

December 18, 2020

Recommendation of Project Team on Anti-COVID-19 Measures for Inbound Tourists,  
Head Office for Anti-COVID-19 Measures

Policy Research Council, Liberal Democratic Party

1. Introduction

The Government of Japan has taken various measures to increase inbound tourists to 40 million annually by 2020. Unfortunately, due to the global pandemic of COVID-19 since January this year, the flow of inbound tourists has been interrupted for now. According to the “FY2020 Survey on Tourist Travel to Japan from Asia, Europe, the United States, and Australia,” however, Japan still ranks No. 1 as country they wish to visit when the pandemic is over, indicating that Japan’s tourism resources are potentially still very attractive.

It is a must that we hold as national project the Olympic and Paralympic Games in Tokyo next summer, making it one of the examples of coexistence of thorough COVID-19 infection prevention measures and socio-economic activities, which we must pursue domestically from now on. Based on the scientific insight that contributes to infection prevention and taking into consideration specific circumstances of foreign visitors including linguistic and cultural aspects, we will utilize digital technologies to make the Games an event that athletes and spectators from around the world can take part in with peace of mind. By making the Games an event that does not impose too heavy a burden of infection-prevention measures on municipalities, health centers and medical institutions, we will build the foundation for international human exchanges that provides peace of mind and security to both welcoming residents and visiting inbound tourists. This way, we will seek to contribute to resurgence of the inbound tourism after the Games. Naturally the assumption is that domestic anti-COVID-19 measures are implemented thoroughly.

(Basic Concept)

We will comprehensively and individually manage factors that can spread infection in a series of activities of inbound tourists: before they enter Japan; while they stay in Japan; and until they leave Japan; through coordination and collaboration of relevant institutions that is based on digital technologies, to enable early detection and early countermeasures. This way, we will seek to implement the “do-not-bring-in, do-not-spread” anti-infection measures in a multilayered manner. In addition, we will develop a system for easing burden on the health centers and tourism and lodging industries, which then can accept inbound tourists from overseas with ease of mind.

To do so, we will establish the Febrile Inbound Tourist Health Support Center (tentative name) as

centralized support center for inbound tourists to deal with COVID-19 infection, and develop the Inbound Tourist Health Management System (tentative name) to manage health-related information of inbound tourists, in a bid to have them enjoy their visit with peace of mind and to support the health centers and medical institutions in case a COVID-19-infected tourist is identified. In addition, the Center will provide consultation to the tourism and lodging industries, utilizing the System.

(Timetable)

We will complete development of the mechanism by next spring in consideration of infection situations both in Japan and overseas, carry out tests for validation in pre-events, and notify details of the new mechanism widely to health centers, medical institutions, Japan's diplomatic establishments overseas, lodging and tourism operators, transport operators and eating and drinking establishments, so that the mechanism is fully operational well in advance of the Games in summer.

## 2. Before Entry to Japan (Border Control, Ensuring Control on Behaviors after Entry to Japan)

The Ministry of Foreign Affairs will require, at the time an application is filed for an entry visa, that: 1) the applicant obtain a certificate of COVID-19 negative results with good accuracy control before entry to Japan; 2) buy a private medical insurance policy that can be bought on the condition that the applicant tested negative for COVID-19; 3) install and use multilingual, as required, applications for thorough infection-prevention measures, such as COCOA, including health monitoring after entry to Japan; and 4) pledge to rigorously abide by infection-prevention rules after entry to Japan; as condition for issuance of the visa. In setting the requirements, we will, in coordination with WHO and GAVI Alliance, pay attention to international moves (framework for certification of test results such as Common Pass, vaccine development and vaccination, antibody test, etc.), including moves on recommending inbound tourists to get vaccinated prior to entry to Japan. At the time of having the applicant make the pledge, etc., the Ministry will notify the applicant that, pursuant to Article 5 of the Immigration Control and Refugee Recognition Act, any foreign national who is likely to become a burden on the Japanese Government or a local public entity shall be denied permission to land in Japan, and that so can be any foreign national who failed to pay to a medical institution for medical care, etc. The Ministry will also inform the applicant about infection-prevention measures widely taken in Japan, such as wearing a mask and avoiding three C's (Closed spaces, Crowded places, and Close-contact settings).

The terms of the pledge will be revised from time to time, and the Ministry of Health, Labour and Welfare will provide necessary support and advice from the viewpoint of public health.

The Ministry of Land, Infrastructure, Transport and Tourism will coordinate well with the Scheduled Airlines Association and other relevant bodies so that carriers function as one of the multilayered checkpoints, refusing boarding of a foreign national that has not made the pledge, etc.

The carriers will also notify the passengers fully to make sure that they are aware of the infection-prevention measures in Japan, utilizing government publicity videos, etc., before and during the flight.

The Ministry of Foreign Affairs will collect and regularly share information with the Ministry of Health, Labour and Welfare on infection situations and accuracy control of PCR and other tests at various countries and areas. The Cabinet Secretariat, the Ministry of Justice, the Ministry of Foreign Affairs, the Ministry of Health, Labour and Welfare and other relevant bodies will coordinate with one another to revise the level of Travel Advice and Warning on Infectious Diseases and border control (restrictions on entry to Japan, quarantine, etc.) in a timely and adequate manner to prevent the spread of infection in Japan.

### 3. At Time of Entry to Japan (Border Control)

In quarantine, we will establish a system to electronically check the certificate of negative results of the test that the tourist has taken in advance in accordance with the infection risk associated with the country or area of stay prior to entry to Japan. We will further enhance the capacity of the quarantine station to carry out required tests in the quarantine process.

The Immigration Services Agency will, in coordination with the quarantine station, provide guidance on and urge inbound tourists to buy private medical insurance products that can be purchased after entry to Japan for those that were unable to do so before departure. The Agency will also develop the mechanism to check and provide consultation on installation of the multilingual application.

The Agency, in consideration of the need to develop private medical insurance products overseas in connection with the certificate of negative test results, will coordinate with Japan's diplomatic establishments overseas and the Financial Services Agency to provide relevant information as required upon request.

### 4. Domestic Measures (Early Detection and Early Countermeasures, and Control on Behavior)

#### (1) Thorough Health Management and Infection Prevention with Application and Inbound Tourist Health Management System (tentative name)

The Japan Tourism Agency and other relevant ministries and agencies will, at places that inbound tourists visit, remind them, as needed, of the duty to wear a mask, and recommendations to sanitize hands and avoid three C's.

The inbound tourist will use the application that he/she installed upon entry to Japan to record the physical condition and place of lodging for fourteen days (health observation period determined by WHO) and report daily to the Inbound Tourist Health Management System (tentative name), which will manage individual information based on the passport number. By entering the data, the tourist will be exempt from the ban on use of public transportation and 14-day self-isolation as quarantine measure.

The Inbound Tourist Health Management System (tentative name) will be a cloud system accessible from the Febrile Inbound Tourist Health Support Center (tentative name, to be described below), municipal response headquarters, health centers, etc., which will enter their measures taken to the System for managing the health of the inbound tourists in a comprehensive manner. The System will also be available at the venues of respective Olympic and Paralympic Games so that only those tourists with appropriate health management record may enter the venues.

In case an inbound tourist is confirmed positive, the information on the Inbound Tourist Health Management System (tentative name) will be transferred to HER-SYS, making the information available to the health center and medical institution for use when taking necessary measures.

It is not solely related to inbound tourists, but some people complain that the contact confirmation application COCOA has cumbersome steps when the user is found positive: the step of the health center notifying the number to the user and the step of the user entering the notified number. We will strive to simplify the procedures and modify computer systems at the health centers and call for effective cooperation of the user tested positive, so that the application will work more smoothly.

## (2) Coordination between Municipalities and Febrile Inbound Tourist Health Support Center (tentative name)

The municipalities that will welcome inbound tourists and host towns that will provide training camps to overseas Olympic and Paralympic squads will establish a conference like the Council for Measures for Inbound Tourists or the “Pre-camp Liaison Conference of Relevant Parties for COVID-19 Infection Prevention” established in Tottori Prefecture, referring to other conferences established for COVID-19 infection prevention measures as required. The conference so established will liaise with medical associations, hospitals, medical institutions, pharmacies, health centers, tourism and lodging operators and those involved in ambulance transportation services to share information on the situations and mechanisms for response measures. The municipalities will also set up a contact point in coordination of the tourism and healthcare sections.

Relevant ministries and agencies, particularly the Cabinet Secretariat, will maintain bilateral communications with the Councils for Measures for Inbound Tourists of municipalities mentioned above to provide advice as required.

The Japan Tourism Agency and the Ministry of Health, Labour and Welfare will set up the Febrile Inbound Tourist Health Support Center (tentative name) to follow up the health condition of inbound tourists and provide consultation on health conditions and medical consultation in a unified manner. The Center will also provide support to municipalities and health centers.

The Febrile Inbound Tourist Health Support Center (tentative name) will have medical interpreters and coordinators and, based on the information on the Inbound Tourist Health Management System (tentative name), provide consultation to the inbound tourists, health centers and municipalities. The

Center will also support health centers and municipalities to carry out tests and provide medical consultation, thereby easing burden on these entities. In coordination with the Japan Visitor Hotline run by the Japan National Tourist Organization (JNTO), a subsidiary organization of the Japan Tourism Agency, the Center will also have a mechanism capable of providing consultation smoothly on matters other than COVID-19 infection prevention measures. At the same time, the Center will provide the interpretation service on the phone, supporting the municipalities and health centers to directly interact with inbound tourists.

The ministries, agencies and municipalities will notify inbound tourists at CIQ (Customs, Immigration and Quarantine), tourist sites, hotels, and transportation facilities to make sure that they promptly contact the Febrile Inbound Tourist Health Support Center (tentative name) when they want to ask about matters related to health and when they are feverish.

### (3) Ensure Operationality of Medical Institutions

In response to the 2018 primary proposal of the Project Team for Healthcare Services for Inbound Tourists of the Policy Research Council of the Liberal Democratic Party, “Promoting Healthcare Safety-net For Foreign Tourists (PHS-FT),” the Ministry of Health, Labour and Welfare has developed manuals for accepting foreign nationals and clarified the obligation of the doctors to provide medical services. In addition, based on the requirements presented by the Ministry and the Japan Tourism Agency, the prefectures selected hub medical institutions that can receive foreign patients, and the information is posted on the webpage of JNTO in a unified manner. Currently, about 2,000 medical institutions are designated as such. We will continue increasing medical institutions on the list, adding information on whether they are accepting patients suffering infectious diseases.

Specifically, the Ministry of Health, Labour and Welfare has developed the manual for the medical institutions for accepting foreign patients and is supporting such institutions, and it will enhance its efforts to elaborate the work and to have such programs known widely. The Ministry will also gear up its support to medical institutions to enhance their ability to accept foreign patients, retaining medical interpreters and coordinators. Similar to tourist sites, the Ministry will support these medical institutions and accommodation facilities for patients on linguistic and cultural aspects, such multilingual services (interpretation on the phone), specialty cuisine such as Halal, and other cultural considerations. For matters related to the visa or passport, transportation of critically ill patients or deceased and collection of claims, the Government will provide necessary support under close collaboration of municipalities and relevant organizations, relying on vitality of the private sector where possible.

If the medical institutions are given sole responsibility to support hospitalized inbound patients to go back home or to make responses on a case-by-case basis when troubles arise, such institutions will have to bear substantial medical administration work. Accordingly, it is essential that municipalities

provide support such as provision of medical interpretation and negotiation for medical expenses. However, municipalities may not have sufficient expertise in contacting diplomatic establishments of relevant foreign countries, and the Ministry of Foreign Affairs will act as go-between between the municipalities and diplomatic establishments.

#### (4) Priority Use of Private Medical Insurance to Cover Expenses for Hospitalization under Infectious Disease Act

The hospitalization expenses for compulsory hospitalization under the Act on the Prevention of Infectious Diseases and Medical Care for Patients with Infectious Diseases are paid by the public medical insurance and public funds (3/4 by the Government and 1/4 by the prefecture), thereby ultimately by all the policyholders of the public health insurance and by all the taxpayers. The study of the patients hospitalized from the “Diamond Princess” cruise vessel showed that, currently, when an inbound visitor that is not a policyholder of a public medical insurance is hospitalized under the Act, the hospitalization expenses are paid solely by the public funds, or the tax money of Japanese taxpayers. Although the compulsory hospitalization has an aspect of isolation for prevention of the infection spread, it will be more reasonable to ask those that have certain payment abilities with the private medical insurance to reasonably bear some of the expenses. Accordingly, the Ministry of Health, Labour and Welfare will promptly study Article 37 Clause 2 of the Act to sort out the issues. Currently, entry of a foreign national to Japan under the Business Track is permitted on the condition that the person has a private medical insurance policy, which makes it a matter of urgency to address the issue that cannot be left as it is until the Olympic and Paralympic Games are held. It is also necessary to establish a mechanism to support medical institutions and municipalities to collect medical expenses from private insurance companies including those located overseas so that this will not be a burden on the medical institutions and municipalities.

Social medical corporations, specified medical corporations, authorized medical corporations, and open hospitals established by medical associations are obliged to charge patients without public health insurance the amount identical to the fee for medical care under the public health insurance system. The regulations also require that their fees for medical care under the public health insurance system account for over 80% (or 60% for open hospitals established by medical associations) of all the revenues.

They can separately charge expenses specifically incurred in connection with consultation service for inbound visitors, such as administrative expenses associated with the travel insurance or expenses not directly related to consultation, such as translation or interpreter fees. We will need to continue making these medical institutions fully aware of the rule.

It is a societal need to develop the medical service function for inbound tourists. It will be necessary to align the current practice to the need: pricing of medical services provided to patients without public

health insurance; and increase in revenues other than fees for medical care under the public health insurance system disadvantaging these medical institutions.

#### (5) Preventative Measures of Tourism-related Industries

The Japan Tourism Agency and the Ministry of Land, Infrastructure, Transport and Tourism will rigorously implement infection-prevention measures in line with general guidelines as well as with guidelines for specific industries at lodging facilities, eating and drinking establishments and public transportation facilities. They will also utilize quality certification services for tour agencies. They will develop and enhance guidelines and manuals for respective industries and for specific cases on measures and actions to be taken when an inbound tourist has a symptom based on measures stipulated in the Hotel Business Act, etc., and let these guidelines and manuals known widely by meticulously holding webinars, etc. The Ministry of Health, Labour and Welfare and the Japan Tourism Agency will support industry organizations to develop mechanisms to respond to inquiries from lodging and tourism operators and tour agencies on general infection-prevention measures in consultation with industrial doctors, infectious disease specialists and certified nurses in infection control. In providing explanations to inbound tourists, the industry organizations will utilize the interpretation service on the phone of the Febrile Inbound Tourist Health Support Center (tentative name), etc.

The Ministry and the Agency will also provide subsidies for cleaning and sanitizing costs in case an inbound tourist has symptoms, is a close contact or is a patient.

#### (6) Visualization of Infection Prevention Measures at Eating and Drinking Establishments and Multilanguage Messages

We will urge eating and drinking establishments to show requests to customers in a plurality of languages, such as refraining from shouting and wearing a mask, to ensure that infection-prevention measures in accordance with the industry guideline of the food service industry are strictly adhered to. Abidance by the industry guideline is a requirement for participation in the projects of the Ministry of Agriculture, Forestry and Fisheries. For participants in projects of the Ministry of Health, Labour and Welfare, the Ministry issues its own certification mark. Municipalities also issue their own marks. Although the standard to be abided by is unified in advance, the Cabinet Secretariat, ministries, agencies and municipalities will need to coordinate to provide the information in a way easy for the user to understand, developing an environment so that certified establishments can be listed regardless of the certifier and making the data open so that they can be shown on the map without overlapping. We will encourage online reservation sites to describe infection-prevention measures taken by the establishment in a plurality of languages. In so doing, we will make sure that establishments in rural areas or small- to medium-sized establishments are not disadvantaged.

#### (7) Measures and Support for Transportation Industry

Each subsector within the transportation industry has prepared the subsector guideline for infection prevention and is rigorously implementing the measures that are designed in consideration of the characteristics of each subsector. The Ministry of Land, Infrastructure, Transport and Tourism, in collaboration with other relevant ministries and agencies, will promote developing mechanisms that support programs of the industry and provide consultation, such as guidelines in case an inbound tourist has symptoms, is a close contact or is a patient, including advice from infectious disease specialists. For international airliners, the relevant ministries and agencies will coordinate with each other to negotiate with relevant countries, in order to develop the environment that allows for increases in the number of international flights. Because the transportation industry is also an important infrastructure supporting the economy and society that is essential to daily life of the people, the relevant ministries and agencies will coordinate with each other to support each subsector within the transportation industry to develop the environment for the workers to work with ease of mind, implementing infection-prevention measures and carrying out appropriate labor management in terms of work hours and work environment.

As future challenges, we will consider resuming acceptance of overseas cruise ships, paying attention to the characteristics of cruise ships that, unlike airplanes, can carry thousands of passengers. In so doing, we will pay attention to the infection situations both in Japan and overseas, quarantine capacity, and situations of medical care systems at the municipalities accepting the ships. Relevant ministries and agencies will contribute to global discussions for ensuring safety of cruise ships, which will help the International Maritime Organization (IMO) develop international rules.

#### (8) Further Promotion of Cashless Payment

The cashless payment can reduce human contacts, and can prevent nonpayment of bills. Accordingly, we will support medical institutions, lodging operators and eating and drinking establishments to introduce and promote cashless payment at every situation.

#### (9) Intensive Support of Municipalities and Tourism Industry When Olympic and Paralympic Games Are Held

As a means of detailed support, the Ministry of Health, Labour and Welfare will build a mechanism to dispatch a support team or a liaison officer as required to the municipalities of regions where a large number of inbound tourists, athletes and related persons are expected to gather or of host towns when the Olympic and Paralympic Games are held. The cost of tests on related personnel will be borne by the Government.

When there is an infected person and it is necessary to connect to HER-SYS for exchanging information or to take measures beyond the boundaries of authorities, the Ministry will support the



municipalities to smoothly share various information and results of epidemiological studies among relevant health centers

With regard to measures of the host towns, the Secretariat of the Headquarters for the Promotion of the Tokyo Olympic and Paralympic Games will collaborate with the Ministry of Health, Labour and Welfare, the Japan Tourism Agency, and tourism and lodging industry organizations to encourage proactive cooperation to the epidemiological studies mentioned above and enhance efforts so that measures taken are homogeneous across Japan. When holding an event that a large number of inbound visitors participate in from overseas, it is imperative to talk with responsible bodies of the relevant municipality in advance to make sure that initial responses can be taken without delay in case there is a person suspected of infection.

#### 5. Support for Obtaining Certificate of Negative Test Results upon Departure from Japan

The Ministry of Economy, Trade and Industry is providing support to Japanese nationals for obtaining a certificate of negative test results for smooth departure from Japan (matching outbound tourists with medical institutions) through the Testing Center for Overseas Travelers (TeCOT). Now, the Ministry of Foreign Affairs and the Ministry of Health, Labour and Welfare will, in coordination with the Japan Tourism Agency, support inbound tourists to obtain a certificate of negative test results required at the time of departure from Japan, checking requirements of foreign countries on the accuracy of the test in cooperation with the Ministry of Economy, Trade and Industry and paying due attention to the test capacity. The Ministry of Foreign Affairs will prompt incoming visitors before entering Japan to make a reservation in advance for the test for departure. The Ministry of Health, Labour and Welfare will, in collaboration with the Japanese Society of Travel and Health, private test companies and relevant ministries and agencies to make sure that the accuracy control in Japan is aligned with requirements in foreign countries. In any case, strict confirmation of identity will be required. The fee for the test will be outside the scope of the public health insurance, but the Ministry will pay close attention so that the fee will not soar to the disadvantage of the users.

#### 6. Securing Human Resources

We will promote, including providing financial support, cultivating and securing human resources for health nurses, infectious disease specialists and certified nurses in infection control as well as medical interpreters and coordinators, as these talents will also serve as common infrastructure for foreign residents in Japan. We will also support securing medical staff smoothly when holding a national event in collaboration with organizations such as medical associations, dental associations, pharmaceutical associations and nursing associations as well as with municipalities and Secretariat of the Tokyo Olympic and Paralympic Games, utilizing Key-Net operated by the Ministry of Health, Labour and Welfare.

Executive Officers of  
Project Team on Anti-COVID-19 Measures for Inbound Tourists  
Head Office for Anti-COVID-19 Measures  
Policy Research Council, Liberal Democratic Party

Yosuke Tsuruho, Chairman

Gaku Hashimoto, Secretary General

Hanako Jimi, Chief of Secretariat

Shunsuke Takei, Assistant Chief of Secretariat

# Illustration of Anti-COVID-19 Measures for Tokyo Olympic and Paralympic Games

[Ministry of Foreign Affairs]



Foreign Countries

Japan's Diplomatic Establishment Overseas



Visa

Use of ICT: Smartphone

Application



Pledging

- ① Obtaining Certificate of Negative PCR Test Result
- ② Obligation to Buy Private Medical Insurance Policy, Etc.
- ③ Installation of Applications Such as COCOA
- ④ Abidance by Obligation to Report Health Conditions for 14 Days after Entry to Japan

Olympic and Paralympic Games Venue



Checking at Time of Entry



To Venue

- Promotion of Cashless Payment
- Thorough Implementation of Guideline for Respective Industry

[Ministry of Land, Infrastructure, Transport and Tourism]



Application



During Stay in Japan

- Daily Reporting on Health
- Location Information

Application

- Consultation Using Smartphone in Case of Concerns

Application



Bidirectional

Quarantine [Ministry of Health, Labour and Welfare]  
Immigration [Ministry of Justice]  
Customs [Ministry of Finance]

CIQ

Application

[Japan Tourism Agency]

[Ministry of Health, Labour and Welfare]

Febrile Inbound Tourist Health Support Center

(tentative name)

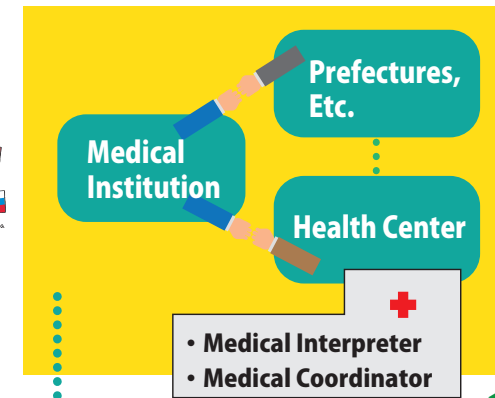
Application

Manage with Passport Number



- Medical Interpreter
- Medical Coordinator

Consultation in Case of Fever, Etc.



- Medical Interpreter
- Medical Coordinator

[Ministry of Health, Labour and Welfare]  
Connect to HER-SYS for Information Exchange on Infected

Support to Lodging and Tourism Industries, Etc.