

Guideline for Information Provision and Sharing (Risk Communication)

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Pandemic Influenza Experts Advisory Committee

Pandemic Influenza Preparedness Guidelines (From Phase 4 Onwards)

Guidelines for Information Provision and Sharing (Risk Communication) [Overview]

Basic principles for information provision and sharing at the time of pandemic influenza

- Proactive information sharing before human-to-human transmission occurs in Japan
- Providing accurate information through appropriate channels if infection occurs in Japan
- Pre-listing information items, distribution channels, adequate expressions and other points of notice
- Paying attention to the protection of privacy and human rights of individuals

Phases 1 to 3

National government

Collect information on pandemic influenza occurring in Japan and overseas and hold press conferences on a regular basis.

Prefectural governments

Provide information to local residents through regular press conferences.

Phase 4 onwards

National government

- Establish the Headquarters for Pandemic Influenza Countermeasures, the commander of which (Minister of Health) shall declare Phase 4.
- Bolster information provision operations (multiple daily+ press conferences at fixed times)
- Putting up a call center

Prefectural governments

- Bolster information provision operations (multiple daily+ press conferences at fixed times)
- Putting up call centers

* Principles for disclosing geographical areas where infection occurs

In the case of outbreaks in Japan, the names of afflicted municipalities shall be disclosed, paying sufficient attention to the protection of patients' privacy. The locations and times of suspected contacts with infected individuals shall be disclosed if necessary to take public health measures for persons contacting (suspected) patients.

Guideline for Information Provision and Sharing (Risk Communication)

1 Basic principles for information provision and sharing at the time of pandemic influenza

- In preparation for pandemic influenza, it is necessary to establish schemes for information collection and provision, and to pre-list information items, distribution channels, adequate expressions and other points of notice in information provision.
- To ensure effective implementation of countermeasures against pandemic influenza, it is important to pre-examine required responses by administrative agencies, other institutions, private enterprises and individual citizens. The national and prefectural governments shall raise people's awareness of pandemic influenza, through providing related information proactively and making occasions to invite input from national and local citizens.
- Information is not sufficient at present on the scale of outbreaks, health hazards to Japanese people during pandemic, and other details of pandemic influenza. Therefore, once pandemic occurs, it is essential to distribute accurate information promptly through adequate channels, to enhance the effectiveness of countermeasures.
- Once pandemic occurs, it is necessary to identify what information people need, collect information through administrative channels, and provide appropriate information in as effective manners as possible to protect people's health and prevent the spread of infection, paying attention to avoid a flood of inadequate information that may kindle people's concerns.
- Attention must be also paid to the protection of privacy and human rights of individual citizens.

2 Response in Phases 1 through 3

(1) Response at the national level

- 1) Establishing schemes for information collection
 - i) Collecting information on the occurrence of pandemic influenza in other countries
 - A Identifying and allocating organizations and officials for information collection
 - The Ministry of Health, Labour and Welfare shall identify officials to collect information on the occurrence of pandemic influenza in other countries and the latest findings, and ensure that the assigned officials continuously collect the relevant information.
 - The National Institute of Infectious Diseases shall similarly identify officials to collect information on the occurrence of pandemic influenza

in other countries and the latest findings, and ensure that the assigned officials continuously collect the relevant information.

- The Ministry of Health, Labour and Welfare and the National Institute of Infectious Diseases shall share information collected as above on a regular basis.

B Items of information to be collected

Collected information shall include the following data.

- a) Country or region where infection occurs
- b) Date and time of occurrence and publication
- c) Whether a pathogen has been identified (confirmed or suspected)
- d) Status of health hazards (spread of infection; distribution of patients who manifest pandemic influenza symptoms, who are in serious conditions, or who died)
- e) Details of health hazards (types of symptoms, seriousness of conditions)
- f) Responses in the relevant country or region (initial responses, details of measures taken)
- g) Reactions of residents and citizens
- h) Reactions of other countries, the WHO and other related institutions
- i) Sources and reliability of published information

C Sources of information on the occurrence in other countries

- WHO
- Other countries (through local diplomatic establishments of Japan's Ministry of Foreign Affairs)
- GOARN¹
- Researchers' networks

ii) Collecting information on the occurrence of pandemic influenza in Japan

A Identifying and allocating organizations and officials for information collection

- The Ministry of Health, Labour and Welfare shall identify officials to collect information on the occurrence of pandemic influenza in Japan and the latest findings, and ensure that the assigned officials continuously collect the relevant information.
- The National Institute of Infectious Diseases shall similarly identify officials to collect information on the occurrence of pandemic influenza

¹ GOARN Global Outbreak Alert and Response Network

An international network of infectious disease-related institutions worldwide, established by the World Health Organization (WHO) in 2000 to tackle possible outbreaks on a global scale; The GOARN operates to collect information on infected persons, distribution of important information, technological assistance to early response in countries where infection occurs, etc. Japan's National Institute of Infectious Diseases is a member of GOARN.

in Japan and the latest findings, and ensure that the assigned officials continuously collect the relevant information.

- The Ministry of Health, Labour and Welfare and the National Institute of Infectious Diseases shall share information collected as above on a regular basis.

B Items of information to be collected

Collect information on the occurrence of pandemic influenza in Japan continuously through sources listed in C below.

C Sources of information on the occurrence in Japan

Information on the occurrence of pandemic influenza in Japan shall be collected through the following sources.

- Reports based on the Infectious Diseases Law
- Information provided from quarantine stations
- Reports from prefectural governments and municipalities
- Information provided from the National Institute of Infectious Diseases

2) Establishing schemes for information provision

i) Schemes for public announcements and information provision

- The national government shall identify a public relations officer and his or her representative in terms of pandemic influenza, separately from the commander of frontline operations.
- Identify the frequency of public announcements, and pre-notify related press clubs of regular and extraordinary press conferences.
- Also establish a scheme for information provision to municipalities and related institutions.

ii) Channels and items of public announcements

A Announcements to general citizens

- Press conferences (on outbreaks and responses in Japan and other countries)
- Internet (providing basic information, real-time notification of outbreaks etc.)
- Others (Publish leaflets etc. to notify general citizens of specific measures taken by administrative agencies, precautions and countermeasures that every individual should take, etc.)

Note: Formulate in advance a template for publication items in differing phases and situations of pandemic. (List required items referring to the attached sample.)

B Announcements to health care workers

- In addition to A, also provide health care workers with specialized knowledge through the website of the National Institute of Infectious Diseases, medical journals etc.

(2) Response at the prefectural and municipal levels

1) Collecting information on the occurrence of pandemic influenza in the locality

A Identifying and allocating organizations and officials for information collection

- The prefectural or municipal government shall continuously collect information on the occurrence of pandemic influenza in its locality.
- Health centers shall similarly identify officials to collect information on the occurrence of pandemic influenza in their districts, and ensure that the assigned officials continuously collect the relevant information.
- Establish information networks with related institutions in the locality.
- Request medical institutions through medical associations etc. to bolster reporting schemes in the case of occurrence.
- Pre-establish schemes for information sharing between individuals and organizations in charge of information collection.
- Pre-establish schemes for local health institutes to compile and analyze information collected by the prefectural or municipal government and health centers, and to share processed information with the infectious disease department of the prefectural or municipal government.

B Items of information to be collected

Collected information shall include the following data.

- Geographical area where infection occurs
- Date and time of occurrence
- Whether a pathogen has been identified (confirmed or suspected)
- Status of health hazards (spread of infection; distribution of patients who manifest pandemic influenza symptoms, who are in serious conditions, or who died)
- Details of health hazards (types of symptoms, seriousness of conditions)
- Responses in the locality (initial responses, details of measures taken)
- Reactions of local residents
- Sources and reliability of published information

C Sources of information

- Reports based on the Infectious Diseases Law
- Reports from medical institutions etc.
- Others

2) Establishing schemes for information provision

i) Schemes for public announcements and information provision

- The prefectural or municipal government shall identify a public relations officer and his or her representative in terms of pandemic influenza, separately from the commander of frontline operations.
- Identify the frequency of public announcements, and pre-notify related press clubs of regular and extraordinary press conferences.

ii) Channels and items of public announcements

- Press conferences (on outbreaks and responses in the locality)
- Internet (providing basic information, real-time notification of outbreaks etc.)
- Others

Note: Formulate in advance a template for publication items in differing phases and situations of pandemic. (List required items referring to the attached sample.)

iii) Response at municipalities

- Municipalities shall similarly establish schemes for information collection and provision, through which they shall obtain information published by the national and prefectural governments, and distribute obtained information to local residents.
- Municipalities shall also establish a scheme for sharing information between their officials.

(3) Collaboration between the national and local governments

1) Information sharing

- Information shall be provided by fax and simultaneous e-mail from the national to local governments. The national government shall notify local governments of these methods for information provision in advance.
- The national government shall also notify its local counterparts of contact information to which local governments shall provide information. In principle, local governments shall send the relevant information in writing by fax or e-mail, and call the specified contact personnel at the national government to notify the sending.
- To retain efficient communication between the national and local governments, details shall not be communicated by phone unless there are inescapable reasons. Instead, information senders shall only call the receivers to make confirmations on the sending of written information.

2) Information to be shared

- In principle, the national government shall provide the following information to its local counterparts.
 - Information announced at press conferences (on the status of occurrence of pandemic influenza etc.)
 - The latest findings on pandemic influenza
- Local governments shall notify the central government of the following, in addition to reports made under the Infectious Diseases Law.
 - Information announced at press conferences

3 Response in Phases 4 onwards

(1) Response at the national level

1) Establishing schemes for information collection

- i) Collecting information on the occurrence of pandemic influenza in other countries
 - A Identifying and allocating organizations and officials for information collection
 - The Ministry of Health, Labour and Welfare shall identify officials to collect information on the occurrence of pandemic influenza in other countries and the latest findings, and ensure that the assigned officials continuously collect the relevant information, bolstering the schemes in operation in Phases 1 through 3.
 - The National Institute of Infectious Diseases shall similarly identify officials to collect information on the occurrence of pandemic influenza in other countries and the latest findings, and ensure that the assigned officials continuously collect the relevant information, bolstering the schemes in operation in Phases 1 through 3.
 - The Ministry of Health, Labour and Welfare and the National Institute of Infectious Diseases shall share information collected as above on a regular basis.

B Items of information to be collected

Collected information shall include the following data.

- Region where infection occurs
- Date and time of occurrence and publication
- Whether a pathogen has been identified (confirmed or suspected)
- Status of health hazards (spread of infection; distribution of patients who manifest pandemic influenza symptoms, who are in serious conditions, or who died)
- Details of health hazards (types of symptoms, seriousness of conditions)
- Responses in the relevant region (initial responses, details of measures taken)

- Reactions of residents
- Reactions of other countries, the WHO and other related institutions
- Sources and reliability of published information
- Information on methods for prevention, treatment and response

C Sources of information

- WHO
- Other countries (through local diplomatic establishments of Japan's Ministry of Foreign Affairs)
- GOARN
- Researchers' networks

ii) Collecting information on the occurrence of pandemic influenza in Japan

A Identifying and allocating organizations and officials for information collection

- The Ministry of Health, Labour and Welfare shall identify officials to collect information on the occurrence of pandemic influenza in Japan and the latest findings, and ensure that the assigned officials continuously collect the relevant information.
- The National Institute of Infectious Diseases shall similarly identify officials to collect information on the occurrence of pandemic influenza in other countries and the latest findings, and ensure that the assigned officials continuously collect the relevant information.
- The Ministry of Health, Labour and Welfare and the National Institute of Infectious Diseases shall share information collected as above on a regular basis.

B Items of information to be collected

Collect information on the occurrence of pandemic influenza in Japan continuously through sources listed in C below.

C Sources of information on the occurrence in Japan

Information on the occurrence of pandemic influenza in Japan shall be collected through the following sources.

- Reports based on the Infectious Diseases Law
- Information provided from quarantine stations
- Reports from prefectural governments and municipalities
- Information provided from the National Institute of Infectious Diseases

2) Information provision from the Ministry of Health, Labour and Welfare

- As soon as situations are expected to develop into Phase 4 onwards, the Ministry of Health, Labour and Welfare shall establish the Headquarters for Pandemic Influenza Countermeasures, headed by the Minister, who shall issue the following declarations as appropriate.

[Phase 4B] Occurrence of human-to-human transmission

[Phase 6B] State of emergency in Japan

- The Ministry shall bolster the regular public announcement scheme in operation during Phases 1 to 3, holding multiple daily press conferences at fixed times, as well as extraordinary announcements as necessary.
- The Ministry shall also update its website to publish the latest situations as necessary.

3) Items of information to be provided

[Information on the occurrence of pandemic influenza in other countries]

Information on the occurrence of pandemic influenza in other countries shall include the following data. The national government shall base information it publishes on releases by the WHO and other reliable public institutions, and distribute information not only on the situations of occurrence but also on the risks of virus intrusion into Japan at that point, methods for infection prevention, etc.

- Situations of occurrence (countries, regions and cities where infection occurs)
- Status of confirmed and suspected cases
- Extent of health hazards
- Evaluation on risks of virus intrusion into Japan
- Methods for responding to and preventing infection (especially those published by the WHO and other reliable public institutions)

[Information on the occurrence of pandemic influenza in Japan]

Information on the occurrence of pandemic influenza in Japan shall include the following data.

- Situations of occurrence
- Status of confirmed and suspected cases
- Extent of health hazards
- Methods for responding to and preventing infection
- Administrative actions
- Contact information
- Others

Sufficient attention must be paid to the protection of patients' privacy when providing information on situations of occurrence. Information that may identify individuals shall not be disclosed. The names of afflicted prefectures and municipalities are to be disclosed. The locations, facilities and times of suspected contacts with infected individuals shall be disclosed, if necessary to take public health measures for persons contacting (suspected) patients.

The national government shall discuss procedures for publication as above with the mass media in advance.

4) Points of notice in information provision

Information providers shall refer to the listed points of notice in information provision, which will be formulated later, to ensure timely and appropriate publication.

5) Putting up contact windows

- Contact windows with the following related institutions shall be put up at the Ministry of Health, Labour and Welfare, of which the related institutions shall be notified in advance.
 - Other governmental agencies
 - Local governments
- Contact windows to answer inquiries from general citizens shall not be put up at the Ministry of Health, Labour and Welfare or the National Institute of Infectious Diseases. Instead, the central government shall request its local counterparts to put up such windows, and notify general citizens of them. The Ministry of Health, Labour and Welfare shall also examine whether it should establish an external call center.

6) Guidelines for medical consultation and treatment, and Q&A

- The national government shall formulate and disseminate the following as soon as possible based on the latest findings.
 - Guidelines for medical consultation and treatment (for health care workers)
 - Q&A (for general citizens)

(2) Response at the prefectural and municipal levels

1) Establishing schemes for information collection

- i) Identifying and allocating organizations and officials for information collection
 - The prefectural or municipal government shall continuously collect information on pandemic influenza, bolstering the schemes in operation in Phases 1 through 3.
 - Health centers shall similarly identify officials to collect information on the occurrence of pandemic influenza in Japan and other countries, as well as the latest findings, and ensure that the assigned officials continuously collect the relevant information, bolstering the schemes in operation in Phases 1 through 3.
 - Pre-establish schemes for local health institutes to conduct epidemiological analyses integrating information collected by the prefectural or municipal government and health centers, with specimen data provided through virological surveillance, and to share the outputs with the infectious disease department of the prefectural or municipal government.
- ii) Items of information to be collected

Collected information shall include the following data.

- Geographical area where infection occurs
- Date and time of occurrence and publication
- Whether a pathogen has been identified (confirmed or suspected)

- Status of health hazards (spread of infection; distribution of patients who manifest pandemic influenza symptoms, who are in serious conditions, or who died)
- Details of health hazards (types of symptoms, seriousness of conditions)
- Responses in the locality (initial responses, details of measures taken)
- Reactions of local residents
- Sources and reliability of published information
- Information on methods for prevention, treatment and response

iii) Collecting information on the occurrence of pandemic influenza

- Reports under the Infectious Diseases Law
- Information provided from related institutions

2) Schemes for information provision

[If no outbreak has occurred in Japan]

- In principle, press conferences shall be held in the same procedures as in Phase 3.

[If an outbreak has occurred in Japan]

- Local governments shall bolster the regular public announcement scheme in operation during Phases 1 to 3, holding multiple daily press conferences at fixed times, as well as extraordinary announcements as necessary.
- Local governments shall also update their websites to publish the latest situations as necessary.

3) Items of information to be provided

[If no outbreak has occurred in Japan]

- Local governments shall provide information on the situations of pandemic influenza occurrence, effective measures for infection prevention at that point etc., based on the latest information provided through international and domestic institutions.

[If an outbreak has occurred in Japan]

Information on the occurrence of pandemic influenza in Japan shall include the following data.

- Situations of occurrence
- Status of confirmed and suspected cases
- Extent of health hazards
- Methods for responding to and preventing infection
- Administrative actions
- Contact information
- Others

Sufficient attention must be paid to the protection of patients' privacy when providing information on situations of occurrence. Information that may identify individuals shall

not be disclosed. The names of afflicted prefectures and municipalities are to be disclosed. The locations, facilities and times of suspected contacts with infected individuals shall be disclosed, if necessary to take public health measures for persons contacting (suspected) patients.

Local governments shall discuss procedures for publication as above with the mass media in advance.

4) Points of notice in information provision

Information providers shall refer to the listed points of notice in information provision, which will be formulated later, to ensure timely and appropriate publication.

5) Putting up contact windows

- Local governments shall put up contact windows for local residents to promote their understanding. If a great number of inquiries are received at such contact windows, local governments shall examine whether they should establish external call centers.
- Local governments shall also answer inquiries from medical institutions, in collaboration with prefectural medical associations.
- In the establishment of call centers, local governments shall confirm roles and responsibilities with high-fever consultation centers, which answer inquiries from individuals manifesting high fevers.

6) Response at municipalities

- Municipalities shall collect information published by the national and prefectural governments, and distribute obtained information to local residents.

(3) Collaboration between the national and local governments

1) Coordinating information to be published

- In principle, the national and local governments shall base their publications on the same information.
- The national and local governments shall exchange information to be published on either side.

2) Schemes for publication coordination

- Identify departments on both sides in charge of publication coordination, and notify them to the other side in advance.

3) Points of notice for coordination

- Ensure the sharing of basic information before publication.

Sample Checklist for Risk Communication to the Press at the Time of Pandemic Influenza

Note: Arrange the following list as appropriate, based on situations at the point of publication (i.e. information obtained by that point etc.)

Contents	Key points	Occurrence		When did pandemic influenza occur first Where is pandemic influenza occurring How is pandemic influenza developing	
		Confirmed cases		Confirmed diagnosis, quick diagnosis, suspected cases based on symptoms or infection history, etc.	
		Health hazards		Routes and media of infection What symptoms manifest if infected Time before symptoms manifest (including the incubation period etc.)	
		Prevention	Uninfected individuals	Are preventive measures indicated clearly for differing risk groups?	
		Response	Infected individuals	Are responding measures indicated clearly for differing risk groups?	
			Individuals contacting infecting individuals		
		Administrative actions		Actions to be taken	
	Inquiries	For residents and	Is integrated contact information published		
	Details	Past process		From identification to publication	
		Present status		Identification of afflicted geographical areas (from the viewpoint of public health) Situations of infection spread (How many (suspected) patients have been identified) Timeline of infection spread Extent of emergency Administrative actions taken by the time of publication Information on overseas situation	
			Health hazards		Comparison with the case of similar disease Typical symptoms Fatality rate and deaths in Japan
			Affected areas		Geographical areas etc. that should become on the alert Symptoms, contact history and other factors for suspecting infection
		Methods for prevention, treatment etc.	Uninfected individuals, infected individuals and	Situations of preventive and treatment drugs, vaccines etc. Promoting prevention and preventive measure Recommended timings for visiting medical institution	
		Methods for responding	Persons contacting infected individuals	Necessity of tests	
Past process		Domestic	Past cases		
		Overseas			
Inquiries	For the media	Are multiple contact windows indicated?			
Expressions	Intelligibility		Are plain expressions used? Is unknown points identified clearly? Is the extent of identification indicated clearly for known information? Are terms standardized? Are scientific terms avoided, or only used with plain explanation? Are legal terms avoided, or only used with plain explanation? Is information presented graphically and numerically Are specific percentages used instead of approximate rate expression		
		Adequacy		Are appropriate titles used? Is information provided to enable the screening of possible infection? Are sentences constructed in appropriate lengths Is the term "first" used appropriately? Is the term "etc." used appropriately? Are ambiguous expressions avoided?	
Q&A				Are questions answered based on "key points"? Is it identified where each answer is listed in the Q&A?	
Methods for information provision					Is the information provided at an appropriate timing? Is the information published by an appropriate representative Is the administrator of the information identified Are applications of "key points" and "details" identified Are sufficient considerations taken of human rights Is conclusion presented at the beginning Are methods for publishing additional information identified Are dates of formulating and revising information identified Is information collected and confirmed before publication Are appropriate flip cards in place? Are "key points" compiled in a sheet or two in the A4 size Are reference materials (Q&A) provided at the same time Are explanations provided on how to read reference materials (Q&A) Is a glossary provided?
			Second and later publications		Are the intervals of publication appropriate? Can the past publications be referred to?