

# First Analysis and Verification Report on COVID-19 Control Measures

The Hyogo prefectural government analyzed and verified the status of COVID-19 transmission and COVID-19 control measures in the prefecture, observed by the end of August 31, 2020, to adopt effective and efficient measures against the next wave of COVID-19 transmission and utilize the findings for proposals to the national government and for preparations against new infectious diseases. Prior to an upcoming general verification process, this document, compiled as a first report at this point in time, describes the measures that the prefectural government has adopted so far.

## 1. Organizational structure for the analysis and verification

The analysis and verification started in late June 2020 by the Anti-COVID-19 Headquarters' Emergency Response Team (headed by Vice Governor Kanazawa, and comprising from the directors-general of related bureaus, etc.).

## 2. Structure of the full analysis and verification report

Chapter 1: Overview

Chapter 2: Status of COVID-19 cases

Chapter 3: Analysis and verification of COVID-19 control measures (in 15 major items)

- (1) Verification of infection sources and routes
- (2) System for providing medical care
- (3) Testing system
- (4) Response system at public health centers
- (5) Response system at the headquarters
- (6) Schools and other institutions
- (7) Prefectural facilities, including community education facilities
- (8) Social welfare facilities
- (9) Restrictions on social activities
- (10) Coordination with the Union of Kansai Governments and other prefectures
- (11) Business activity support
- (12) Civic life support
- (13) Public relations
- (14) Sustenance of administrative functions
- (15) National budgetary measures

Chapter 4: Basic direction of subsequent measures

## 3. Features of major measures and lessons learned from them

### (Summary)

The Hyogo prefectural government formulated a policy on overall responses to the COVID-19 pandemic and requested citizens to stay at home and businesses to suspend their operations while facilitating collaboration between medical institutions and sharing information with the ordinance-designated and core cities and other municipalities from the early stage of the pandemic. As a result, the number of newly confirmed COVID-19 cases in the prefecture declined, and the state of emergency for the prefecture was lifted on May 21, 2020, partly because of improvements in the medical care and testing systems. Amid the prefectural government's efforts to further improve and enhance the medical care and testing systems, COVID-19 infection spread again mainly among young people from mid-July, with a seven-day moving average over the past week of newly confirmed COVID-19 cases exceeding 40 per day and Hyogo Prefecture reaching -Infection Expanding (2) Phase, the highest of the five COVID-19 transmission levels defined by the prefectural government. With the prefectural government's repeated requests for citizens to stay at home according to the phase, the number of new cases reached the peak on August 8 and Hyogo Prefecture returned to the Infection Alert Phase, the second lowest of the five levels, on September 1 and has remained in the phase for nearly two months.

From now on, in addition to the early detection of the COVID-19 cases and the prevention of the secondary and tertiary transmission of the disease, the Hyogo prefectural government will implement targeted measures to request citizens to stay at home and restrict their own activities while both preventing the spread of the disease and enabling social and economic activities at the same time.

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Division in charge of report preparation	Disaster Management Project Planning Division, Civil Policy Planning & Administration Department

## (1) 10 features of major measures

<p><b>1. Comprehensive measures based on the response policy</b> The prefectural government monitored and analyzed the situation and formulated a policy on overall responses to various challenges caused by the pandemic, including building medical care and testing systems, deciding on the closure and reopening of schools, community education facilities, parks, etc., requesting citizens to stay at home and avoid holding events, preventing infection at social welfare and other facilities, and supporting business activities. The prefectural government thus gave a clear overall picture of measures against the COVID-19 pandemic and revised the policy according to changes in the situation.</p>
<p><b>2. Building a responsive medical-care system according to the phase</b> The prefectural government built an agile medical care system according to the phase in consideration of general medical care by securing 663 beds for COVID-19 inpatients, including 110 beds for seriously ill patients, and a maximum of about 700 rooms for recuperation and other means.</p>
<p><b>3. Securing beds by building a hospital network</b> (1) The prefectural government designated the Hyogo Prefectural Kakogawa Medical Center as the core hospital for COVID-19, and Kobe City Medical Center General Hospital, and the Hyogo Prefectural Amagasaki General Medical Center as specified hospitals for severe cases of COVID-19, where the prefectural government facilitated measures for severely ill COVID-19 patients. (2) Public, university, and private hospitals arranged the division of roles among them and built a hospital network to secure beds and admit COVID-19 patients smoothly.</p>
<p><b>4. Strictly ensuring that all COVID-19 patients are hospitalized in principle</b> (1) Hotels and other facilities were successively made available for mild COVID-19 cases' recuperation in residence. (2) The prefectural government established a system for hospitalizing all those testing positive in principle, and shifting them to recuperation in residence based on doctors' judgments.</p>
<p><b>5. Establishing and operating a Hospitalization Coordination Center early</b> (1) The prefectural government established a COVID-19 Hospitalization Coordination Center (CCC-hyogo), the first of its kind in Japan. (2) The prefectural government added unique functions to the Emergency Medical Information System (EMIS) to share information about COVID-19 cases and beds for them and manage the information in an integrated way. Using the information, the prefectural government negotiated with medical institutions to secure beds for COVID-19 inpatients and arranged with recuperation-in-residence facilities for inpatients' moves to them.</p>
<p><b>6. Providing medical supplies and equipment and keeping their stocks for a long period</b> (1) The prefectural government provided medical institutions with the medical supplies and equipment that it had bought in bulk, the national government had provided, and private and other parties had donated. Medical institutions, by their own efforts, also kept sufficient stocks of those supplies and equipment to meet the needs of about three months, while the prefectural government kept sufficient stocks to meet the needs of about six months in place of medical institutions. (2) The prefectural government secured and provided medical supplies, including masks, through mutual aid with overseas counterparts (such as Guangdong and Hainan Provinces).</p>
<p><b>7. Establishing a support scheme to help welfare facilities for the elderly and for people with disabilities to continue their operations</b> The Hyogo prefectural government was the first in Japan to establish a support scheme to send support staff to such facilities and provide hygiene and other supplies in cooperation with related organizations in order to enable those facilities to deal with a staff shortage due to the occurrence of COVID-19 cases.</p>
<p><b>8. Constructing a scenario for restricting social activities according to the phase</b> In anticipation of an increase in COVID-19 cases, the prefectural government constructed and enacted a scenario for gradually tightening restrictions on social activities according to the phase.</p>
<p><b>9. Supporting business activities through a wide choice of programs, including loans and subsidies</b> The prefectural government offered businesses a choice of six programs for financing different kinds of expenses to provide them with fuller financial support for business continuity. The prefectural government also prepared abundant funds and sped up the loan application screening process in collaboration with financial institutions and credit guarantee corporations. In addition, the prefectural government granted subsidies to businesses affected by requests for the suspension of operation and other factors and helped them adopt COVID-19 control and other measures in preparation for resuming their operation.</p>
<p><b>10. Enhancing the effects of information sharing through the governor's messages</b> The prefectural government enhanced the effects of its information sharing by holding the governor's press conferences immediately after Anti-COVID-19 Headquarters meetings and by delivering the governor's messages to clearly inform local citizens and businesses about especially important matters.</p>

**(2) Major lessons**

<p><b>1. Medical-care and testing systems</b></p> <p>(1) <b>Securing a medical-care system that can address infectious diseases</b> Getting well prepared to respond quickly to the spread of infectious diseases requires local medical institutions to deliberate on division of roles and build a responsive personnel system and other systems, including a system for securing beds, according to the phase of disease transmission.</p> <p>(2) <b>Building and enhancing a PCR testing system</b> In anticipation of the simultaneous spread of COVID-19 and influenza, it is necessary to build a testing system by positively utilizing tests conducted at medical institutions admitting outpatients with COVID-19-like symptoms (including PCR tests, rapid tests, and antigen tests) and outsourced tests conducted by private testing organizations.</p> <p>(3) <b>Conducting effective active epidemiological surveillance</b> It is necessary to analyze data mainly on COVID-19 cases collected through active epidemiological surveillance at public health centers, infer sources of infection, and adopt effective measures to prevent secondary transmission of the disease.</p> <p>(4) <b>Ensuring, providing and storing medical supplies</b> Since it is sometimes difficult to ensure supplies, providing medical institutions and other facilities with necessary medical supplies requires the prefectural government to ensure and store a certain amount of supplies even in ordinary times.</p>
<p><b>2. Restrictions on social activities</b></p> <p>(1) <b>Submitting timely and appropriate requests</b> When requests to stay at home and to suspend business operations are submitted, it is necessary to clarify whom the requests are addressed to and what content they deliver by following the basic principle that COVID-19 countermeasures must be focused on controlling the infectious disease and, at the same time, targeted at areas with high risks in full consideration of impacts on social and economic activities.</p> <p>(2) <b>Supporting businesses that comply with requests to suspend their operation</b> It is necessary to pay full consideration to the way of deciding on what kinds of businesses have to or do not have to be requested to suspend their operation, information sharing with nearby prefectures, and other matters in order to ensure that the request system is based on the realities of business operations and persuasive for businesses.</p> <p>(3) <b>Helping nursery schools, social welfare facilities, etc. to continue their operation</b> In anticipation of a staff shortage due to the occurrence of COVID-19 cases at such facilities, it is necessary to build a support system whereby those facilities will be able to send support staff to each other.</p> <p>(4) <b>Formulating regulatory rules on educational activities according to the status of disease transmission</b> It is necessary to devise measures for each school to respond to the occurrence of COVID-19 cases while continuing educational activities as much as possible. If wide-area responses are needed, such measures for prefectural schools should be devised in the unit of school district, while measures for municipal schools should be devised in the unit of municipality and District Administration Office/Center, respectively.</p>
<p><b>3. Public relations measures</b></p> <p>(1) <b>Appropriate information sharing</b> COVID-19 control measures, including avoidance of the three Cs (closed spaces, crowded places, and close-contact settings) and stay at home, can produce their effects only with understanding and cooperation among citizens. Therefore, it is necessary to share information in a timely and appropriate manner.</p> <p>(2) <b>Information sharing by taking advantage of the characteristics of PR media</b> It is necessary to adopt effective public relations measures using various media in order to share information with a wide range of citizens in a straightforward manner and to more promptly respond to the ever-changing situation. Since some kinds of media have strong PR effects, the prefectural government should devise effective methods of deepening citizens' understanding of its measures using such media.</p>

<p><b>4. Every citizen's accurate understanding of infectious diseases and appropriate behavior</b></p> <p>(1) <b>Fostering public awareness of the importance of protecting one's own health</b> Protecting one's own life and health while both preventing the further spread of infection and maintaining social and economic activities at the same time necessitates appropriate behavior based on an accurate understanding. Since modifying their behavior may impose a heavy burden on citizens, it is necessary to give them a clear and thorough explanation of the need to do so.</p> <p>(2) <b>Enhancing measures to prevent human rights violations</b> It is necessary to enhance countermeasures against defamation and discrimination against infected people, medical professionals, and their family members, malicious posts about them on the internet, and other acts of human rights violation by collecting information about such cases, sharing the information with related organizations, and improving awareness-raising measures targeting citizens.</p>
<p><b>5. System for the prefectural government's responses</b></p> <p>(1) <b>Strengthening the Anti-COVID-19 Headquarters' functions</b> Even while the number of confirmed COVID-19 cases in the prefecture is still limited, the prefectural government should operate the headquarters under a clear system and take proactive overall responses. It is also important to reorganize or enhance the headquarters in prompt response to ever-changing challenges in parallel with changes in the situation and to build a support system based on cooperation throughout the prefectural government.</p> <p>(2) <b>Maintaining administrative functions</b> In anticipation that supply procurement will be difficult for several months amid the spread of infection, it is necessary to keep stocks of infection control supplies, including alcohol-based hand disinfectant, and to improve the ICT environment in order to utilize remote communication more effectively.</p>

**(3) Basic direction of subsequent measures**

<p><b>1. Detecting COVID-19 cases, close contacts, and those related to them as early as possible and preventing secondary and tertiary transmission of the disease</b></p> <p>(1) Ensuring a responsive medical-care system according to the phase</p> <p>(2) Strengthening the testing system by enhancing regional outpatient and testing centers and utilizing private testing organizations</p> <p>(3) Enhancing the system for active epidemiological surveillance</p>
<p><b>2. Both preventing the further spread of infection and maintaining social and economic activities at the same time</b></p> <p>(1) Promoting the "Hyogo Style," which includes avoiding the three Cs, maintaining physical distance, and wearing a mask</p> <p>(2) Instructing citizens to adopt thorough COVID-19 control measures based on the guidelines and encouraging businesses to display the COVID-19 Control Declaration poster</p> <p>(3) Encouraging citizens to register on the Hyogo new coronavirus tracing system</p>
<p><b>3. Implementing targeted measures according to the status of disease transmission, instead of regulating all activities</b></p> <p>(1) Instructing citizens to avoid using high-infection-risk facilities where no COVID-19 control measures are adopted</p> <p>(2) Deciding on areas or facilities to which requests to suspend operation should be submitted</p> <p>(3) Ensuring that appropriate measures to prevent in-house infection are adopted at facilities for the elderly and other people</p>

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