

In Confidence

Office of the Minister of Health
Cabinet Committee

COVID-19 Response to Mass Gatherings

Proposal

- 1 This paper seeks to provide clarification on what events should and should not be cancelled given the evolving COVID-19 situation.
- 2 This paper also introduces a framework for decision-making that can be applied by event organisers.

Relation to government priorities

- 3 Our public health strategy seeks to delay the onset of community transmission of COVID-19, and to limit the infection's spread if community transmission occurs.

Executive Summary

- 4 The global situation regarding COVID-19 is developing rapidly and continues to present a threat to public health. Clear advice to the public is one of the main levers in New Zealand's response to COVID-19.
- 5 Mass gatherings can pose a risk for the community transmission of COVID-19. There is need for clarification around recommendations on mass gatherings to prevent the potential spread of COVID-19. Cancelling mass gatherings can help slow the spread of COVID-19 in New Zealand, reduce the number of people infected, and protect those who are more vulnerable to severe illness.
- 6 A number of events have already been cancelled, however there is demand for more information. Healthline is receiving calls from members of the public, event organisers and local authorities seeking further advice.
- 7 Officials have been regularly reviewing Ministry of Health and World Health Organisation (WHO) guidance on gatherings. Using this guidance, officials have augmented New Zealand's own framework.
- 8 This framework is designed to apply to all gatherings and will help event organisers assess the risk to public health and make decisions about cancelling or postponing their events.
- 9 The framework should empower event organisers to determine whether or not to cancel an event on public health grounds. However, non-compliance is a possibility. Officials will continue to review this framework as the situation progresses and may refine it further if necessary.

- 10 Officials recommend the Minister of Health makes a public announcement advising all event organisers to cancel gatherings that meet one or more of the criteria set out in framework A of this paper.
- 11 Event organisers and promoters may also bear some liability for cancelled events. The Crown would not bear any responsibility to compensate organisers for commercial losses associated with this decision.
- 12 If the Prime Minister issues an epidemic notice, the Government will have the ability to require event cancellations. Advice on this is attached as an appendix.

Background

- 13 CVD Ministers directed officials to provide further advice to CVD Ministers on other upcoming mass gatherings, and an appropriate response and stance for New Zealand to adopt and communicate.
- 14 With the implementation of stringent border restrictions, many of the larger events, such as Super Rugby and concerts with international players and performers, have already been cancelled given the threat to public health and requirement to self-isolate.
- 15 Clear advice on mass gatherings is one of the main levers in New Zealand's response to COVID-19. A number of events for March have already been cancelled, and Healthline is receiving calls from members of the public, event organisers and local authorities seeking more information and advice.

Mass gatherings risk assessment

- 16 Officials have developed a broad assessment framework for determining whether an event should be cancelled. This framework has been developed using information available about criteria already in place in Australia, Canada and Taiwan. Canada has the most detailed publicly available framework on assessing the risk of mass gatherings and this framework can be found in appendix 3.
- 17 This assessment framework is split into two parts. In the event that a gathering meets **one or more of the criteria in Part A**, officials recommend the gathering should be cancelled. This applies to non-essential gatherings (sporting events, music festivals, arts festivals and private events) and not to essential events (parliament, school, preschool, work, university).
- 18 If the gathering does not meet any of the criteria in Part A, officials recommend event organisers apply a second-order risk-based assessment approach outlined in part B of the framework. Practical applications of framework part A and B can be found in appendix 4.
- 19 Communications will be developed, including a decision tree, to ensure organisers can feel empowered to make these decisions, based on the appropriate framework, themselves.

Framework – Part A

- 20 Table 1 below outlines the key criteria, and related precedence, for cancellation of a mass gathering.

Table 1 - Framework – Part A

Criteria	Precedence
1. The event is a gathering of: <ol style="list-style-type: none"> more than 500 in an outdoor setting; or more than 100 in an indoor setting 	<p>Austria has banned events according to the criteria detailed in 1a and 1b of this table. They have a larger population size (8.6m) and are considered to have a health environment comparable to New Zealand according to the Medical Council of New Zealand</p> <p>Latvia and Slovenia have banned events of over 200 and 100 people respectively, however these countries have significantly lower populations than New Zealand</p> <p>The Czech Republic has a greater population than New Zealand and a lower threshold for mass gatherings (100 people) but their population density is significantly higher than New Zealand's (347 and 46 people per square metre respectively)</p> <p>British Columbia, Alberta and Quebec have all banned events larger than 250 people (indoors and outdoors)</p>
2. Persons attending the event are coming from regions where there is known transmission of COVID-19 (e.g. persons attending from Auckland following a known community outbreak in the region)	Based on additional measures used in Canada's framework (appendix 3)
3. Persons attending the event are predominantly from demographic groups at greater risk of severe disease, such as older adults and Maori and Pacific communities	Based on additional measures used in Canada and the WHO's frameworks

4. Persons attending the event are predominantly members of critical infrastructure roles, such as healthcare workers	Based on additional measures used in Canada's framework
5. People will be participating in activities that promote transmission (activities that could contribute to spread: singing, cheering, close physical contact such as when participating in contact sports, sharing food or beverages, etc.)	Based on additional measures used in Canada's framework

Framework – Part B

- 21 Where an event does not meet the criteria outlined in Part A, it does not necessarily mean that it should proceed. Organisers should consider the second-order risk assessment approach outlined in Table 2 below, and develop potential mitigation strategies.
- 22 Part B has been developed based on risk assessment frameworks released by the WHO, Canada and Taiwan. The objective of this framework is to highlight risks not covered by Part A.

Table 2 - Framework – Part B

Risk assessment	Mitigations
1. What is the setting of the event?	<ul style="list-style-type: none"> Consider location (indoors, outdoors, both) Consider appropriate air ventilation (filter air)
2. What does participation in this event look like?	<ul style="list-style-type: none"> Consider if participants are in a fixed position Consider if participants are consistently within 2 metres of one another Consider the duration of gathering Consider the population health characteristics (e.g. will groups vulnerable to COVID-19 be attending)
3. Will there be appropriate preventative measures in place?	<ul style="list-style-type: none"> Consider if there are enough hand hygiene stations Consider personal protection equipment (surgical masks)
4. What is the ability of the event organisers to gain information on participants beforehand?	<ul style="list-style-type: none"> Consider if the event organisers hold a record of the attendees (for the purposes of contact tracing)

- 23 When considering each of the risks, organisers should determine whether appropriate measures can be put in place to mitigate these risks and if they are unable to mitigate them, we recommend they postpone or cancel their event.

The power for the Government to cancel mass gatherings is enabled by an epidemic notice

- 24 If the Prime Minister issues an epidemic notice, the Government will have the ability to require event cancellations. An epidemic notice is issued under section 5 of the Epidemic Preparedness Act 2006. It sets out the statutory prerequisites for issue of an epidemic notice. The notice:
- is made by the Prime Minister, with the agreement of the Minister of Health
 - requires the Prime Minister to consider the written recommendation of the Director-General of Health first (attached to this paper)
 - is made by way of notice in the New Zealand Gazette (so will come into effect on publication in the Gazette or later date as specified in the notice)
 - must be tabled in Parliament (as soon as possible after being made), and Parliament must meet.

Ministers and government officials must consider the NZ Bill of Rights Act 1990

- 25 If there is an epidemic notice issued and the government decides to cancel a mass gathering, the decision maker will also need to turn their mind to New Zealand Bill of Rights Act 1990. Under that Act everyone has the right to freedom of peaceful assembly, and the right to freedom of association. Those rights will be significantly limited by any government decision to cancel mass gatherings.
- 26 The limitations will affect New Zealanders and disrupt daily life. It will be necessary to be satisfied that any such limitations are necessary and proportionate, such that they can be demonstrably justified in a free and democratic society. In particular, the limitations should impair those rights to no greater extent than is reasonably necessary in order to achieve the objective.

Implications of the proposed measures

A significant number of events will be cancelled

- 27 Within the next month, there are approximately 107 events scheduled to take place in Auckland, Waikato, Wellington and Christchurch that are expecting over 1000 attendees.
- 28 This does not cover all regions in New Zealand and does not include all mass gatherings, like business events or church services. This shows that the

impact will be significant. Many of these events are considering cancellation now due to the new border restrictions.

Smaller, private gatherings will be impacted

- 29 If the threshold for cancelling indoor mass gatherings is 100 people, there may be impacts to smaller gatherings, such as weddings and funerals, as well as other regular activities such as attending movie theatres.
- 30 Communications will need to be carefully considered to ensure the reasoning is clear to prevent confusion and potential panic.

There will be flow on implications for other mass gatherings

- 31 Officials recommend Ministers communicate the decision to cancel mass gatherings carefully. A decision to cancel the mass gatherings is likely to receive a lot of media attention, and may increase anxiety among the public about risk New Zealand faces from COVID-19.
- 32 In conjunction with Part B, a decision to cancel mass gatherings may influence decision-making by the organisers of smaller events.

There may be significant financial implications for organisers.

- 33 The cancellation of events that meet one or more of the criteria set out in Part A may have financial implications for some organisations. Consideration should be given to reviewing the cancellation of mass gatherings regularly to give organisers sufficient time to cancel or postpone events and minimise the financial impact.

Liability for cancelling mass gatherings

- 34 Cancelling events may create contractual liabilities for event organisers and promoters. This may involve some potential liabilities to ticket holders, or liabilities arising through the specific contractual arrangements for the event in question.
- 35 If the event is cancelled because of a directive under the Health Act, liability would not sit with the decision maker but further advice is required to determine any responsibility to compensate event organisers or ticket holders (as set out in the Table 3 below).
- 36 Further analysis, and engagement with affected people, would need to be undertaken to estimate the potential scale of this loss for large events.

Table 3: Liability for cancelling mass gatherings

Scenario	Liability	Reason
If the decision is taken by the organiser, following advice from	...the risk sits with the organiser	Normal commercial situation

the Government...		
If the decision is taken under the Health Act	...the risks likely still sits with the organiser.	<p>The Health Act sets out explicit provisions where compensation is payable by the Crown arising from the exercise of powers (i.e. destruction of property). Compensation for general economic loss is not provided for.</p> <p>The Health Act also states that “In no case shall the medical officer of health, or any environmental health officer or assistant or other person, incur any personal liability by reason of anything lawfully done by him under the powers conferred by this section.”</p>

Regulatory Impact Analysis

- 37 There are no regulatory options or proposals in this paper and do not require the regulatory impact analysis requirements to be met.

Human Rights

- 38 This proposal around mass gatherings complies with the rights and freedoms contained in the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993. The advice appended to this paper about issuing an epidemic notice raises significant rights issues that are set out in that appendix.

Population implications

- 39 This proposal does not look to directly address any elements of the New Zealand Disability Strategy. It considers events that relate to different population groups but the application of the framework is generic across all population-based events.
- 40 In general, COVID-19 will impact certain sections of the population more than others. In responding to COVID-19, the Ministry of Health is focused on groups with existing high health need (e.g. Māori, Pacific, other ethnicities living in areas of high deprivation, and people aged 65 years and older). This is reflected in the framework proposed.

Communications

- 41 Messaging around the cancellation of mass gatherings should echo other recent cancellation announcements. Following a Cabinet decision, the Ministry of Health and the Ministry of Business, Innovation and Employment will upload guidance onto their websites. The Ministry of Health will provide key messages to support other agencies to inform their stakeholders and sectors.

Proactive Release

- 42 It is intended that this Cabinet paper be proactively released once the matters are no longer under active consideration, subject to any appropriate withholding of information that would be justified if the information had been requested under the Official Information Act 1982.

Legislative Implications

- 43 There are no direct legislative implications in this paper.

Consultation

- 44 The following departments were consulted in the development of this paper: The Treasury, Ministry of Business, Innovation and Employment, New Zealand Customs Service, Ministry of Education, Ministry of Foreign Affairs and Trade, New Zealand Police, Ministry of Justice, Ministry of Transport. The Department of the Prime Minister and Cabinet were informed.

Next steps

- 45 Officials will continue to monitor advice on gatherings issued by the World Health Organisation and other countries, and refine our advice if necessary.
- 46 Officials are also developing separate guidance in relation to other areas where there are large concentrations of people including public transport and schools. Close contact and mass gatherings are a part of our culture in New Zealand. This guidance, and guidance to follow around situations where there are large groups of people congregating may be confronting – it will include advising people how to manage their cultural practices so they can protect their communities and help manage the health threat we all face.

Recommendations

The Minister of Health recommends that the Committee:

- 1 **note** that the global situation regarding COVID-19 is developing rapidly
- 2 **note** that there are a number of mass gatherings scheduled for March 2020
- 3 **note** that cancelling mass gatherings can help slow the spread of COVID-19 in New Zealand, reduce the number of people infected, and protect those who are more vulnerable to severe illness

- 4 **note** the Ministry of Health has developed two frameworks (Parts A and B) to help event organisers determine whether a mass gathering should be cancelled
- 5 **agree** to issue a public advisory recommending that mass gatherings that meet the criteria in framework Part A should be cancelled
- 6 **note** that the Ministry of Health's guidance on mass gatherings, incorporating these frameworks will be published on the Ministry's website
- 7 **note** that in order for the Government to cancel mass gatherings, an epidemic notice must be in force
- 8 **note** the Director-General's advice on this in the appendix, including the rights implications of decisions made under the epidemic notice.

Authorised for lodgement

Hon Dr David Clark

Minister for Health

Appendix 1 – Advice from the Director-General to Prime Minister on Issuing an Epidemic Notice

Before issuing an epidemic notice (which is done with the agreement of the Minister of Health), the Prime Minister must consider the Director-General's advice.

The World Health Organization has declared COVID-19 a global pandemic

A pandemic is a global outbreak of disease. Pandemics happen when a new virus emerges to infect people and can spread between people sustainably. It remains highly uncertain how the COVID-19 outbreak globally will develop.

The World Health Organization (WHO) continues to recommend countries take a comprehensive approach to stopping the spread of COVID-19. Some countries are undertaking significant quarantine and containment measures at a national scale. The declaration of COVID-19 as a pandemic reinforces the importance of the planning and preparation already informing New Zealand's response.

New Zealand has confirmed cases and is implementing and planning a range of measures to slow the spread of the virus

As of 15 March 2020, there are 8 confirmed cases in New Zealand. At this time, with very few cases in New Zealand, the main challenge is to ensure we are prepared to manage and contain spread of COVID-19 in New Zealand.

We expect the number of cases in New Zealand to increase rapidly, with the potential for this to increase on an exponential scale if the spread occurs in the same way that is being seen in other developed nations. New Zealand continues to take precautionary measures to protect its citizens and contain any outbreak in New Zealand.

The health system in New Zealand is rapidly reorienting its approach based on the learnings from the global response. This means that we are undertaking a number of pandemic response phases concurrently to ensure that the threat is mitigated, and we are ready to contain an outbreak.

In a pandemic response, the Government should use legislative provisions in a way that is proportionate and appropriate to the emerging pandemic

Government and designated officers may use available legislative powers as appropriate to the particular situation. These include:

- powers provided for in the Health Act 1956 ('routine' and 'special' powers) – COVID-19 is currently a quarantinable disease (**current state**)
- additional powers available under the Epidemic Preparedness Act 2006 to facilitate the management of epidemics of quarantinable diseases (**recommended state**)

- additional powers under the Civil Defence Emergency Management Act 2002 (in a state of emergency declared under that Act) if required in a very severe situation (**not recommended at this time**).

The issuing of an epidemic notice should significantly lessen the need for a declaration of a state of emergency under the Civil Defence Emergency Management Act 2002 (CDEM). Officials are not recommending a CDEM declaration at this time.

New Zealand has the opportunity to introduce a broader range of powers to support the mitigation measures

Infection Prevention and Control is a major factor in preventive and mitigation measures. Introducing such measures early in an outbreak can help to delay the peak of an epidemic, particularly ahead of community transmission being widespread. When an epidemic notice has been issued the special powers for medical officers of health under the Health Act 1956 are authorised.

The powers that would exist include emergency powers to manage the outbreak of COVID-19 at the border, control the spread of an infectious disease in the community, prevent the outbreak or spread and the relaxation of statutory requirements that might not be capable of being complied with, or complied with fully during an epidemic. This includes steps such as setting up emergency hospitals but also other measures, including:

- Restricting or cancelling mass gatherings
- Closing any premises, except for Parliament and private homes, courts and prisons
- Requiring people to submit to medical examination or testing at specified times and places
- Requiring persons, places, buildings, ships, vehicles, aircraft, animals or things to be tested, isolated, quarantined or disinfected as Medical Officers of Health think fit
- Restricting the movement of people and vehicles.

While an epidemic notice is in force the Prime Minister may, with the agreement of the responsible minister, issue an epidemic management notice. An epidemic management notice may activate action under other statutes, or a modification to a specific statute made by a prospective modification order¹. This means that specific laws may be modified or relaxed to support management of the virus.

Immediate modification orders may also be made; these are designed to allow more flexibility in pandemic management than envisaged and addressed in any prospective modification orders. Implementation of a prospective or an immediate

¹ Modification orders can be absolute, subject to conditions or made by stating alternative means for complying with the requirements or restriction, or by substituting a discretionary power for the requirements or restriction

modification order must have the agreement of the Minister responsible for administering the relevant statute.

If an epidemic notice is issued it will enable core immigration processes to be automated. Of greatest immediate impact is the ability for Immigration New Zealand (INZ) to automatically extend the duration of people's visas in New Zealand, if they are unable to travel home. This will significantly reduce the administrative burden on Immigration New Zealand to process visas individually, whilst ensuring that a large number of visa holders will not become unlawful.

In addition, the issuing of a notice enables a number of other measures to be put in place, which are aimed at taking pressure off the Courts while managing immigration risk²:

- The ability to reset all warrants of commitment to have a validity period of 28 days
- The ability to allow certain matters dealt with in the District Court to be on the basis of documents only (a person will not need to be brought before a judge)
- The ability to allow court-imposed conditions placed on individuals to be varied by agreement without returning to the court.

An epidemic notice can only be issued if the effects of COVID-19 are likely to disrupt essential government and business activity

An epidemic notice is the vehicle for introducing a broader range of powers on a national scale. The trigger for issuing an epidemic notice is that the Prime Minister is satisfied that the effects of an outbreak of a quarantinable disease (as defined in the Health Act 1956) are likely to disrupt essential government and business activity in New Zealand.

Government activity

To meet the scale and complexity of COVID-19 the all of government National Crisis Management Centre (NCMC) was stood up on 10 March 2020. The Ministry of Health continues to lead the public health response through the National Health Coordination Centre and will support NCMC with the cross-government response through our relevant statutory powers along with the Ministry of Civil Defence and Emergency.

Significant cross-government resource is being diverted to support New Zealand's public health response to COVID-19. This is requiring a reprioritisation of activity across government and is being supported by the All of Government approach to leadership, governance and direction.

The Government is focused on anticipating and mitigating potentially significant impacts so that operational planning and powers to support that:

²These Court-related measures may not necessarily need to be put into place immediately, but the issuing of a notice gives flexibility to put them in place if required.

- allocate resources where they are needed
- reduce the risk to vulnerable groups
- anticipate and minimise disruptions
- inform public messaging and guidance to agencies
- provide a response that is proportionate to the level of impact.

The Government has formed a specialist Cabinet Committee to make decisions in relation to COVID-19. While the operation of essential government decision-making continues, significant Cabinet decision making time is required for discussions and decisions in relation to COVID-19.

A full outbreak in New Zealand has the potential to disrupt government business and impact the effective operation of the judiciary, executive and legislature through the impact of the disease and the application of measures to contain its spread. The continued effective operation of Government is best served if the health impacts of COVID-19 are managed and minimised.

Business activity

For businesses, we are already seeing a level of disruption from the outbreak and the measures taken to stamp it out. There is already widespread disruption to people movement and business continuity for multiple sectors (education tourism aviation hospitality).

Officials advise that this will only increase and broaden across the economy over coming weeks - with the need for self isolation itself being an important driver of these impacts. The economic consequences of COVID-19 and the management of it are, and will be, considerable.

A full outbreak in New Zealand has the potential to have a devastating impact on our economy through disruption to internal and external markets, supply chains and workers. Actions are needed to minimise these impacts and ensure that scarce business resources during the outbreak are allocated to the most critical of our life line infrastructure. The long term interest of businesses and the economy are best served if the health impacts of COVID-19 are managed and minimised.

Given the impact on government and business activity, an epidemic notice should be issued for a period of up to 3 months with immediate effect

The notice would declare the effects of an outbreak of a quarantinable disease are likely to significantly disrupt essential government and business activity in New Zealand. This precautionary measure supports the delay of widespread community transmission of COVID-19 in New Zealand.

The powers are vast and broad ranging and limit rights and freedoms in the New Zealand Bill of Rights Act 1990. The powers to search and seize, detain and require treatment to be taken are some of the most powerful that a state can exert over its people. The significant nature of the powers can only be justified when the seriousness of the harm that could flow from an outbreak of the quarantinable disease spreading in an outbreak in New Zealand.

For a public health emergency to justify derogating from human rights, the situation should be of an exceptional and temporary nature. These powers must be exercised in a way that is consistent with the New Zealand Bill of Rights Act. This means that individual decisions that limit fundamental rights must be necessary and proportionate to the objective (of limiting the spread of COVID-19).

Given this, the Ministry of Health will keep the situation under review and the Director-General will keep the Minister of Health and Prime Minister informed. It is recommended that the notice be promptly revoked when the Prime Minister satisfied that the effects of the outbreak are no longer likely to disrupt essential governmental and business activity.

There are safeguards and processes in place for the Prime Minister to issue the epidemic notice

There are important safeguards and forms of Parliamentary scrutiny, particularly the following:

- The Prime Minister is required to notify the House of Representatives as soon as reasonably practicable that an epidemic notice has been issued or extended.
- The House of Representatives has the opportunity to scrutinise orders made during an epidemic. This provides a layer of swift scrutiny, which enhances the legitimacy of the orders without imposing impractical requirements
- In addition, while the issuing of an epidemic notice would allow the modification or relaxation of laws, laws that protect fundamental rights and freedoms are prevented from being modified in this way.
- Significant constitutional legislation cannot be modified, including the Bill of Rights 1688, the Constitution Act 1986, the Electoral Act 1993, the Judicial Review Procedure Act 2016, the New Zealand Bill of Rights Act 1990, or the Parliamentary Privilege Act 2014, or by this Act.

The exercise of these decisions will sit with the Director-General of Health or the Director of Public Health or delegates. Decisions will be made consistent with the Ministry of Health's Guidance on the use of Special Powers developed as part of the contingency planning for COVID-19.

Depending on the scale of the decision, the decision maker may also seek agreement from the Minister of Health and the Prime Minister. In the exercise of each decision, at a population or regional level, the decision maker will seek legal advice as required to ensure the rights and freedoms that are limited in the exercise of the power are necessary and proportionate to the objective of limiting the spread of COVID-19.

Appendix 2 – Latest version of the Ministry of Health guidance on mass events

The Ministry of Health is regularly evolving its mass gathering guidance. This is the latest guidance (date March 2020)

COVID-19 Mass gatherings: Guidance on when event holders should take extra precautions or cancel the event**Definition of a mass gathering**

A mass gathering is a planned or spontaneous event where the number of people attending could strain the planning and response resources of the community or country hosting the event. This includes festivals, sporting, religious, and cultural events (it does not include parliament, schools, preschools, work or universities).

The public health risk of mass gatherings

The following factors contribute to the public health risk of mass gatherings. If any of the following apply to an event, the event holders should cancel the event:

- The event is a gathering of:
 - more than 500 in an outdoor setting
 - more than 100 in an indoor setting
- Persons attending the event are coming from regions where there is known transmission of COVID-19 (e.g. persons attending from Auckland following a known community outbreak in the region)
- Persons attending the event are predominantly from demographic groups at greater risk of severe disease, such as older adults and Maori and Pacific communities
- Persons attending the event are predominantly from demographic groups at greater risk of severe disease, such as older adults and Maori and Pacific communities
- Persons attending the event are members of critical infrastructure roles, such as healthcare workers
- People will be participating in activities that promote transmission (activities that could contribute to spread: singing, cheering, close physical contact such as when participating in contact sports, sharing food or beverages, etc.)

If the above criteria do not apply to an event, the following framework can be used to consider risks and mitigations. If risks are significant and measures cannot be put in place to mitigate these, event holders should consider cancelling or postponing the event.

Risk assessment	Mitigations
1. What is the setting of the event?	<ul style="list-style-type: none"> • Consider location (indoors, outdoors, both) • Consider appropriate air ventilation (filter air)
2. What does participation in this event look like?	<ul style="list-style-type: none"> • Consider if participants are in a fixed position • Consider if participants are consistently within 2 metres of one another • Consider the duration of gathering • Consider the population health characteristics (e.g. will groups vulnerable to COVID-19 be attending)
3. Will there be appropriate preventative measures in place?	<ul style="list-style-type: none"> • Consider if there are enough hand hygiene stations • Consider personal protection equipment (surgical masks)
4. What is the ability of the event organisers to gain information on participants beforehand?	<ul style="list-style-type: none"> • Consider if the event organisers hold a record of the attendees (for the purposes of contact tracing)

Organisers of events that are proceeding (those that are not required to be cancelled) should put in place all measures possible to reduce the spread of disease, including:

- Use of social distancing
- Hygiene/sanitation services
- A certain level of medical services at the venue
- Advice on preventative measures, especially respiratory etiquette and hand hygiene

Current public health advice

In making your decision, please refer to the latest public health advice. Note, this can change at any time. For up to date information, refer to:

<https://www.health.govt.nz/our-work/diseases-and-conditions/covid-19-novel-coronavirus> and <https://www.majorevents.govt.nz/resource-bank/covid-19-advice-for-event-organisers/>

Appendix 3 – Canada framework for determining whether a gathering should be cancelled due to the risk of COVID-19 transmission

Characteristics	Risk considerations	Implications	Weight
Event			
Population attending the event	Are persons attending the event coming from regions where there is community transmission of COVID-19 or from countries with unreliable surveillance of the disease? See affected areas list.	If participants are expected from affected areas, the risk of importation is higher. These travellers may be self-monitoring for symptoms of COVID-19 for 14 days from their arrival in Canada, based on public health advice provided upon entry to Canada.	High importance
	Are persons attending the event members of a professional group that might have increased risk of infection?	Healthcare workers may have greater risk of infection due to the possibility of occupational exposure.	Medium importance
	Are persons attending the event from demographic groups at greater risk of severe disease, such as older adults?	Older adults, people with immune compromising conditions and chronic diseases appear to be at greater risk of severe disease, so consideration should be given to protecting them from possible exposure to COVID-19 cases. Communication about risk to these attendees should be emphasized.	High importance
	Are persons attending the event at greater risk of spreading the disease, such as young children?	Young children may be at greater risk of amplifying disease transmission so consideration should be given to protecting them from possible exposure to COVID-19 cases. Reducing transmission among children indirectly protects the population and may therefore reduce the demand on the health care system.	Medium importance
	Are persons attending the event members of critical infrastructure roles, such as healthcare workers?	If transmission occurs at the mass gathering, participants may be subject to self-isolation or may become cases themselves. This could lead to critical infrastructure disruptions/absenteeism if the participants at the event represent critical services and industries.	High importance
	How many people are expected to attend the event?	The larger the number of participants, the greater the likelihood of a participant being a case of COVID-19. Large numbers of people may also create greater likelihood of crowding.	High importance

IN CONFIDENCE

Event activities	Will participants be participating in activities that promote transmission?	Activities that could contribute to spread: singing, cheering, close physical contact such as when participating in contact sports, sharing food or beverages, etc.	High importance
Crowding	Is the event being held indoors, outdoors or both?	Events held outdoors (i.e. higher ventilation) are likely to be lower risk than those held indoors.	Medium importance
	Will participants be consistently within 2 metres of one another?	Respiratory droplets tend to fall within 2 metres of their source, so maintaining a 2 metre distance from others is a precaution to prevent spread.	Medium importance
Event duration	How long will participants be gathered at the event?	Longer events present more opportunities for transmission. Events at which attendees share overnight accommodation could also increase transmission risk.	Medium importance
Event resources	Will hand hygiene stations be available throughout the venue?	Hand hygiene will be performed more frequently if alcohol-based hand rub or hand washing sinks with soap and disposable towels are readily available.	Medium importance
	Can event venue(s) be configured to maintain a 2 metre distance between participants?	Respiratory droplets tend to fall within 2 metres of their source, so maintaining a 2 metre distance from others is a precaution to prevent spread.	Medium importance
	Will there be health professionals or first responders at the event to screen and/or attend to someone who may be symptomatic?	Although attendees with COVID-19 may not necessarily be identified through screening, this measure may identify some people with obvious symptoms which could help prevent spread. Should someone become ill while attending the event, a health care professional should be familiar with appropriate PPE and IPC measures	Low importance

IN CONFIDENCE

Appendix 4 – Framework applied to a music festival, a national secondary schools sporting event and a wedding

The below example relates to a music festival being held in New Zealand, where the attendees are expected to travel from across the country and are likely to number 20,000.

Based on Framework A, the festival will be cancelled. Framework B would normally be applied if the outcome of framework A is to not cancel the event, but as an example, framework B has also been applied to a music festival.

Risk assessment Framework Part A

Criteria	Reasoning applied to festival
1. The event is a gathering of: <ul style="list-style-type: none"> a. more than 500 in an outdoor setting b. more than 100 in an indoor setting 	Cancel - 20.000+ attendees indoors & outdoors
2. Persons attending the event are coming from regions where there is known transmission of COVID-19 (e.g. persons attending from Auckland following a known community outbreak in the region)	Cancel - attendees will be coming from all over the New Zealand and the world
3. Persons attending the event are predominantly from demographic groups at greater risk of severe disease, such as older adults and Maori and Pacific communities	Cancel - the diversity of bands will lead to a diversity of audiences
4. Persons attending the event are predominantly members of critical infrastructure roles, such as healthcare workers	Unknown
5. People will be participating in activities that promote transmission (activities that could contribute to spread: singing, cheering, close physical contact such as when participating in contact sports, sharing food or beverages, etc.)	Cancel - attendees will be singing, dancing, cheering, etc.

Table 2 - Risk assessment Framework Part B

IN CONFIDENCE

Risk assessment	Mitigations	Application to the festival	Advice
1. What is the setting of the event?	<ul style="list-style-type: none"> • Consider location (indoors, outdoors, both) • Consider appropriate air ventilation (filter air) 	Location is both. The air ventilation cannot be guaranteed in tents.	Cancel - based on indoor location & lack of ventilation
2. What does participation in this event look like?	<ul style="list-style-type: none"> • Consider if participants are in a fixed position • Consider if participants are consistently within 2 metres of one another • Consider the duration of gathering • Consider the population health characteristics (e.g. will groups vulnerable to COVID-19 be attending) 	<ul style="list-style-type: none"> • Participants can wander around • Participants are consistently within 2 metres of one another • Duration of gathering is 10 hours • Diverse groups will be attending 	Cancel - based on distance, duration & diversity of groups
3. Will there be appropriate preventative measures in place?	<ul style="list-style-type: none"> • Consider if there are enough hand hygiene stations • Consider personal protection equipment (surgical masks) 	<ul style="list-style-type: none"> • There can be enough hand hygiene stations • There can be enough PPE 	No cancellation needed for this reason
4. What is the ability of the event organisers to gain information on participants beforehand?	<ul style="list-style-type: none"> • Consider if the event organisers hold a record of the attendees (for the purposes of contact tracing) 	<ul style="list-style-type: none"> • Tickets are sold out & on name, even though that is not a guarantee people will come in on name. 	No cancellation needed for this reason

IN CONFIDENCE

National Secondary Schools Sporting Event

The below example relates to a national secondary school sporting event held in New Zealand, where the attendees are expected to travel from across the country and are likely to number 2000.

Based on Framework A, the event will be cancelled. Framework B would normally be applied if the outcome of framework A is to not cancel the event, but as an example, framework B has also been applied to the event.

Risk assessment Framework Part A

Criteria	Reasoning applied to the Sport Tournament
1. The event is a gathering of: <ol data-bbox="287 616 765 684" style="list-style-type: none"> <li data-bbox="287 616 765 645">more than 500 in an outdoor setting <li data-bbox="287 645 765 684">more than 100 in an indoor setting 	Cancel - 2000 athletes are expected to participate and there is usually over 1000 spectators
2. Persons attending the event are coming from regions where there is known transmission of COVID-19 (i.e. persons attending from Auckland following a known community outbreak in the region)	Organisers must be aware and up to date with regional COVID 19 information. Any participation from Auckland region would result in either cancellation or non participation.
3. Persons attending the event are from demographic groups at greater risk of severe disease, such as older adults and Maori and Pacific communities	Maori adults and young people have high participation in sport and cultural activity. Source: Maori participation in Community Sport Review 2017.
4. Persons attending the event are members of critical infrastructure roles, such as healthcare workers	No
5. People will be participating in activities that promote transmission (activities that could contribute to spread: singing, cheering, close physical contact such as when participating in contact sports, sharing food or beverages, etc.)	Yes. Cancel.

Risk assessment Framework Part B

Risk assessment	Mitigations	Application to the Sport Tournament	Advice
5. What is the setting of the event?	<ul style="list-style-type: none"> Consider location (indoors, outdoors, both) Consider appropriate air ventilation (filter air) 	Location is both. The air ventilation cannot be guaranteed in tents.	Cancel - this is likely to be in multiple settings where ventilation is not guaranteed.
6. What does participation in this event look like?	<ul style="list-style-type: none"> Consider if participants are in a fixed position Consider if participants are consistently within 2 metres of one another Consider the duration of gathering Consider the population health characteristics (e.g. will groups vulnerable to COVID-19 be attending) 	<ul style="list-style-type: none"> Participants can wander around Participants are consistently within 2 metres of one another Duration of gathering is 10 hours Diverse groups will be attending 	Cancel - team sport events like basketball, touch, rugby netball or where teams will live with and compete with each other.
7. Will there be appropriate preventative measures in place?	<ul style="list-style-type: none"> Consider if there are enough hand hygiene stations Consider personal protection equipment (surgical masks) 	<ul style="list-style-type: none"> There can be enough hand hygiene stations There can be enough PPE 	Off campus venues cannot guarantee hygiene stations. Organisers will need to provide hygiene solutions.
8. What is the ability of the event organisers to gain information on participants beforehand?	<ul style="list-style-type: none"> Consider if the event organisers hold a record of the attendees (for the purposes of contact tracing) 	<ul style="list-style-type: none"> Tickets are sold out & on name, even though that is not a guarantee people will come in on name. 	Schools are able to access demographic and personal information easily.

Wedding - 90 people, indoors.

The below example relates to a wedding held in New Zealand, where the attendees are expected to travel from across the country and are likely to number approximately 90 people.

Based on Framework Part A, the event will be cancelled. Framework B would normally be applied if the outcome of framework A is to not cancel the event, but as an example, framework B has also been applied to the event.

Risk assessment Framework Part A

Criteria	Reasoning applied to wedding
1. The event is a gathering of: <ol data-bbox="287 664 765 732" style="list-style-type: none"> <li data-bbox="287 664 765 692">more than 500 in an outdoor setting <li data-bbox="287 692 765 732">more than 100 in an indoor setting 	No cancellation needed - less than 100 people
2. Persons attending the event are coming from regions where there is known transmission of COVID-19 (i.e. persons attending from Auckland following a known community outbreak in the region)	No cancellation needed - all but one attendees are coming from Nelson. The attendee coming from Auckland should not attend.
3. Persons attending the event are from demographic groups at greater risk of severe disease, such as older adults and Maori and Pacific communities	No cancellation needed - no high risk communities
4. Persons attending the event are members of critical infrastructure roles, such as healthcare workers	No cancellation needed - there are no critical infrastructures roles
5. People will be participating in activities that promote transmission (activities that could contribute to spread: singing, cheering, close physical contact such as when participating in contact sports, sharing food or beverages, etc.)	No cancellation needed - activities don't promote transmission.

IN CONFIDENCE

Risk assessment Framework Part B

Proactively Released

IN CONFIDENCE