was tested for the presence of fecal coliforms, a measure of contamination by animal or human feces.

The most likely source of contamination is the seeds. At least five sprout-related outbreaks of salmonellosis (10–14) and one of *E. coli* O157:H7 infections (16) have been traced to contaminated seed. Additionally, 8 months after the Sakai City outbreak, an increase in the number of *E. coli* O157:H7 infections was reported from several prefectures in Japan (24). *E. coli* O157:H7 was isolated from samples of radish sprouts taken from patients' homes, and the

PFGE patterns of isolates from patients and sprouts were indistinguishable both from each other and from isolates from the Sakai City outbreak (25, 26). The radish sprouts were traced to a different sprouting facility than the one associated with the Sakai City outbreak; however, both facilities had purchased their seeds in 1995 from the same distributor in the United States (26, 27). Although cultures of seed samples from the lot used for sprouts consumed in Sakai City did not yield E. coli O157:H7 (1), this does not mean the seeds were not the source. Sensitive methods for culturing seeds have not been established, and the contamination of the lot may not have been uniform. Prevention of illness from contaminated seeds is difficult; soaking alfalfa seeds in chlorine bleach greatly reduces but does not eliminate Salmonella populations (10), and viable E. coli O157:H7 organisms have been demonstrated in the inner tissues of radish sprouts grown from experimentally contaminated seed (28).

EPIDEMIOLOGY CAN HELP DIRECT MICRO-**BIOLOGIC INVESTIGATIONS**

Massive outbreaks of foodborne illness require a well-coordinated and rapid response so that fears can be allayed, contaminated products can be removed from the marketplace, and measures can be identified to prevent illnesses from the same product or by the same mechanism of contamination in the future. The combination of careful epidemiology and good microbiologic assessment, when possible, is the most effective method of determining the vehicle for foodborne outbreaks. In Japan, significant resources were spent gathering and culturing the 1,626 food samples taken from lunches served on 10 days. Instead, the epidemiologic data could have been used to target particular lunches and food items for culturing. In addition, when PFGE patterns of E. coli O157:H7 isolates from sporadic cases in Osaka Prefecture and from patients in three outbreaks at homes for the aged in neighboring Wakayama Prefecture were found to be indistinguishable from Sakai City isolates, a case-control study of the sporadic cases and epidemiologic investigations of these smaller outbreaks could have been conducted. This would have been an efficient way to strengthen the data implicating radish sprouts as a vehicle.

The emphasis on microbiology instead of epidemiology resulted in the failure to identify food vehicles for most of the E. coli O157:H7 outbreaks in the summer of 1996 and difficulty implementing effective control programs. These other outbreaks affected more than 1,800 persons and resulted in several deaths (2, 3, 29). In four clusters in June 1996, involving a total of 825 cases, PFGE subtyping of E. coli O157:H7 isolates revealed patterns indistinguishable from each

other and distinct from that in the Sakai City outbreak (2), suggesting a common source for these infections. In one of these clusters, E. coli O157:H7 was isolated from vegetable salad that did not contain radish sprouts (2), but no epidemiologic investigation was reported linking illness to a particular food item in this or the other three clusters, which together appear to represent the second largest outbreak of E. coli O157:H7 infections ever reported. The opportunity to learn from these outbreaks about other potentially preventable sources of E. coli O157:H7 infection was lost.

Even with the available epidemiologic evidence implicating radish sprouts in the Sakai City outbreak, an official in Osaka Prefecture stated that "as long as we don't find E. coli O157:H7 at the [radish sprout] producer, we can't order the company to stop operations" (30). The reliance on microbiology is understandable; it is increasingly being used for quality control at food production facilities (31), and in some countries, it has been the mainstay of foodborne outbreak investigations. Microbiologic data often provide key information linking a particular product to illness. However, use of microbiologic methods alone to either implicate or exonerate a food product can limit the success of an investigation of a foodborne outbreak. Often, food items are no longer available for testing, laboratory techniques are not perfectly sensitive for detecting organisms, or products are not uniformly contaminated.

Some recent investigations provide examples of public health actions based on strong epidemiologic data. For example, in the United States in 1993, more than 700 persons became ill and four died during an outbreak of E. coli O157:H7 infections (4, 32). A rapidly conducted case-control study implicated premade hamburger patties from a restaurant chain, and recall of the contaminated meat prevented several hundred infections. After the recall, laboratory testing confirmed contamination of the meat by E. coli O157:H7. Epidemiologic data, including product traceback information, often provide the only evidence for the source of outbreaks caused by perishable products that are consumed or disposed of by the time an investigation is conducted. For example, in the United States in 1997, at least 64 persons from two states became ill during an outbreak of E. coli O157:H7 infections (16). When case-control studies in both states implicated alfalfa sprouts produced from the same lot of seeds by two different sprouters, the implicated sprouts and seeds were recalled even though cultures of sprouts and seeds did not yield E. coli O157:H7. Similarly, in 1996, epidemiologic studies in the United States and Canada linked consumption of Guatemalan raspberries with 55 clusters of Cyclospora cayetanensis infections, involving 725 cases (33). Because no method for culturing *Cyclospora* is available, epidemiology was the only tool available to investigators. In 1997, another multistate outbreak of cyclosporiasis was associated with Guatemalan raspberries (34, 35). In response to these outbreaks, the US Food and Drug Administration restricted importation of Guatemalan raspberries, and no further outbreaks associated with raspberries occurred in the United States. However, in Canada, 13 clusters of *Cyclospora* infections associated with Guatemalan raspberries occurred in 1998, indicating a persistent source of contamination (35).

PUBLIC RESPONSE

Public health officials, health care providers, and the press should be aware of the intense anxiety that outbreaks can cause, especially those that involve deaths of children. Throughout Japan, restaurants, hotels, and public baths experienced a decrease in business. Pools and water fountains in Osaka Prefecture, in which Sakai City is located, were closed (36). In Osaka, restaurant meals, meat, and fish sales decreased by between 40 and 60 percent. Hotels and inns in other parts of Japan rejected some guests after finding out that they lived in Sakai City. Children were reported to have shouted "You are a germ," at students just released from the hospital (37), and bullying of children who had been infected became a serious concern for teachers and parents (38). The director of the school lunch program in Sakai City committed suicide after the outbreak (39). Such broad-reaching psychologic trauma related to E. coli O157:H7 infection is not unique to Japan. Despite the emphasis by public health officials on the need for industry to provide safer food products (40), parents often feel responsible when their children become ill after eating contaminated food. In the United States in 1995, the father of a 2year-old girl who died of hemolytic uremic syndrome after eating hamburger at a family cookout committed suicide (41). The impact of illnesses and deaths on family, friends, and the larger community must be considered when evaluating the societal costs of E. coli O157:H7 infections.

GOVERNMENTAL EMERGENCY RESPONSE

Considerable pressure was felt by Japanese public health and governmental authorities to control the spread of infections, even when sources were not definitively identified. The central government issued educational materials and held media conferences about the outbreaks. Posters recommending that people wash their hands appeared on buildings throughout the country, and in Sakai City, people in cars with loud

speakers recommended that citizens eat only cooked food.

During a large outbreak, it is often difficult to coordinate efforts among academicians and central, prefectural, and local-level officials. A complex public health response and the lack of a known food vehicle for most of the outbreaks resulted in several policy actions that were probably not cost-effective, including widespread screening of stool specimens from asymptomatic students before school enrollment, administration of antimicrobial agents to persons with asymptomatic infection, and routine random sampling and culturing for E. coli O157:H7 in the agriculture industry. The Sakai City Board of Education announced that all students in kindergartens and elementary and junior high schools in the city should be tested for E. coli O157:H7; those who did not submit a stool sample might be suspended from school. Six weeks after the outbreak, the Ministry of Education allowed school doctors to prevent asymptomatic students infected with E. coli O157:H7 from attending school and required the nation's 90,000 school cooks and nutritionists to undergo medical examinations for bacterial infections (42). Screening of asymptomatic persons can be important for controlling acute outbreaks in settings where person-to-person transmission is common, such as child care centers (43). However, screening of asymptomatic elementary school students and food handlers for diarrhea-causing pathogens is expensive, time consuming, and unlikely to be a cost-effective method for preventing secondary infections (44, 45).

Assuring collaboration between local and central health officials, timely communication, and appropriate action is a challenge for public health officials throughout the world. In Japan, difficulties with coordination and emergency response have been reported in connection with two other public health disasters: the Great Hanshin earthquake in 1995, which displaced 342,000 persons and caused 5,502 deaths (46, 47), and the Tokyo subway sarin gas attack in 1995, which affected approximately 5,000 persons and caused 12 deaths (48, 49). These events, as well as recent publicity regarding the administration of human immunodeficiency virus-contaminated blood products to persons with hemophilia in the early 1980s, may have eroded the public's trust in the public health system (50) and encouraged skepticism of the report by the Ministry of Health and Welfare that contaminated radish sprouts were the cause of the Sakai City outbreak (7, 51). The establishment of a central governmental agency responsible for coordinating the investigation of outbreaks of illness, staffed by experienced epidemiologists and laboratory personnel and invested with authority to collect data and interview patients throughout the country, would probably improve response to future foodborne disease outbreaks as well as to other public health emergencies.

EFFECTS OF CENTRALIZED FOOD DISTRIBUTION

The outbreak in Sakai City is an extreme example of the potential dangers of centralized food distribution. Many school lunch-related disease outbreaks have been reported in Japan, and they tend to affect a large number of persons because the same food is distributed to many schools (1, 52, 53). Outbreaks of foodborne illness can be extremely large and cross national boundaries. In 1994, for example, more than 2,000 culture-confirmed cases of Salmonella serotype Agona infection associated with consumption of a prepackaged snack food occurred in Israel, Great Britain, and North America (54, 55). Also in 1994, an estimated 224,000 persons in the United States were infected with Salmonella serotype Enteritidis from eating contaminated ice cream (56). Because of the potential for large outbreaks, special efforts are needed to reduce pathogen contamination in food production facilities (31). There are also benefits to centralized food production. Improvements in practices at large producers can have far-reaching effects that may be more easily instituted than at multiple smaller facilities. In both of the outbreaks mentioned above, recall of the implicated food prevented more cases, and changes were instituted in the production of the food items to reduce the chance of contamination.

Contaminated seeds shipped internationally were the most likely source of the Sakai City outbreak as well as previous outbreaks of sprout-related Salmonella infections (10, 14). Yet, we know of no efforts by industry or government to determine the ways that seeds become contaminated. These outbreaks should strengthen our resolve to find ways to decrease the chance for contamination of seeds and, more generally, to reduce the contamination of human food with pathogens from animal feces.

CONCLUSIONS

The investigators of the Sakai City outbreak provided convincing evidence that the cause was radish sprouts. They and their colleagues have served the world community well by presenting their epidemiologic, laboratory, and clinical data in peer-reviewed journals (1, 29, 57, 58), in other reports (3, 59), and on the Internet (58). They implicated a widely distributed food product that is eaten raw, emphasizing the need for control measures directed at farms and other food production establishments because consumers can do little

to protect themselves. The possibility that the contamination originated from seeds grown in the United States underscores the need for improved global surveillance, communication, and control measures.

Central governments are ideally positioned to respond to national emergencies such as major foodborne outbreaks, especially those that may be due to products consumed in more than one jurisdiction. The investigation of the Sakai City outbreak by Michino et al. might have been easier if funding and personnel resources in Japan were specifically directed toward health-related emergencies. The source of some of the other outbreaks of E. coli O157:H7 infections might also have been identified if responsibility for responding to foodborne disease outbreaks were assigned to a group of epidemiologists who could be freed from other responsibilities to travel to sites of outbreaks to collaborate with local officials in designing, conducting, and analyzing epidemiologic studies. Ministry of Health and Welfare investigators would also benefit by having emergency legal authorization to investigate outbreaks, including the collection of data and the interviewing of ill and well persons, without the need for institutional clearances usually necessary in nonemergency settings.

To address these issues, the Japanese National Institute of Health has recently reorganized communicable disease surveillance (60). In addition, it has assigned two physicians to positions outside Japan to gain experience in communicable disease control and outbreak investigation, one at the Division of Emerging Diseases at the World Health Organization and the other at the Epidemic Intelligence Service at the Centers for Disease Control and Prevention. The outbreaks of *E. coli* O157:H7 infections in Japan emphasize the need for central governments to design strategies to rapidly detect and respond to outbreaks and to adjust public health structures to improve emergency response, just as the Japanese government has done.

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