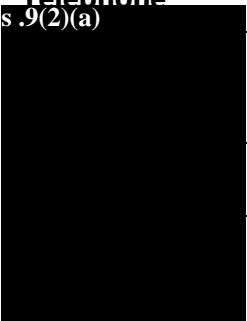


Health Report

COVID-19 - 48 Hour Review of Border Measures and recommended actions in response to the COVID-19 Outbreak on the Cruise Ship Diamond Princess

Date due to MO:	20 February 2020	Action required by:	20 February 2020
Security level:	IN CONFIDENCE	Health Report number:	20200248
To:	Ministers with Power to Act – COVID-19		
Copy to:	Hon Jenny Salesa, Minister of Customs		
Ministers with Power to Act	A group of Ministers with Power to Act on New Zealand's response to the novel coronavirus outbreak comprising the Prime Minister, and the Ministers of Foreign Affairs, Tourism, Finance, Education, Health, Trade, Export Growth and Immigration.		

Contact for telephone discussion

Name	Position	Telephone
Jane Kelley	Director COVID-19, National Health Coordination Centre	
Dr Ashley Bloomfield	Director-General of Health	
Ruth Isaac	General Manager, Labour and Immigration Policy, Ministry of Business, Innovation and Employment	

Action for Private Secretaries

COVID-19 - 48 Hour Review of Border Measures - Diamond Princess

Purpose of report

This report provides you with the latest 48 hour border measures review and provides advice on emerging requirements on border measures and the public health response to New Zealanders aboard the Diamond Princess and, potentially, other cruise ships.

Recommendations

The Ministry recommends that you:

- a) **Note** that following the latest 48 hour assessment of the current border measures, including travel restrictions, officials advise that the current border measures for managing COVID-19 remain in place until 23:59 on 24 February 2020
- b) **Note** that passengers on board the Diamond Princess have been exposed to a high risk of being infected with COVID-19
- c) **Note** that the New Zealand Embassy in Japan is in contact with New Zealanders on board the Diamond Princess and in Japanese Hospitals
- d) **Note** that the Australian Government has arranged a repatriation flight to Darwin for Australian nationals on board the Diamond Princess Cruise Ship and has offered to extend this repatriation flight to New Zealand citizens', arrangements are being finalised for a 'tail-to-tail' transfer of New Zealand passengers from Darwin to Auckland on 20 February 2020
- e) **Note** that all New Zealanders still on board the Diamond Princess have been offered the chance to board the repatriation flight as long as they remain COVID-19 negative
- f) **Note** that three New Zealanders on board the Diamond Princess have declined to board the repatriation flight, one will return to Hong Kong via a Hong Kong SAR Government repatriation flight and two will complete 14 days self-isolation in South Korea

Quarantine arrangements for New Zealanders returning to New Zealand who have been on the Diamond Princess

- g) **Agree** that due to the exposure to a high risk of being infected with COVID-19, once in New Zealand, Diamond Princess passengers will be required to enter enforced isolation (quarantine), for a period of up to 14 days after arrival **Yes/No**
- h) **Agree** that New Zealanders who do not return to New Zealand on the repatriation flight will be required to enter enforced isolation for a period of up to 14 days if they arrive in New Zealand within 14 days of disembarking the Diamond Princess **Yes/No**

- i) **Note** that the Minister of Health authorised the use of the special powers under Section 70 of the Health Act 1956, if necessary, to enforce quarantine.

Recommended travel restrictions on other people who have been on certain cruise vessels

- j) **Note** that after disembarking the Diamond Princess some foreign nationals may seek onward travel to New Zealand, although officials consider that the numbers are expected to be low if any, and that there are similar risks for other cruise vessels which may experience outbreaks
- k) **Agree** that travellers that were on board the Diamond Princess that try to enter New Zealand within a 14 day period of disembarking will be refused entry excluding those exempted under current border measures. **Yes/No**
- l) **Agree** that the Ministers of Health and Immigration may add any further cruise ships with outbreaks to the travel restrictions previously agreed by Cabinet **Yes/No**

s 9(2)(g)(i)

- o) **Invite** the Minister of Immigration to give effect to your decisions through issuing Immigration Instructions **Yes/No**
- p) **Note** that Cabinet will take a decision on Monday 24 February 2020 whether to lift, continue or amend the existing border restrictions and that these restrictions can be considered and, if appropriate rolled together at that stage
- q) **Note** that the residual risk of people arriving who have been exposed to COVID-19 and who have not been identified will be managed through the use of the special powers under Section 70 of the Health Act 1956, if necessary, to enforce quarantine (recommendation j refers)
- r) **Note** that a communications plan is being developed by the Ministries of Health, Business Innovation and Employment, and Foreign Affairs and Trade

Dr Ashley Bloomfield
Director-General
Ministry of Health

Rt Hon Jacinda Ardern
Prime Minister

Rt Hon Winston Peters
Minister of Foreign Affairs

Hon Kelvin Davis
Minister of Tourism

Hon Grant Robertson
Minister of Finance

Hon Chris Hipkins
Minister of Education

Hon David Clark
Minister of Health

Hon David Parker
Minister for Trade and Export Growth

Hon Iain Lees-Galloway
Minister of Immigration

Proactively Released

Background / context

1. Cabinet has previously agreed to impose certain border restrictions to address the current risks associated with COVID-19. The Minister of Immigration has certified Immigration Instructions which establish that most people who have been in mainland China in the previous 14 days must be refused entry to New Zealand.¹ Those Instructions expire at 11.59pm on Monday 24 February unless amended or revoked earlier.
2. The Instructions complement:
 - a. a requirement on air and cruise carriers to New Zealand imposed under the Immigration (Carriers' Information Obligations) Regulations 2010 that all travellers to New Zealand must be asked before boarding whether they have been in a place of concern in the previous 14 days ("place of concern" is currently defined as "mainland China" in Immigration Instructions)
 - b. automated changes to Immigration New Zealand (INZ) systems which have closed the border to people on flights originating from mainland China unless the person is exempted (a manual override is used in that case).

Advice on New Zealand passengers aboard the 'Diamond Princess Cruise Ship'

3. There were 14 New Zealanders quarantined aboard the cruise liner "Diamond Princess" that is currently docked in Yokohama, Japan. The Diamond Princess has been docked since 3 February 2020. To date 621 passengers and crew have been confirmed as having COVID-19. Seventy-nine cases have been confirmed in the latest World Health Organization daily report.
4. Liaising with counterparts from the United Kingdom, Canada, Australia and the United States over recent days on the adequacy of quarantine measures in place on the Diamond Princess, the Ministry of Health considers that the risk of exposure to COVID-19 for passengers on board is high despite isolation measures that have been put in place. Ministry officials do not have sufficient assurance or confidence in the effectiveness of isolation measures that were put in place on the ship.
5. Four New Zealand passengers have tested positive for the disease and are currently in hospital in Japan. s 9(2)(a)
Health officials have been in contact with them and have undertaken initial assessments of their situation. Officials will continue to remain in contact and provide support through their isolation period.
6. Due to the exposure to a higher risk of being infected with COVID-19, once in New Zealand, passengers will be required to enter enforced isolation, for a period of up to 14 days after arrival. The Minister of Health has authorised the use of the special powers under Section 70 of the Health Act 1956, if required, to enforce quarantine.

¹ New Zealand citizens and residents and Australians resident in New Zealand are exempted, but must self isolate following arrival. Crew using PPE are also exempted.

7. There may be other cruise ships in similar situations to the Diamond Princess. The situation is rapidly evolving and advice will continue to be provided as necessary.

Repatriation

8. The Government has facilitated a repatriation flight (with the assistance of the Australian Government) for the New Zealanders to be returned home to New Zealand.
9. New Zealanders have been offered the chance to board the repatriation flight. Three New Zealanders have refused the opportunity to board the repatriation flight. One will return to Hong Kong via a Hong Kong SAR Government repatriation flight and two will complete 14 days self-isolation in South Korea.
10. The Ministry of Foreign Affairs and Trade is finalising arrangements for a tail-to-tail transfer of New Zealand passengers from Darwin airport to Auckland. Measures will be taken on board to implement infection control and medical personnel, including a New Zealand-based St John Paramedic, will be on the flight.
11. The Ministry of Foreign Affairs and Trade is working with an Australia-based commercial broker of aeromedical flights and expects to finalise the Darwin-Auckland charter on 20 February 2020.

Recommended measures


12. It is not possible to prevent New Zealand citizens and permanent residents who have been aboard the Diamond Princess from returning to New Zealand.
13. However, a border alert is in place to allow Customs and the Medical Officer of Health advance notice of persons who have indicated that they will refuse to enter self-isolation, so the Medical Officer of Health can enforce their direction powers once those persons enter New Zealand.
14. Passengers will undertake their isolation at the Whangapāraoa Reception Centre (or other suitable location) according to the same standards of care and procedures used for the recent Wuhan evacuees.
15. There is a high risk of negative perceptions towards travellers that have been in places of concern, and a high risk of stigma and discrimination. As well as health support, individuals will have access to pastoral support in the Whangapāraoa Reception Centre and integration back into the community will be carefully managed. At any stage, individuals can contact the Need to Talk? 1737 phone line (free call or text) should they wish to talk to a trained counsellor.

Assessment of current border restrictions


16. The Ministry of Health has undertaken its regular 48-hour review of border restrictions and recommends that the current border measures remain in place. Officials propose that Cabinet makes further decisions on border restrictions on Monday 24 February 2020. The latest 48-hour border measures review is attached at Appendix One.

17. Additional measures are recommended to mitigate the threat to the health of New Zealanders from passengers who may travel to New Zealand within 14 days, other than those arriving via the Diamond Princess organised evacuation flight.
18. Officials recommend that travel restrictions are extended to all foreign nationals who are not New Zealand citizens or residence class visa holders, who were passengers or crew on the Diamond Princess, or another identified vessel for 14 days after they have disembarked.
19. These restrictions would be aligned and reviewed alongside the existing border restrictions. To enable this, officials recommend that the Ministers of Health and Immigration be delegated the ability to designate any further cruise vessels with regard to the refusal of entry permission. We also recommend inviting the Minister of Immigration to amend the immigration instructions which relate to refusal of entry permission, to include persons present on the Diamond Princess Cruise Ship and any other cruise vessel they designate.
20. These further restrictions would be subject to the same exemptions as those already agreed for travellers who have been in mainland China, which are:
 - a. New Zealand citizens (including those from the three countries of the Realm);
 - b. permanent resident visa holders; or
 - c. resident visa holders granted in New Zealand; or
 - d. resident visa holders arriving in New Zealand for a second or subsequent time as the holder of the visa;
 - e. partner and spouses, dependent children or legal guardians who are travelling with the above;
 - f. airline and maritime crew (note that this does not capture the crew of the Diamond Princess);
 - g. an Australian citizen or Australian permanent resident who, prior to 2 February 2020, had their primary place of residence in New Zealand;
21. The most efficient way to prevent people boarding flights to New Zealand is to obtain passenger manifests for any cruise ships with confirmed COVID-19 cases. This information can be used in automated systems to refuse boarding to passengers.

s 9(2)(g)(i)



s 9(2)(g)(i)



25. The residual risk of people arriving who have been exposed to COVID-19 and who have not been identified prior to travelling to New Zealand will be managed through the use of the special powers under Section 70 of the Health Act 1956, if necessary, to enforce quarantine.

Next steps

26. The Ministry of Health will continue to work with agencies to manage the increased threat to public health as a result of passengers that have been in a place of concern.
27. There may be other places of concern such as other cruise ships that need similar treatment, we will continue to advise you via the 48-hour border measures review or as information requires.
28. Officials will prepare the necessary material for the Minister of Immigration to issue Immigration Instructions to give effect to your decision.
29. Officials will continue to consider measures that may be required to support the health of New Zealanders disembarking from the Diamond Princess and mitigate any risk of onward transmission.
30. A communications plan is being developed by the Ministries of Health, Business Innovation and Employment, and Foreign Affairs and Trade.

ENDS.

Appendix One – 48 Hour Border Measures Review

Proactively Released

48-hour Review of Travel Restrictions

Purpose

- To provide health advice on continued requirements for travel restrictions. This is the **seventh** such review and is current at 1400 on **18** February 2020.

Key messages

- The Ministry recommends that the current travel restrictions **remain in place** due to:
 - no evidence of a sustained decrease in the number of confirmed cases and deaths
 - no softening of risk assessment levels or lifting of travel restrictions in other countries.

Further information

- On 18 February it is recommended that current travel restrictions **remain in place** due to:
 - the continuing rising number of cases in mainland China. (24 hour increase of **2,048** confirmed cases),
 - the increasing number of deaths in mainland China. (24 hour increase of **106** deaths)
 - a number of cases in Australia and the wider Western Pacific Region suggesting risk in the Pacific region remains high.
- Our case definition is broad and adopts a cautious, pre-emptive approach due to the severity of the illness.
- There have been no confirmed cases in New Zealand. Since becoming a notifiable disease on 31 January 2020
- The international picture has not significantly shifted from when the travel restrictions were announced. The risk remains high and there is no evidence of a sustained decrease in the number of reported cases in mainland China and internationally; and there is no suggestion that the overall risk profile is reducing.

Our assessment against the high-level review criteria is:

Factors for consideration for border measures review

#	High-level considerations	Factors for consideration <i>NB: these factors have not been weighted or prioritised</i>	Indicate if there has been a change in this factor since the last assessment	Overall comment
1	Readiness of New Zealand's health system to respond to cases and/or outbreak	<i>Appropriate guidance documents and management processes available for the health system</i>	There is guidance available on the Ministry of Health website for the health sector and the general public. Regular border advisories are being issued and protocols for the management of the first case in New Zealand have been developed.	The overall status of readiness of New Zealand's health system to respond is good considering the planning readiness. There are response plans in place from the DHBs to the Ministry.
		<i>Scenario planning for potential impact on New Zealand's health system</i>	No, there has been no change.	The CMO has engaged widely with clinical colleagues in the sector to identify issues.
		<i>Current response aims (e.g. stage of NZIPAP)</i>	No Indicative health sector alert code has been issued.	s 9(2)(g)(i)
		<i>Acceptability and feasibility of current measures for key stakeholders</i>	There has been increased concern regarding international students and whether an exemption should be considered.	
		<i>Workforce sustainability of current and/or proposed measures</i>	There have been isolated instances of workforce issues regarding self-isolation.	

2	Evolving epidemiology of the outbreak	<i>Epidemiology in China and worldwide e.g. containment or sustained transmission</i>	Sustained transmission is ongoing in mainland China. In other areas, there is more limited transmission. The number of new cases, deaths and recoveries continue to increase. There have now been three deaths outside of China, one each in the Philippines, France and Japan	<p>The epidemiology of the outbreak has remained constant since the last review. There has been a steady increase in the number of deaths, but the number of laboratory confirmed cases has started to slow down while the number of recovered cases has increased.</p> <p>China has now ceased routine testing of milder cases and is applying a presumptive clinical diagnosis</p> <p>s 9(2)(g)(i)</p> <p></p> <p></p> <p></p>
		<i>Risk to NZ from geographical areas of sustained transmission e.g. New Zealand's immediate neighbours and/or areas of high travel volume</i>	Risk to New Zealand remains high despite introduction and implementation of border measures	
		<i>Risk assessment update</i>	The risk of importation and transmission remains unchanged for New Zealand.	
		<i>Relevant modelling data</i>	Discussions about support from New Zealand academic institutions are underway with support from Australian modelling experts	
3	Emerging evidence about transmissibility	<i>Basic reproduction number (R0)*</i>	Early studies indicate a reproduction number of 2.2 (increased from 1.4)	As more case data is released from mainland China, more accurate assessments on the transmissibility will be made.
		<i>Infectiousness</i>	Virus is spread through contact with respiratory droplets in the air and on inanimate objects (surfaces)	

		<i>Incubation period</i>	WHO estimates incubation period of 1 – 12.5 days, median estimate of 5 – 6 days	
4	Emerging evidence about severity of illness	<i>Case fatality risk</i>	The fatality rate has remained ~3 percent and the majority are contained within the Hubei province.	The emerging evidence about the severity of the illness has remained constant since the first case details were released from mainland China. There isn't sufficient severe case data available for the global situation because the numbers are small in comparison to the numbers in mainland China.
		<i>Severe disease risk or hospitalisation rate</i>	There isn't enough data about the number of severe cases apart from the situation in mainland China which has remained steady at ~14 percent.	
5	WHO advice	<i>Travel restrictions advice</i>	WHO still advises travel restrictions are not appropriate.	WHO advice has remained the same.
		<i>Other advice</i>	The overall advice and risk assessment from WHO has remained static since the last review.	
6	Public health measures in other countries	<i>Disease control measures in other countries/territories</i>	The disease control measures have remained the same.	There have been no noteworthy changes in the public health measures in other countries.
		<i>Exit screening measures at source countries/territories</i>	The measures have remained the same.	
		<i>Measures to prevent or delay virus entering Pacific Island countries/territories</i>	The measures have remained the same.	
7	Other	<i>Effectiveness of current measures</i>	The effectiveness of current measures has stayed the same as	

			there are still no confirmed cases in NZ.	The current measures have been effective in the current phase of the NZIPAP.
		<i>Feasibility of implementing other control measures</i>	More stringent border control and public health measures can be considered if needed.	
		<i>Cost-benefit assessment</i>	No change in the cost-benefit assessment.	

* The R0 is the average number of other people that one infected person will infect, in a completely non-immune population

- *This advice has been reviewed by the Ministry's and Prime Minister's Chief Science Advisors, Dr Ian Town and Professor Juliet Gerrard.*