

Briefing: Unlocking actions across Europe as of June 2020
Health and Social Services COVID-19 Technical Advice Cell TAC
Welsh Government Office for Science

Briefing Recipient: First Minister

Document Title: Unlocking actions across Europe as of June 2020

Document Name: 2020.06.10 – Unlocking actions across Europe – Word.doc

Version: 1.0

Date for above version: 11 June 2020

Document Owner: HSS TAC, WGOS.

Document Author: NR

Document Circulation (additional to Minister): HSS TAC, HSS TAG on approval

Briefing Request: Would be helpful to know for selected comparator countries:

- When they locked down businesses and how far they went?
- When they began to ease restrictions on businesses and in what stages (e.g. dates, which types of businesses, any conditions)?
- What were the underlying conditions that allowed them to do this (e.g. numbers of deaths, numbers of new infections, numbers of hospitalisations, R, TTI in operation for how long, etc.)?

Conclusions:

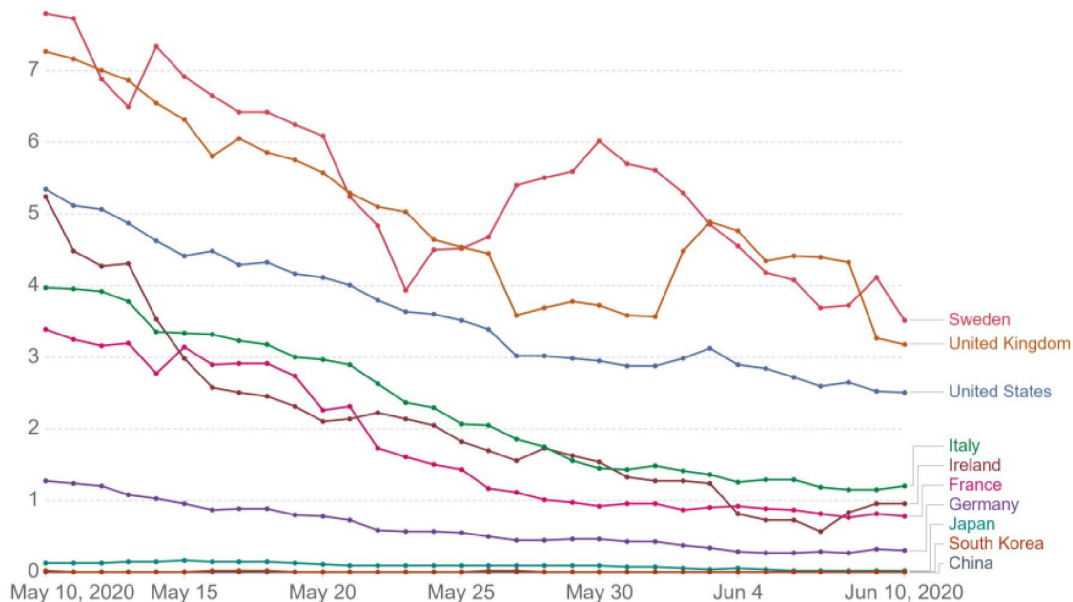
- Different countries locked down at different times during February and March 2020. Although many of the lockdown actions were similar in nature, the severity differed between different countries.
- The point in the development of the pandemic at which lockdown was initiated varied between countries.
- The point in the development of the pandemic at which release from lockdown was initiated has varied between countries.
- Countries have initiated release from lockdown when the pandemic showed a sustained and steady daily rate of reported new infections.
- The sustained and steady daily rate of reported new infections was different in different countries, partially reflecting the differences to which the pandemic had progressed within each country.
- The daily death rate as a proportion of a country's population (deaths per million population) has varied between countries.
- The daily death rate proportion likely reflects the point in the development of the pandemic within a population at which lockdown control measures were introduced, i.e. an earlier introduction has led to a lower daily death rate proportion because the pandemic had not spread as widely within the population.
- Release from lockdown measures does not appear to have led to a sustained increase in infection rates in the countries illustrated, i.e. France, Spain, Germany, Italy, which is encouraging.

- In the one country where lockdown was not very restrictive and severe, Sweden, the light voluntary measures around social distancing have been just sufficient to ensure reasonable control of the pandemic for a limited period only.
- Sweden has experienced a 'steady state' daily new infection rate throughout the pandemic but this has given rise to one of the highest deaths as a proportion of the population of any country in Europe.
- Very recently, Sweden's daily infection rate and R value has risen above 1, i.e. to a value estimated to be about 1.4 as a result of a small increase in the daily infection rate over a very low base rate.
- The **UK** has not experienced the same steady state 'flat line' daily infection rate exhibited by other European countries, i.e. its daily infection rate is still falling which suggests it has not 'bottomed out' yet at a steady state.
- The **UK's** R Value has attained a sustained steady state of just under 1 (approximately 0.9), which suggests current control measures are effective, and leaves a little room for a cautious approach to release from lockdown.
- Release from lockdown in the **UK** could proceed with caution.

Lockdown Dates of some European Countries.

Country	Lockdown date	Start of Release
UK	23.03.2020	10.05.2020
Spain	03.03.2020	09.05.2020
Italy	22.02.2020	04.05.2020
France	04.03.2020	11.05.2020
Germany	10.03.2020	19.04.2020
Sweden	No mandatory actions	

International Comparators*: New daily deaths per million, rolling 7-day average, as of 10 June 2020.



The above chart shows the daily death rate per million population for several countries in real time. This does not take account of the different start dates of the pandemic in different countries and should be used with caution. However, the shape of the curves for most countries (i.e. they have similar gradients) suggest that rough comparisons can be made and suggest that increased caution should be exercised when releasing from lockdown for the UK, United States of America and Sweden compared to other countries.

Spain: Locking and Release measures

Date	Details and Extent
09-03-20	Government of Spain announced a state of alarm over all of the country. Non-essential activities were forbidden, including large gatherings, restaurants, museums etc. Citizens were still permitted to travel to work and buy essential items, and religious services were allowed under certain conditions. Children not allowed to leave the house.
25-03-20	State of alarm extended until the 11 th April.
28-03-20	The prime minister ordered all non-essential workers to stay at home from 30 March to 9 April to bend the curve and contain the epidemic.
14 th April	Some workers unable to work from home are allowed to return to work these mainly involve 300,000 people who work in construction and manufacturing. Schools and restaurants etc. remain closed.

Salient Points:

- Spain's government response to the coronavirus has been criticised as insufficient or late by several international organisations and newspapers. It has been hypothesised that the response was also delayed by the fact that Pedro Sánchez is leading PSOE (in coalition with Unidas Podemos) minority government which is counting on support from opposition parties to enact coronavirus measures, especially with regards to economic stimulus.
- Spain is the only country in the world where children have not be allowed to leave the house for exercise at all.
- The COVID-19 surveillance and monitoring systems are developing and evolving in accordance with the evolution of the scenarios and strategies implemented by the National Epidemiological Surveillance Network
- Borders with European neighbours are closed
- Food outlets and pharmacies remain open
- Non-essential workers are to stay at home, except for those working in construction and manufacturing
- People are to only leave the house to shop for essential items, including food, fuel and medicine, go to work if unable to work from home, go to the hospital or for other emergencies
- Schools, hotels and tourist accommodations are closed
- Social distancing must be maintained at all times
- Social gatherings of any kind are prohibited
- Solitary exercise close to home is allowed
- Vulnerable people are not to leave their homes at all

New daily cases per million, March through June. Source: Our World in Data
NPI measures enacted Source: ACAPS



Spain has been heavily affected by the COVID-19 outbreak, with nearly 240,000 confirmed COVID-19 cases and 24,543 deaths as of April 30, 2020. A state of emergency took effect on March 14, extended until May 10, implying restrictions on movement to essential purposes only, suspension of commercial, cultural, recreational, hotel and restaurant activities except essential services, and reduced operation of public transport¹.

Transition approach and surveillance

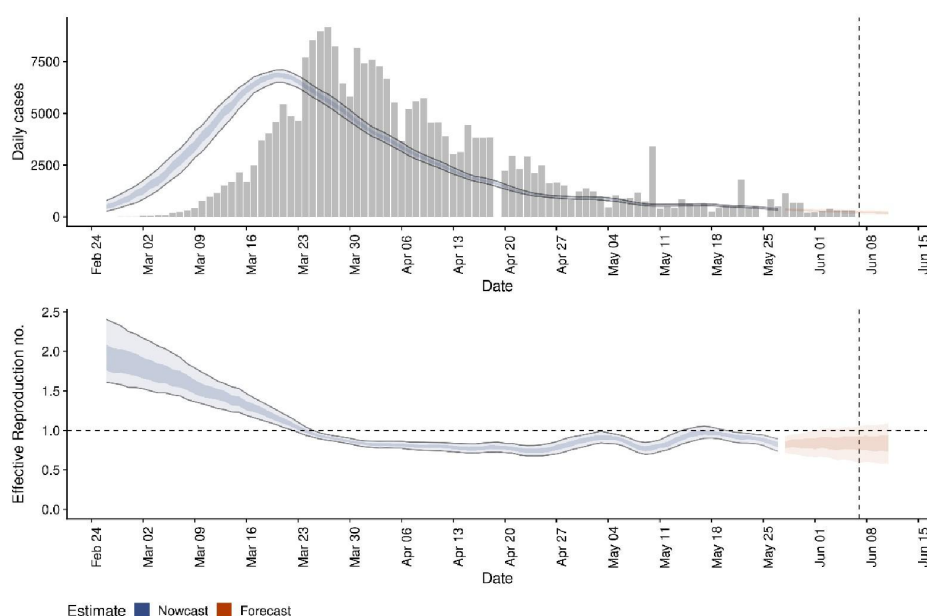
Ministry of Health's 'Plan for The Transition Toward a New Normality', released on 28th April, outlines the phased lifting of lockdown restrictions in all sectors of their economy².

Stage	Additional information
0 Readiness	<ul style="list-style-type: none"> - Social workers return to work - Urban public transport to increase its frequency.
4th May	<ul style="list-style-type: none"> - Stores and businesses to operate with prior appointment - Restaurants with take-away services available to open.
National	<ul style="list-style-type: none"> - Federated athletes to start individual training.
1 Start	<ul style="list-style-type: none"> - Mobility allowed within each province or island. - Social services to resume their outreach activity prioritising the most vulnerable people. - Public transport to operate over 80% of its capacity. - Companies to develop safety protocols for their workers to go back to in-site work at Stage 3. - Small retail businesses and terraces in restaurants (only up to 30% of capacity) and hotels (excluding communal areas) will be allowed to open. - Food, agriculture and fishing sectors will resume. - Places of worship will open with a maximum turnout of a third of their actual capacity. - High-performance sport centres for athletes to open
2 Intermediate	<ul style="list-style-type: none"> - Face to face learning will resume in September, - Educational centres will open under three circumstances: <ul style="list-style-type: none"> 1. Students in grades awarding a certificate of learning

¹ <https://www.imf.org/en/Topics/imf-and-covid19/Policy-Responses-to-COVID-19#S>

² https://www.mscbs.gob.es/profesionales/saludPublica/ccayes/alertasActual/nCov-China/documentos/Anexo_II_FASES.pdf

	<p>2. Children under six whose parents cannot work from home</p> <p>3. Where attendance for access-to-college exam needs to take place.</p> <ul style="list-style-type: none"> - Establishment of measures for the specific protection of all vulnerable groups in the development of relief measures - Travel to second homes is allowed as long as they are in the same province. - Weddings for a limited number of attendees - Shopping centres will open up to 40% capacity and the inner spaces in restaurants up to one third of their capacity. - Cinemas, theatres and similar facilities will be allowed to open with assigned seats up to a third of their capacity; the same turnout will be allowed for museums and exhibitions centres. - Places of worship will be allowed to increase capacity up to 50%. - Professional sports competitions will be allowed behind closed doors.
3 Advanced	<ul style="list-style-type: none"> - Nursing and living-assisted homes will start de-escalation. - Establishment of measures for the specific protection of specific vulnerable groups in the development of relief measures. - Social contact for people not vulnerable or with previous pathologies. - Mobility within the territory will be relaxed although keeping recommendations on masks usage. - Public transport will be 100% operational. - Turnout capacity in shopping centres will increase up to 50%, if 2-meter physical distancing can be attained. - Restaurant capacity restrictions will be relaxed but not physical distancing measures. - Wakes for a larger number of people, with physical distance and security protocols. - Weddings for a larger number of attendees



Spain: New daily cases (above top) and Effective Reproduction No. (R Value above)

Italy: Locking and Release measures

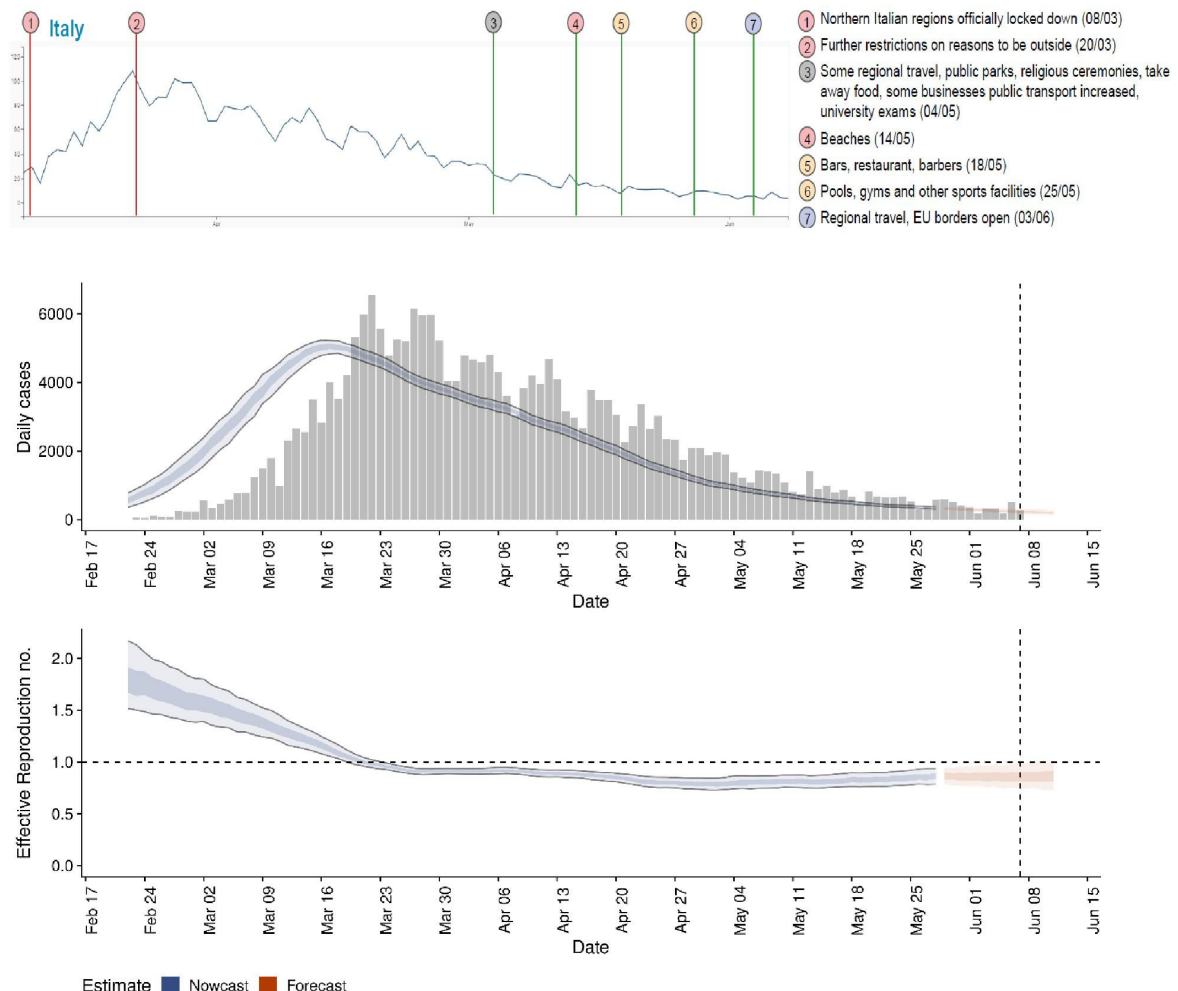
Date	Details and Extent
22-02-20	Quarantine of 11 municipalities in Northern Italy comprising 50,000 people. Quarantine zones were called 'red zones' and the area around them (Lombardy and Veneto) were called 'yellow zones'. Quarantine was enforced with fines and imprisonment. Schools within both red and yellow zones were closed, sporting events cancelled and in some areas commercial activities were limited by a 6pm curfew.
25-02-20	Army checkpoints were increased in the red and yellow zones.
27-02-20	Further school closures in areas surrounding red and yellow zones.
01-03-20	Italian national territory was divided into three areas: <ul style="list-style-type: none">• Red Zone (larger than the initial zone) – Full quarantine• Yellow Zone (larger than initial zone) - Social and sport events are suspended and schools, theatres, clubs and cinemas are closed.• The rest of the national territory, where safety and prevention measures are advertised in public places and special sanitisations are performed on means of public transport.
04-03-20	Shutdown of all schools and universities nationwide for two weeks. All sporting events in Italy would be played behind closed doors.
08-03-20	Lock down of Lombardy and 14 other provinces in Veneto, Emilia-Romagna, Piedmont and Marche, involving more than 16 million people.
09-03-20	Whole country put into Lock Down but with access to all commercial and retail businesses providing essential services, like grocery shops and pharmacies.
20-03-20	Tighter regulations on free movement. The new measures banned open-air sports and running, except individually and in close proximity of one's residence. Parks, playgrounds and public green were closed down. Furthermore, movement across the country was further restricted, by banning "any movement towards a residence different from the main one", including holiday homes, during weekends and holidays.
21-03-20	Further restrictions announced within the nationwide lockdown, by halting all non-essential production, industries and businesses in Italy.
10-04-20	Prolongation of the lockdown until 3 May, as well as the reopening of some businesses like bookstores and forestry

Salient Points:

- Lockdown in Italy went through many stages from Quarantine of travel but access to facilities through to closure of the majority of business on the 21st march.

- People are prohibited from entering Italy, except for those with proven work needs of absolute urgency or for health reasons
- People are prohibited from travelling beyond their municipality except for absolute urgency or for health reasons
- Shops are closed, except for essential services such as supermarkets and funeral homes, and book shops, clothing stores for children and babies and other small businesses are allowed to reopen, along with the forestry industry
- Social gatherings of any kind are prohibited
- Solitary exercise close to home is allowed
- Vulnerable people are not to leave their homes at all

New daily cases per million, March through June. Source: Our World in Data
NPI measures enacted Source: ACAPS



Italy: New daily cases (above top) and Effective Reproduction No. (R Value above).

France: Locking and Release measures

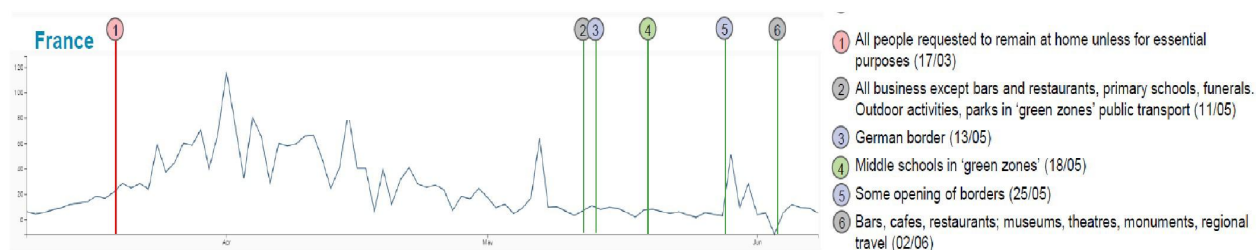
Date	Details and Extent
14-03-20	Closure of all non-essential public places, including restaurants, cafés, cinemas and nightclubs
16-03-20	Lockdown announced to extend to the 13 th April.
17-03-20	Lockdown Commenced - All gatherings of more than 100 people, not including public transport were banned. Mandatory home confinement for 15 days commenced. All schools and universities were closed.
23-03-20	All people are required to complete and carry an attestation form to leave their homes and can be fined for non-essential journeys. Essential journeys include shopping for food, travelling to work, accessing healthcare, and exercising within 1 km of the household.
27-03-20	Lockdown extended to 15 th April.
13-04-20	Lockdown extended to the 11 th May.

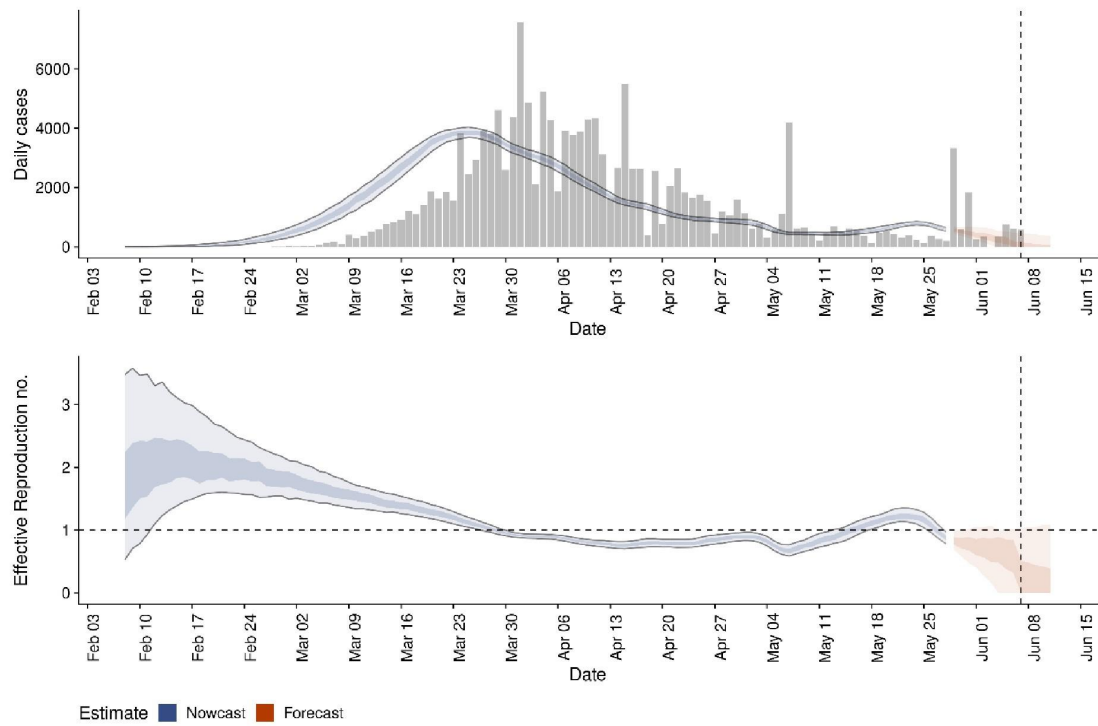
Salient Points:

- On 22 March 2020, Switzerland announced that three hospitals near the Alsace region had agreed to take in any French-based patients after Alsace officials made a request for assistance. Patients from Grand Est were also taken into hospitals in Baden-Württemberg, Rhineland-Palatinate, Saarland, and Hesse in Germany.
- 'Stay at Home' order implemented nationwide
- All non-essential trips from the home are banned and people can only leave with a signed and dated permission slip. Fines are being issued.
- Food outlets and pharmacies remain open
- Schools, hotels and tourist accommodations are closed
- Social distancing must be maintained at all times
- Social gatherings of any kind are prohibited
- Solitary exercise close to home is allowed
- Vulnerable groups are to undergo prolonged periods of self-isolation or quarantine until herd immunity is reached
- Surveillance and monitoring systems are developing and evolving in accordance with the evolution of the scenarios and strategies implemented by the National Epidemiological Surveillance Network

New daily cases per million, March through June. Source: Our World in Data

NPI measures enacted Source: ACAPS





France: New daily cases (above top) and Effective Reproduction No. (R Value above).

Germany: Locking and Release measures

Date	Details and Extent
27-01-20	First confirmed case. The majority of the cases in January and early February originated from the headquarters of a car parts manufacturer in the Munich area. The outbreaks were first managed in a containment stage, which attempted to minimise the expansion of clusters.
10-03-20	Ban on all events which would have more than 1000 people attend
13-03-20	Management of cases moves into 'Protection Stage' where German states mandated school and nursery closures, postponing academic semesters and prohibiting visits to nursing homes to protect the elderly.
15-03-20	Borders to their 5 neighbouring countries were closed.
20-03-20	Bavaria is the first state to put in place a curfew
22-03-20	National Curfew put into place. This requires that Individuals were only allowed to leave their living quarters for certain activities e.g. commuting to work, engaging in sports or purchasing groceries but not in groups exceeding two people if they do not share the same household.
31-03-20	Jena becomes the first German city to announce an obligation to wear masks, or makeshift masks including scarves, in supermarkets, public transport, and buildings with public traffic.
07-04-20	Robert Koch Institute, in partnership with healthtech startup Thryve, launched the app Corona-Datenspende (Corona Data Donation) for voluntary consensual use by the German public to help monitor the spread of COVID-19 and analyse the effectiveness of measures taken against the pandemic.
13-04-20	German National Academy of Sciences, Leopoldina, published its third ad hoc statement on the COVID-19 pandemic. The statement, which supplements its two predecessors, describes strategies for a stepwise lifting or modification of coronavirus-related measures in Germany, taking into account psychological, social, legal, pedagogic and economic aspects of the pandemic.
17-04-20	Virus reproduction/ transmission rate drops below 1. This appears to have been the trigger to commence the gradual lockdown release.
20-04-20	Smaller retail shops of under 800 square meters being allowed to re-open.
04-05-20	Schools will reopen with priority given to students taking exams.

Salient Points:

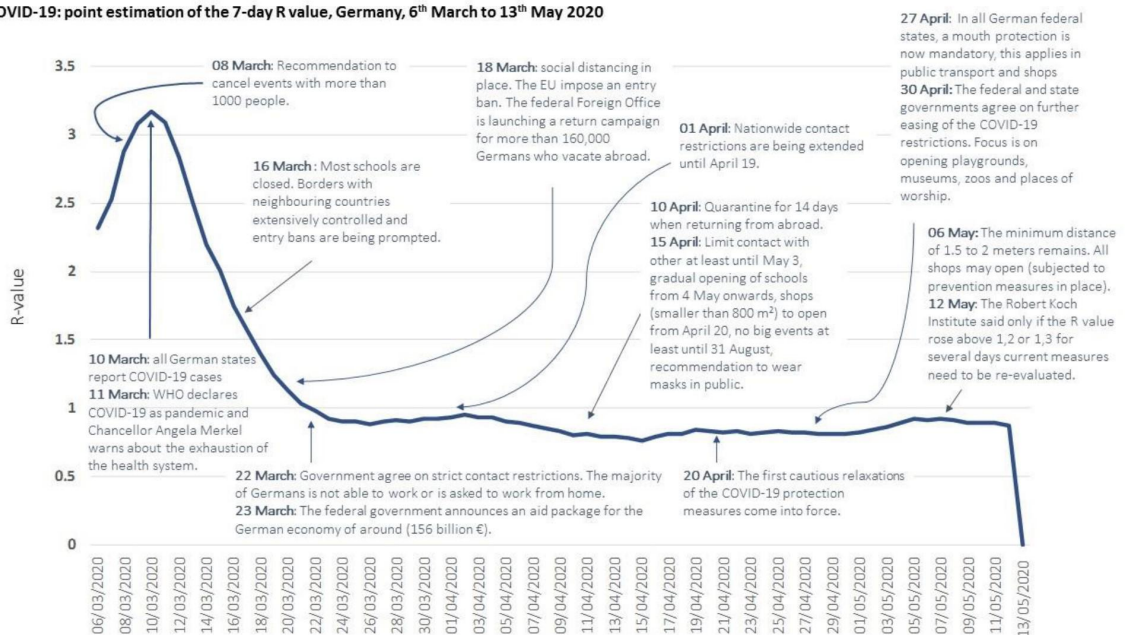
- A translation of the foreword for the third Leopoldina ad hoc statement on the COVID-19 Pandemic and Contact Details Below.
- The first ad hoc statement "Coronavirus pandemic in Germany: challenges and intervention options" (21.03.2020) discusses health policy options for action against the further spread of the coronavirus in Germany. It comes to the conclusion that the measures taken by the federal government and the federal states to contain the current coronavirus pandemic are urgently

needed. Only the triad: containment of the epidemic, protection of particularly vulnerable people, targeted increase in capacity in public health and the care system enables sustainable success in combating the pandemic.

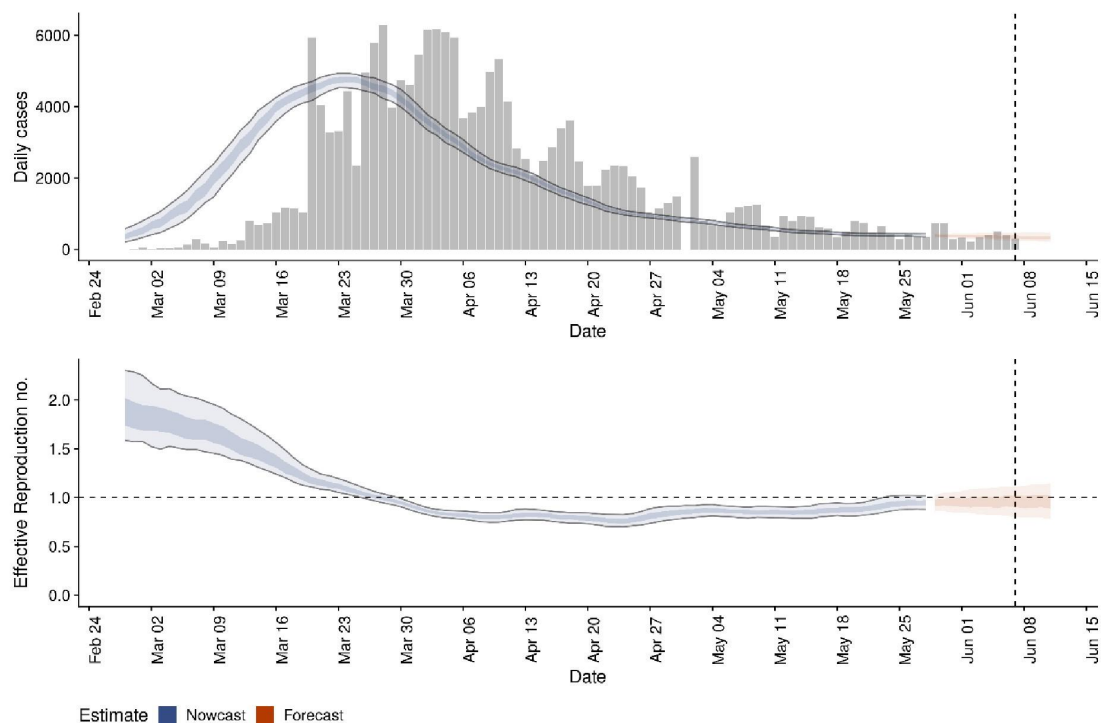
- The second ad hoc statement entitled "Coronavirus pandemic - health-related measures" (April 3, 2020) focuses on health-related measures that can contribute to the gradual normalization of public life. Three measures are considered to be particularly important: 1. widespread use of mouth-nose protection, 2. short-term use of mobile data and 3. expansion of test capacities.
- The third ad hoc statement "Coronavirus pandemic - overcoming the crisis sustainably" (April 13, 2020) deals with the psychological, social, legal, educational and economic aspects of the pandemic and describes measures that contribute to a gradual return to social normality can. She stressed that speeding up the spread of the pandemic must continue to be a top priority. Every strategy for a gradual resumption of social life therefore presupposes that the new infections stabilize at a low level, the health system is not overloaded, infected people are increasingly identified and the protective measures (hygiene measures, mouth-nose protection, distance rules) are observed.
- Not in full lockdown nationally due to regional variation (Bavaria and Saarland) very stringent social distancing measures are in place at all times.
- Public gatherings of more than two people are banned, except families / those who live together.
- Restaurants are closed, unless they offer food delivery or take out.
- Solitary exercise close to home is allowed.

R Value over time in Germany

COVID-19: point estimation of the 7-day R value, Germany, 6th March to 13th May 2020



New daily cases per million, March through June. Source: Our World in Data
NPI measures enacted Source: ACAPS



Germany: New daily cases (above top) and Effective Reproduction No. (R Value above).

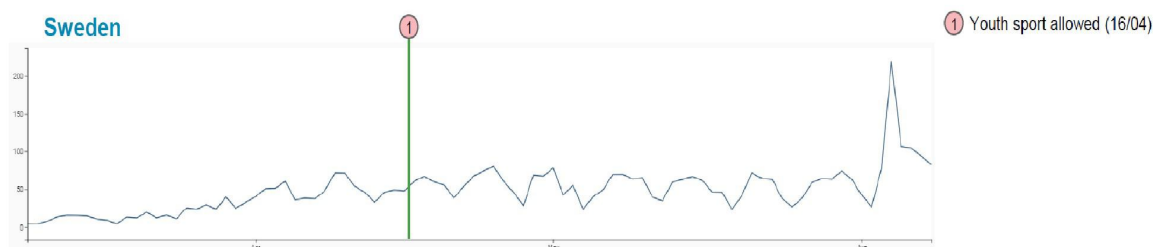
Sweden: Locking and Release measures

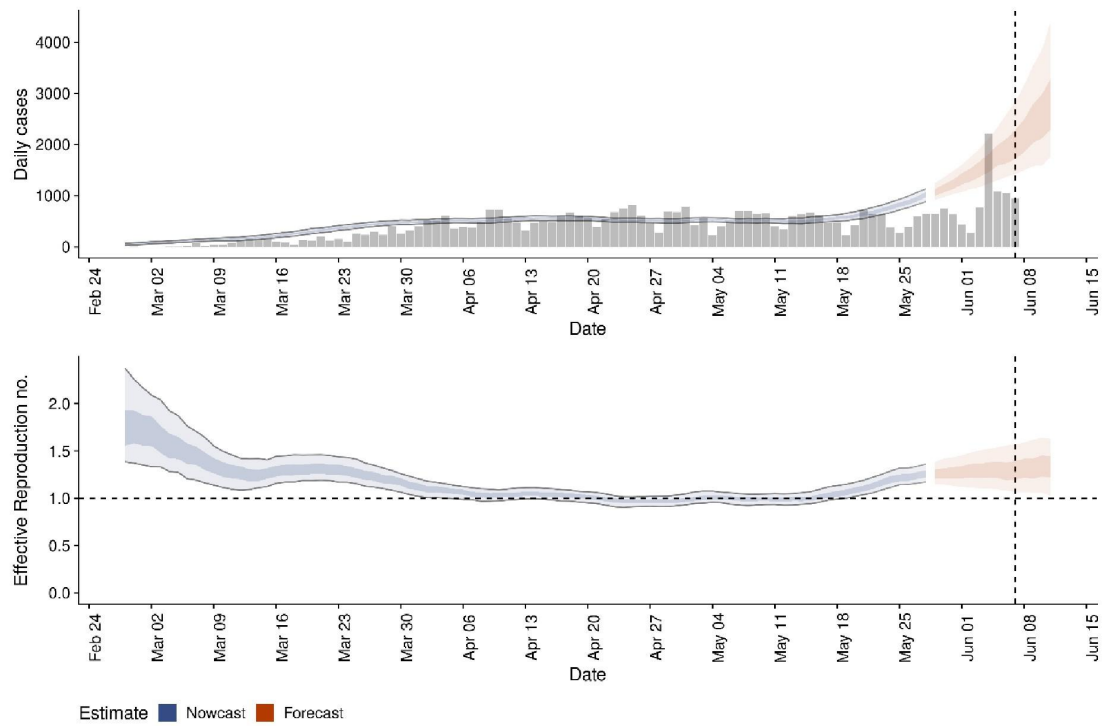
Date	Details and Extent
10-03-20	Public Health Agency advised everyone with respiratory infection, even mild ones, to refrain from social contacts where there is a risk of spreading the virus, in private as well as working life. Relatives of elderly should also avoid unnecessary visits at hospitals and in facilities for elderly, and never visit if there are any respiratory symptoms.
11-03-20	Temporary ban of all gatherings larger than 50 people, with threat of fine and prison. The unpaid first day of sick leave was discontinued temporarily in an effort to encourage people to stay home if they were experiencing symptoms that are consistent with COVID-19.
13-03-20	Temporary abolishment of the demand of a doctor's certificate for 7 days for people staying home from work due to illness. This was raised to 21 days.
16-03-20	People over 70 told to limit close contact with other people, and employers told to recommend their employees work from home.
17-03-20	Secondary schools and universities use distance learning, and school all over the country should follow suit but primary schools remain open.
24-03-20	New restrictions to bars and restaurants requiring all service to be table service only. Restaurants were recommended to increase the space between the tables.
01-04-20	All private visits to nursing homes were outlawed by the government.

Salient Points:

- Unlike most other countries, Sweden has not applied any lockdown and what measures it has applied have mostly been voluntary.
- Primary schools have remained open.
- The Swedish constitution prohibits ministerial rule and mandates that the relevant government body, here an expert agency known as the Public Health Agency, must initiate all actions to prevent the virus.
- On April 14th, a debate article was sent to Swedish newspapers signed by 22 academics, claiming that the strategy of the Swedish public health agency will lead to "chaos in the healthcare system".

New daily cases per million, March through June. Source: Our World in Data

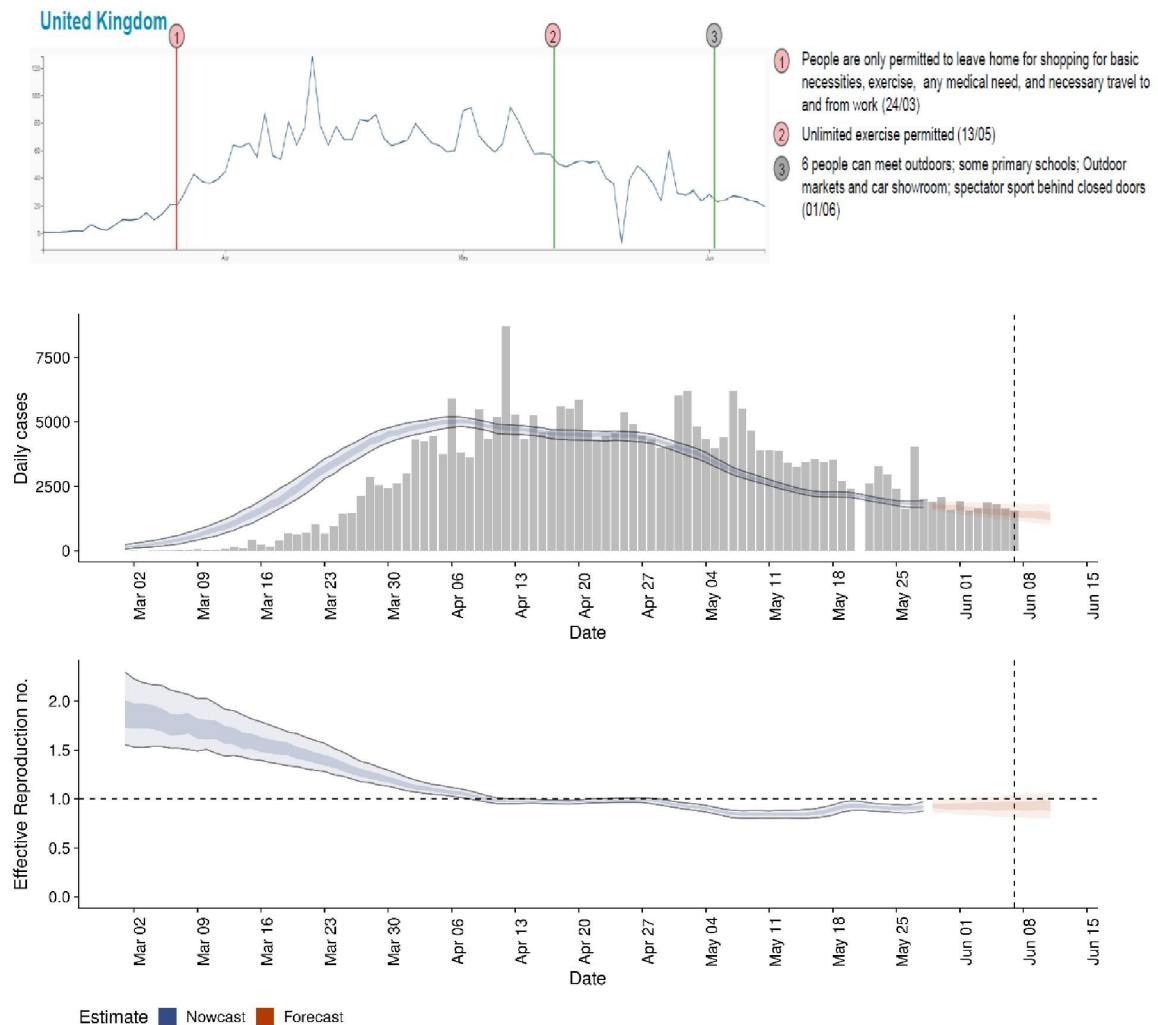




Sweden: New daily cases (above top) and Effective Reproduction No. (R Value above).

United Kingdom

New daily cases per million, March through June. Source: Our World in Data



United Kingdom: New daily cases (above top) and Effective Reproduction No. (R Value above).