

(Provisional translation)

**Basic Policies for Novel Coronavirus Disease Control  
by the Government of Japan  
(Summary)**

**March 28, 2020 (Revised on May 21, 2020)**

On April 7, 2020, the Head of the Novel Coronavirus Response Headquarters declared a state of emergency under Article 32, paragraph 1 of the Act on Special Measures for Pandemic Influenza and New Infectious Diseases Preparedness and Response. The period during which emergency measures should be taken under the declaration is 29 days from April 7 to May 6, 2020. Areas where emergency measures should be taken are Saitama, Chiba, Tokyo, Kanagawa, Osaka, Hyogo and Fukuoka Prefectures and on April 16<sup>th</sup>, targeted areas are expanded to all 47 prefectures (the period during which emergency measures should be taken for these areas is from April 16<sup>th</sup> to May 6<sup>th</sup>).

We have since begun seeing some results, with the number of newly reported cases showing a downward trend. However, there are still areas where the delivery of medical care by the health system continues to be stretched, so measures to reduce new infections must continue for the time being. Therefore, on May 4, 2020, the period during which emergency measures should be taken was extended to May 31, 2020, continuing to target all 47 prefectures.

Subsequently, on May 14, 2020, changes in the infection situation were analyzed and assessed, and a comprehensive decision was made based on the approach described below to change the areas where emergency measures should be taken to Hokkaido, Saitama, Chiba, Tokyo, Kanagawa, Kyoto, Osaka, and Hyogo.

On May 21, 2020, the situation were analyzed and assessed again and such areas have been changed to Hokkaido, Saitama, Chiba, Tokyo and Kanagawa.

If the emergency measures are deemed no longer necessary, the state of emergency will be released immediately even within the period.

If the number of newly reported cases decreases to a level where the spread of infections can be prevented through effective counter-cluster measures and infected patients, including those with severe symptoms, can be adequately treated, and given that a new lifestyle that prevents the spread of infection is widely accepted, it will be possible to sustainably prevent further infections and maintain socio-economic activities.

Even under the state of emergency, the Government of Japan will work to minimize the impact on social and economic functions, and it will not take compulsory measures such as "lockdown" (city blockade) that is being implemented in other countries.

These Basic Policies present unified guidance on measures to be taken by the government, local governments, and the people together to accurately grasp the situation and further advance counter-measures against the novel coronavirus infectious disease.

## **1. Facts about the current situation of the Novel Coronavirus infectious disease**

With regard to trends by prefecture, we have been promoting measures in 13 prefectures, namely Tokyo, Osaka, Hokkaido, Ibaraki, Saitama, Chiba, Kanagawa, Ishikawa, Gifu, Aichi, Kyoto, Hyogo, and Fukuoka, collectively called "Prefectures under Specific Cautions" under these Basic Policies, as prefectures where particular emphasis must be placed in taking measures to prevent the further spread of infections. We have had other prefectures take measures to prevent the spread of infections as well, with all prefectures designated as areas where emergency measures should be taken.

In early May, we had still been seeing a considerable number of newly reported cases nationwide, and we had to maintain the framework thus far and continue to carry out measures in every prefecture to prevent the spread of infections.

Since then, the number of newly reported cases has decreased nationwide, with the number of patients with severe symptoms also showing a downward trend. Additionally, progress is made in securing hospital beds and the overstretched situation of the medical service system is beginning to improve.

The areas where emergency measures should be taken are decided comprehensively, focusing on the three points below:

### (1) Infection situation (epidemiological situation)

Whether or not there is no sign of an explosive spread of infection, and whether or not the number of newly reported cases is at a level where counter-cluster measures can be taken sufficiently.

### (2) Medical service system

Whether or not a medical service system has been established to respond sufficiently even if infected patients, particularly those with severe symptoms, increase.

### (3) Surveillance system

Whether or not a system has been set up to detect early trends of the infection spreading and to respond immediately.

Even when it is confirmed that it is no longer necessary to carry out emergency measures, a comprehensive judgment shall be made based on the above criteria. For the infection situation, the criteria is whether the number of newly reported cases has decreased to a level where counter-cluster measures can be taken sufficiently, as well as the cumulative number of infections reducing to around 0.5 infections per 100,000 people in the most recent week. For the medical service system, a continuing decrease in the number of patients with severe symptoms, the situation for hospital beds, and the securing of a system to respond to a sudden increase in patients, shall be considered. For the surveillance system, a system must be established to conduct PCR tests demanded by doctors without delay.

On May 21, 2020, the changes in the infection situation were analyzed and assessed again and a comprehensive decision was made based on the three points above that Hokkaido, Saitama, Chiba, Tokyo, and Kanagawa have observed more than 0.5 cumulative infections per 100,000 people in the most recent week, and accordingly it is necessary in these prefectures to progress measures to prevent the spread of the infection as "Prefectures under Specific Cautions".

The remaining 42 prefectures will not be considered areas where emergency measures should be taken, but even in these prefectures the basic measures to prevent the spread of the infection shall continue to be thoroughly implemented.

A comprehensive decision will be made if the infection increases again and concerns about it spreading leads to an area being designated one where emergency measures should be taken.

## **2. Overall Policies for Novel Coronavirus Disease Control**

- (1) Slow down the speed of infection by containing clusters and reducing chances of contact.
- (2) Minimize incidence of severe cases and death through surveillance and appropriate medical care especially for the elderly.
- (3) Minimize the impact on society and economy through pandemic prevention and economic and employment measures.
- (4) Gradually increase the level of socio-economic activities, taking into account the infection situation, the securing of medical service systems, etc. in the area. As there are movements of people, pay attention to the situation of spread of infection in areas that are socially/economically connected, such as neighboring prefectures.
- (5) If the declaration of state of emergency is lifted in all prefectures, transition gradually until the new lifestyle is well-established in the society and economy as a whole. If spread of infection is observed again, strong measures to prevent the spread of infection must be taken promptly.

## **3. Key points in implementing measures against novel coronavirus disease**

### **(1) Provision and sharing of Information**

Provide the public with accurate information and clear message on the following points in the timely manner, promote awareness-raising to help change people's behavior and call for calm response.

- the infection situation and the medical information
- the medical service system and test system
- basic counter-measures against infection, including keeping distance, wearing a mask and washing hands
- need to refrain from leaving home when feeling sick
- guidelines for visiting medical institutions
- discrimination against infected persons, close contacts and medical personnel
- public awareness about a "new lifestyle"
- 3-Cs (closed spaces, crowded places, and close-contact settings)
- the fact that the measure of "lockdown" (city blockade) will not be taken

Provide appropriately and expeditiously related information for Japanese national as well as foreign nationals living or staying in Japan and foreign governments.

### **(2) Surveillance and Information gathering**

- Identify suspected disease carrier and conduct tests that the doctor considers necessary.
- Strengthen the testing system by utilizing local and private institutes. Introduce new testing technology promptly in the medical field. Promote the utilization of private testing institutes. Grasp the PCR testing system and make necessary coordination. Furthermore, the Ministry of Health, Labor and Welfare will examine and evaluate the division of functions between PCR tests and antigen tests and implement more tests including PCR not only for medical personnel but also for other close contacts.
- Build a framework for effective surveillance, such as surveys on antibody prevalence.

Furthermore, improve the current system to appropriately grasp excess mortality in flu and pneumonia deaths.

- Develop a system for sharing information about patients, etc. as soon as possible. Use the system to gather and analyze statistical data for more effective and efficient measures.
- Develop and operate a system for promptly grasping the situation at each medical institution and use it to coordinate prompt acceptance of patients, etc.
- Develop effective systems through antibody tests, etc. to grasp the infection situation in Japan.
- Continue to support the development of simple test kits for rapid diagnosis. Establish a domestic supply system.

### **(3) Pandemic Prevention**

1) Refraining from leaving home (except for going to workplaces, as mentioned later)

i) The Prefectures under Specific Cautions, in particular, will request cooperation in refraining from leaving home to "reduce the contact among people by 70% at minimum or 80% ideally." (Activities necessary for maintaining daily life and health, such as visiting hospitals, purchasing food, medicine and daily necessities, going to workplaces as necessary, exercising outdoors or taking a walk, are excluded.)

ii) All designated prefectures will:

- request citizens to refrain as much as possible from moving to other prefectures for reasons such as non-urgent and unnecessary homecoming visits or trips
- discourage citizens from visiting eateries with hospitality services in downtown areas where clusters have emerged
- carefully avoid the "3Cs" while also taking basic measures to prevent infection
- inform residents using the "Ten tips" "New lifestyle practices (examples)," etc. presented by the Expert Meeting

2) Restrictions on holding events

All designated prefectures will make requests not to hold events where clusters could emerge or have gatherings under 3Cs circumstances, especially in cases of nation-wide or large events and gatherings.

3) Restrictions on using facilities (related to restricted events mentioned earlier, excluding schools and other facilities mentioned later)

i) Prefectures under Specific Cautions will issue requests to follow restrictions on the use of facilities that may cause infections to spread. If such requests are not met and no justifiable reason is given, prefectures will issue further requests and instructions based on the Act, and they shall publicize the fact.

Additionally, considering the impact of the extended measures on society, the economy, and the lives and health of the citizens, the Governors of each prefecture may make appropriate decisions on opening facilities such as museums, art galleries, libraries and outdoor parks.

ii) In designated prefectures that are not included in the Prefectures under Specific

Cautions, decisions will be made based on the local situation from the viewpoint of preventing the spread of infections and maintaining socio-economic activities.

- iii) Business operators and related organizations will take voluntary measures to prevent infection that take into account both sustainable actions for the future and recommendations from the Expert Meeting.

#### 4) Going to workplaces

- i) Particularly in Prefectures under Specific Cautions, working in rotations at workplaces that require employees to come to work and teleworking will be strongly encouraged to reduce contact, including aiming for a "70 percent reduction in employees coming to work."
- ii) Based on the expectation that all designated prefectures will need sustainable measures in future:
  - Measures to reduce contact with people, including teleworking, working in rotations, staggered work hours, and bicycle commuting, will continue.
  - Workplaces will be encouraged to put thorough measures in place to prevent infections and avoid the 3Cs.
  - Businesses engaged in work essential for ensuring the stability of people's lives and the national economy (examples given in the attachment) as well as businesses supporting such work, must continue operating, depending on the characteristics of the businesses, while taking comprehensive measures to prevent the spread of infections, including measures to avoid the 3Cs.

#### 5) Handling of schools

- i) The Ministry of Education, Culture, Sports, Science and Technology will gradually restart school education activities according to the status of infections in each region, and create an environment where students can learn, while placing utmost attention on preventing infections.
- ii) The Ministry of Health, Labour and Welfare (MHLW) will provide guiding principles for nursery schools and after-school children's clubs, etc. on the down-sizing of childcare and temporary closure of facilities.

#### 6) Measures in prefectures not subject to emergency measures

- i) Sustainable measures are expected to be needed. Under the declaration of the state of emergency, easing and lifting, such as of requests for self-restraint, should be carried out carefully.
  - Spread awareness among residents about establishing the "new lifestyle" for preventing the spread of infections, including continuing the basic infection prevention measures.
  - Promote avoiding movements of people between prefectures with relatively higher risk. Avoid going to places with "3Cs."
  - Have organizers of nationwide, large-scale events (larger than a certain scale) demonstrate caution by cancelling or postponing them.
  - Promote measures to reduce contact between people, including teleworking, staggered work hours, and bicycle commuting.
- ii) Monitor the infection situation and provide residents with information properly.

#### 7) Border-control measures

The Government will continue to implement entry restrictions, travel warnings, strengthened quarantine, and visa restrictions, from the viewpoint of preventing the flow of infected people into Japan and the spread of infections throughout Japan.

#### 8) Strengthening counter-cluster measures

- i) Active epidemiological investigations will be organized to identify individuals who have been in close contact with infected persons, monitor their health conditions, request them to refrain from leaving home, and properly grasp the scale of the spread of infections for appropriate infection control.
- ii) Experts will be secured and trained to conduct the counter-cluster measures and strengthen the health center system. Technologies such as apps and social networking systems will also be utilized to promptly introduce a system for efficiently controlling infections and quickly grasping the infection situation.
- iii) Create more effective counter-cluster measures, while gaining an understanding of the people with regards to apps for confirming contacts developed by smartphone developers, and also while paying close attention to personal information protection and privacy.

#### 9) Other common issues

- i) Designated prefectures will take effective emergency measures that consider the characteristics of each area. The measures must be the minimum necessary, and prefectures must carefully explain the details and need for the measures to their residents.
- ii) Since sustainable measures will be needed, attention will focus on balancing prevention of the spread of infections and maintaining socio-economic activities.
- iii) Prefectures will inform their residents that the emergency measures are different from the "lockdowns" (city blockades) that are being implemented in other countries, and they shall call for a calm response through asking people not to panic-buy food, medicines and daily necessities.
- iv) A help desk for business operators will be established, logistics will be secured, and a robust lifeline system will be ensured, etc., in order to support the smooth operation of businesses.
- v) Thorough measures to prevent infection will be taken in public transportation and other facilities where many people gather.

#### **(4) Medical care, etc.**

- i) A hospital treatment system will be secured that focuses on providing medical care to those with severe symptoms
- Asymptomatic pathogen carriers and patients with mild symptoms who do not require hospitalization will recuperate at lodging facilities, etc.  
Temporary lodging facilities such as hotels will be secured and managed for this purpose.  
Use information communication devices to monitor the health status of those who recover at home for reasons such as childcare.

- To secure hospital beds, roles will be divided among medical institutions in each region, such as by designating preferred medical institutions to gather novel coronavirus patients.
  - A system will be set up to coordinate the acceptance and transfer of patients. Medical institutions' information-gathering systems will be utilized so that the institutions can visualize information necessary for coordinating patient acceptance.
- ii) An outpatient and testing system will be secured for suspected COVID-19 patients to:
- Provide outpatient services to suspected COVID-19 patients under proper infection control by having them access Outpatient Services for Returnees and Contact Persons via the Call Centers for Japanese Returnees and Potential Contacts.
  - Secure efficient medical care and testing systems by having institutions established that focus on conducting tests (local outpatient/testing centers), sending medical workers to Outpatient Services for Returnees and Contact Persons, and providing so-called drive-through and walk-through medical care in large tents and prefabricated buildings.
  - If there is risk of patients increasing further, boost the limit of medical services that can be provided, and provide outpatient service at general medical institutions, taking necessary measures to prevent infection.  
Under these circumstances, the risk of infection could rise due to people seeking care at medical institutions due to fear of infection. Therefore, if symptoms are mild, people should rest and recuperate at home in principle. If their condition changes, they should consult their doctor before seeking further medical care.
  - Designate medical institutions to treat people who may develop severe symptoms as medical institutions that do not provide COVID-19 outpatient services, in principle.
  - By around the summer, consider outpatient care that takes into account the winter flu season.
- iii) A medical service system will be established for entire regions, including service for patients with diseases other than COVID-19, by:
- Dividing roles among medical institutions in each region.
  - Establishing a medical care system using communication devices such as telephones.
- iv) Securing medical workers
- Measures will be promoted to prevent temporary leave/leaving of jobs by medical workers, return of potential qualified personnel to the workforce, reallocation of human resources in the medical field, etc.
- v) Securing the supply of medical goods
- A secure manufacturing system will be set up for medical supplies, medical equipment, and medical materials to provide them promptly and smoothly to medical institutions that need them.
  - In particular, the securing of supplies of personal protective equipment, such as masks for medical institutions that conduct PCR tests and admit patients, will be prioritized.

vi) In-house infections at medical institutions and facilities for the elderly will be thoroughly prevented by:

- Thoroughly avoiding the 3Cs, wearing masks, and disinfecting to prevent workers from becoming sources of infection
- Temporarily prohibiting visitors except for emergency cases in order to prevent infection
- Suspending or restricting temporary use such as daycare services in facilities
- Isolating suspected patients/users immediately and implementing counter-infection measures under the guidance of public health centers.

vii) The spread of infections in medical institutions and facilities will be prevented by: Implementing measures to prevent infection, such as fully isolating infected patients from non-infected patients.

Prioritizing PCR tests for suspected medical/facility workers and inpatients.

viii) Others

- Preventing infection of outpatients and pregnant women
- Providing medical interpreters for foreigners
- Aiming for a smooth supply of Remdesivir
- Accelerating clinical research and treatment to verify the effects of therapeutic agents
- Vaccinations will be developed promptly under the coordination of relevant government ministries and agencies, with the goal of commercializing and providing vaccines to the citizens as soon as possible.

#### **(5) Economic and employment measures**

By implementing the measures under the "Emergency Economic Measures for Response to COVID-19" (Cabinet decision April 20, 2020), including the supplementary budget for FY2020, nationally and locally, the government will work to prevent the spread of infections while making every effort to quickly end this situation, as well as strive to maintain employment, continue business, and support people's lives.

#### **(6) Other important considerations**

- Consideration for the human rights, response to social issues, etc.
- Supply of goods and materials necessary for the medical operation
- Collaboration with related organizations (including local governments, the international community, and the research institutions)
- Maintenance of social functions
- Measures after the declaration of a state of emergency

**Business operators who are required to continue their business during the period of the state of emergency**

**1. Maintaining Medical System**

- We request the continuation of all business by medical personnel not only for treatment of COVID-19 infections, but also for their duties to deal with other severe diseases.
- The abovementioned businesses by medical personnel include hospitals, pharmacies, and other manufacturing and service industries related to all the supplies and services necessary for treatment of patients including importing, manufacturing and sales of pharmaceuticals and medical equipment, blood collection for blood donations, and providing meals to inpatients.

**2. Continuing to protect those in need**

- We request the continuation of all life support businesses for people who need assistance, especially the elderly and the people with disabilities, including housing and support for them.
- The abovementioned life support businesses include all manufacturing and service industries related to the goods and services necessary for the lives of the elderly and the people with disability, such as management of facilities for nursing care and for people with disability, as well as providing meals to residents of the facilities.

**3. Securing stable lives of the people**

- We request the continuation of all concerned businesses which provide essential services for those who stay at home to lead minimum necessary lives.
- (1) Infrastructure operation (electricity, gas, oil, petrochemical, LP gas, water and sewage, telecommunications and data centers, etc.)
- (2) Food and beverage supply (agriculture, forestry, fishery, importing, manufacturing, processing, distribution, and online shopping of food and beverage, etc.)
- (3) Supply of daily necessities (importing, manufacturing, processing, distribution and online shopping of household goods, etc.)
- (4) Canteens, restaurants, coffee shops, home delivery and take-out, retailers of daily necessities (department stores, supermarkets, convenience stores, drugstores, hardware stores etc.)
- (5) Maintenance of household goods (plumber, electrician, etc.)
- (6) Services related to daily necessities (hotel and accommodation, public bath, barber shop and hairdressers' salons, laundry, veterinary, etc.)
- (7) Waste disposal services (collection, transportation, and disposal of waste, etc.)
- (8) Ceremonial affairs (operators engaged in cremation and post-mortem treatment of bodies)
- (9) Media (TV, radio, newspapers, internet related business, etc.)
- (10) Services for individuals (webcast, remote education, facilities and services related to

maintenance of the internet environment, maintenance services of private vehicles, etc.)

#### **4. Maintaining the stability of the society**

- With a view to maintaining the stability of the society, we request the continuation of the businesses, at their minimum level, who provide essential services to maintain corporate activities during the period of a state of emergency.

(1) Financial services (banks, credit banks and credit unions, securities, insurance, credit cards, and other settlement services etc.)

(2) Logistics and transportation services (railways, buses, taxis, trucks, maritime transportation and port management, aviation and airport management, postal services, etc.)

(3) Maintenance of manufacturing and service industries necessary for national defense (aircraft, submarines, etc.)

(4) Services necessary to maintain corporate activities and security (maintenance and security of building, etc.)

(5) Social infrastructure necessary for safety and security (management of public goods such as of rivers and roads, public works, waste disposal, hazardous goods management based on respective law, etc.)

(6) Administrative services (police, fire fighting, other administrative services)

(7) Childcare services (daycare centers, etc.)

#### **5. Others**

- Among medical and manufacturing industries, we request the continuation of the following business operators in consideration of infection prevention: operators who are difficult to stop production line due to the characteristics of the equipment (such as blast furnaces and semiconductor factories); and operators who produce essentials (including important items in supply chains) for protection of the people who need medical care and support, as well as for maintenance of social infrastructure. We also request the continuation of the business operators who sustain medical care, the lives of the people, and maintenance of the national economy.