Pandemic Influenza Preparedness Action Plan of the Japanese Government

November, 2005
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* Expression of phases in the present action plan:
  To simplify description, ‘A’ represents ‘No outbreak in Japan’, and ‘B’ does ‘Outbreak in Japan’.
  (e.g. ‘Phase 2A’ represents ‘No outbreak in Japan’ in WHO Phase 2.)
Pandemic Influenza Preparedness
Action Plan

<General Statement>
**Background**

A new virus whose surface antigen is totally different from those causing epidemics every year has caused the onsets of new influenza at 10 - 40 year intervals. Since most people have no immunity to a new virus, it expands to global pandemic, causing huge health hazard accompanied by social effects.

In the 20th century, the outbreak of Spanish flu in 1918 was the most major one, causing estimated 40 million deaths around the world including 390 thousands in Japan. Other major outbreaks include Asian flu in 1957 and Hong Kong flu in 1968. The records suggest various socioeconomic turmoil such as the decline of health care services.

Highly pathogenic avian influenza (A/H5N1) epidemics, some associated with fatal human cases have recently occurred mainly in South-Eastern Asia (62 deaths among 122 human cases between December 2003 to October 2005) and very recently in Europe. Thus, the epidemic is expanding, and there is increasing risk of emergence of a new pathogenic avian influenza virus that has acquired capacity of human-human spread.

Global efforts against new influenza include influenza pandemic measures conducted by World Health Organization (WHO) in coordination with 4 WHO influenza collaborating centers around the world (Japan, US, UK, and Australia). In May 2005, WHO published ‘WHO Global Influenza Preparedness Plan’. Member states have been developing action plans to protect their own citizens based on the Plan.

On the other hand, in Japan, ‘Ministry of Health, Labour and Welfare established a Review Subcommittee on Measures against New Influenza’ in October 2003. The subcommittee compiled ‘Report of measures against new influenza’ in August 2004. After the commencement of the discussion, in response to the intimidating situation caused by the onsets of highly pathogenic avian influenza (A/H5N1) (Yamaguchi, Oita, and Kyoto), the government developed ‘Emergency comprehensive measures against avian influenza’ in March 2004, while revisions of the Law for prevention of infectious diseases of domestic animals (Law No.166, 1951) including promotion of early reports and compensation for farmers in areas of movement restriction were implemented. In November 2004, ‘Highly pathogenic avian influenza epidemic prevention manual’ (Notice from Director-General of Food Safety and Consumer Affairs Bureau, Ministry of Agriculture, Forestry an Fisheries in September 2003) was reviewed to develop guidelines for prevention of specific infectious diseases of domestic animals concerning highly pathogenic avian influenza based on the Law for prevention of infectious diseases of domestic animals.

Moreover, based on proposals suggested in ‘Report for measures against new influenza’, ‘Basic guidelines for comprehensive promotion of prevention of infectious diseases’ (Announcement No.115 from Ministry of Health and welfare in 1999) established under the Law concerning the Prevention of Infectious Diseases and Medical Care for Patients of Infections (Law No.114 in 1998, hereinafter referred to as ‘Infectious Diseases Law’) etc. were revised to promote the measures by incorporating provisions concerning the development of vaccines and stockpile of Antiviral drugs etc.
Thus, measures have been taken step by step in Japan. In response to increasing risk of emergence of a new influenza virus, however, it was determined to develop ‘Pandemic Influenza Preparedness Action Plan’ in compliance with ‘WHO Global Influenza Preparedness Plan’ to take prompt and reliable measures.

### Estimation of epidemic scale

Since epidemic scale of new influenza depends on pathogenicity and infectivity of a new influenza virus, it is difficult to estimate epidemic scale accurately at the present time. The present Plan assumed it based on a health hazard example projected by the Review subcommittee on measures against new influenza.

Estimation model of US Centers for Disease Control (hereinafter referred to as CDC)(FluAid 2.0 by Meltzer et al. July 2000) was used for the assessment of new influenza epidemics/pandemics in Japan. It was estimated that, if 25% of the Japanese population are infected by the virus, 13 to 25 million (median approx. 17 million) will visit medical facilities.

Using the upper limit, 25 million, the numbers of moderate and severe cases of new influenza were estimated, based on the classification of Asian flu etc. as moderate (fatality: 0.53%), and Spanish flu as severe (fatality: 2%). Based on the fatality for moderate and severe cases, the upper limits of inpatients and deaths were estimated 530 thousands and 170 thousands respectively for moderate cases, while 2 million and 640 thousands for severe cases. It should be noted that effects (effectiveness) of factors such as intervention with new influenza vaccines or Antiviral drugs and sanitation conditions in Japan are not taken into consideration in these estimates.

Assuming that 25% of the whole population are infected and epidemic lasts 8 weeks, the maximum daily number of inpatients is estimated 101 thousands (5 weeks from the outbreak) for moderate cases. The number is speculated to increase for severe cases.
Fundamental principles for countermeasures

• Basic policy

It is difficult to prospect accurately when new influenza occurs, and it is impossible to prevent the emergence of a new virus. In this era of dynamic global movement of people and goods, invasion of new influenza seems to be unavoidable once it occurs somewhere in the world.

It is considered that the onset of new influenza can be delayed by taking appropriate preventive measures against the spread of avian influenza.

Thus, the purpose of measures against new influenza is to avoid socioeconomic collapse by preventing the onset of new influenza as far as possible through promoting collaboration with domestic animal sanitation divisions, by containing it at the early stage by public health intervention, as well as by minimizing the spread of infection and health hazard in pandemic period.

For the purpose, the national action plan should be established for each WHO phase concerning the outbreak of new influenza in advance, based on situations expected at the time of outbreak and epidemic. In addition, the action plan should be disseminated to the relevant parties in advance to enable prompt and appropriate behavior. Equipment and materials required for measures in each phase should be prepared in implementing preparedness plans developed in advance. Since the present action plan is one for measures against new influenza in Japan, it is essential for prefectures to take necessary measures against new influenza depending on local situation, taking into the national action plan.

The present action plan shows the concrete policies of the government, and specific responses shall be taken based on various guidelines, manuals etc.

Since pandemic of new influenza is speculated to deviate from the estimation, the action plan, guidelines, manuals etc. shall be revised as necessary.
# Scheme to promote measures

Efforts by the government based on roles of relevant government bodies in promoting measures against new influenza are described below:

## 1. Efforts by the government

### A) Government

- Joint efforts by the whole government bodies shall be made through the framework of ‘Inter-ministerial Avian Influenza Committee’ to take measures against new influenza.
- The individual government bodies shall discuss measures in case of the outbreak of new influenza in advance to promote comprehensive measures depending on epidemic situations.

### B) Ministry of Health, Labour and Welfare

- Headquarters for Pandemic Influenza Counter-measures consisting of relevant divisions shall be established to develop concrete action plans for measures against new influenza as well as to promote comprehensive measures such as understanding of the outbreak trend of new influenza, prevention and treatment depending on epidemic situations.
- In addition, ‘Expert Committee on New Influenza’ consisting of experts in 5 areas ‘surveillance’, ‘prevention and containment’, ‘medical response’, ‘risk communication’ and ‘international response’ shall be organized to enhance measures.

## 2. Coordination by local governments

- In order to promote measures against new influenza and to take measures in pandemic, request coordination in taking necessary measures depending on local conditions such as establishment of headquarters for measures at prefecture levels and development of specific action plans.

## 3. Coordination by relevant organizations

- In order to minimize the spread of infection and health hazard in pandemic, as well as to avoid socioeconomic collapse, seek coordination from relevant organizations (health care workers, medical institutions, social welfare facilities, public transportation, mass media, corporations etc.).

## 4. Coordination from citizens etc.

- Citizens shall have correct knowledge on new influenza etc. and pay attentions to prevent it. Also, full attention should be paid to protect human rights of patients with new influenza.
Since measures against new influenza depend on situations of the outbreak etc., response policies should be established based on assumptions in peacetime in order to take swift and appropriate responses according to the situations.

The above-mentioned ‘WHO Global Influenza Preparedness Plan’ describes responses for 6 phases from the inter-pandemic period to the pandemic. Also in Japan, it was determined to develop pandemic action plans both for ‘No outbreak in Japan’ and ‘Outbreak in Japan’ by phase defined by WHO.

Chief of Headquarters for Pandemic Influenza Counter-measures shall determine the stage in Japan in conjunction with rise and reduction declared by WHO. For detailed responses, the action plan for each stage in Japan shall be implemented. As of November 14, 2005, WHO designated current situation as phase 3. Accordingly, for the time being, responses for phase 3A (phase 3, No outbreak in Japan) and above described in the present action plan shall be taken.

### WHO Phase 1

<table>
<thead>
<tr>
<th>Definition:</th>
<th>No new influenza virus subtypes have been detected in humans. Although an influenza virus subtype that has caused human infection or disease presents in animals is present, the risk of human infection or disease is considered to be low.</th>
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<td>Objectives:</td>
<td>Although no influenza virus subtypes that may cause human infection or disease present, strengthen influenza pandemic preparedness at national level.</td>
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### WHO Phase 2

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<thead>
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<th>Definition:</th>
<th>No new influenza virus subtypes have been detected in humans. However, a circulating animal influenza virus subtype poses a substantial risk of human disease.</th>
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<td>Objectives:</td>
<td>Since influenza virus subtypes that are likely to cause human infection or disease present in animals, minimize the risk of transmission to humans. Establish the system to ensure prompt detection and report of such transmission.</td>
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### WHO Phase 3

**Definition:**
Human infection(s) with a new subtype, but no human-to-human spread, or at most rare instance of spread to a close contact (such as family members).

**Objectives:**
Taking existing human infection into consideration, ensure rapid characterization of the new virus subtype, and early detection, notification and response to additional cases.

### WHO Phase 4

**Definition:**
Small cluster(s) with limited human-to-human transmission but spread is highly localized, suggesting that the virus is not well adapted to humans.

**Objectives:**
Contain the new virus within limited foci or delay spread to gain time to implement preparedness measures, including vaccines development.

### WHO Phase 5

**Definition:**
Larger cluster(s) but human-to-human spread still localized, suggesting that the virus is becoming increasingly better adapted to humans, but may not yet be fully transmissible (substantial pandemic risk).

**Objectives:**
Maximize efforts to contain or delay spread, to possibly avert a pandemic, and to gain time to implement pandemic response measures.
### WHO Phase 6

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<td>Pandemic phase: Increased and sustained transmission in general population.</td>
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<td>Remission period: An interpandemic period followed by the next pandemic (second wave).</td>
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<td>Second wave: Next pandemic period</td>
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<th>Objectives:</th>
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<td>Minimize the impact of the pandemic to maintain social function. During the remission period, assessment and review of the past measures in preparation for the next pandemic (second wave).</td>
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### WHO Post-pandemic Period (Recovery Phase)

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<th>Objectives:</th>
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<td>De-escalation of the measures.</td>
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<td>Evaluate the past measures and review the action plan, as well as implement measures in preparation for the next epidemic.</td>
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* Expression of phases in the present action plan:
  To simplify description, ‘A’ represents ‘No outbreak in Japan’, and ‘B’ does ‘Outbreak in Japan’.
  (e.g. ‘Phase 2A’ represents ‘No outbreak in Japan’ in WHO Phase 2, and ‘Phase 2B’ does ‘Outbreak in Japan’ in WHO Phase 2.)
**Major 5 categories of the Action Plan**

In the Japanese Action Plan, the objectives and actions have been developed for the following 5 action categories: (1) planning and coordination; (2) surveillance; (3) prevention and containment; (4) medical response; and (5) risk communication, based on comprehensive objectives for member states suggested by WHO. Details in each category are described below.

**1. Planning and coordination**

The objectives of measures against new influenza is minimizing health hazard in pandemic as well as risk control to maintain social activities by preventing collapse of social functions. In order to ensure rapid and appropriate risk control, the action plan for each phase should be developed in advance and communicated broadly to the relevant parties.

Since it is said that new influenza is caused by mutation following re-assembly of an avian influenza virus and human influenza virus, close collaboration between public health divisions and domestic animal health divisions is essential in particular. Furthermore, joint efforts by the whole government bodies are required to maintain social functions in pandemic.

For the purpose, joint efforts should be promoted by enhancing recognition sharing by the relevant government bodies and securing their coordination through the framework of ‘Inter-ministerial Avian Influenza Committee’.

For Ministry of Health, Labour and Welfare, Headquarters for Pandemic Influenza Counter-measures chaired by Minister of Health, Labour and Welfare shall develop the Pandemic Influenza Preparedness Action Plan of the Japanese Government as well as take necessary measures to promote the full implementation of the Action Plan depending on phases.

In addition, exchange of information on the outbreak situations of highly pathogenic avian influenza etc. shall be enhanced and expert teams shall be organized and deployed in response to requests from international agencies or nations where influenza is observed in order to strengthen international cooperation.
(2) Surveillance

It is important to establish a surveillance system to obtain domestic and foreign information promptly in order to establish a national system in preparation for the new influenza epidemic enabling early detection of the outbreak.

At the national level, continuous monitoring shall be maintained by implementing trend survey on the outbreak of infectious diseases, pathogen surveillance to study virus subtypes, surveillance of highly pathogenic avian influenza in poultry flocks, and pathogen surveillance of influenza virus in swine. According to the advancement of WHO phases, the surveillance system shall be enhanced by implementing cluster surveillance for early detection of cluster(s) in which infection occurs and syndrome surveillance for early detection of abnormal disease situations.

For foreign status, necessary information shall be obtained through Flu Net, the international network on influenza surveillance operated mainly by WHO and the OIE Early Warning System.
Measures for prevention of the outbreak of new influenza and prevention and containment of the spread are essential to minimize health hazard as well as to avoid socioeconomic collapse. For the purpose, early measures commenced at the time of the outbreak of highly pathogenic avian influenza that is likely to mutate into new influenza are required.

Accordingly, measures to ensure prevention of the outbreak of highly pathogenic avian influenza include termination of import of birds from nations or regions where infection occurs, confirmation of sanitary certificates issued by exporting countries for exported birds, alert to travelers to nations and regions where highly pathogenic avian influenza occurs, and sanitary control at farm levels (such as disinfection of humans and vehicles and measures to prevent invasion of wild birds). In addition, containment measures to localize the spread (including disposal of affected animals and movement restriction of poultry flocks in the surrounding farms) if highly pathogenic avian influenza occurs in Japan.

In order to prevent new influenza, preventive measures at a personal level such as implementing basic preventive measures against infectious diseases including gargling, washing hands and wearing masks, and avoiding contact with infected patients should be ensured, while travel information to the affected regions will be issued and strengthening of inspection for detection of infection should be conducted when new influenza is observed abroad.

Furthermore, in order to prevent and contain the spread, quarantine of patients, survey on those who have had contact with patients, and administration of Antiviral drugs to such persons shall be considered, while restraint of social activities of citizens (e.g. order of self-restraint of meetings or gatherings, and recommendation of absence and medical check to those with new influenza like symptoms) shall be implemented as necessary.

Although safe and effective vaccines is expected to have enormous effects on prevention of human infection, a new influenza vaccines has not yet been available clinically. Therefore, the relevant parties should share the common target of developing and obtaining manufacturing and marketing approval of mock-up (proto-type) vaccines, and take necessary procedures in preparation for the commencement of manufacturing immediately after the outbreak of new influenza.
(4) Medical response

Based on the estimated maximum daily inpatients of 101 thousands in moderate pandemic of new influenza, and expected more outpatients, preparedness plans should be developed to provide effective and efficient medical care with limited medical resources (such as the number of beds). Furthermore, since more inpatients are expected when pathogenicity of new influenza is severe, medical system in response to such a situation should be considered in advance.

Diagnosis and treatment of new influenza shall be established and disseminated to medical institutions for ensuring early treatment. At the same time, measures to prevent secondary infection shall be taken, such as avoidance of contact by patients with other diseases with suspected new influenza patients, health control of health care workers, and preventive measures against in-hospital infection by preventive administration of anti-influenza agent or vaccination to health care workers having had contact with patient.

Since hospitalization is effective for treatment and containment in the early stage of new influenza in Japan (Phase 4B and 5B), suspected new influenza patients meeting with case standards shall be hospitalized in medical institutions designated for infectious diseases, and plans to use negative pressure beds such as beds for infectious diseases and pneumonia shall be developed.

Since the number of patients is expected to increase in phase 6B (Outbreak in Japan), plans for utilization of medical institutions or large-scale facilities other than medical institutions designated for infectious diseases as a facility to accept patients should be discussed.

Since Antiviral drugs should be stockpiled in order to maintain social functions, and they are used also for regular influenza, the critical shortage of the supply possibly occurs in new influenza pandemic if it is not used correctly. The government should develop stockpile plans and procedures for correct use of the agent (e.g. the administration priority of Antiviral drugs) to make the relevant parties understand.
(5) Risk communication

Although no outbreak of new influenza is reported now, information of the outbreak of avian influenza or human infection of avian influenza is one of important information suggesting the outbreak of new influenza. A system should be established to collect such information provided by nations where infection occurs or international organizations (WHO, OIE, FAO etc.) and to share it by the relevant parties.

While collected information should be provided to general population from the viewpoint of prevention of infection and spread of new influenza, it should be treated carefully from the viewpoint of prevention of panic. Ministry of Health, Labour and Welfare designated a spokesperson in order to integrate information source, and to provide regularly information on domestic and foreign situation of the outbreak and responses according to the epidemic phases. Since media through which information is provided and the details are considered to vary, understandable information through multiple media shall be provided.
Pandemic Influenza Preparedness Action Plan

<Specific Statement>
Phase I

(Although no new influenza subtypes have been detected in humans, an influenza virus subtype causing human infection has been detected in animals)

[Inter-ministerial coordination]

- Enhance recognition sharing among the relevant government bodies through the framework of ‘Inter-ministerial Avian Influenza Committee’ (relevant government bodies)

[Information collection]

  - Sources of information
    - World Health Organization (WHO), Office International des Epizooties (OIE), and UN Food and Agriculture Organization (FAO)
    - National Institute of Infectious Diseases: WHO Influenza Collaboration Center
    - National Institute of Animal Health
    - Hokkaido University: OIE Reference Laboratory
    - Government establishments abroad
- Develop and review various guidelines (Ministry of Health, Labour and Welfare, and government bodies)

[International collaboration (cooperation and harmonization)]

- Acceptance of trainees, dispatch of experts, and field training to foster researchers, health care workers, animal health experts, and health officials abroad. (Ministry of Foreign Affairs, Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, and relevant government bodies)

Surveillance

- For annual human influenza epidemic (type 5 infectious disease), correctly understand the weekly outbreak trend in about 5000 medical institutions (institutions designated for notification). In 500 institutions, 10% of them implement pathogen surveillance on a virus subtype etc. (Ministry of Health, Labour and Welfare)
- Grasp the number of influenza related deaths in the influenza epidemic period (Ministry of Health, Labour and Welfare)
- Implement influenza surveillance among poultry, swine etc. (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)
- Investigate whether birds migrating to Japan possess highly pathogenic influenza virus or not (Ministry of the Environment)
- Cooperate for strengthening of surveillance system of individual nations (Ministry of Foreign Affairs, and relevant government bodies)
**Phase I**

**Prevention and containment**

[Preventive measures against highly pathogenic avian influenza in poultry]
- Discuss preventive measures in the poultry diseases subcommittee, as well as develop guidelines for prevention of specific infectious diseases of domestic animals concerning highly pathogenic avian influenza and take measures (Ministry of Agriculture, Forestry and Fisheries)
- Implement practices for infectious disease prevention to take prompt measures in emergency in coordination with prefectures and relevant organizations (Ministry of Agriculture, Forestry, and Fisheries)
- Establish the scheme to understand the situation of production, distribution, storing etc. of resources required as preventive measures (e.g. influenza rapid diagnosis kit and mask) and sanitary resources for which demand among general population is expected to increase rapidly (e.g. sterilization agent and mask) (Ministry of Agriculture, Forestry, and Fisheries and Ministry of Health, Labour and Welfare)
- Reserve vaccines for urgent injection to poultry in preparation for difficulties in implementing prompt measures to prevent the spread in rapid expansion of highly pathogenic avian influenza (Ministry of Agriculture, Forestry and Fisheries)
- Cooperate for containment measures in nations where infection occurs (Ministry of Foreign Affairs and relevant government bodies)

**Antiviral drugs**

[Collection, organization and analysis of scientific findings]
- Conduct studies on the effectiveness of existing Antiviral drugs, and drug tolerance of viruses (Ministry of Health, Labour and Welfare)
- Evaluate the safety of existing anti-influenza virus (Ministry of Health, Labour and Welfare)
- Ensure medical institutions to understand correct use of influenza rapid diagnosis kit and Antiviral drugs (Ministry of Health, Labour and Welfare)

[Securing the distribution system in pandemic]
- Confirm the distribution situation of Antiviral drugs, and establish a system to ensure effective supply (Ministry of Health, Labour and Welfare)
Phase I

Vaccines

[Promotion of technical development]

- Promote the development of vaccines effective to new influenza and fundamental technologies to develop vaccines (Ministry of Health, Labour and Welfare)
- Provide information on vaccination for influenza epidemic in winter season of every year (Ministry of Health, Labour and Welfare)
- Review the possibility of the development and introduction of necessary technology concerning new methods for rapid administration in increasing demand of vaccination (Ministry of Health, Labour and Welfare)
- Establish a system to create a strain for manufacturing vaccines and supply it to manufacturers through coordination among the government, national research institutes, and manufacturers (Ministry of Health, Labour and Welfare)
- Promote the development of technologies to increase the number of vaccinated subjects such as agent for which higher effectiveness is expected with the reduced amount of vaccines antigens as well as to promote productivity by developing proliferative virus (Ministry of Health, Labour and Welfare)

[Development of basic principles regarding a vaccination system]

- Establish a framework for cooperation and coordination between the government bodies and local governments, and prepare for vaccination (Ministry of Health, Labour and Welfare)

[Vaccination system] (Ministry of Health, Labour and Welfare)

- Development of basic plans for vaccination (structure of operating organizations, vaccination sites (working places, residential areas etc.), estimation of the number of necessary facilities and staff, and plans for distribution, storing and security of vaccines)
- Discussion on standards for selection of medical institutions and facilities for vaccination
- Discussion on establishment of personnel registration system by job category and local area
- Confirmation of group vaccination related equipment, understanding of manufacturing conditions, and discussion on the possibility of increased productivity
- Discussion on recovery, storing and disposal of used vaccination devices, and on methods for evaluation and strengthening of current capabilities

[International collaboration (cooperation and harmonization)]

- Promote information exchange with nations where animal influenza epidemic is observed (Ministry of Health, Labour and Welfare)
- Cooperate in developing common indicators for monitoring of the effectiveness and safety of vaccines through WHO etc. (Ministry of Health, Labour and Welfare)
\textbf{Medical response}

- Request prefectures to organize medical institutions designated for infectious diseases
  (Ministry of Health, Labour and Welfare)

\textbf{Risk communication}

- Organize media and organizations available for information provision among domestic networks etc.
  (Ministry of Health, Labour and Welfare and Ministry of Agriculture, Forestry and Fisheries)
  - Public service announcement
  - Website and media operated by relevant organizations
  - Affiliated organizations: Medical associations, academic societies, veterinary medical association etc.

- Share domestic and foreign information ((Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, and Ministry of Foreign Affairs)
  - Sources of information
    - WHO, OIE, FAO, and other international organizations
    - Government establishments abroad
Although no new influenza virus subtypes have been detected in humans, a virus subtype posing a substantial risk of human infection has been detected in animals --- Not outbreak in Japan--

*Continue and strengthen measures in phase 1

### Planning and coordination

**[Inter-ministerial coordination]**
- Enhance recognition sharing among the relevant government bodies through the framework of ‘Inter-ministerial Avian Influenza Committee’ (relevant government bodies)

**[Information collection] (WHO/OIE/FAO, bilateral)**
- Cooperate in analysis and collection of information on highly pathogenic avian influenza in nations or regions where infection occurs (OIE reference laboratory etc.)(Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)

**[Promotion of research activities]**
- Expand research activities including international collaboration (Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, and Ministry of the Environment)

**[International collaboration (cooperation and harmonization)]**
- Acceptance of trainees, dispatch of experts, and field training to foster researchers, health care workers, animal health experts, and health officials abroad. (Ministry of Foreign Affairs, Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, and relevant government bodies)

### Surveillance

- Implement influenza surveillance among poultry, swine etc. (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)
- Ensure early detection and report of abnormal poultry from poultry farmers etc. (Ministry of Agriculture, Forestry and Fisheries)
- Understand the whole number of human infection of highly pathogenic avian influenza (type 4 infectious disease) by reports from doctors (Ministry of Health, Labour and Welfare)
- Investigate whether birds migrating to Japan and wild birds possess highly pathogenic influenza virus or not (Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, and Ministry of the Environment)
Phase 2A
—No outbreak in Japan—

**Prevention and containment**

**[Measures for immigration]**

- Alert oversees travelers to the outbreak of highly pathogenic avian influenza abroad and prevention of infection (self-restraint from entry to chicken farms or living bird markets) (Ministry of Health, Labour and Welfare)
- Implement sterilization of shoe soles of returnees who visited chicken farms in nations or regions where infection occurs, and disinfection of vehicles entering from neighboring countries where infection occurs (Ministry of Agriculture, Forestry and Fisheries)
- Alert the prevention of infection and instruct the responses when infection is suspected to the Japanese nationals residing in countries experiencing highly pathogenic avian influenza infection (Ministry of Foreign Affairs)

**[Preventive measures against highly pathogenic avian influenza in poultry]**

- Ensure sanitary control such as disinfection of humans and vehicles at farm levels and prevention of invasion of wild birds to prevent the outbreak among domestic poultry flocks (Ministry of Agriculture, Forestry and Fisheries)
- Implement practices for infectious disease prevention to take prompt measures in emergency in coordination with prefectures and relevant organizations (Ministry of Agriculture, Forestry, and Fisheries)
- Reserve vaccines for urgent injection to poultry in preparation for difficulties in implementing prompt measures to prevent the spread in rapid expansion of highly pathogenic avian influenza (Ministry of Agriculture, Forestry and Fisheries)
- Ensure avoidance of contact with wild birds among those who raise poultry including schools and homes (Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare and Ministry of Agriculture, Forestry and Fisheries)

**[Measures against imported animals]**

- Terminate import of living birds and poultry meat etc. from nations or regions where highly pathogenic avian influenza infection occurs (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)
- Confirm proofs showing no infection with highly pathogenic avian influenza etc. by sanitary certificates issued by exporting countries for birds and poultry meat imported from nations and regions qualified for export, and prevent invasion of affected poultry and poultry meat by implementing inspection (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)
Phase 2A

—No outbreak in Japan—

### Antiviral drugs

**[Collection, organization and analysis of scientific findings]**

- Collect information from WHO, international organizations, relevant countries, academic journals etc. on the effectiveness of Antiviral drugs circulating in Japan and drug tolerance to Antiviral drugs for existing subtypes (Ministry of Health, Labour and Welfare)

**[Securing Antiviral drugs]**

- Request prefectures to secure a treatment system with Antiviral drugs when infection is suspected in personnel engaging in infectious disease prevention (Ministry of Health, Labour and Welfare)
- Estimate the amount of Antiviral drugs required in pandemic in Japan (Ministry of Health, Labour and Welfare)

### Vaccines

**[Development and manufacturing system]**

- Discuss manufacturing plans of proto-type vaccines with manufacturers (Ministry of Health, Labour and Welfare)

**[Manufacturing system]**

- Create a candidate virus strain for production of vaccines by National Institute of Infectious Diseases and manufacturers (Ministry of Health, Labour and Welfare)

**[International collaboration (cooperation and harmonization)]**

- Consider supply of virus samples to international organizations (WHO, OIE etc) and nations that wish (Ministry of Foreign Affairs and Ministry of Health, Labour and Welfare)

### Medical response

- Request prefectures to establish an inspection system to implement PCR tests for new influenza in local health institutes (Ministry of Health, Labour and Welfare)

### Risk communication

- Establish an emergency system to provide information to prefectures (email system and health risk control system)(including periodical assessment of system performance)(Ministry of Health, Labour and Welfare)
- Provide information on the outbreak situation abroad to the Japanese nationals residing abroad and overseas travelers (Ministry of Health, Labour and Welfare and Ministry of Foreign Affairs)
- Provide information to general public on prevention of infection with highly pathogenic avian influenza etc. through media including the website (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)
Phase 2B

(Although no new influenza virus subtypes have been detected in humans, a virus subtype posing a substantial risk of human infection has been detected in animals)

--- Outbreak in Japan---

*Continue and strengthen measures in phase 1

<table>
<thead>
<tr>
<th>Planning and coordination</th>
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</thead>
<tbody>
<tr>
<td><strong>Inter-ministerial coordination</strong></td>
</tr>
<tr>
<td>• Enhance recognition sharing among the relevant government bodies through the framework of ‘Inter-ministerial Avian Influenza Committee’ (relevant government bodies)</td>
</tr>
<tr>
<td>• Strengthen the collaboration between Ministry of Health, Labour and Welfare (Public health divisions) and Ministry of Agriculture, Forestry and Fisheries (Domestic animal health division) in particular (Ministry of Health, Labour and Welfare and Ministry of Agriculture, Forestry and Fisheries)</td>
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<table>
<thead>
<tr>
<th>Responses to the outbreak</th>
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<tbody>
<tr>
<td>• Notify OIE of the outbreak among domestic poultry flocks (Ministry of Agriculture, Forestry and Fisheries)</td>
</tr>
<tr>
<td>• Evaluate and review the system for prevention of infection by a Poultry diseases subcommittee and investigation team on infection routes of highly pathogenic avian influenza (Ministry of Agriculture, Forestry and Fisheries)</td>
</tr>
<tr>
<td>• Acceptance of trainees, dispatch of experts, and field training to foster researchers, health care workers, animal health experts, and health officials abroad. (Ministry of Foreign Affairs, Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, and relevant government bodies)</td>
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<td>• Expand research activities including international collaboration (Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, and Ministry of the Environment)</td>
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<td>• Conduct influenza surveillance among poultry, swine etc. based on affected cases (conduct surveillance in all poultry farms taking attenuated virus strain into consideration)(Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)</td>
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</table>
Prevention and containment

[Preventive measures against highly pathogenic avian influenza in poultry]

- Prevent the spread of infection by suggesting prefectures on preventive measures for infected poultry (including disposal of affected animals, movement restriction of poultry flocks in surrounding farms etc.) (Ministry of Agriculture, Forestry and Fisheries)

- Support and request prefectures on protection of farm employees and those engaging in infectious disease prevention from infection (such as virological tests, wearing masks and protective clothes, vaccination, and preventive administration of Antiviral drugs) as necessary (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)

- Support resume of operations of affected farmers by mutual funds and financing facilities in addition to allowance provided to affected animals based on the Law for prevention of domestic animal infectious diseases (Ministry of Agriculture, Forestry and Fisheries)

- Establish an investigation team on infection routes immediately after the outbreak to investigate a source and route of infection (Ministry of Agriculture, Forestry and Fisheries)

- Conduct vigilance by prefectural police in surrounding areas in accordance with measures for infectious disease prevention as necessary (National Police Agency)

- Implement assistance activities by Self-Defense Forces in response to requests from prefectures if it is recognized that urgent responses are necessary and it is difficult for prefecture to respond in cases such as disposal of large amounts of affected birds. (Defense Agency)

- Use reserved vaccines for poultry, as necessary, in difficulties in implementing prompt measures to prevent the spread in rapid expansion of highly pathogenic avian influenza (Ministry of Agriculture, Forestry and Fisheries)

[Measures against imported animals]

- Terminate import of living birds and poultry meat etc. from nations or regions where highly pathogenic avian influenza infection occurs (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)

- Confirm proofs showing no infection with highly pathogenic avian influenza etc. by sanitary certificates issued by exporting countries for birds and poultry meat imported from nations and regions qualified for export, and prevent invasion of affected poultry and poultry meat by implementing inspection (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)

[Others]

- Ensure avoidance of contact with wild birds among those who raise poultry including schools and homes (Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare, and Ministry of Agriculture, Forestry and Fisheries)
Antiviral drugs

- Provide advices on health control of employees of farms where highly pathogenic avian influenza occurs and those engaging in disposal of affected poultry etc., and on the necessity of preventive administration of Antiviral drugs as necessary (Ministry of Health, Labour and Welfare)

Vaccines

[Development and manufacturing system]

- Discuss manufacturing plans of proto-type vaccines with manufacturers (Ministry of Health, Labour and Welfare)

[Manufacturing system]

- Prepare a candidate virus strain for production of vaccines by National Institute of Infectious Diseases and manufacturers (Ministry of Health, Labour and Welfare)

[International collaboration (cooperation and harmonization)]

- Consider supply of virus samples to international organizations (WHO, OIE etc) and nations that wish (Ministry of Foreign Affairs and Ministry of Health, Labour and Welfare)

Medical response

- Provide advices on health control of employees of farms where highly pathogenic avian influenza occurs and those engaging in disposal of affected poultry etc., and on the necessity of preventive administration of Antiviral drugs as necessary (Ministry of Health, Labour and Welfare)

Risk communication

- Provide information on domestic responses and virus etc., as appropriate to media etc. in coordination with the governments of the regions where infection occurs (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)

- Ensure avoidance of contact with wild birds among those who raise poultry in Japanese school abroad (Ministry of Education, Culture, Sports, Science and Technology)
Phase 3A
--- No outbreak in Japan---
*Continue and strengthen measures in phase 2A*

**Planning and coordination**

**[Inter-ministerial coordination]**

- Enhance recognition sharing among the relevant government bodies by establishing and ‘Inter-ministerial Avian Influenza Committee’, and strengthen the collaboration among relevant government bodies to promote joint measures (relevant government bodies)
- Establishment of ‘Headquarters for Pandemic Influenza Counter-measures’ (Ministry of Health, Labour and Welfare)
  - Establish Headquarters for Pandemic Influenza Counter-measures chaired by Minister of Health, Labour and Welfare

**[Development of the action plans]**

- Develop the government’s ‘Pandemic Influenza Preparedness Action Plan of the Japanese Government’, and revise it as needed (Ministry of Health, Labour and Welfare)
- Share information on measures of government bodies based on the Action Plan in the Committee (government bodies)

**[Promotion of research activities]**

- Expand research activities including international collaboration (Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, and Ministry of the Environment)

**[International collaboration (cooperation and harmonization)]**

- Exchange information on the situation of outbreak of highly pathogenic avian influenza in animals and humans and responses etc. with foreign relevant organizations (Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, and Ministry of Education, Culture, Sports, Science and Technology)
- Consider international collaboration and coordination system on the development of vaccines etc. (Ministry of Foreign Affairs, Ministry of Agriculture, Forestry and Fisheries, and Ministry of Health, Labour and Welfare)
- Organize a team of experts in epidemiology, examination, clinical practices, and domestic animal health as necessary in preparation for a shift to phase 4, and consider the deployment in response to requests from international organizations or nations where infection occurs (Ministry of Foreign Affairs, Ministry of Agriculture, Forestry and Fisheries, and Ministry of Health, Labour and Welfare)
- Acceptance of trainees, dispatch of experts, and field training to foster researchers, health care workers, animal health experts, and health officials abroad. (Ministry of Foreign Affairs, Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, and relevant government bodies)

**[Others]**

- Request prefectures to establish headquarters for pandemic influenza counter-measures (Ministry of Health, Labour and Welfare)
Phase 3A
—No outbreak in Japan—

### Surveillance

- Conduct influenza surveillance among poultry, swine etc., based on affected cases (conduct surveillance in all poultry farms taking attenuated virus strain into consideration) (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)
- Ensure early detection and report of abnormal poultry from poultry farmers etc. (Ministry of Agriculture, Forestry and Fisheries)
- Investigate whether birds migrating to Japan and wild birds possess highly pathogenic influenza virus or not (Ministry of the Environment, Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries and Ministry of Education, Culture, Sports, Science and Technology,)
- Collect information from WHO neuraminidase inhibitor sensitivity monitoring network (Ministry of Health, Labour and Welfare)
- Develop standards for subject medical institutions of cluster surveillance and syndrome surveillance that initiate from phase 4, and request prefectures to prepare a list of selection organizations (Ministry of Health, Labour and Welfare)

### Prevention and containment

#### [Inspection and measures against immigrants]

- Alert overseas travelers to the situation of the outbreak of highly pathogenic avian influenza abroad and prevention of infection (self-restraint from entry to chicken farms or living bird markets) (Ministry of Health, Labour and Welfare)
- Implement sterilization of shoe soles of returnees who visited chicken farms in nations or regions where infection occurs, and disinfection of vehicles entering from neighboring countries where infection occurs (Ministry of Agriculture, Forestry and Fisheries)
- Alert the prevention of infection and instruct the responses when infection is suspected to the Japanese nationals residing in countries experiencing where highly pathogenic avian influenza infection (Ministry of Foreign Affairs)
- Ensure schools etc. to take measures to prevent infection among Japanese students in nations where infection occurs (Ministry of Education, Culture, Sports, Science and Technology)

#### [Development and dissemination of guidelines for human inspection etc.]

- Develop guidelines for measures to prevent invasion of new influenza at human inspection etc., and disseminate them to inspection stations and relevant organizations (Ministry of Health, Labour and Welfare and relevant government bodies)
- Conduct simulation practices and field practices based on guidelines (Ministry of Health, Labour and Welfare)

#### [Preventive measures against highly pathogenic avian influenza in poultry]

- Ensure sanitary control such as disinfection of humans and vehicles at farm levels and prevention of invasion of wild birds to prevent the outbreak among domestic poultry flocks (Ministry of Agriculture, Forestry and Fisheries)
- Prevent the spread of infection by suggesting prefectures preventive measures for infected
Phase 3A
—No outbreak in Japan—
poultry (including disposal of affected animals, movement restriction of poultry flocks in surrounding farms etc.) (Ministry of Agriculture, Forestry and Fisheries)

- Support and request prefectures on protection of farm employees and those engaging in infectious disease prevention from infection (such as virological tests, wearing masks and protective clothes, vaccination, and preventive administration of Antiviral drugs) as necessary (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)

- Implement assistance activities by Self-Defense Forces in response to requests from prefectures if it is recognized that urgent responses are necessary and it is difficult for prefecture to respond in cases such as disposal of large amounts of affected birds. (Defense Agency)

- Use reserved vaccines for poultry, as necessary, in difficulties in implementing prompt measures to prevent the spread in rapid expansion of highly pathogenic avian influenza (Ministry of Agriculture, Forestry and Fisheries)

- Support resume of operations of affected farmers by mutual funds and financing facilities in addition to allowance provided to affected animals based on the Law for prevention of domestic animal infectious diseases (Ministry of Agriculture, Forestry and Fisheries)

- Establish an investigation team on infection routes immediately after the outbreak to investigate a source and route of infection (Ministry of Agriculture, Forestry and Fisheries)

[Measures against imported animals]

- Conduct follow-up survey etc. in coordination with relevant local authorities when imported poultry is found to be infected case in Japan. Take measures such as disposal as necessary (Ministry of Health, Labour and Welfare)

- Terminate import of living birds and poultry meat etc. from nations or regions where highly pathogenic avian influenza infection occurs (Ministry of Agriculture, Forestry and Fisheries)

- Confirm proofs showing no infection with highly pathogenic avian influenza etc. by sanitary certificates issued by exporting countries for birds and poultry meat imported from nations and regions qualified for export, and prevent invasion of affected poultry and poultry meat by implementing inspection (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)

[International Cooperation]

- Cooperate for containment measures in nations where infection occurs (Ministry of Foreign Affairs and relevant government bodies)

[Others]

- Ensure avoidance of contact with wild birds among those who raise poultry including schools and homes (Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare, and Ministry of Agriculture, Forestry and Fisheries)
Antiviral drugs

[Securing Antiviral drugs]

- Determine the amount of Antiviral drugs to be secured, and start stockpiling (Ministry of Health, Labour and Welfare)

  ➢ Target amount of stockpile of oseltamivir phosphate (product name: Tamiflu)

  [Total number of patients requiring treatment: doses for 25 million patients]

  (1) Amount reserved by the government and prefectures: doses for 21 million patients
      Government: doses for 10.5 million patients
      Prefectures: doses for 10.5 million patients
  (2) *amount of domestic circulation: doses for 4 million patients

  (dose for one patient is 2 capsules daily for 5 days, total 10 capsules)

  * Estimated remaining amount at the end of regular season

  (Note) The number of patients requiring treatment is the estimated number of patients who visit medical institutions if 25% of the Japanese population are infected with new influenza (calculated based on a CDC model)

  ➢ Target amount of reserved zanamivir hydrate (product name: Relenza)

  (1) amount of domestic circulation *: doses for 150 thousands patients
  (2) amount reserved by the government**: doses for 600 thousands patients

  * Amount of domestic circulation for regular influenza
  ** Target amount purchased by the government apart from (1)

  (Note) Consider reservation from the viewpoint of risk control, based on the possibility of obtaining tolerance to oseltamivir phosphate

- Secure Antiviral drugs for international coordination and the Japanese nationals residing abroad. Consider overseas supply in appropriate time as necessary (Ministry of Foreign Affairs and Ministry of Health, Labour and Welfare)

- Request prefectures to secure Antiviral drugs (Ministry of Health, Labour and Welfare)

[Appropriate distribution of Antiviral drugs]

- Instruct medical institutions (including institutional ones) and wholesalers of medical products on appropriate distribution of Antiviral drugs (Ministry of Health, Labour and Welfare)
Vaccines

[Development and manufacturing system]

- Manufacture and reserve proto-type vaccines source (Ministry of Health, Labour and Welfare)
  - In preparation for emergency vaccination (*) in the surrounding areas of infected human population when human-to-human infection occurs in Japan, manufacturing and reservation of proto-type vaccines should be started from the stage (**)
    * To health care workers and workers in public services around the nation
    ** Consider concrete measures to secure reservation
  - Request prefectures to identify the number of those who need emergent vaccination including health care workers and workers in necessary services
  - Make efforts to secure the target amount of proto-type vaccines source corresponding to the amount (*)
  - Review response plans concerning securing eggs for production of pandemic vacciness in preparation for phase 4

[Improvement of vaccination system]

- Develop basic principles for vaccination and establish guidelines for the implementation of vaccination (Ministry of Health, Labour and Welfare)
  - Review the priority of vaccination based on epidemiological information and manufacturing capacity
  - Prepare for registration of medical institutions and centers designated for vaccination and arrangement of required equipment
  - Discuss on registration of personnel by job category and local area required for the implementation of vaccination and conduct preliminary practices in pilot areas

Medical response

[Securing designated medical institutions]

- Request prefectures to organize designated medical institutions responsible for diagnosis and treatment of new influenza patients in phase 4 and 5 (Ministry of Health, Labour and Welfare)
  - Make use of beds in medical institutions designated for infectious diseases
  - Status of medical institutions designated for infectious diseases (as of October 1, 2005)
    - Medical institutions designated for specific infectious diseases: 3 (number of beds: 8)
    - Medical institutions designated for type I infectious diseases: 23 (number of beds: 45)
    - Medical institutions designated for type II infectious diseases: 305 (number of beds: 1635, number of negative pressure beds: 917)
Phase 3A
—No outbreak in Japan—

➢ If the number of beds in medical institutions designated for infectious diseases is insufficient to accept quarantined patients, make use of vacant negative pressure beds for pneumonia patients.

Status of beds for pneumonia (as of October 1, 2005)

<table>
<thead>
<tr>
<th>Description</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of medical institutions with beds for pneumonia:</td>
<td>307</td>
</tr>
<tr>
<td>Number of beds for pneumonia:</td>
<td>12279</td>
</tr>
<tr>
<td>Number of negative pressure beds:</td>
<td>3305</td>
</tr>
</tbody>
</table>

[Securing medical care in pandemic]

➢ Request prefectures to prepare a list of medical institutions including mainly public ones that accept inpatients that is estimated to reach 101 thousands at most in pandemic, depending on the situation of each prefecture (e.g. respond on a priority bases in the following inpatient medical institutions)(Ministry of Health, Labour and Welfare)

➢ Medical institutions designated for infectious diseases and those with beds for pneumonia

➢ Public medical institutions stated by the Medical Care Law (Municipal hospitals, Japan Red Cross, Saiseikai Hospitals etc.)

➢ Medical institutions operated by National Hospital Organization, National Universities, and Medical Institutions of Japan Labour Health and Welfare Organization

➢ Request prefectures to investigate necessary medical equipment and rooms for expansion of the number of beds in designated medical institutions and to secure them (e.g. PPE, respirators, rapid diagnosis kit, and simple negative pressure device)(Ministry of Health, Labour and Welfare)

➢ Develop guidelines for diagnosis, treatment, measures against in-hospital infection, and transfer of patients and communicate them to medical institutions (Ministry of Health, Labour and Welfare)

➢ Review guidelines according to revisions of definitions of infectivity, cases etc, as needed

➢ Decide triage policy (guiding method for suspected new influenza patients to visit designated medical institutions)

➢ Develop guidelines for systems of restriction and acceptance of patients

➢ Promote the development of high-sensitive examination kit for new influenza (Ministry of Health, Labour and Welfare)

➢ Conduct simulation practices assuming the outbreak in Japan in coordination with prefectures, medical institutions and other relevant organizations (Ministry of Health, Labour and Welfare)
[Reconfirmation of medical system]

- Request prefectures to discuss on measures to provide medical care when cluster infection occurs in centers for children, the elderly and disables (Ministry of Health, Labour and Welfare)
- Investigate the number of patients to be accepted, development of patient response manual, and situation of establishment of treatment system in the early stage in National University affiliated hospitals (Ministry of Education, Culture, Sports, Science and Technology)

[Others]

- Consider living support (periodic visit, medical consultation or care at home, meal services etc.) for home care recipients (children, the elderly, and disables), transferring, responses in death etc. (Ministry of Health, Labour and Welfare)
- Request prefectures to understand and review the capacity of crematorium (Ministry of Health, Labour and Welfare)

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**Risk communication**

- Designate a spokesperson in Ministry of Health, Labour and Welfare (Ministry of Health, Labour and Welfare)
  - Integrate information provision to media etc.
  - Provide information to media etc by the spokesperson, paying full attention to situations of the outbreak and responses
- Develop and review, as needed, messages to general public by phase (details of information and media) (Ministry of Health, Labour and Welfare)
- Provide information to the Japanese nationals residing in countries or regions where infection occurs (Ministry of Foreign Affairs)
- Ensure avoidance of contact with wild birds among those who raise poultry in Japanese school abroad (Ministry of Education, Culture, Sports, Science and Technology)
- Provide information to general public on prevention of infection with highly pathogenic avian influenza etc. through media including the website (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)
  - Development of Questions and Answers (for general public, children and disables)
  - Dissemination of correct knowledge and recommended measures to prevent infection (general measures for prevention of infection, health control, and call for self-restriction of non-urgent travel to regions where infection occurs)
Phase 3B

(Phase 3B - Outbreak in Japan --

*Continue and strengthen measures in phase 2

---Outbreak in Japan---

Planning and coordination

[Responses to the outbreak]

- Inform WHO of information on the outbreak in Japan (Ministry of Health, Labour and Welfare)
- Make efforts to cooperate with prefectures to implement proactive epidemiological investigation (Ministry of Health, Labour and Welfare)
- Deploy a team of experts including epidemiologists, clinicians etc. to prefectures as necessary (Ministry of Health, Labour and Welfare)

[Promotion of research activities]

- Expand research activities including international collaboration (Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, and Ministry of the Environment)

[International collaboration (cooperation and harmonization)]

- Exchange information on the situation of outbreak of highly pathogenic avian influenza in animals and humans and responses etc. with foreign relevant organizations (Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, and Ministry of Education, Culture, Sports, Science and Technology)
- Consider international collaboration and coordination system on the development of vaccines etc. (Ministry of Foreign Affairs, Ministry of Agriculture, Forestry and Fisheries, and Ministry of Health, Labour and Welfare and relevant government bodies)

Surveillance

- Enhance inspection system such as influenza surveillance among poultry, swine etc, based on affected cases (conduct surveillance in all poultry farms taking attenuated virus strain into consideration)(Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)
- Understand the whole number of human infection of highly pathogenic avian influenza (type 4 infectious disease) by reports from doctors (Ministry of Health, Labour and Welfare)
- Investigate whether birds migrating to Japan and wild birds possess highly pathogenic influenza virus or not (Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, and Ministry of the Environment)
- Collect information from WHO neuraminidase inhibitor sensitivity monitoring network (Ministry of Health, Labour and Welfare)
- Develop standards for subject medical institutions of cluster surveillance and syndrome surveillance that initiate from phase 4, and request prefectures to prepare a list of selection organizations (Ministry of Health, Labour and Welfare)
[Development and dissemination of guidelines for human inspection etc.]

- Develop guidelines for measures to prevent invasion of new influenza at human inspection etc., and disseminate them to inspection stations and relevant organizations (Ministry of Health, Labour and Welfare and relevant government bodies)
- Conduct simulation practices and field practices based on guidelines (Ministry of Health, Labour and Welfare)

[Inspection and measures against immigrants]

- Implement sterilization of shoe soles of returnees who visited chicken farms in nations or regions where infection occurs, and disinfection of vehicles entering from neighboring countries where infection occurs (Ministry of Agriculture, Forestry and Fisheries)
- Request suspected highly pathogenic avian influenza patients (with symptoms) self-restriction of leaving the country (Ministry of Health, Labour and Welfare)
- Ensure schools etc. to take measures to prevent infection among Japanese students in nations where infection occurs (Ministry of Education, Culture, Sports, Science and Technology)

[Preventive measures against highly pathogenic avian influenza in poultry]

- Ensure sanitary control such as disinfection of humans and vehicles at farm levels and prevention of invasion of wild birds to prevent the outbreak among domestic poultry flocks (Ministry of Agriculture, Forestry and Fisheries)
- Prevent the spread of infection by suggesting prefectures on preventive measures for infected poultry (including disposal of affected animals, movement restriction of poultry flocks in surrounding farms etc.) (Ministry of Agriculture, Forestry and Fisheries)
- Support and request prefectures on protection of farm employees and those engaging in infectious disease prevention from infection (such as virological tests, wearing masks and protective clothes, vaccination, and preventive administration of Antiviral drugs) as necessary (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)
- Implement assistance activities by Self-Defense Forces in response to requests from prefectures if it is recognized that urgent responses are necessary and it is difficult for prefecture to respond in cases such as disposing large amounts of affected birds. (Defense Agency)
- Use reserved vaccines for poultry, as necessary, in difficulties in implementing prompt measures to prevent the spread in rapid expansion of highly pathogenic avian influenza (Ministry of Agriculture, Forestry and Fisheries)
- Conduct vigilance by prefectural police in surrounding areas in accordance with measures for infectious disease prevention as necessary (National Police Agency)
- Establish an investigation team on infection routes immediately after the outbreak to investigate a source and route of infection (Ministry of Agriculture, Forestry and Fisheries)
- Support resume of operations of affected farmers by mutual funds and financing facilities in
addition to allowance provided to affected animals based on the Law for prevention of domestic animal infectious diseases (Ministry of Agriculture, Forestry and Fisheries)

- Ensure avoidance of contact with wild birds among those who raise poultry including schools and homes (Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare, and Ministry of Agriculture, Forestry and Fisheries)

**[Measures against imported animals]**

- Request prefectures to conduct physical examinations if any abnormalities are found in breeders having close contact with birds in pet traders and zoos (Ministry of Health, Labour and Welfare)
- Terminate import of living birds and poultry meat etc. from nations or regions where highly pathogenic avian influenza infection occurs (Ministry of Agriculture, Forestry and Fisheries)
- Confirm proofs showing no infection with highly pathogenic avian influenza etc. by sanitary certificates issued by exporting countries for birds and poultry meat imported from nations and regions qualified for export, and prevent invasion of affected poultry and poultry meat by implementing inspection (Ministry of Agriculture, Forestry and Fisheries and Ministry of Health, Labour and Welfare)
- Confirm correctly sanitary certificates concerning highly pathogenic avian influenza for imported birds and poultry meat issued by exporting countries etc., and prohibit the introduction of affected birds (Ministry of Agriculture, Forestry, and Fisheries and Ministry of Health, Labour and Welfare)

**[Responses to human infection with highly pathogenic avian influenza]**

- Implement proactive epidemiological studies as well as request prefectures to respond to patients and those who have had contact with patients (range of contact, instruction of responses when symptoms appear etc.), and to deaths (implementation of autopsy, burial method etc.) (Ministry of Health, Labour and Welfare)
- Conduct vigilance by prefectural police in surrounding areas in accordance with measures for infectious disease prevention as necessary (National Police Agency)
- Implement assistance activities by Self-Defense Forces in response to requests from prefectures if it is recognized that urgent responses are necessary and it is difficult for prefecture to respond in cases such as disposing large amounts of affected birds. (Defense Agency)
- Request prefectures and relevant parties to take prompt measures against infection source (Ministry of Health, Labour and Welfare and Ministry of Agriculture, Forestry and Fisheries)

**[International cooperation]**

- Cooperate in containment measures in nations where infection occurs (Ministry of Foreign Affairs and relevant government bodies)
### Antiviral drugs

**[Securing Antiviral drugs]**

- Determine the amount of Antiviral drugs to be secured, and start stockpiling (Ministry of Health, Labour and Welfare)
- Secure Antiviral drugs for international cooperation and the Japanese nationals residing abroad. Consider overseas supply in appropriate time as necessary (Ministry of Foreign Affairs and Ministry of Health, Labour and Welfare)
- Request prefectures to secure Antiviral drugs (Ministry of Health, Labour and Welfare)

**[Appropriate distribution of Antiviral drugs]**

- Instruct medical institutions (including intra-corporate ones) and wholesalers of medical products on appropriate distribution of Antiviral drugs (Ministry of Health, Labour and Welfare)

### Vaccines

**[Development and manufacturing system]**

- Manufacture and reserve proto-type vaccines source (Ministry of Health, Labour and Welfare)
  - In preparation for emergency vaccination (*) in the surrounding areas of infected human population when human-to-human infection occurs in Japan, manufacturing and reservation of proto-type vaccines should be started from the stage (**)
    - * To health care workers and workers in public services around the nation
    - ** Consider concrete measures to secure reservation
  - Request prefectures to identify the number of those who need emergent vaccination including health care workers and workers in necessary services
  - Make efforts to secure the target amount of proto-type vaccines source corresponding to the amount
  - Review response plans concerning securing eggs for production of pandemic vacciness in preparation for phase 4

**[Improvement of vaccination system]**

- Develop basic principles for vaccination and establish guidelines for the implementation of vaccination (Ministry of Health, Labour and Welfare)
  - Review the priority of vaccination based on epidemiological information and capacity of manufacturing
  - Prepare for registration of medical institutions and centers designated for vaccination and arrangement of required equipment
  - Discuss on registration of personnel by job category and local area required for the implementation of vaccination and conduct preliminary practices in pilot areas

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**Medical response**
[Securing designated medical institutions]

- Request prefectures to organize designated medical institutions responsible for diagnosis and treatment of new influenza patients in phase 4 and 5 (Ministry of Health, Labour and Welfare)
  - Make use of beds in medical institutions designated for infectious diseases
  - Status of medical institutions designated for infectious diseases (as of October 1, 2005)
    - Medical institutions designated for specific infectious diseases: 3 (number of beds: 8)
    - Medical institutions designated for type I infectious diseases: 23 (number of beds: 45)
    - Medical institutions designated for type II infectious diseases: 305 (number of beds: 1635, number of negative pressure beds: 917)
  - If the number of beds in medical institutions designated for infectious diseases is insufficient to accept quarantined patients, make use of vacant negative pressure beds for pneumonia patients

Status of beds for pneumonia (as of October 1, 2005)

| Number of medical institutions with beds for pneumonia: 307 |
| Number of beds for pneumonia: 12279 |
| Number of negative pressure beds: 3305 |

[Securing medical care in pandemic]

- Request prefectures to decide measures for securing beds including mainly public ones that accept inpatients that is estimated to reach 101 thousands at most in pandemic, depending on the situation of each prefecture (Ministry of Health, Labour and Welfare)
- Request prefectures to investigate necessary medical equipment and rooms for expansion of the number of beds in designated medical institutions and to secure them (e.g. PPE, respirators, rapid diagnosis kit, and simple negative pressure device)(Ministry of Health, Labour and Welfare)
- Develop guidelines for diagnosis, treatment, measures against in-hospital infection, and transfer of patients and communicate them to medical institutions (Ministry of Health, Labour and Welfare)
  - Review guidelines according to revisions of definitions of infectivity, cases etc, as needed
  - Decide triage policy (guiding method for suspected new influenza patients to visit designated medical institutions)
- Promote the development of high-sensitive examination kit for new influenza (Ministry of Health, Labour and Welfare)
• Conduct simulation practices assuming the outbreak in Japan in coordination with prefectures, medical institutions and other relevant organizations (Ministry of Health, Labour and Welfare and government bodies)

[Responses to human infection with highly pathogenic avian influenza]

• Provide rapid and reliable diagnosis to suspected patients having contact with infected birds, and recommend treatment with Antiviral drugs in case of definitive diagnosis (Ministry of Health,Labour and Welfare)

• Submit samples to National Institute of Infectious Diseases for subtype test and gene analysis etc. Provide information on test methods to local health institutes to enable self-implementation (Ministry of Health, Labour and Welfare)

• Confirm and review, as necessary, notification standards for ‘highly pathogenic avian influenza’ (Ministry of Health, Labour and Welfare)

[Reconfirmation of medical care system]

• Investigate the number of patients to be accepted, development of patient response manual, and situation of establishment of treatment system in the early stage in National University affiliated hospitals (Ministry of Education, Culture, Sports, Science and Technology)

[Others]

• Consider living support (periodic visit, medical consultation or care at home, meal services etc.) for home care recipients (children, the elderly, and disables), transferring, responses in death etc. (Ministry of Health, Labour and Welfare)

• Request prefectures to understand and review the capacity of crematorium (Ministry of Health, Labour and Welfare)

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**Risk communication**

• Designate a spokesperson in Ministry of Health, Labour and Welfare (Ministry of Health, Labour and Welfare)
  - Integrate information provision to media etc.
  - Provide information to media etc by the spokesperson, paying full attention to situations of the outbreak and responses

• Develop and review, as needed, messages to general public by phase (details of information and media) (Ministry of Health, Labour and Welfare)

• Provide information to the Japanese nationals residing in countries or regions where infection occurs (Ministry of Foreign Affairs)

• Ensure avoidance of contact with wild birds among those who raise poultry in Japanese school abroad (Ministry of Education, Culture, Sports, Science and Technology)

• Conduct information provision to and sharing with prefectures through an emergency information provision system etc. (Ministry of Health, Labour and Welfare and Ministry of Agriculture, Forestry and Fisheries

• Establish a website on new influenza in the website of Ministry of Health, Labour and Welfare. Implement public service announcement (Ministry of Health, Labour and Welfare,
Cabinet Office, Ministry of Foreign Affairs and Ministry of Agriculture, Forestry and Fisheries

- Development of Questions and Answers (for general public, children and disables)
- Dissemination of correct knowledge and recommended measures to prevent infection (general measures for prevention of infection, health control, and call for self-restriction of non-urgent travel to regions where infection occurs)
**Phase 4A**

---No outbreak in Japan---

*Continue and strengthen measures in phase 3A*

### Planning and coordination

**Designation as a Government-decreed infectious disease etc. based on the Infectious Diseases Law**

- Designate as a government-decreed infectious disease based on the Infectious Diseases Law according to WHO Declaration immediately after a virus is identified, and revise the government decree to be applied to the Inspection Law (Ministry of Health, Labour and Welfare)

**Information collection from nations and regions where infection occurs**

- Cooperate with reference laboratories of WHO, OIE and FAO for identification and analysis of a virus strain, obtaining a virus subtype in question, sharing information on case definitions etc. (Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, Ministry of Foreign Affairs and Ministry of Education, Culture, Sports, Science and Technology)

**Promotion of research activities**

- Expand research activities including international collaboration (Ministry of Education, Culture, Sports, Science and Technology, Ministry of Agriculture, Forestry and Fisheries, Ministry of Health, Labour and Welfare, and Ministry of the Environment)

**International collaboration (cooperation and harmonization)**

- Consider the dispatch of an expert team organized in phase 3A in response to requests from international organizations or nations where infection occurs (Ministry of Foreign Affairs, Ministry of Health, Labour and Welfare and Ministry of Agriculture, Forestry and Fisheries)

- Exchange information on the epidemic status and the effectiveness and safety of vaccines (Ministry of Health, Labour and Welfare)

- Establish the collaboration and coordination system on the development of vaccines etc. (Ministry of Health, Labour and Welfare and relevant government bodies)

- Initiate consideration on provision of vaccines approved in Japan to the Japanese nationals residing abroad (Ministry of Foreign Affairs)
Phase 4A
—No outbreak in Japan—

Surveillance

- Understand the outbreak trend of new influenza (including suspected cases) (Ministry of Health, Labour and Welfare)

[Implementation of cluster surveillance]
- Commence cluster surveillance for early detection of cluster(s) where infection occurs (Ministry of Health, Labour and Welfare)

[Implementation of syndrome surveillance]
- Conduct syndrome surveillance to understand the current situation of patients (Ministry of Health, Labour and Welfare)

Prevention and containment

[Inspection and measures against immigrants]
- Review ‘guidelines for inspection etc’ based on information on infection routes of new influenza occurred abroad, pathogenicity etc. (Ministry of Health, Labour and Welfare and relevant government bodies)
- Take the following measures by inspection stations based on guidelines for inspection etc. to new influenza patients selected among immigrants from regions where infection occurs based on questionnaires and examinations (Ministry of Health, Labour and Welfare)
  - Retain suspected new influenza patients based on examination etc. according to the Inspection Law
  - Recommend hospitalization to identified new influenza patients based on the Infectious Diseases Law, and treat them with Antiviral drugs
  - Request international airlines and vessel companies that identified new influenza patients were aboard to submit a list of passengers etc. and conduct proactive epidemiological studies among those passengers
- Order responses concerning measures against those with symptoms in airplanes and vessels (quarantine of those with symptoms, wearing masks, identification of cabin attendants etc.) through international airlines and vessel companies when international airlines and vessel companies inform inspection stations of having those with influenza-like symptoms aboard before the arrival (Ministry of Health, Labour and Welfare)
- Confirm and strengthen coordination between inspection stations and local governments and other relevant organizations concerning measures to prevent infection, epidemiological studies, quarantine, retain etc. in preparation for receiving information on patients or deaths with influenza-like symptoms from airplanes and vessels towards Japan (Ministry of Health, Labour and Welfare and relevant government bodies)

[Responses to the Japanese nationals residing abroad (long-term and permanent residents)]
- Alert the Japanese nationals residing abroad to the prevention of infection and responses in case infection is suspected (Ministry of Foreign Affairs)
- Release appropriate overseas travel information on visiting and staying at countries and regions where new influenza occurs, taking into consideration comprehensively the
designated area of infection within regions and travel recommendation by WHO, measures taken by the relevant country in question, and responses of major countries (Ministry of Foreign Affairs)

- Ensure schools to take measures to prevent infection among Japanese students in nations where infection is observed (Ministry of Education, Culture, Sports, Science and Technology)

### Antiviral drugs

<table>
<thead>
<tr>
<th>Securing Antiviral drugs</th>
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<tbody>
<tr>
<td>- Grasp the amount of Antiviral drugs reserved by the government and prefectures (Ministry of Health, Labour and Welfare)</td>
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<tr>
<td>- Consider and implement, as necessary, provision to foreign countries (Ministry of Foreign Affairs)</td>
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<tr>
<th>Correct use of Antiviral drugs</th>
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<tr>
<td>- Request medical institutions to use Antiviral drugs correctly (Ministry of Health, Labour and Welfare)</td>
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### Vaccines

<table>
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<tr>
<th>Development and manufacturing system</th>
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<tbody>
<tr>
<td>- Review and develop, as necessary, candidate strains for production of vacciness based on a newly isolated virus strain (Ministry of Health, Labour and Welfare)</td>
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<tr>
<td>- Commence manufacturing of pandemic vaccines immediately after securing of eggs for production of vacciness following the identification of a new influenza virus strain. In case of regular influenza vaccines manufacturing season, take appropriate responses such as shift of manufacturing line to the new influenza vaccines (*) (Ministry of Health, Labour and Welfare)</td>
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* Make much use of current manufacturing capacity of vaccines

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<tr>
<th>Improvement of vaccination system</th>
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<tr>
<td>- Request prefectures to secure vaccination sites, doctors, devices etc. (Ministry of Health, Labour and Welfare)</td>
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### Medical response

<table>
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<tr>
<th>Case definitions of new influenza</th>
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<tr>
<td>- Clarify, revise as needed, and communicate to relevant organizations case definitions of new influenza (Ministry of Health, Labour and Welfare)</td>
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<tr>
<th>Diagnosis of suspected cases</th>
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<tr>
<td>- Order medical institutions to examine and diagnose suspected new influenza patients according to triage principles (Ministry of Health, Labour and Welfare)</td>
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| Promotion of development of high-sensitive test kit |
• Promote the development of high-sensitive test kit for new influenza (Ministry of Health, Labour and Welfare)

[Correct use of Antiviral drugs]

• Instruct medical institutions to refrain from using anti-influenza agent to regular influenza patients (H1N1, H3N2, and B type), as a rule (Ministry of Health, Labour and Welfare)

• Arrange the coordination of distribution of Antiviral drugs (Ministry of Health, Labour and Welfare)

[Reconfirmation of medical system]

• Request prefectures to consider hospitals that will not accept outpatients and inpatients of new influenza (including suspected ones) such as hospitals for specific treatment and advanced medicine, from the viewpoints of maintaining local medical care functions (Ministry of Health, Labour and Welfare)

Risk communication

[Information provision]

• Update messages to general public and contents on the website of Ministry of Health Labour and Welfare as needed (Ministry of Health, Labour and Welfare).
  ➢ Provide information on the status of outbreak in nations to alert general public
  ➢ Announce publicly the designation of new influenza as a government-decreed infectious disease by the spokesperson

• Provide information on the status of outbreak and responses abroad by the spokesperson to media etc. as needed (Ministry of Health, Labour and Welfare)

[Establishment of consultation services]

• Request prefectures to establish consultation services available for residents in head offices or health centers in order to provide appropriate information. Distribute Questions and Answers (Ministry of Health, Labour and Welfare)

• Allocate a person responsible for answering phone calls concerning national measures against new influenza etc. (Ministry of Health, Labour and Welfare)

• Establish consultation services for local governments, and allocate a person exclusively responsible for it (Ministry of Health, Labour and Welfare)

• Establish consultation services for medical institutions (doctors) in coordination with medical associations (Ministry of Health, Labour and Welfare)
  ➢ Distribute guidelines for diagnosis and treatment and Questions and Answers
### Phase 4B

**Outbreak in Japan**

- Small cluster(s) with limited human-to-human transmission, but spread is highly localized

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#### Planning and coordination

- Continue and strengthen measures in phase 3

#### [Designation as a Government-decreed infectious disease etc. based on the Infectious Diseases Law]

- Designate as a government-decreed infectious disease immediately, and revise the government decree to be applied to the Inspection Law (Ministry of Health, Labour and Welfare)

#### [Responses to the outbreak]

- Inform WHO of information on the outbreak in Japan (Ministry of Health, Labour and Welfare)
- Make efforts to cooperate with the relevant prefectures to implement proactive epidemiological investigation (Ministry of Health, Labour and Welfare)
- Deploy a team of experts including epidemiologists, clinicians etc. to prefectures as necessary (Ministry of Health, Labour and Welfare)

#### [Information collection from nations and regions where infection occurs]

- Cooperate with reference laboratories of WHO, OIE and FAO for identification and analysis of a virus strain, obtaining a virus subtype in question, sharing information on case definitions etc. (Ministry of Health, Labour and Welfare, Ministry of Foreign Affairs, Ministry of Education, Culture, Sports, Science and Technology, and Ministry of Agriculture, Forestry and Fisheries)

#### [International collaboration (cooperation and harmonization)]

- Exchange information on the epidemic status and the effectiveness and safety of vaccines (Ministry of Health, Labour and Welfare and Ministry of Foreign Affairs)
- Consider collaboration and coordination system on the development of vaccines etc. (Ministry of Health, Labour and Welfare and relevant government bodies)

#### Surveillance

#### [Implementation of cluster surveillance]

- Commence cluster surveillance for early detection of cluster(s) where infection occurs (Ministry of Health, Labour and Welfare)

#### [Implementation of syndrome surveillance]

- Conduct syndrome surveillance to understand the current situation of patients (Ministry of Health, Labour and Welfare)
Phase 4B
—Outbreak in Japan—

Prevention and containment

[Inspection and measures against immigrants]

- Review ‘guidelines for inspection etc’ based on information on infection routes of new influenza occurred abroad, pathogenicity etc. (Ministry of Health, Labour and Welfare and relevant government bodies)
- Take the following measures by inspection stations based on guidelines for inspection etc. to new influenza patients selected among immigrants from regions where infection occurs based on questionnaires and examinations (Ministry of Health, Labour and Welfare)
  - Retain suspected new influenza patients based on examination etc. according to the Inspection Law
  - Recommend hospitalization to identified new influenza patients based on the Infectious Diseases Law, and treat them with Antiviral drugs
  - Request international airlines and vessel companies that identified new influenza patients were aboard to submit a list of passengers etc. and conduct proactive epidemiological studies among those passengers
- Direct responses concerning measures against those with symptoms in airplanes and vessels (quarantine of those with symptoms, wearing masks, identification of cabin attendants etc.) through international airlines and vessel companies when international airlines and vessel companies inform inspection stations of having those with influenza-like symptoms aboard before the arrival (Ministry of Health, Labour and Welfare)
- Confirm and strengthen coordination between inspection stations and local governments and other relevant organizations concerning measures to prevent infection, epidemiological studies, quarantine, retain etc. in preparation for receiving information on patients or deaths with influenza-like symptoms from airplanes and vessels towards Japan (Ministry of Health, Labour and Welfare and relevant government bodies)
- Request international airlines as well as vessel companies to cooperate in advising against travel to those with symptoms such as fever at embarkation procedure counters (Ministry of Health, Labour and Welfare and Ministry of Foreign Affairs)

[Responses to the Japanese nationals residing abroad (long-term and permanent residents)]

- Release appropriate overseas travel information on visiting and staying at countries and regions where new influenza occurs, taking into consideration comprehensively the designated area of infection within regions and travel recommendation by WHO, measures taken by the relevant country, and responses of major countries (Ministry of Foreign Affairs)
- Disseminate the status of outbreak of new influenza in Japan among immigrants to Japan (especially temporary visitors such as aliens) to communicate measures to prevent infection at individual levels and responses when symptoms appear (Ministry of Foreign Affairs and Ministry of Health, Labour and Welfare)
- Recommend self-restraint of non-urgent overseas travel (Ministry of Health, Labour and Welfare)
Phase 4B
—Outbreak in Japan—

- Ensure schools to take measures to prevent infection among Japanese students in nations where infection is observed (Ministry of Education, Culture, Sports, Science and Technology)

[Responses to cases]
- Request prefectures where the outbreak occurs to take necessary measures such as care of patients based on the Infectious Diseases Law (hospitalization, treatment policy, proactive epidemiological studies etc.), responses to those who have had contact with patients (specification of range of contact, request of self-restraint of going-out, implementation of physical examination, instruction of responses when symptoms appear etc.) (Ministry of Health, Labour and Welfare)
- Provide information on the outbreak on an emergent basis, and request to take necessary measures based on the Infectious Diseases Law (Ministry of Health, Labour and Welfare)

[Restraint of citizens’ social activities]
- Recommend and disseminate the followings among citizens and relevant parties (Ministry of Health, Labour and Welfare, Ministry of Education, Culture, Sports, Science and Technology, and relevant government bodies)
  - Recommend self-restraint of non-urgent large scale meetings or gatherings in a region where infection is observed
  - Request the relevant operators to close schools, centers etc. temporarily with which patients and those who have had contact with patients are related
  - Recommend wearing masks, gargling and washing hands to offices, welfare centers etc in an area where infection is observed. Also, recommend employees with new influenza symptoms to be absent and visit hospital
  - Recommend wearing masks, gargling, and washing hands to residents and those who are in centers in an area where infection is observed

[Securing Antiviral drugs]
- Grasp the amount of Antiviral drugs reserved by the government and prefectures (Ministry of Health, Labour and Welfare)

[Correct use of Antiviral drugs]
- Request medical institutions to use Antiviral drugs correctly (Ministry of Health, Labour and Welfare)
- Request medical institutions to conduct preventive administration to health care workers who diagnosed patients or those in public services who have had close contact with patients from the viewpoints of maintaining medical and social functions (Ministry of Health, Labour and Welfare)
**Vaccines**

**[Manufacturing system]**

- Request manufacturers to manufacture proto-type vaccines from reserved source immediately (Ministry of Health, Labour and Welfare)

**[Vaccination system]**

(When drug approval of new influenza vaccines has not been obtained)

- Distribute on an emergent basis proto-type vaccines for health care workers and workers in public services (Ministry of Health, Labour and Welfare)
  
  * When it has not yet been approved, vaccination should be conducted as an emergent measure taking safety and effectiveness into consideration with careful attention to restriction of vaccination objects etc.

- When vaccines manufactured in Japan has not yet been approved, and foreign approved vaccines is available, imported vaccines should be secured by taking measures such as exceptional approval according to the Pharmaceutical Affairs Law (Ministry of Health, Labour and Welfare)

(When drug approval of new influenza vaccines has been obtained)

- Consider administration of proto-type vaccines to health care workers and workers in public services based on their consent depending on situations before the commencement of supply of pandemic vaccines (Ministry of Health, Labour and Welfare)

- Start administration of pandemic vaccines to those who wish as soon as its manufacturing begins (Ministry of Health, Labour and Welfare)
  
  ➢ Determine estimated demand of additional vaccines based on the situation of spread, and review the necessity of continuation of manufacturing of pandemic vaccines without delay as necessary.

  ➢ The priority of treatment with Antiviral drugs when the amount of supply is limited to a certain degree including the following groups should be listed:

  ✧ Health care workers

  ✧ Workers in public services

  ✧ High risk patients

- When the capacity of manufacturing of pandemic vaccines is limited to a certain degree, consider administration of proto-type vaccines to health care workers and workers in public services based on their contents (Ministry of Health, Labour and Welfare)

**[Monitoring]**

- Conduct monitoring of vaccination, evaluation of the effectiveness of vaccines and collection and analysis of information on adverse effects in accompanying with the initiation of administration (Ministry of Health, Labour and Welfare)
Medical response

[Organization of medical institutions]

- Request prefectures to treat new influenza patients in medical institutions designated for specific infectious diseases, type I infectious diseases and type II infectious diseases (Ministry of Health, Labour and Welfare)
- Request prefectures to prepare a list of large centers and staff available for accepting patients based on the assumption of phase 6B (Ministry of Health, Labour and Welfare)

[Patients and those who have had contact with patients in Japan]

- Ensure medical institutions to transfer suspected new influenza patients to medical institutions designated for infectious diseases based on their travel history, according to the basic policy that they are diagnosed and treated in the designated institutions (Ministry of Health, Labour and Welfare)
- Guide suspected patients to be hospitalized for conducting definite diagnosis according to case definitions by the Infectious Disease Law (Ministry of Health, Labour and Welfare)
  ➢ Send samples of suspected new influenza cases to local health institutes for examinations of subtypes
- Order self-restraint of going out, taking physical examination, and responses when symptoms appear during the follow-up period for sign/symptom of infection to suspected new influenza patients and those who have had contact with patients including families. Quarantine those with symptoms immediately (Ministry of Health, Labour and Welfare)

[Correct use of Antiviral drugs]

- Order medical institutions to refrain from use of Antiviral drugs to those other than suspected new influenza patients, as a rule, in order to reserve the agents when lack of Antiviral drugs is expected, taking into consideration responses to patients in the pandemic (Ministry of Health, Labour and Welfare)
- Organize distribution of Antiviral drugs (Ministry of Health, Labour and Welfare)
[Information provision]

- Declare the outbreak of human-to-human infection in Japan and strengthening of national measures by Chief of Headquarters for Pandemic Influenza Counter-measures (Minister of Health, Labour and Welfare)

- Update messages to general public and contents on the website of Ministry of Health Labour and Welfare as needed (Ministry of Health, Labour and Welfare)
  - Provide information on the status of outbreak and responses in Japan to alert general public

- Provide information on the status of outbreak and responses abroad by the spokesperson to media etc. (Ministry of Health, Labour and Welfare)

[Establishment of consultation services]

- Request prefectures to establish consultation services available for residents in head offices or health centers to provide appropriate information. Distribute Questions and Answers (Ministry of Health, Labour and Welfare)

- Allocate a person responsible for answering phone calls concerning national measures against new influenza etc. (Ministry of Health, Labour and Welfare)

- Establish consultation services for local governments, and allocate a person exclusively responsible for it (Ministry of Health, Labour and Welfare)

- Establish consultation services for medical institutions (doctors) in coordination with medical associations (Ministry of Health, Labour and Welfare)
  - Distribute guidelines for diagnosis and treatment and Questions and Answers
### Phase 5A

(Larger cluster(s) of human-to-human transmission of new subtype with increased risk of pandemic)

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*Continue and strengthen measures in phase 4A*

### Planning and coordination

#### [Information collection from nations and regions where infection occurs]

- Cooperate with reference laboratories of WHO, OIE and FAO for identification and analysis of a virus strain, obtaining a virus subtype in question, sharing information on case definitions etc. (Ministry of Health, Labour and Welfare, Ministry of Foreign Affairs, Ministry of Education, Culture, Sports, Science and Technology, and Ministry of Agriculture, Forestry and Fisheries)

#### [International collaboration (cooperation and harmonization)]

- Exchange information on the epidemic status and the effectiveness and safety of vaccines with foreign counterparts (Ministry of Health, Labour and Welfare and relevant government bodies)

- Consider overseas provision of vaccines, if possible, based on manufacturing capacity of vaccines (Ministry of Health, Labour and Welfare)

- Consider to dispatch expert teams in response to requests from international organizations or nations where infection occurs (Ministry of Foreign Affairs and Ministry of Health, Labour and Welfare)

### Surveillance

#### [Cluster surveillance]

- Continue cluster surveillance for early detection of cluster(s) where infection occurs (Ministry of Health, Labour and Welfare)

#### [Syndrome surveillance]

- Continue syndrome surveillance to understand the current situation of patients (Ministry of Health, Labour and Welfare)
Phase 5A
—No outbreak in Japan—

Prevention and containment

[Inspection and measures against immigrants]

- Review ‘guidelines for inspection etc’ based on information on infection routes of new influenza occurred abroad, pathogenicity etc. (Ministry of Health, Labour and Welfare and relevant government bodies)
- Take the following measures by inspection stations based on guidelines for inspection etc. to new influenza patients identified among immigrants from regions where infection occurs based on questionnaires and examinations (Ministry of Health, Labour and Welfare)
  - Retain suspected new influenza patients based on examination etc. according to the Inspection Law
  - Recommend hospitalization to identified new influenza patients based on the Infectious Diseases Law, and treat them with Antiviral drugs
  - Request international airlines and vessel companies that identified new influenza patients were aboard to submit a list of passengers etc. and conduct proactive epidemiological studies among those passengers
- Direct responses concerning measures against those with symptoms in airplanes and vessels (quarantine of those with symptoms, wearing masks, identification of cabin attendants etc.) through international airlines and vessel companies when international airlines and vessel companies inform inspection stations of having those with influenza-like symptoms aboard before the arrival (Ministry of Health, Labour and Welfare)
- Confirm and strengthen coordination between inspection stations and local governments and other relevant organizations concerning measures to prevent infection, epidemiological studies, quarantine, retain etc. in preparation for receiving information on patients or deaths with influenza-like symptoms from airplanes and vessels towards Japan (Ministry of Health, Labour and Welfare and relevant government bodies)

[Measures for the Japanese nationals residing abroad (long-term and permanent residents)]

- Release appropriate overseas travel information on visiting and staying at countries and regions where new influenza occurs, taking into consideration comprehensively designated area of infection within regions and travel recommendation by WHO, measures taken by the relevant country, and responses of major countries (Ministry of Foreign Affairs)
- Alert the Japanese nationals residing abroad to the prevention of infection and responses in case infection is suspected (Ministry of Foreign Affairs)
- Ensure schools to take measures to prevent infection among Japanese students in all regions (Ministry of Education, Culture, Sports, Science and Technology)

Antiviral drugs

[Securing Antiviral drugs]

- Grasp the amount of Antiviral drugs reserved by the government and prefectures (Ministry of Health, Labour and Welfare)
Phase 5A
—No outbreak in Japan—

Vaccines

[Development and manufacturing system]
- Review and develop, as necessary, candidate strains for manufacturing vaccines based on a newly isolated virus strain (Ministry of Health, Labour and Welfare)
- Commence manufacturing of pandemic vaccines immediately after securing of eggs for production of vacciness following the identification of a new influenza virus strain. In case of regular influenza vaccines manufacturing season, take appropriate responses such as shift of manufacturing line to the new influenza vaccines(*) (Ministry of Health, Labour and Welfare)
  * Make much use of current manufacturing capacity of vaccines

[Vaccination system]
- Request prefectures to secure vaccination sites, doctors, devices etc. (Ministry of Health, Labour and Welfare)

[Others]
- When vaccines manufactured in Japan has not yet been approved, and foreign approved vaccines is available, imported vaccines should be secured by taking measures such as exceptional approval according to the Pharmaceutical Affairs Law (Ministry of Health, Labour and Welfare)

Medical response

[Case definitions of new influenza]
- Clarify the definitions of new influenza cases of human-to-human transmission, and disseminate the revised case definitions to medical institutions, as applicable (Ministry of Health, Labour and Welfare)

[Responses to suspected cases]
- Ensure medical institutions to transfer suspected new influenza patients to medical institutions designated for infectious diseases based on their travel history, according to the basic policy that they are diagnosed and treated in the designated institutions (Ministry of Health, Labour and Welfare)
- Guide suspected patients to be hospitalized for conducting definite diagnosis according to case definitions by the Infectious Disease Law (Ministry of Health, Labour and Welfare)
  ➢ Send samples of suspected new influenza cases to local health institutes for examinations of subtypes

[Correct use of Antiviral drugs]
- Order medical institutions to refrain from use of Antiviral drugs to those other than suspected new influenza patients, as a rule, in order to reserve the agents when lack of Antiviral drugs is expected, taking into consideration responses to patients in the pandemic (Ministry of Health, Labour and Welfare)
- Organize distribution of Antiviral drugs (Ministry of Health, Labour and Welfare)

[Securing medical care]
Phase 5A
—No outbreak in Japan—

- Request prefectures to consider hospitals that will not accept outpatients and inpatients of new influenza (including suspected ones) such as hospitals for specific treatment and advanced medicine, from the viewpoints of maintaining local medical care functions (Ministry of Health, Labour and Welfare)

[Securing capacity of recovery of the remains]
- Request prefectures to consider places for recovering the remains temporarily within or out of hospitals from the sanitary viewpoints etc. in preparation for pandemic (Ministry of Health, Labour and Welfare)

Risk communication

[Information provision]
- Update messages to general public and contents on the website of Ministry of Health Labour and Welfare as needed (Ministry of Health, Labour and Welfare).
  - Provide information on the status of outbreak in nations and alert general public
  - Provide information on the status of outbreak and responses abroad by the spokesperson to media etc. as needed (Ministry of Health, Labour and Welfare)

[Improvement of consultation services]
- Request prefectures to expand consultation services in head offices or health centers in preparation for pandemic (Ministry of Health, Labour and Welfare)
- Establish consultation services for medical institutions (doctors) in coordination with medical associations (Ministry of Health, Labour and Welfare)
**Phase 5B**

---Outbreak in Japan---

*Continue and strengthen measures in phase 4B*

**Planning and coordination**

**[Strengthening of the system]**

- Further strengthen joint measures by the whole government bodies through the framework of ‘Inter-ministerial Avian Influenza Committee’ (Relevant government bodies)

- Strengthen the system under ‘Headquarters for Pandemic Influenza Counter-measures of Ministry of Health, Labour and Welfare’ towards pandemic (Ministry of Health, Labour and Welfare)

**[Responses to the outbreak]**

- Notify WHO of the outbreak in Japan (Ministry of Health, Labour and Welfare)

- Enhance coordination with relevant prefectures concerning the implementation of proactive epidemiological studies (Ministry of Health, Labour and Welfare)

- Deploy teams of experts such as epidemiologists, clinicians etc. to prefectures as necessary (Ministry of Health, Labour and Welfare)

**[Information collection from nations and regions where infection occurs]**

- Cooperate with reference laboratories of WHO, OIE and FAO for identification and analysis of virus strain, obtaining a virus subtype in question, sharing information on case definitions etc. (Ministry of Health, Labour and Welfare, Ministry of Foreign Affairs, Ministry of Education, Culture, Sports, Science and Technology, and Ministry of Agriculture, Forestry and Fisheries)

**[International collaboration (cooperation and harmonization)]**

- Exchange information on the epidemic status and the effectiveness and safety of vaccines with foreign counterparts (Ministry of Health, Labour and Welfare and Ministry of Foreign Affairs)

**Surveillance**

**[Cluster surveillance]**

- Continue cluster surveillance for early detection of cluster(s) where infection occurs (Ministry of Health, Labour and Welfare)

**[Syndrome surveillance]**

- Continue syndrome surveillance to understand the current situation of patients (Ministry of Health, Labour and Welfare)

- Terminate regular influenza surveillance (fixed point) (Ministry of Health, Labour and Welfare)
[Prevention and containment]

[Inspection and measures against immigrants]

- Take the following measures by inspection stations based on guidelines for inspection etc. to new influenza patients selected among immigrants from regions where infection occurs based on questionnaires and examinations (Ministry of Health, Labour and Welfare)
  - Retain suspected new influenza patients based on examination etc. according to the Inspection Law
  - Recommend hospitalization to identified new influenza patients based on the Infectious Diseases Law, and treat them with Antiviral drugs
  - Request international airlines and vessel companies that identified new influenza patients were aboard to submit a list of passengers etc. and conduct proactive epidemiological studies among those passengers
- Direct responses concerning measures against those with symptoms in airplanes and vessels (quarantine of those with symptoms, wearing masks, identification of cabin attendants etc.) through international airlines and vessel companies when international airlines and vessel companies inform inspection stations of having those with influenza-like symptoms aboard before the arrival (Ministry of Health, Labour and Welfare)
- Confirm and strengthen coordination between inspection stations and local governments and other relevant organizations concerning measures to prevent infection, epidemiological studies, quarantine, retain etc. in preparation for receiving information on patients or deaths with influenza-like symptoms from airplanes and vessels towards Japan (Ministry of Health, Labour and Welfare and relevant government bodies)
- Disseminate the status of outbreak of new influenza in Japan among immigrants to Japan (especially temporary visitors such as aliens) to communicate measures to prevent infection at individual levels and responses when symptoms appear (Ministry of Foreign Affairs and Ministry of Health, Labour and Welfare)
- Request international airlines as well as vessel companies to cooperate in advising against travel to those with symptoms such as fever at embarkation procedure counters (Ministry of Health, Labour and Welfare and Ministry of Foreign Affairs)

[Measures for the Japanese nationals residing abroad (long-term and permanent residents)]

- Release appropriate overseas travel information on visiting and staying at countries and regions where new influenza occurs, taking into consideration comprehensively the designated area of infection within regions and travel recommendation by WHO, measures taken by the nation in question, and responses of major countries (Ministry of Foreign Affairs)
- Ensure schools to take measures to prevent infection among Japanese students in all regions (Ministry of Education, Culture, Sports, Science and Technology)

[Responses to cases]

- Grasp the current situation of outbreak, and request prefectures where outbreak occurs to take necessary spread-preventive measures such as care of patients based on the Infectious Diseases Law (hospitalization, treatment policy, proactive epidemiological studies etc.).
responses to those who have had contact with patients (specification of range of contact, request of self-restraint of going-out, implementation of physical examination, instruction of responses when symptoms appear etc.) (Ministry of Health, Labour and Welfare)

- Provide information to the relevant prefectures on the outbreak on a emergent basis, and request to take necessary measures based on the Infectious Diseases Law (Ministry of Health, Labour and Welfare)

- Request prefectures and relevant organizations to enhance measures to prevent infection in hospitals, centers for the elderly (centers where patients with underlying diseases gather), prison administration centers or bases (with many residents) etc. (Ministry of Health, Labour and Welfare and relevant government bodies)

[Restraint of citizens’ social activities]

- Recommend and disseminate the followings among citizens and relevant parties (Ministry of Health, Labour and Welfare, Ministry of Education, Culture, Sports, Science and Technology, and relevant government bodies)
  - Recommend self-restraint of non-urgent large scale meetings or gatherings around the nation
  - Request the relevant operators to close schools, centers etc. temporarily with which patients and those who have had contact with patients are related
  - Recommend wearing masks, gargling and washing hands to offices, welfare centers etc. Also, recommend employees with new influenza symptoms to be absent and visit hospital
  - Recommend wearing masks, gargling, and washing hands to citizens

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**Antiviral drugs**

[Securing Antiviral drugs]

- Grasp the amount of Antiviral drugs reserved by the government and prefectures (Ministry of Health, Labour and Welfare)

[Administration of Antiviral drugs]

- Request prefectures to conduct preventive administration to the followings from the viewpoint of maintaining medical and social functions (Ministry of Health, Labour and Welfare)
  - Health care workers of medical institutions where patients visit
  - Workers in public services (who have close contact with patients)

- Order medical institutions to take the following measures to those who have had contact with patients, such as families during the follow-up period for sign/symptom of infection. Implement quarantine and treatment with Antiviral drugs immediately when symptoms appear (Ministry of Health, Labour and Welfare)
  - Restraint of going out
  - Instruction and implementation of health management
**Vaccines**

**[Manufacturing system]**

- Request manufacturers to manufacture proto-type vaccines from reserved source immediately (Ministry of Health, Labour and Welfare)

**[Vaccination system]**

(When drug approval of new influenza vaccines has not been obtained)

- Distribute on an emergent basis proto-type vaccines for health care workers and those in public services (Ministry of Health, Labour and Welfare)
  * When it has not yet been approved, vaccination should be conducted as an emergent measure taking safety and effectiveness into consideration with careful attention to restriction of objects etc.

- When vaccines manufactured in Japan has not yet been approved, and foreign approved vaccines is available, imported vaccines should be secured by taking measures such as exceptional approval according to the Pharmaceutical Affairs Law (Ministry of Health, Labour and Welfare)

(When drug approval of new influenza vaccines has been obtained)

- Consider administration of proto-type vaccines to health care workers and those in public services based on their consent depending on situations before the commencement of supply of pandemic vaccines (Ministry of Health, Labour and Welfare)

- Start administration of pandemic vaccines to those who wish as soon as its manufacturing begins (Ministry of Health, Labour and Welfare)
  - Determine estimated demand of additional vaccines based on the situation of spread, and review the necessity of continuation of manufacturing of pandemic vaccines without delay as necessary.
  - The priority of treatment with Antiviral drugs when the amount of supply is limited to a certain degree including the following groups should be listed:
    - Health care workers
    - Workers in public services
    - High risk patients

- When the capacity of manufacturing of pandemic vaccines is limited to a certain degree, consider administration of proto-type vaccines to health care workers and those in public services based on their contents (Ministry of Health, Labour and Welfare)

**[Monitoring]**

- Conduct monitoring of vaccination, evaluation of the effectiveness of vaccines and collection and analysis of information on adverse effects in accompanying with the initiation of administration (Ministry of Health, Labour and Welfare)
Medical response

[Patients and contacts in Japan]

- Ensure medical institutions to transfer suspected new influenza patients to medical institutions designated for infectious diseases based on their travel history, according to the basic policy that they are diagnosed and treated in the designated institutions (Ministry of Health, Labour and Welfare)

- Guide suspected patients to be hospitalized for conducting definite diagnosis according to case definitions by the Infectious Disease Law (Ministry of Health, Labour and Welfare)
  - Send samples of suspected new influenza cases to local health institutes for examinations of subtypes

- Order self-restraint of going out, taking physical examination, and responses when symptoms appear during the follow-up period for sign/symptom of infection to suspected new influenza patients and those who have had contact with patients including families. Quarantine those with symptoms immediately (Ministry of Health, Labour and Welfare)

[Correct use of Antiviral drugs]

- Order medical institutions to refrain from use of Antiviral drugs to those other than suspected new influenza patients, as a rule, in order to reserve the agents when lack of Antiviral drugs is expected, taking into consideration responses to patients in the pandemic (Ministry of Health, Labour and Welfare)

- Organize distribution of Antiviral drugs (Ministry of Health, Labour and Welfare)

Risk communication

- Update messages to general public and contents on the website of Ministry of Health Labour and Welfare as needed (Ministry of Health, Labour and Welfare)
  - Provide information on the status of outbreak and responses in Japan to alert to general public
  - Provide information on the domestic and foreign status of outbreak and responses by the spokesperson to media etc. (Ministry of Health, Labour and Welfare)
**Phase 6A**

---No outbreak in Japan--

*Continue and strengthen measures in phase 5A*

### Planning and coordination

#### Information collection

- Enhance information collection from nations and regions where infection occurs (Ministry of Health, Labour and Welfare, Ministry of Agriculture, Forestry and Fisheries, Ministry of Foreign Affairs and Ministry of Education, Culture, Sports, Science and Technology)
  - Information sharing and cooperation with WHO collaboration centers etc.
  - Coordination concerning the identification and analysis of a virus subtype
  - Obtaining of a virus subtype in question
  - Review and decision of case definitions

#### International collaboration (cooperation and harmonization)

- Exchange information on the epidemic status and the effectiveness and safety of vaccines with foreign counterparts (Ministry of Health, Labour and Welfare and Ministry of Foreign Affairs)
- Consider overseas provision of vaccines, if possible, based on manufacturing capacity of vaccines (Ministry of Foreign Affairs and Ministry of Health, Labour and Welfare)

#### Review of the Action Plans

- Consider whether the revision of the Action Plan is necessary based on the outbreak trend and pathological conditions abroad (Ministry of Health, Labour and Welfare)

### Surveillance

#### Cluster surveillance

- Continue cluster surveillance for early detection of cluster(s) where infection occurs (Ministry of Health, Labour and Welfare)

#### Syndrome surveillance

- Continue syndrome surveillance to understand the current situation of patients (Ministry of Health, Labour and Welfare)

### Prevention and containment

#### Inspection and measures against immigrants

- Take the following measures by inspection stations based on guidelines for inspection etc. to new influenza patients identified among immigrants from regions where infection occurs based on questionnaires and examinations (Ministry of Health, Labour and Welfare)
  - Retain suspected new influenza patients based on examination etc. according to the Inspection Law
  - Recommend hospitalization to identified new influenza patients based on the Infectious Diseases Law, and treat them with Antiviral drugs
  - Request international airlines and vessel companies that identified new influenza patients were aboard to submit a list of passengers etc. and conduct proactive
epidemiological studies among those passengers

- Direct responses concerning measures against those with symptoms in airplanes and vessels (quarantine of those with symptoms, wearing masks, identification of cabin attendants who care the patient etc.) through international airlines and vessel companies when international airlines and vessel companies inform inspection stations of having those with influenza-like symptoms aboard before the arrival (Ministry of Health, Labour and Welfare)

- Confirm and strengthen coordination between inspection stations and local governments and other relevant organizations concerning measures to prevent infection, epidemiological studies, quarantine, retain etc. in preparation for receiving information on patients or deaths with influenza-like symptoms from airplanes and vessels towards Japan (Ministry of Health, Labour and Welfare and relevant government bodies)

- Request international airlines as well as vessel companies to cooperate in advising against travel to those with symptoms such as fever at embarkation procedure counters (Ministry of Health, Labour and Welfare and Ministry of Foreign Affairs)


[Measures for the Japanese nationals residing abroad (long-term and permanent residents)]

- Release appropriate overseas travel information on visiting and staying at nations and regions where new influenza outbreaks, taking into consideration comprehensively the designated areas of infection within regions and travel recommendation by WHO, measures taken by the relevant country, and responses of major countries (Ministry of Foreign Affairs)

- Ensure schools to take measures to prevent infection among Japanese students in all regions (Ministry of Education, Culture, Sports, Science and Technology)

### Antiviral drugs

[Securing Antiviral drugs]

- Grasp the amount of Antiviral drugs reserved by the government and prefectures (Ministry of Health, Labour and Welfare)

### Vaccines

[Development and manufacturing system]

- Review, as necessary, candidate strains for production of vaccines based on a newly isolated virus strain (Ministry of Health, Labour and Welfare)

- Commence manufacturing of pandemic vaccines immediately after securing of eggs for production of vacciness following the identification of a new influenza virus strain. In case of regular influenza vaccines manufacturing season, take appropriate responses such as shift of manufacturing line to the new influenza vaccines (*) (Ministry of Health, Labour and Welfare)

* Make much use of current manufacturing capacity of vaccines
[Vaccination system]

- Request prefectures to secure vaccination sites, doctors, devices etc. (Ministry of Health, Labour and Welfare)

[Others]

- When vaccines manufactured in Japan has not yet been approved, and foreign approved vaccines is available, imported vaccines should be secured by taking measures such as exceptional approval according to the Pharmaceutical Affairs Law (Ministry of Health, Labour and Welfare)

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**Medical response**

[Case definitions of new influenza]

- Clarify the definitions of new influenza cases of human-to-human transmission, and disseminate the revised case definitions to medical institutions, as applicable (Ministry of Health, Labour and Welfare)

[Diagnosis of suspected cases]

- Ensure medical institutions to transfer suspected new influenza patients to medical institutions designated for infectious diseases based on their travel history, according to the basic policy that they are diagnosed and treated in the designated institutions (Ministry of Health, Labour and Welfare)

- Guide suspected patients to be hospitalized for conducting definite diagnosis according to case definitions by the Infectious Disease Law (Ministry of Health, Labour and Welfare)
  
  ➢ Send samples of suspected new influenza cases to local health institutes for examinations of subtypes

[Correct use of Antiviral drugs]

- Order medical institutions to refrain from use of Antiviral drugs to those other than suspected new influenza patients, as a rule, in order to reserve the agents when lack of Antiviral drugs is expected, taking into consideration responses to patients in pandemic (Ministry of Health, Labour and Welfare)

- Organize distribution of Antiviral drugs (Ministry of Health, Labour and Welfare)

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**Risk communication**

- Update messages to general public and contents on the website of Ministry of Health Labour and Welfare as needed (Ministry of Health, Labour and Welfare)
  
  ➢ Provide information on the status of outbreak in nations to alert general public

- Provide information on the status of outbreak and responses abroad by the spokesperson to media etc. as needed (Ministry of Health, Labour and Welfare)
Phase 6B
(Pandemic phase; increased and sustained transmission in general population)

-Outbreak in Japan--
(Pandemic period includes the first wave (first epidemic), remission period and second wave)

*Continue and strengthen measures in phase 5B

Planning and coordination

- Declaration of a state of emergency by Minister of Health, Labour and Welfare (Declaration of strengthening domestic countermeasures)

[Review of the Action Plan]

- Evaluate measures based on the Action Plan, and review the Plan as necessary (Ministry of Health, Labour and Welfare)

[Easing measures against designated infectious diseases]

- Ease hospitalization requirements in order to enable flexible responses to hospitalization etc. (Ministry of Health, Labour and Welfare)

==Remission period==

- Reorganize the system (Ministry of Health, Labour and Welfare and relevant government bodies)
- Evaluate measures in pandemic and review the Plan (Ministry of Health, Labour and Welfare and relevant government bodies)

==Second wave==

- Implement prompt responses based on the Action Plan taking experiences in the first wave into consideration (Ministry of Health, Labour and Welfare and relevant government bodies)

Surveillance

- Understand the outbreak trend of human new influenza (including suspected cases) (Ministry of Health, Labour and Welfare)
- Terminate cluster surveillance and syndrome surveillance (Ministry of Health, Labour and Welfare)

==Remission period==

- Validate and evaluate the effects of surveillance etc. (Ministry of Health, Labour and Welfare)
Phase 6B
—Outbreak in Japan—

Prevention and containment

[Measures against immigrants]
- Recommend self-restriction of non-urgent overseas travel (Ministry of Foreign Affairs)
- Request international airlines and vessel companies to cooperate in recommending self-restriction of travel to those with symptoms such as fever at embarkation procedure counters (Ministry of Health, Labour and Welfare and Ministry of Foreign Affairs)
- Request prefectures necessary responses to patients based on the Infectious Diseases Law (hospitalization, treatment policy, epidemiological studies etc.) and to those who have had contact with patients (range of contact, the necessity of request of self-restraint of going-out, instruction of responses when symptoms appear etc.) (Ministry of Health, Labour and Welfare)

[Restraint of citizens’ social activities]
- Recommend and disseminate the followings among citizens and relevant parties (Ministry of Health, Labour and Welfare, Ministry of Education, Culture, Sports, Science and Technology, and relevant government bodies)
  - Recommend self-restraint of non-urgent large scale meetings or gatherings around the nation
  - Request the relevant operators to close schools, centers etc. temporarily with which patients and those who have had contact with patients are related
  - Recommend wearing masks, gargling and washing hands for offices, welfare centers etc. Also, urge employees with new influenza symptoms to be absent and visit hospital
  - Recommend wearing masks, gargling, and washing hands to general public

[Measures for the Japanese nationals residing abroad (long-term and permanent)]
- Release appropriate overseas travel information on visiting and staying at countries and regions where new influenza outbreaks, taking into consideration comprehensively the designated areas of infection areas within regions and travel recommendation by WHO, measures taken by the relevant country, and responses of major countries (Ministry of Foreign Affairs)
- Ensure schools to take measures to prevent infection among Japanese students in all regions (Ministry of Education, Culture, Sports, Science and Technology)

[Support for home care recipients]
- Support home care recipients infected with new influenza etc. in coordination with prefectures, cities, and relevant organizations (Ministry of Health, Labour and Welfare)
  - Periodic visiting
  - Medical consultation or care at home
  - Meal services
Phase 6B
—Outbreak in Japan—

➢ Transfer to medical centers
➢ Responses to those who died at home
➢ Responses to children, the elderly, and disables, as necessary

==Remission period==

• Recommend delayed departure to suspected new influenza patients (with symptoms
(Ministry of Health, Labour and Welfare)

| Antiviral drugs drugs |

*[Termination of preventive administration of Antiviral drugs drugs]*

• Request prefectures to terminate preventive administration of Antiviral drugs drugs to
health care workers and workers in public services having had contact with patients
(Ministry of Health, Labour and Welfare)

*[Arrangement of distribution]*

• Confirm supply of Antiviral drugs drugs to regions in necessity based on the status of
distribution of the agents and the spread of influenza by prefecture, and arrange appropriate
supply (Ministry of Health, Labour and Welfare)

==Remission period==

• Stockpile Antiviral drugs drugs in preparation for the second wave (Ministry of Health,
Labour and Welfare)

| Vaccines |

*[Vaccination system]*

(When drug approval of new influenza vaccines has not been obtained)

• Distribute on an emergent basis proto-type vaccines for health care workers and those in
public services, and administer as needed (Ministry of Health, Labour and Welfare)

* When it has not yet been approved, vaccination should be conducted as an emergent
measure taking the safety and effectiveness into consideration with careful attention to
restriction of objects etc.

• When vaccines manufactured in Japan has not yet been approved, and foreign approved
vaccines is available, imported vaccines should be secured by taking measures such as
exceptional approval according to the Pharmaceutical Affairs Law (Ministry of Health,
Labour and Welfare)

(When drug approval of new influenza vaccines has been obtained)

• Consider administration of proto-type vaccines to health care workers and those in public
services based on their consent depending on situations before the commencement of
supply of pandemic vaccines (Ministry of Health, Labour and Welfare)

• Start administration of pandemic vaccines to those who wish as soon as its manufacturing
begins (Ministry of Health, Labour and Welfare)

➢ Determine estimated demand of additional vaccines based on the situation of spread,
and review the necessity of continuation of manufacturing of pandemic vaccines
without delay as necessary
The priority of treatment with Antiviral drugs when the amount of supply is limited to a certain degree including the following groups should be listed:

- Health care workers
- Workers in public services
- High risk patients

When the capacity of manufacturing of pandemic vaccines is limited to a certain degree, consider administration of proto-type vaccines to health care workers and those in public services based on their contents (Ministry of Health, Labour and Welfare)

[Monitoring]

- Conduct monitoring of vaccination, evaluation of the effectiveness of vaccines and collection and analysis of information on adverse effects in accompanying with the initiation of administration (Ministry of Health, Labour and Welfare)

[Treatment of patients]

- Disseminate the following information among medical institutions (Ministry of Health, Labour and Welfare)
  
  - Treat new influenza patients in all medical institutions when hospitalization requirements are eased, and limit hospital treatment to patients in severe conditions
  
  - Treat suspected new influenza patients with Antiviral drugs within 48 hours of onset of symptoms
  
  - The priority of treatment with Antiviral drugs is as follows:
    
    1. Hospitalized new influenza patients
    2. Patients who work at medical institution or public services
    3. High risk patients
    4. Children and the elderly
    5. General outpatients

[Correct use of Antiviral drugs]

- Order medical institutions to refrain from use of Antiviral drugs to those other than confirmed and suspected new influenza patients (Ministry of Health, Labour and Welfare)

[Inpatient treatment]

- No quarantine of patients. Diagnose and treat new influenza patients in all medical institutions as a rule (Ministry of Health, Labour and Welfare)

- Secure measures for medical care when group infection is observed in welfare centers etc. (Ministry of Health, Labour and Welfare)

- Request prefectures to accept new influenza inpatients based on a list of medical institutions for hospitalization created in phase 3A (Ministry of Health, Labour and Welfare)

- Request prefectures to verify candidate large centers and staff available for accepting patients listed in phase 4B (Ministry of Health, Labour and Welfare)
• Prepare a list of facilities other than medical institutions available for inpatients when lack of beds is expected based on the number of inpatients and ratio of use of beds (Ministry of Health, Labour and Welfare)

• Request increased capacity of crematory and utilize temporal recovery of the remains when the number of deaths increases (Ministry of Health, Labour and Welfare)

==Remission period==

• Request prefectures to take measures towards normalization of medical care (Ministry of Health, Labour and Welfare)

• Grasp children, the elderly and disables without care workers, and provide support as necessary (Ministry of Health, Labour and Welfare)

--- Risk communication ---

• Declaration of a state of emergency by Minister of Health, Labour and Welfare (new influenza pandemic) and of further strengthening of domestic countermeasures (Ministry of Health, Labour and Welfare)

• Update messages to general public and contents on the website of Ministry of Health Labour and Welfare as needed (Ministry of Health, Labour and Welfare)

• Provide information on the domestic and foreign status of outbreak and responses by the spokesperson to media etc. (Ministry of Health, Labour and Welfare)

==Remission period==

• Reduce the number of persons responsible for consultation services to general public and local governments, as necessary (Ministry of Health, Labour and Welfare)

• Evaluate, review and re-organize the scheme of information provision in preparation for the second wave (Ministry of Health, Labour and Welfare and relevant government bodies)

• Provide information on the domestic and foreign status of outbreak and responses from the spokesperson to media etc. (Ministry of Health, Labour and Welfare)
### Post-pandemic period

(A rapid return to the interpandemic period)

#### Planning and coordination

- Evaluate responses in the pandemic period and review the plans (Ministry of Health, Labour and Welfare)
- Review guidelines, guidance, recommendations as necessary (Ministry of Health, Labour and Welfare and government bodies)

#### Surveillance

- Evaluate the past outbreak trend survey and surveillance etc., and realize effective utilization of personnel and resources (Ministry of Health, Labour and Welfare)

#### Prevention and containment

**[Measures against immigrants](Ministry of Health, Labour and Welfare)**

- Terminate recommendation of self-restraint of overseas travel, special public announcements, orders or screening etc. to immigrants

**[National measures] (Ministry of Health, Labour and Welfare and government bodies)**

- Terminate measures against the spread

**[Support for home care recipients etc.] (Ministry of Health, Labour and Welfare and government bodies)**

- Terminate supports for home care recipients by the government, prefectures, cities and relevant organizations

#### Antiviral drugs

- Re-organize the latest scientific findings on preventive administration of Antiviral drugs and treatment based on experiences in pandemic, and review and disseminate guidelines on use of Antiviral drugs (preventive administration and treatment), as necessary (Ministry of Health, Labour and Welfare)

#### Vaccines

- Implement comprehensive evaluation of the Action Plan and monitoring system (Ministry of Health, Labour and Welfare)
- Evaluate the safety and effectiveness of pandemic vaccines taking administered cases into consideration (Ministry of Health, Labour and Welfare)

#### Medical response

- Grasp children, the elderly and disables without care workers, and provide support as necessary (Ministry of Health, Labour and Welfare)
Post-pandemic period

Risk communication

- Provide information on the domestic and foreign status of outbreak and responses by the spokesperson to media etc. by when the Declaration of Completion of Epidemic of New Influenza is issued (Ministry of Health, Labour and Welfare)
References
Promotion Scheme for Pandemic Influenza Preparedness

Relevant Government Bodies

**Inter-ministerial Avian Influenza Committee**

Cabinet Secretariat
Ministry of Internal Affairs and Communications
Ministry of Justice
Ministry of Education, Culture, Sports, Science and Technology
Ministry of Agriculture, Forestry and Fisheries
Ministry of Land, Infrastructure and Transport

Cabinet Office
National Police Agency
Fire and Disaster Management Agency
Ministry of Foreign Affairs
Ministry of Health, Labour and Welfare
Small and Medium Enterprise Agency
Japan Coast Guard

Chairman: Minister of MHLW
Acting chairman: Senior Vice-Minister Parliamentary Secretary
Vice chairman: Vice-Minister Councillor
Members:
- Director-General
- Director-General for Technical Affairs
- Director-General for International Affairs
- Director-General of Health Policy Bureau
- Director-General of Health Service Bureau
- Director-General of Pharmaceutical and Food Safety Bureau
- Director-General of Labour Standards Bureau
- Director-General of Equal Employment, Children and Family Bureau
- Director-General of Social Welfare and War Victims’ Relief Bureau
- Director-General of Health and Welfare Bureau for the Elderly
- Director-General of National Institute of Infectious Diseases

Ministry of Health, Labour and Welfare

Headquarters for Pandemic Influenza Countermeasures

Chairman: Minister of MHLW
Acting chairman: Senior Vice-Minister Parliamentary Secretary
Vice chairman: Vice-Minister Councillor
Members:
- Director-General
- Director-General for Technical Affairs
- Director-General for International Affairs
- Director-General of Health Policy Bureau
- Director-General of Health Service Bureau
- Director-General of Pharmaceutical and Food Safety Bureau
- Director-General of Labour Standards Bureau
- Director-General of Equal Employment, Children and Family Bureau
- Director-General of Social Welfare and War Victims’ Relief Bureau
- Director-General of Health and Welfare Bureau for the Elderly
- Director-General of National Institute of Infectious Diseases

Ministry of Foreign Affairs

MFA Headquarters for Avian and New Influenza Countermeasures

Chairman: Vice-Minister for Foreign Affairs
Secretary-General: Director-General of Global Issues Department

Ministry of Agriculture, Forestry and Fisheries

Headquarters for Highly Pathogenic Avian Influenza Countermeasures

Chairman: Minister of MAFF
Acting chairman: Senior Vice-Minister
Vice chairman: Parliamentary Secretary
Assistant chairman: Vice-Minister
Members:
- Director-General
- DG for International Affairs
- DG for Technical Affairs and others

**Expert Committee on New Influenza**

- Surveillance
- Prevention and containment
- Medical response
- Risk communication
- International response
<table>
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Relationship between Avian Influenza and New Influenza

1. Infection by contact with other birds or their feces etc.

2. Rare transmission to human by contact etc.

3. Transformed to a new subtype with strong human-to-human infectivity through reassembly of 2 kinds of viruses

4. Risk of explosive infection by appearance of a new virus subtype

- Avian influenza virus
- Human influenza virus
- New influenza virus
Influenza

Influenza is an infectious disease caused by an influenza virus. It is classified into types A, B, and C depending on antigenicity of a causal virus. Type A is further divided into subtypes according to glycoprotein on the surface of a virus, hemagglutinin (HA) or neuraminidase (NA) (for example, A/Soviet, A/Hong Kong mean these subtypes).

Highly pathogenic avian influenza

Avian influenza is an infectious disease caused by type A influenza viruses, called ‘avian influenza’ that is different from human influenza viruses.

Among them, those causing deaths or general symptoms in birds are called ‘highly pathogenic avian influenza’, while those with minor symptoms such as rough coat or reduced egg production are called ‘low pathogenic avian influenza’.

In general, human infection with avian influenza viruses is likely observed in those having close contact with infected birds or their viscera or excretory substances. No infection through intake of meats or eggs has been reported.

Pandemic

Broad and rapid spread of a new influenza virus among human populations around the world

Poultry

Chicken, domestic duck, turkey and quail

Surveillance

Vigilance or monitoring

Especially for an infectious disease, periodical monitoring of the outbreak trend (patients and pathogenic agents) and trend estimation (infectious disease surveillance) are implemented based on the Law concerning the Prevention of Infectious Diseases and Medical Care for Patients of Infections.

Pathogenic agent surveillance

Monitoring system on the situations based on reports on the number of onsets and detailed types of causal pathogenic agents especially among infectious disease surveillance

Cluster surveillance

Monitoring system on the situations based on reports on the outbreak trend in clusters of a certain size in order to detect infected cluster(s)

Syndrome surveillance
System to understand the current situation of outbreak of a disease based on immediate reports of diagnosed patients with a certain symptoms in designated medical institutions

 очерк

Triage

Prioritization depending on the urgency or degree of a disease for appropriate transfer or treatment when there are many patients in disasters etc.

 очерк

Respirator

Artificial respirator. A respirator is a device helping respiration by sending air or oxygen to patient's lungs in emergency or anesthesia.

 очерк

PPE (personal protective equipment)

Personal protective devices and clothes including a protective gown, goggles and a mask for protection from serious injury or disease caused by pathogenic agents, chemical substances, and other dangerous factors

 очерк

Medical institutions designated for infectious diseases

Medical institutions designated for specific infectious diseases, type I infectious diseases, and type II infectious diseases. They are responsible for inpatients with new infectious diseases, type I infectious diseases and type II infectious diseases.

 очерк

* Medical institutions designated for specific infectious diseases: Medical institutions designated by Minister of Health, Labour and Welfare as responsible for inpatients with new infectious diseases, type I infectious diseases and type II infectious diseases

 очерк

* Medical institutions designated for type I infectious diseases: Medical institutions designated by Prefectural Governors as responsible for inpatients with type I infectious diseases or type II infectious diseases

 очерк

* Medical institutions designated for type II infectious diseases: Medical institutions designated by Prefectural Governors as responsible for inpatients with type II infectious diseases

 очерк

Definitions and types of infectious diseases

[Type I infectious diseases]: Infectious diseases with extremely high risk from the comprehensive viewpoints based on infectivity and severity when infected (e.g. Ebola hemorrhagic fever, pest)

 очерк

[Type II infectious diseases]: Infectious diseases with high risk from the comprehensive viewpoints based on infectivity and severity when infected (e.g. acute anterior poliomyelitis, diphtheria)

 очерк

[Type III infectious diseases]: Infectious diseases with no high risk from the comprehensive viewpoints based on infectivity and severity when infected, but with the possibility of group...
infection in specific occupations (e.g. enterohemorrhagic
Escherichia coli infection (O157)

[Type IV infectious diseases]: Almost no human-to-human transmission, but possible
infection from animals or objects requiring measures such
as sterilization (e.g. hepatitis A, rabies)

[Type V infectious diseases]: Infectious diseases with possible influences to public
health (e.g. measles, syphilis)

[Designated infectious diseases]: Known infectious diseases that are not classified into type
I to III, but require measures similar to those against type I
to III

 Beds for infectious diseases and pneumonia

 Beds are classified into those for general, recuperation, psychiatric patients, infectious
diseases, and pneumonia. Beds for infectious diseases are for inpatients with type I, type II
and new infectious diseases stated by the Law concerning the Prevention of Infectious
Diseases and Medical Care for Patients of Infections, while beds for pneumonia for
pneumonia inpatients.

 Negative pressure beds

 Beds for prevention of the spread of pathogenic agents to outside by reducing inside pressure
in order to prevent in-hospital infection

 Institutions designated for notification

 Hospitals or clinics that are required to notify age, sex etc of patients or deaths when
diagnose patients with type V infectious diseases, or conduct autopsy

 PCR test (polymerase chain reaction)

 A method to increase minute amounts of DNA greatly by using polymerase, an enzyme that
is related with its reproduction. Synthesized enzyme chain reaction method

 Neuraminidase inhibitor

 There are two kinds of spikes on the surface of influenza viruses; hemagglutinin (HA) with
functions of binding with sensitive cells, and neuraminidase with functions of isolating from
cell surface etc. So far, 9 kinds of neuraminidase have been reported. Only N1 and N2 have
been identified for human, while all 9 kinds have been identified for birds.

 A drug with a function of inhibiting neuraminidase, a neuraminidase inhibitor, is used as an
Antiviral drugs.

 Mock-up (proto-type) vaccines
Vaccines manufactured from a model virus when a target virus strain has not been identified. It is mainly used in creating application data for drug approval in clinical trials.

- Pandemic vaccines

Vaccines manufactured from a spread virus strain

- Prison administration facilities

General names of prisons, juvenile corrective institutions, and detention centers

Prisons and juvenile correction institutions are facilities that accommodate and treat prisoners mainly, while detention centers are facilities that accommodate those under detention whose criminal trial has not been completed (These prison administration facilities are under the control of Ministry of Justice, and under the instruction and direction of Correction Bureau, Ministry of Justice and correction districts, local divisions located in 8 places).

- Risk communication

Exchange of information and opinions among relevant parties. One of three factors of risk analysis.

* Risk analysis: A scientific method to prevent adverse effects on health, comprising of ‘risk evaluation (health effects evaluation)’, ‘risk control (administrative responses)’, and ‘risk communication (forming of social consensus)’