

Oxford COVID-19 Government Response Tracker

Brazil's Subnational Policy Response

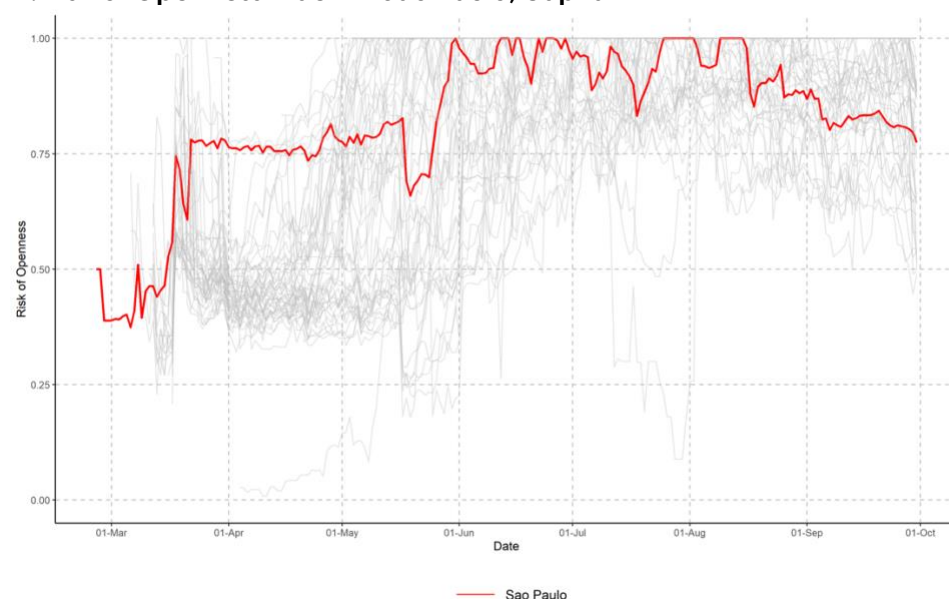
Policy note – São Paulo/São Paulo



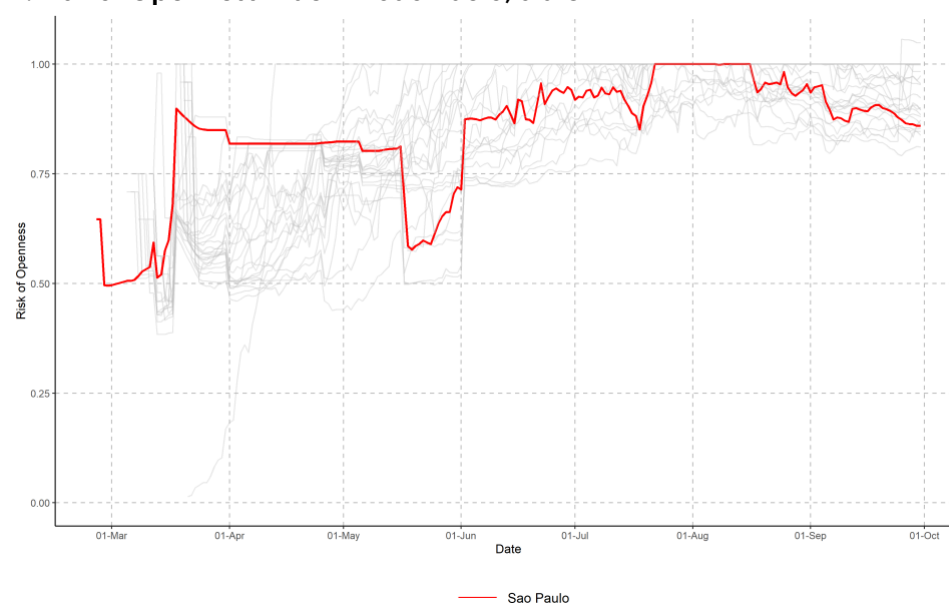
Region	São Paulo/São Paulo
Period	June to October 2020
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Figure SP.1 – Risk of Openness Index (RoOI)

A. Risk of Openness Index in São Paulo, capital



B. Risk of Openness Index in São Paulo, state



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State and city government responses

Figure 1 shows how the Risk of Openness (RoOI) went up over the period analysed and, despite a slight fall in September, RoOI remained high in both the city and the state of São Paulo.

From early June the policies of social distancing in the state of São Paulo were guided by the classifications of the "Plano São Paulo" (São Paulo Plan) that set guidelines for the reopening of economic activities. The plan is divided in five phases, starting in the red phase, more restrictive, and advancing in the following order: orange, yellow, green and blue, the last one is considered the phase of control of the disease, where all activities are liberated. In all the phases, health protocols and limits of capacity were imposed as way to prevent the spread of the virus.

If a city was classified in the red phase only essential activities, industries and construction were allowed to remain open. In the orange phase, commercial activities and office work are permitted. With the yellow classification the reopening of gyms, beauty salons, and local consumption in bars and restaurants are authorised, and if the city stays for 28 days in this phase, events, conventions and cultural activities became allowed. Advancing to green phase, a higher occupation of open spaces is allowed. Thereafter, the state government started to publish weekly balances indicating at what stage of the plan each of the 17 regions of the state was. Two factors guide the classification: in the first place, the response capacity of the health system, based on the occupation of hospital beds, and, in the second place, the evolution of the epidemic, based on the rates of contamination, of deaths and of hospitalisations.

The city of São Paulo was classified in the orange phase of the reopening Plan in the first balance made on 3 June, never having gone through the red phase. The capital advanced to the yellow phase on 26 June and remained there until the assessment made on 11 September. On that date, the governor announced that all regions of the state of São Paulo had advanced to the yellow phase and would remain at that level for 30 days. Until then there were still regions that had not progressed beyond the orange phase. In the classification published on 9 October, valid until 16 November, the regions of metropolitan area of São Paulo, Baixada Santista, Campinas, Piracicaba, Sorocaba and Taubaté, progressed to the green phase.

In the period in which the city of São Paulo remained in the orange phase, starting on June 5, face-to-face services in some offices were allowed, as well as the resumption of activities at car dealerships. As of 9 June, it was customer service in street shops and in the real estate sector were allowed, and from June 10 the reopening of shopping centres. Advancing to the yellow phase, new reopening protocols were published by the municipality with sanitary measures so that restaurants, bars and beauty salons could reopen on 4 July, parks on 9 July, gyms on 10 July and drive-in cinemas on 22 July.

With regards to educational institutions, from 8 September schools have been able to choose to carry out optional and reinforcement activities in regions of the state that have been in the yellow phase for more than 28 days, observing the limits imposed by sanitary protocols. From 7 October, the state government authorised the municipalities, if they choose to do so, to return with face-to-

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face classes, both in the public and private institutions. All levels of education were allowed to return, at the maximum capacity of 35%. In state schools, only high school and youth and adult education classes were allowed to return.

In the city of São Paulo, it was already allowed to carry out practical and laboratory activities in higher and professional courses in the health area since 17 July, respecting the limit of 35% of students, and prioritising students in the grades closer to graduation. From October 7, face-to-face classes in higher education could return. On this date, extracurricular activities were authorized in public and private schools, with 20% of capacity, for a maximum of two hours, twice a week, in all other levels.

In addition to the social isolation measures described above, public health measures were also taken in the state of São Paulo as ways to contain the pandemic. Initially, the contingency plan, published in late February, determined that RT-PCR tests would be performed only on people with suspected contamination and severe symptoms. Since then, information about the pandemic, public policies to contain it and about preventive measures has also been published. As of 28 May, all symptomatic people became eligible to be tested in the state.

On 22 July, the contact monitoring project 2.0 was launched, aiming to centralise the control of cases in the state, which was previously done in a decentralized manner by the municipalities, with this, the state government seeks to standardize the preventive measures consistent in the isolation of people contaminated and tracking people who have had contact for at least 15 minutes and in less than a meter away with someone infected, indicating the isolation of that person. There is no news that the capital has adhered to the system, however the city has been monitoring in real time the growth of cases notified by the health services since 24 April, in partnership with the state research foundation (FAPESP) and has been conducting antibody surveys to find out how many people have had contact with the virus in the city since 10 June.

The use of masks became officially recommended throughout the state of São Paulo on 23 April. On 4 May the government of the capital determined the mandatory use of masks in public and private transport, with a fine of R \$ 3,300.00 for buses that continue traveling with passengers disregarding this determination. A few days later, on 7 May, the state government adopted an even stricter policy, imposing the use of masks by all people in all public and private spaces, the refusal to use it can be characterised as a crime of disobedience or a violation of the state health code. On 29 June, 2020, fines were stipulated in case of non-compliance with these measures: R\$ 524,29 for individuals not wearing a mask or wearing it improperly, R\$ 5,025,02 per person without protection for the establishments in which they are, and of R\$ 1.380,50 if there is no sign in a visible place of the establishment with information about the mandatory use of a mask.

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Figure SP.2 – Accumulated number of deaths and deaths per capita for São Paulo and the eight other states surveyed

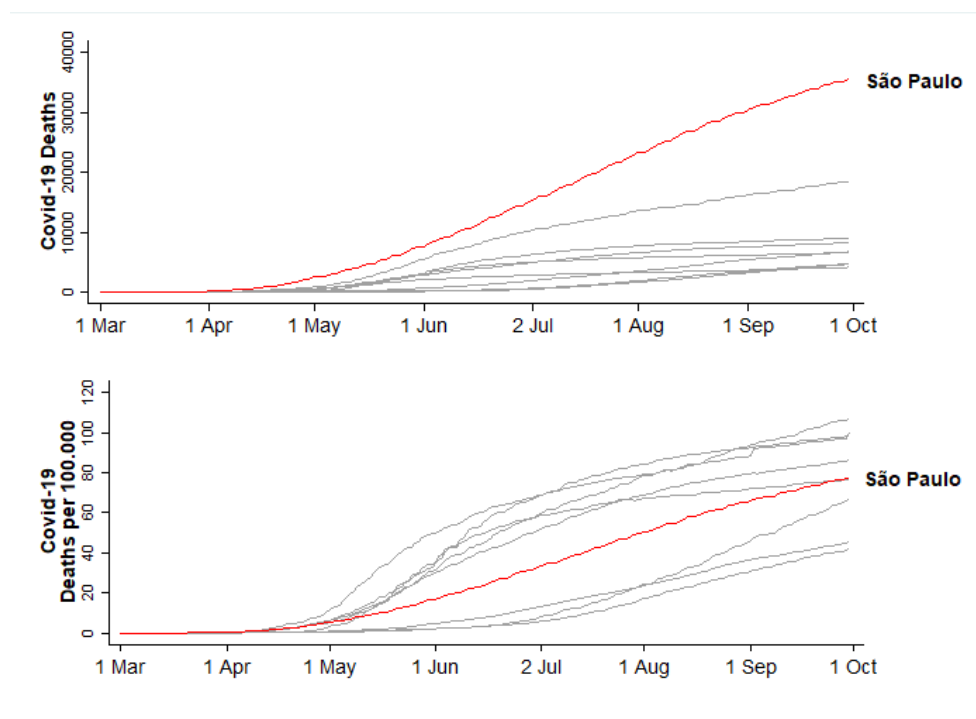
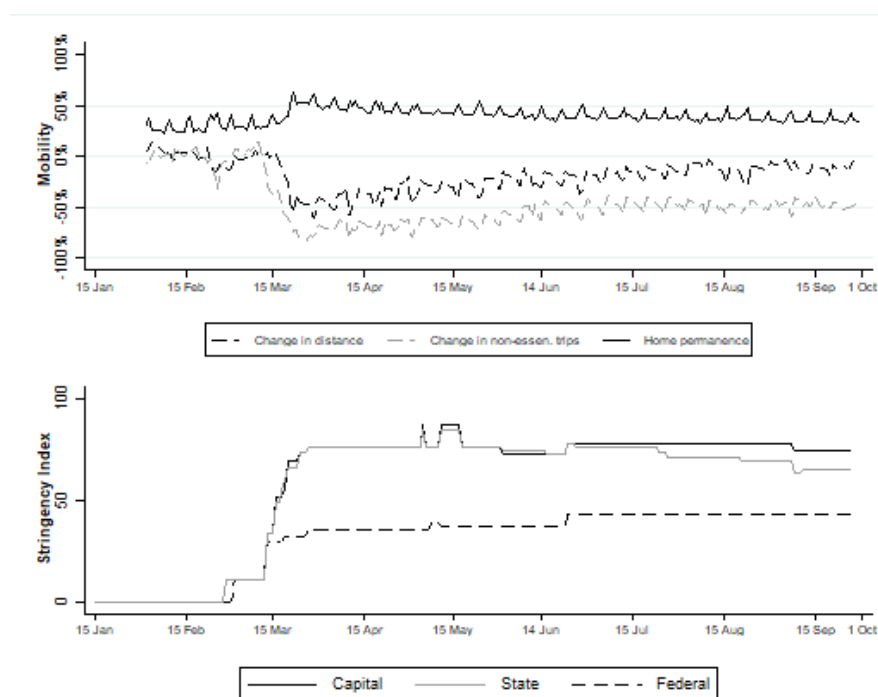


Figure SP.3 – Mobility indicators for São Paulo state and the OxCGRT stringency index for different levels of government.



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São Paulo Survey Results

São Paulo, the capital of the state of the same name, is a huge city of 12.2 million inhabitants, with 12% of its population above 60 years of age. The city's HDI is 0.805, which makes it the 7th most developed state capital (among 27 cities).

Approximately 13% of respondents in São Paulo did not leave home for at least two weeks during the period between 22 April and 13 May, compared to 6% during the period between 13 July and 18 September. Those who did leave went out on average, on 5.4 days and 6.9 days in the first and second round, respectively. About 81% of São Paulo first-round residents left home to go to the supermarket, pharmacy or to the banks; 24% left home to go to work (compared to 65% who reported to leave regularly to work in February). In the second round, 75% left home for essential activities, and 40% left home to go to work (compared to 64% who reported to leave regularly to work in February). First-round survey respondents who did leave home estimated 74% of people on the street, on average, to be wearing masks, compared to 81% of second-round respondents. Ten percent of people reported having had at least one Covid-19 symptom in the previous week during the period between 22 April and 13 May, compared to 24% during the period between 13 July and 18 September. In the first round, 3% said they had been tested, and 1% stated that they had tried to get tested without success. In the second round, 17% stated that they had been tested, while none said had tried to get tested without success.

Changes in public transportation did little to prevent people going about their intended activities. Only 8% of respondents claimed that this was the case in the first round, compared to 10% in the second. In February, 58% and 61% of people in the first and second round, respectively, reportedly used public transport. In the first round, 22% percent said they had used it in the previous two weeks, compared to 39% in the second.

The average score among respondents in São Paulo for knowledge about the symptoms of Covid-19 was 83 and 77 out of 100 in the first and second round, respectively. The average score for knowledge about the meaning and practices of self-isolation was 44 and 45 out of 100 in the first and second round, respectively (see the results section of the main paper for an explanation of these scores).

Only a small proportion of first-round respondents in São Paulo said that they believe the public health system in their region is either well prepared (11%) or very well prepared (8%) to deal with the outbreak, while 86% said they were either worried (11%) or very worried (75%) about the possibility of shortages of medical equipment, hospital beds, or doctors.

For Paulistas, TV news shows (60% and 56% in the first and second round, respectively), and newspapers and newspapers websites (19% and 12% in the first and second round, respectively) were the main source of information about Covid-19. Among the 62% of interviewed in the first round who had seen a public information campaign, the vast majority (89%) had seen one on TV, 41% had seen one in a newspaper, 29% on blogs, 29% had come across one via Facebook or Twitter, and 23% had seen one on WhatsApp. In the second round, among those 59% who had seen a public information campaign, the vast majority (86%) had seen one on TV, 20% on blogs, 18% had

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come across one via Facebook or Twitter, 17% had seen one in a newspaper, and 6% had seen one on WhatsApp. The state government was perceived by respondents in the first round as the main source of such information campaigns; 67% of people who had seen one said they had seen a state government campaign. In the second round, of those who had seen public information campaigns, 63% said they thought they had seen a campaign from the state government, 29% from the federal government, and 28% from the municipal government.

In the first round, around 56% of Paulistas said that their income had reduced since February, and 35% said they had experienced a drop of 50% or more. Seven percent of the population reported a total loss of income. In the second round, in turn, 43% reported having their income reduced since February, and 27% said they had experienced a drop of 50% or more. Two percent of the population reported a total loss of income.

The vast majority of Paulistas (81% and 74% in the first and second round, respectively) see Covid-19 as more than just a flu. In the first round, approximately the same proportion of people (45%) assessed the government response measures that have been introduced to fight the spread of the disease to be insufficiently strict, as judged them to be adequate (43%). Only 12% of respondents said the measures were too strict. In the second round, on the other hand, the majority assessed the government response measures to be insufficiently strict (52%), whereas 39% judged them to be adequate. Only 9% of respondents said the measures were too strict. In the first round, people in São Paulo, on average, believed it would take, 4.3 months for all restrictions to be lifted, compared to 7.8 months in the second round. Twenty percent of first-round respondents expected measures to be lifted all at once.

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Figure SP.4 – Social distancing, knowledge and testing in São Paulo city

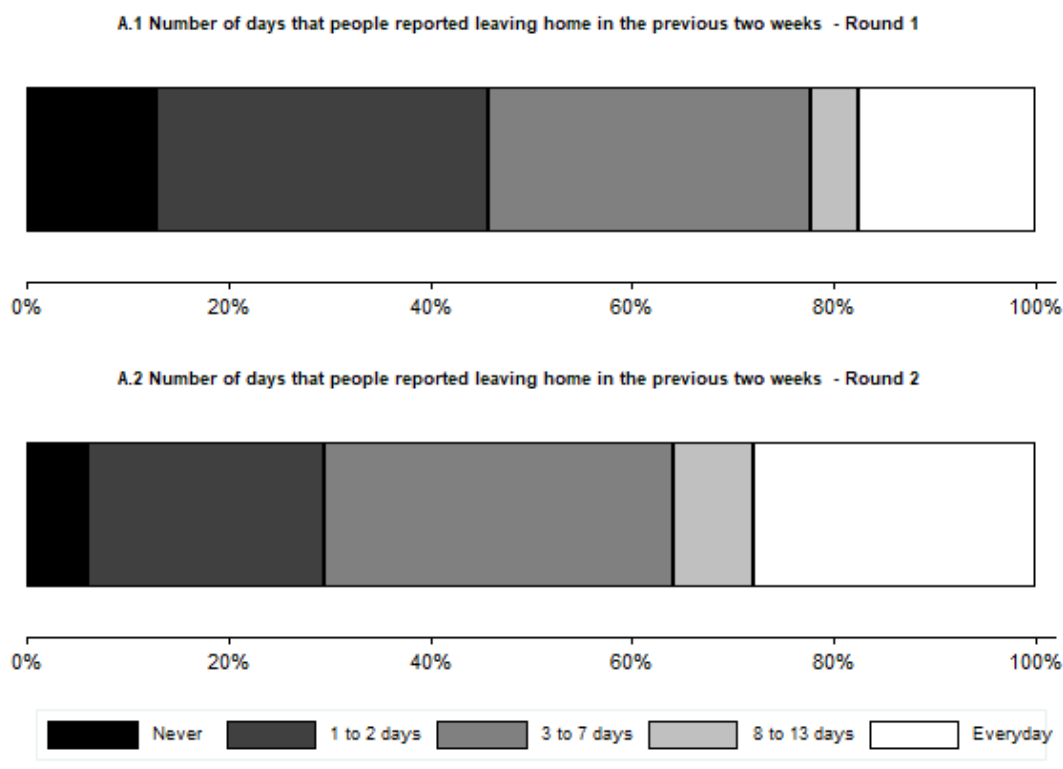
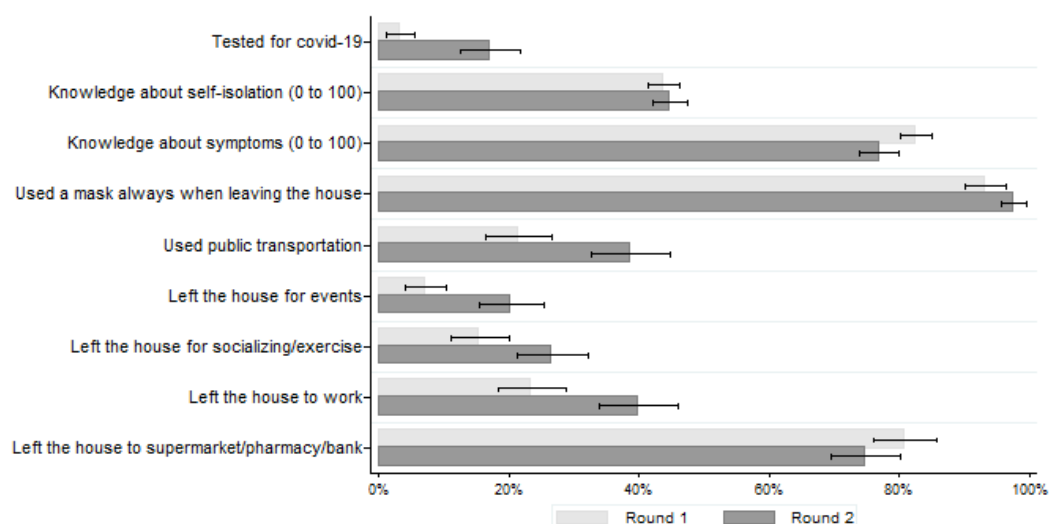


Figure SP.5 – Testing, knowledge, mask use, and reasons for leaving home



Data available at: <https://github.com/OxCGRT/Brazil-covid-policy>

This summary is part of a broader study about Brazil's Covid-19 response policies. Please visit <https://www.bsg.ox.ac.uk/research/research-projects/brazils-covid-19-policy-response> for the full study.