

13 July 2021

[REDACTED]

Redacted to protect personal privacy

Dear [REDACTED]

I refer to your request to Hon Chris Hipkins, Minister for COVID-19 Response, dated 13 April 2021, pursuant to the Official Information Act 1982. The following was transferred to the Ministry of Transport on 27 April 2021.

*“(a) the dates and titles of all advice or memos generated within the Ministry of Health which are either solely about, or incorporate content relating to, the topic of how a person might provide proof or certification of either having been vaccinated against Covid-19, or otherwise having Covid-19 antibodies.*

*(b) copies of the advice or memos identified as within the scope of (a) above.*

*(c) copies of communications from the Ministry to each of the following about options for, or work to progress, people being able to provide proof of their Covid-19 vaccination or antibody status, sent between 1 August 2020 and 13 April 2021;*

*(i) the Minister or Associate Ministers of Health, or officials in their offices;*

*(ii) the Minister for Covid-19 Response, or officials in his office;*

*(iii) officials in the Covid-19 Group in the Department of Prime Minister and Cabinet*

*(iv) officials in the Department of Internal Affairs*

*(v) officials in the Ministry of Foreign Affairs and Trade*

*(vi) officials in the Ministry of Justice.*

We have interpreted the scope of your request to cover substantive correspondence. Material that is administrative in nature has not been included. The documents within scope of your request can be found in the Appendix including any reasons on why information has been withheld.

Please note the Ministry does not hold any information on COVID-19 antibody status.

### **Section 9 information withheld**

In regard to the information that has been withheld under section 9 of the Act, I am of the opinion that there are no countervailing considerations that make it desirable, in the public interest, to make the information available.

### **Complaints**

You have the right under section 28(3) of the Official Information Act to make a complaint about the withholding of information to the Ombudsman, whose address for contact purposes is:

The Ombudsman  
Office of the Ombudsmen  
P O Box 10-152  
**WELLINGTON**

The Ministry publishes our Official Information Act responses and the information contained in our reply to you will be published on the Ministry website. Before publishing we will remove any personal or identifiable information.

Yours sincerely

Redacted to protect personal privacy

Bev Driscoll  
**Manager, Regulatory Policy**

**Appendix 1: Documents that fall within the scope of your request**

Date	Document	Description of proposed information to withhold
1 28 January	Briefing – International Connections and the Border – Travel Pass and “Green Travellers”	<p>This information was released in a previous Official Information Act Request. You can access it in the link below:</p> <p><a href="https://www.transport.govt.nz/assets/Uploads/OIA-response/InternationalConnectionsAndTheBorder-TravelPassAndGreenTravellers.pdf">https://www.transport.govt.nz/assets/Uploads/OIA-response/InternationalConnectionsAndTheBorder-TravelPassAndGreenTravellers.pdf</a></p>
2 9 February	<p>Agenda – Passenger Facilitation and Travel Pass Workshop_Meeting Agenda_ 10 February</p> <p>2A - Presentation – Traveller Certificates_Final</p>	<p>Some information is withheld under the following sections of the Official Information Act 1982:</p> <ul style="list-style-type: none"> <li>• 6(a) – relating to prejudice to the international relations of the New Zealand Government</li> <li>• 9(2)(f)(iv) – maintaining constitutional conventions which protect the confidentiality of advice tendered by officials.</li> </ul> <p>Note that Five Country refers to the Five Country Conference meetings focused on the immigration, border space.</p> <p>Note, on page 5, document 2A, airports were absent from the list but were acknowledged at the workshop as key stakeholders.</p>
3 12 February	Email – Passenger Facilitation / Travel Passes Workshop	<p>Some information is withheld under the following sections of the Official Information Act 1982:</p> <ul style="list-style-type: none"> <li>• 9(2)(a) – relating to personal privacy.</li> </ul>

	Date	Document	Description of proposed information to withhold
		<p>3A - Attachment 1 – International Vaccine Certification Five Eyes Issue Paper January 2021</p> <p>3B - Attachment 2 – CPCD 2020-2021 Vaccines Border Tracker</p>	<p>Document 3A is withheld in full under section 6(a) of the Official Information Act 1982 which relates to prejudice to the international relations of the New Zealand Government.</p> <p>Document 3B is withheld in full as it is not within scope of this request.</p>
4	19 February	<p>Email – Travel Health Pass Work – Write-up and Next Steps</p> <p>4A - Attachment 1 – Travel Health Pass.pptx</p> <p>4B - Attachment 2 – Travel Health Pass Workshop Write-up_February 2021</p> <p>4C - Attachment 3 – Green Travellers – vaccines and resumption of passenger travel</p>	<p>Some information is withheld under the following sections of the Official Information Act 1982:</p> <ul style="list-style-type: none"> <li>• 9(2)(a) – relating to personal privacy</li> <li>• 6(a) – relating to prejudice to the international relations of the New Zealand Government</li> <li>• 6(b) – prejudice to the confidential entrusting of information to the New Zealand Government by other governments</li> <li>• 9(2)(f)(iv) – maintaining constitutional conventions which protect the confidentiality of advice tendered by officials.</li> </ul> <p>Attachment 1 on this email is withheld as it has been released under document 2.</p> <p>Note that Five Country refers to the Five Country Conference meetings focused on the immigration, border space.</p> <p>Note, on the last page of document 4B, airports were absent from the list but were acknowledged at the workshop as key stakeholders.</p>



	Date	Document	Description of proposed information to withhold
5	23 February	Briefing – Meeting with Robert Courts MP, UK Parliamentary Under-Secretary of State at the Department of Transport	<p>Some information is withheld under the following sections of the Official Information Act 1982:</p> <ul style="list-style-type: none"> <li>• 6(a) – relating to prejudice to the international relations of the New Zealand Government</li> <li>• 6(b) – prejudice to the confidential entrusting of information to the New Zealand Government by other governments</li> <li>• 9(2)(a) – relating to personal privacy</li> <li>• 9(2)(b)(ii) – prejudice to the commercial position of a company</li> <li>• 9(2)(f)(iv) – maintaining constitutional conventions which protect the confidentiality of advice tendered by officials</li> <li>• 9(2)(g)(i) – relating to the free and frank expression of opinion by officials.</li> </ul>
6	3 March	Email – Health Travel Pass Programme Meeting – Update 6A - Attachment 1 – Travel Health Pass Work Programme_3 March	<p>Information not in scope has been removed.</p> <p>Some information is withheld under the following sections of the Official Information Act 1982:</p> <ul style="list-style-type: none"> <li>• 9(2)(a) – relating to personal privacy</li> <li>• 9(2)(f)(iv) – maintaining constitutional conventions which protect the confidentiality of advice tendered by officials</li> <li>• 9(2)(g)(i) – relating to the free and frank expression of opinion by officials.</li> </ul>

	Date	Document	Description of proposed information to withhold
7	4 March	Slide excerpt - Unlocking our borders safely	Most of the information in the full slides relates to the other parts of a broader work programme and is therefore out of scope. For this reason, an excerpt from this slide pack, making available the parts related to the Travel Health Pass area of this work, is being provided rather than the original attachment.
8	11 March	Notes – IATA and Air New Zealand	This document is withheld in full under section 9(2)(ba)(i) of the Official Information Act 1982, which relates to confidential information and prejudice to its future availability.
9	1 April	Briefing - Introduction to the Travel Health Pass Work Programme	<p>Some information is withheld under the following sections of the Official Information Act 1982:</p> <ul style="list-style-type: none"> <li>• 6(a) – relating to prejudice to the international relations of the New Zealand Government</li> <li>• 9(2)(a) – relating to personal privacy</li> <li>• 9(2)(f)(iv) – maintaining constitutional conventions which protect the confidentiality of advice tendered by officials</li> <li>• 9(2)(g)(i) – relating to the free and frank expression of opinion by officials.</li> </ul>

	Date	Document	Description of proposed information to withhold
10	9 April	Document excerpt - Transport COVID-19 Response Insights Situation Report	The report is provided to the Minister of Transport on a weekly basis. They are designed to give the Minister a quick update on all the Transport COVID-19 Response workstreams. Information out of scope from these reports has been removed.
11	15 April	Briefing – Travel Health Pass Work Programme	<p>Some information is withheld under the following sections of the Official Information Act 1982:</p> <ul style="list-style-type: none"> <li>• 6(a) – relating to prejudice to the international relations of the New Zealand Government,</li> <li>• 9(2)(a) – relating to personal privacy</li> <li>• 9(2)(b)(ii) – prejudice to the commercial position of a company</li> <li>• 9(2)(f)(iv) – maintaining constitutional conventions which protect the confidentiality of advice tendered by officials</li> <li>• 9(2)(g)(i) – relating to the free and frank expression of opinion by officials.</li> </ul>

## PASSENGER FACILITATION / TRAVEL PASS CROSS-AGENCY WORKSHOP

Location: Ministry of Transport, 3 Queens Wharf, Wellington

Time: Wednesday 10 February 2021; 11.00am – 1.00pm

1	Welcome, introductions	Plus, opportunity for participants to briefly summarise their areas of interest
2	Purpose and objectives (Slides 2 and 3)	Discuss objectives of the work
3	End to end process (Slide 4)	Quick overview; may modify based on discussions below
4	Health and Border Settings (Slides 7 – 11)	To help frame the discussion: <ul style="list-style-type: none"> <li>• Are the questions right?</li> <li>• What other questions do we have?</li> <li>• How do we address the questions?</li> </ul>
5	Certificates (Slides 12 – 18)	<ul style="list-style-type: none"> <li>○ Who is responsible?</li> <li>○ How to address?</li> <li>○ What work is already underway?</li> <li>○ What are the interdependencies?</li> <li>○ Timeframe?</li> </ul>
6	International Standards and Processes (Slides 19-20)	To help frame the discussion: <ul style="list-style-type: none"> <li>• Who and how do we want to align, e.g. geopolitical interests, aviation hubs</li> <li>• Where do we focus our efforts / how do we ensure sufficient cross agency alignment?</li> <li>• Where will we be a standards taker and where should we try to influence standards?</li> <li>• How do we partner with industry? (e.g. Air NZ engagement with IATA)</li> </ul>
7	Wrap-up/Next steps	

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# Aim of Workshop

1. **Agree objectives and scope**
2. **Define key policy and operational questions “end-to-end”**
3. **Understand relevant work agencies have been involved in**
4. **Develop work programme**
  - ▶ focus of efforts (including at international level)
  - ▶ responsibilities
5. **Decide how we will engage**
  - ▶ with each other
  - ▶ With elimination strategy: Keep it Out
  - ▶ with the Border Executive Board

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# Proposed Policy Objectives

1. **“Keep it out” (Elimination Strategy)**
2. **Progressively open our borders, through letting in more people MIQ-free**
  - ▶ when the health science indicates it is safe to do so, and
  - ▶ the Government is comfortable with the level of risk and associated health measures, and
  - ▶ recognising that international connectivity remains fundamental to the economic and social wellbeing of New Zealanders and NZ’s recovery
3. **Enable people to travel from NZ to other jurisdictions (enduring legacy)**

# Agency Interests

Agency	Responsibility/Interest	International engagement (multilateral)
MOT	<ul style="list-style-type: none"> <li>International aviation connectivity and sustainability</li> <li>Aviation industry engagement</li> <li>Transport regulations</li> <li>With CAA lead role in ICAO who sets aviation travel standards, and with Maritime IMO who sets maritime travel standards</li> </ul>	International Civil Aviation Organization (ICAO) International Air Transport Association (IATA) Five Country Aviation Security (A5) International Maritime Organisation
MOH	<ul style="list-style-type: none"> <li>Elimination strategy</li> <li>Public health interests</li> <li>Domestic vaccine approval and roll-out</li> <li>Set health requirements for entry (testing and vaccination)</li> <li>Technology solutions (inc records of vaccination)</li> <li>Health regulations</li> </ul>	World Health Organization (WHO)
MFAT	<ul style="list-style-type: none"> <li>Post network (international access), NZ Inc staff network, engagement with diplomatic corps</li> <li>Trade links and people movement (including QFT links)</li> <li>Consular</li> <li>International/bilateral relationship impacts</li> <li>Pacific</li> </ul>	Organisation for Economic Co-operation and Development (OECD) Five Country COVID-19 Vaccines Recognition Group
Customs	<ul style="list-style-type: none"> <li>Border process – data-sharing, on-the-ground verification, data protection</li> </ul>	World Customs Organisation Customs Administrations

# Agency Interests

Agency	Responsibility/Interest	International engagement (multilateral)
<b>MBIE</b>	<ul style="list-style-type: none"> <li>Immigration - border process for non-New Zealanders, alignment of passenger facilitation processes</li> <li>Policy links to economic prosperity and rebuilding</li> <li>Work on ETA platform</li> <li>MIQ impacts</li> </ul>	Five Country Human Biosecurity Group (HBG5)
<b>DIA</b>	<ul style="list-style-type: none"> <li>Passports and digital travel credentials</li> <li>Pacific (capacity-building)</li> </ul>	International Air Transport Association (IATA) ICAO Digital Travel Accreditation subgroup (Chair) ICAO Facilitation Panel
<b>MPI</b>	<ul style="list-style-type: none"> <li>Bio-security- border process and how it fits with future model</li> </ul>	
<b>DPMC</b>	<ul style="list-style-type: none"> <li>Cross-government lens; including relationship to wider Government strategy</li> </ul>	
<b>Treasury</b>	<ul style="list-style-type: none"> <li>Links to Living Standards Framework</li> <li>Economic policy</li> </ul>	
<b>NZTE</b>	<ul style="list-style-type: none"> <li>Supporting exporters/links to business travellers</li> </ul>	

# Key Stakeholder Interests

Stakeholder	Responsibility/Interest	International engagement
Airlines	<ul style="list-style-type: none"><li>Operationalise health measures and aviation standards</li><li>Critical to industry recovery</li></ul>	International Air Transport Association (IATA) International Civil Aviation Organization (ICAO)
Maritime/ Cruise Industry	<ul style="list-style-type: none"><li>Operationalise health measures and aviation standards</li><li>Critical to industry recovery</li></ul>	
?		

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# End-to-end process summary

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# Health and Border Settings

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# Defining the questions

- ▶ Are the questions right?
- ▶ What other questions do we have?
- ▶ How do we address the questions?
  - ▶ Who is responsible?
  - ▶ How to address?
  - ▶ What work is already underway?
  - ▶ What are the interdependencies?
  - ▶ Timeframe?

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# Key Questions – Health & Border Settings

## What do we know about the effect of vaccines on transmissibility?

- ▶ No risk of transmission
- ▶ Very low risk of Transmission
- ▶ Virus can still be transmitted

## When will we know more? What is the process for updating knowledge?

## Under what conditions could vaccination allow us to adjust health-related entry requirements?

- ▶ Remove/reduce MIQ requirements? Isolation?
- ▶ With/without other health measures? (e.g. pre and post departure testing)
- ▶ When certain portions of population are vaccinated? (e.g. when stage one and two of vaccine strategy vaccinated)

# Key Questions - Health & Border Settings

## Which vaccines could allow us to adjust entry requirements?

- ▶ Approval mechanism?
- ▶ Links to international standards (see separate slides)

- [Redacted]
- [Redacted]
- [Redacted]

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# Key Questions - Health & Border Settings

[REDACTED]

- [REDACTED]
- [REDACTED]
- [REDACTED]

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# Health Certificates

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# Proposed Criteria for Certificates

- ▶ Secure
- ▶ Globally interoperable
- ▶ Internationally verifiable
- ▶ Simple for border agencies and sector (airlines, ports) to implement
- ▶ Simple for the traveller

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# Defining the questions

- ▶ Are the questions right?
- ▶ What other questions do we have?
- ▶ How do we address the questions?
  - ▶ Who is responsible?
  - ▶ How to address?
  - ▶ What work is already underway?
  - ▶ What are the interdependencies?
  - ▶ Timeframe?

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# Key Questions – Certificates



Person entering NZ

## What information would New Zealand require about vaccine?

- ▶ Type of information (form of vaccine, batch number, date and place administered etc)
- ▶ International Standards alignment
- ▶ How do we verify the information (including drawing on international processes and standards)?
- ▶ How to match with identity data?

## What are others likely to require?

- ▶ Other jurisdictions?
- ▶ Airline requirements?



# Key Questions – Certificates



Person entering NZ

## In what form will the information be/how will it be shared?

- ▶ Is it a paper or electronic certificate, or both (what about for countries with limited technology e.g. Pacific)?
- ▶ When do travellers provide vaccine information (e.g. is it at boarding (first or last point of departure?)/when booking a ticket/ getting a visa)?
- ▶ If MIQ still in place, how does this work with MIQ booking system?
- ▶ What is the role of airlines/maritime operators in receiving and sharing the information?
- ▶ How/when would border agencies receive and verify the information? Who?
- ▶ How does it interact with work on [REDACTED] Timing?
- ▶ What are the technological solutions emerging internationally? IATA Travel pass? (See separate slides)

## What are the privacy and security considerations?

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# Key Questions – Certificates



New Zealander/Person  
travelling from New Zealand

## How do we ensure our requirements are similar/work with other Jurisdictions to also support people to travel from NZ?

- ▶ How do we in vaccinating people now capture information which will be critical for travel later?
- ▶ What kind of certification can we provide people?
- ▶ How do we ensure we understand what our key transport hubs require (see international standards and processes?)

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# International Standards and Processes

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# International standards and processes

## Who and how do we want to align, e.g. geopolitical interests, aviation hubs?

- ▶ Australia
- ▶ Asia-Pacific (note commitments to green lanes/passengers previously)
- ▶ Key aviation hubs – Singapore, Hong Kong, USA, Dubai, Qatar
- ▶ Five Country groupings (HBG5, Vaccine Recognition group)
- ▶ Do we/how do we engage with Pacific Island countries?

## Where do we focus our efforts?

- ▶ Where are standards being developed? (WHO, ICAO, WCO etc)
- ▶ What technological solutions are emerging? (e.g. IATA Travel Pass, WHO, CommonPass)
- ▶ Which are the most promising?
- ▶ Where will we be a standards taker and where should we try to influence standards?
- ▶ How do we partner with industry? (e.g. Air NZ engagement with IATA)

# Other questions for workshop

- ▶ How do we think about maritime?
- ▶ Focus is on vaccination. Do we also consider inclusion of testing information?
- ▶ Focus is on international travel. How does this relate to other domestic uses for health certificates?
- ▶ How/when do we engage outside Government?
- ▶ How do we move forward from here?

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**From:** [Bev Driscoll](#)  
**To:** [Kirstie Hewlett](#); [Kirstie Hewlett](#); [Bev Driscoll](#); [Melanee Beatson](#); [REDACTED]  
[REDACTED]  
**Cc:** [REDACTED]  
**Subject:** RE: Passenger Facilitation / Travel Passes Workshop  
**Date:** Friday, 12 February 2021 1:31:00 pm  
**Attachments:** [International Vaccine Certification Five Eyes Issue Paper January 2021.docx](#)  
[CPCD 2020-2021 Vaccines Border Tracker.xlsx](#)

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[SEEMAIL] [RESTRICTED]

Hi All

Many thanks for your participation at the interagency workshop on Wednesday to discuss passenger facilitation and travel pass.

Later next week, we will look to circulate the following:

- key takeaways from the discussion
- information requests
- component parts of the work programme forming (we will assign leads, but appreciate this will be open for discussion)
- developing an FAQ about the work
- some thoughts on next step and future engagement.

I had previously mentioned that Air NZ are very keen to engage with government agencies on work the work it has underway, with respect to passenger facilitation and the IATA travel pass. This may well be in conjunction with the IATA Regional Office. I will come back out with a date – likely the week beginning 22 February. Air NZ have undertaken a range of work investigating travel pass options globally, and have undertaken a deep dive on the IATA Travel pass. FYI - Air NZ have advised in-confidence that they are looking to do a small, discrete pilot of the IATA travel pass to test this from an operational perspective.

We will come through with a date as soon as possible to meet with Air NZ – but likely later in the week of 22 Feb.

You will recall at our workshop that Rachel from MFAT offered to share information that MFAT holds on vaccine certificates and travel passes. Please see attached:

- a draft issues paper produced by Australia with a summary of the various international projects in the mix at the back end of the paper
- the most recent version of the vaccines border tracker. Please note the classification level (restrict\*d) as it is still in draft form. MFAT is getting ready to roll it out to Posts to be updated weekly. Once it has been rolled out to Posts, Rachael is happy to provide a weekly update to this group (if others would find this helpful).

We also think it would be useful to map out all of the international engagement that agencies



are involved in on travel and vaccine certification, sooner rather than later.

To this end, I would be grateful if you could send me a list of engagements you are involved in (for example, through ICAO, IATA, OECD, Five Eyes). I am particularly interested in the ICAO ones from a transport perspective across the board. But it would be helpful to map all the meetings that agencies are involved in on travel and vaccines certification, ensure alignment and targeted effort.

MFAT has also kindly agreed to facilitate a mapping exercise, and discussion cross agencies on international engagement, coordination, and NZ positions as these develop. Will be in touch.

Please feel free to forward this on to anyone in your organisation I have missed.

Cheers  
Bev

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-----Original Appointment-----

**From:** Kirstie Hewlett <K.Hewlett@transport.govt.nz>

**Sent:** Friday, 29 January 2021 1:19 PM

**To:** Kirstie Hewlett; Bev Driscoll; Melanee Beatson; [REDACTED]

[REDACTED]

**Cc:** [REDACTED]

**Subject:** Passenger Facilitation / Travel Passes Workshop

**When:** Wednesday, 10 February 2021 11:00 AM-1:00 PM (UTC+12:00) Auckland, Wellington.

**Where:** 3QW.Workshop (VC-S-Proj)

Dear All

Further to Bev Driscoll's email earlier this week, this is the calendar appointment for the interagency workshop on policy and operational settings for future passenger facilitation, and how travel passes could be implemented in New Zealand.

This work will sit under the "Keep it out" pillar of the Elimination Strategy and be overseen by the Border Executive Board.

The purpose of the interagency workshop is to:

- map out the end to end process
- identify the policy and operational questions we think we need to answer
- discuss agencies areas of interest, responsibility and next steps.

The meeting will be held in person at the Ministry of Transport. Unfortunately we are not able to add a zoom option in at this point given room availability – apologies in advance for this. An Agenda and power point slides to inform the workshop discussion will be circulated prior.

I appreciate that we weren't able to get everyone's preferred date for the workshop, but we have opted with the date that suits the majority – thanks also for those who are able to move their diaries around.

Just a heads-up that we will also send a calendar appointment out for a session with Air NZ for the following week. Air NZ is keen to connect and brief officials on the work it has underway on passenger facilitation and IATAs travel pass work. At this point, we are looking at Thursday, 18 February from 1.30. – 3.00pm for the Air NZ session.

Please feel free to give Bev Driscoll a call to discuss any of the above on [REDACTED].

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Regards

Kirstie Hewlett

Deputy Chief Executive, System & Regulatory Design

**Ministry of Transport – Te Manatū Waka**

[REDACTED] | [k.hewlett@transport.govt.nz](mailto:k.hewlett@transport.govt.nz) | [www.transport.govt.nz](http://www.transport.govt.nz)

*Enabling New Zealanders to flourish*

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From: [Bev Driscoll](#)  
 To: [REDACTED]

Cc: [Shelley Tucker](#); [Melanee Beatson](#); [Kirstie Hewlett](#); [Sonya Van De Geer](#)  
 Subject: Travel Health Pass Work - Write-up and Next Steps  
 Date: Friday, 19 February 2021 7:33:00 pm  
 Attachments: [Travel Health Pass.pptx](#)  
[Travel Health Pass Workshops Write-up February 2021.docx](#)  
[Green Travellers- vaccines and resumption of passenger travel..msg](#)

[SEEMAIL] [IN-CONFIDENCE]

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Hi All

Thank you for your participation in the Passenger Facilitation/Travel Pass Workshops on 10 February (hosted by MoT) and 18 February (hosted by MFAT).

You'll recall that this work is focussed on how vaccines could be used to facilitate the resumption of international passenger travel, including the policy and operational settings that are needed to support this and timing

(In response to the need for a naming convention, we are now referring to this programme of work as "Travel Health Pass")

Following the workshops, please find attached:

- the power point presentation that informed the workshops (previously circulated), and
- a write-up of both workshops.

The write-up sets out:

- key discussion items and questions informing the work
- work areas identified to address the discussion and questions
- proposed lead agencies for the work areas including agencies in support.

The table below provides a high level overview of the work and proposed lead agencies. However I suggest you read the attached write-up for further context, to inform your consideration of the table.

TRAVEL HEALTH PASS WORK PROGRAMME	
What	Proposed Lead
Governance	Border Executive Board and BEB SOG
Programme Management	MoT
Health settings: including vaccines, transmissibility and efficacy, scenario planning	MoH
Credentials: <ul style="list-style-type: none"> <li>- Health (both arrivals and departures)</li> <li>- Transacting at the Border, [REDACTED] (both arrivals and departures)</li> </ul>	MoH Immigration
International fora and standards <ul style="list-style-type: none"> <li>- Overall coordination</li> </ul>	MoT MoT/MFAT

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<ul style="list-style-type: none"> <li>- Mapping international bodies and associations; and NZ engagement and efforts</li> <li>- WHO</li> <li>- ICAO</li> <li>- Five Eyes</li> </ul>	Health MoT/DIA Immigration*
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\*tbc, Immigration currently, but signalled that it did not necessarily need to lead this.

What we need from you:

1. We are seeking your feedback / comments on the content of the write-up, including the questions identified, areas of work, and lead agencies identified. I acknowledge that we may not have always picked up on the nuance of the discussion. And we also recognise that Agencies will want to consider and comment on the proposed leads identified. I welcome your feedback on by 10.00am Thursday, 25 February.
2. We'd also welcome your feedback / comments on the next steps:
  - i. MoT to finalise write-up (with Agency feedback) by CoP Thursday, 25 February.
  - ii. MoT to coordinate 1 hour meeting on Friday, 26 February between agencies to discuss the work, timing and sequencing. This will inform further development of the Programme. Leads identified will be asked to give some consideration to the work assigned. MoT to provide some further information around its project management role.
  - iii. Following this meeting, leads assigned coordinate follow-up meetings on specific areas of work identified in the write-up, which require further interagency engagement to scope.
  - iv. Air NZ/International Airline Transport Association (IATA) workshop to brief Agencies on the IATA travel pass and Air NZ pilot (week beginning 1 March tbc)
  - v. Health "show and tell" on key areas of work, including health credentials in mid-March (tbc). The show and tell will be informed by agency needs in relation to the Travel Health Pass work.
  - vi. Confirm work programme and timeline by third week in March, with advice to Ministers end March; including key questions for Minister to turn their minds too. Potential to inform Ministerial five-eyes meeting in early-April, which will require a briefing to Minister Faafoi.

Am happy to discuss too, so please feel free to contact me next week.

I've also attached for your reference an email update about this work, which Kirstie Hewlett has sent through to the AOG Senior Officials Group.

Have a good weekend all, and I look forward to connecting with you again next week.

Cheers  
Bev

**Bev Driscoll**  
Manager, Regulatory Policy  
Ministry of Transport – Te Manatū Waka

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# Travel Health Pass Workshops

10 and 18 February 2021

- This note should be read in conjunction with the Power Point Slides (attached).
- Appendix list the attendees at the 10 February and 18 February Workshop.
- To date, the workshops and associated documentation have used different terminology to describe the work – i.e. passenger facilitation / travel pass. The name for this programme of work going forward is “Travel Health Pass”
- The Travel Health Pass Work Programme is focussed on how vaccines could be used to facilitate the resumption of international passenger travel, including the policy and operational settings that are needed to support this, and timing.
- The Programme is facilitated by the Ministry of Transport (MoT), and involves the Ministry of Health (MoH), the Ministry of Business, Innovation and Employment (MBIE - including Immigration New Zealand), the New Zealand Customs Service (Customs), the Ministry of Foreign Affairs and Trade (MFAT), the Department of Internal Affairs (DIA) and the Department of the Prime Minister and Cabinet (DPMC). Other agencies will be included as required, and on specific areas of work.
- The Ministry will develop a glossary of terms to support shared language and understanding across the Green Traveller Work Programme (including in relation to naming conventions, technical descriptions, and international bodies).

## 1. Background

### 1.1 Purpose of the workshops:

- flush out the key policy and operational questions end to end
- understand the areas of work, lead and support agencies, and identify who else should be involved
- inform a programme of work, timelines and interagency engagement process.

## 2. Policy objectives and governance

2.1 See power point slides.

2.2 This work stream is a key component of the “Keep it out” Pillar of the Elimination Strategy.

2.3 Conversation with the Border Executive Board Chair that this work would report in under the BEB.<sup>1</sup>

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<sup>1</sup> The BEB as an interdepartmental executive board serviced by the New Zealand Customs Service. It was established in 2020 as part of New Zealand’s defence against COVID-19 and other risks. It is intended to help co-ordinate the management of New Zealand’s borders, for example by assisting the relevant departments to

### 3. Agency Interests

3.1 Appendix 2 lists the updated Agencies interests.

### 4. End-to-end process summary

4.1 See power point slides. This is the first iteration, and is expected to evolve as the work progresses.

### 5. Defining the policy and operational questions

#### 5.1 Health and Border Settings

5.1.1 Key questions (health-related information gathering):

- What do we know about the effect of vaccines on transmissibility?
- When will we know more?
- What work is underway in this area and by whom?
- What is the process for updating our knowledge and reflecting this in our work?

Health confirmed that the science on transmissibility is still developing.

Action: MoH to clarify within the Mini try work underway in this space. MoH to include an update at the show and tell session. Process for updating knowledge and reflecting this in our work outlined below.

5.1.2 Key question (scenario planning)

- Under what conditions could vaccines allow us to adjust health related entry requirements?
- Depending on the risk what are the best public health risks to wrap around this?

Suggest three scenarios:

- a) fully mitigates transmission
- b) some risk of transmission
- c) high risk of transmission.

Consider what public health measures (layers) would wrap around under these scenarios. Suggest focus on b. some risk; and consider whether and how the Elimination Strategy and associated toolkit would inform health measures. (For example, is it a combination of pre-departure testing, post arrival testing and reduced level of MIQ / self-isolation).

Ultimately, we will need to test with Ministers' their risk tolerance level.

Action: MoH lead to develop-up scenarios and consider what public health measures applicable, in partnership with AoG agencies. Continue to refine these as more is known on transmissibility (see above) and vaccine efficacy (see below).

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— remove gaps in border processes; ensure that future risks from people, goods, and craft arriving at the borders are addressed; make strategic improvements to border systems.



5.1.3 Key question: (vaccine approvals)

- Which vaccines could allow us to adjust entry requirements?
- Who makes those decisions, what are the 'standards', and what is the approval process?

We don't have an answer to this yet. Medsafe<sup>2</sup> will approve the vaccines for use in NZ. But it is unclear on the approval body and process to recognise vaccines used offshore but not approved for use in NZ. Outstanding question about the role of Medsafe. Would we be looking at WHO and its accreditation process, but question about what that process is and how quickly is it moving?

Action: MoH to advise on whether and what work is underway in this space. MoH lead, with strong MFAT interest.



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5.2 Health certificates (health credentials)

5.2.1 Key characteristics identified for NZ health credentials discussed:

- Simple, and cost effective
- Needs verifiable information about the what (e.g. vaccine) and the who (identity)
- Potential to capture both vaccine and testing information
- Needs to be digitally based, and digital credential needs to be verifiable
- Needs to meet domestic uses, and at the border to facilitate travel
- Accessible to the traveller so they have access and can share this

5.2.1 Key questions:

- What information would need to be included about the vaccine/vaccination? (e.g. vaccine type, batch number, date and place administered)
- Who issues the credential and who verifies the credential? Individual needs access to a verified credential to transact with employer, government agencies, airlines, other.

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<sup>2</sup> Medsafe is NZ's medicine and medical devices safety authority and a business unit of MoH. It is responsible for the regulation of therapeutic products including vaccines in New Zealand.

- For travel purposes:
  - o when does it need to be shared (e.g. at time of booking, check-in, pre-departure, on-arrival)?
  - o who shares it and with whom?
  - o how is it shared?
- Will we end up with a paper-based certificate to begin with? And when do we expect a digital certificate to come on stream? Ultimately we want a digital certificate.
- What happens in an overseas jurisdiction if the State does not have the requisite technology and/or process to transact a digital certificate?
- [REDACTED] Need to confirm there's scope and identify the business requirements
- Are there other examples we can learn from; for example APEC business travel card, phytosanitary certificates?
- How are health credentials being considered and rolled out in other jurisdictions and what can we learn from this.

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5.2.2 MoH advise that it works with existing standards around the type of information to be captured; these standards vary across the globe. Health is also working with the WHO, who are looking to develop consistent international standards in this area

5.2.3 MoH also advise programme of work underway to inform health credentials, including from a user, issuer and verification perspective. MoH to brief agencies on this at the show and tell session.

5.2.4 Action: further AoG meeting to shape up the work and timeframes; particularly around the design and interaction of the credential at the border to facilitate travel. Health, MBIE/Immigration, Customs and DIA as critical participants; and:

- Health lead on health credentials and
- MBIE/Immigration lead on the transaction of health credentials at the border.

### 5.3 *International standards and processes*

5.3.1 Key questions:

- What is New Zealand's current involvement in multilateral and industry-related vaccine related and passenger facilitation efforts?
- How do we coordinate and prioritise New Zealand engagement?
- How do we develop New Zealand positions?
- How can we inform standards development and who should we coordinate with?

5.3.2 Need to improve our collective understanding of international and the industry bodies, their areas of interest and roles, will help to inform how we coordinate and target out engagement. Mapping exercise underway.

5.3.3 Key distinction identified between:

- The World Health Organisation (WHO) which is responsible for directing and coordinating international health within the United Nations Systems; and currently developing Smart Vaccination Certificate technical specifications and standards. (Health Lead)

- The International Civil Aviation Organisation (ICAO) which sets international Standards and Recommendations Practices (SARPs) for civil aviation within the United Nation system. This includes landside formalities associated with the clearance of aircraft, passengers, goods and mail, with respect to the requirements of customs, immigration, public health and agricultural products.<sup>3</sup> Has prepared detailed guidance to States, on settings across all facets of civil aviation; developed in collaboration with the WHO and industry bodies. NZ represented on the Asia Pacific Grouping of States who have come together to specifically coalesce around COVID. (MoT lead, with the Civil Aviation Authority and DIA)

- [REDACTED]

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- The Organisation for Economic Cooperation and Development (OECD) initiative to develop a framework for mutual recognition of COVID-19 tests. [REDACTED] (MFAT Embassy lead – watching brief).

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- Range of industry bodies and private organisations developing travel passes / vaccination passports.

#### 5.3.4 Action:

- MoT, working with MFAT, to finalise map of international bodies and associations, work underway, linkages and leads into an A3 (living document)
- MoT, Health and DIA to connect and identify participants on WHO and ICAO bodies, including the Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation (CAPSCA).
- MoT, working with MFAT to consider protocol to inform effective engagement between agencies

- [REDACTED]

- Agency leads to ensure appropriate level of engagement and opportunities to comment on documents coming through the international bodies they are engaged with.

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<sup>3</sup> Annex 9 of the Chicago Convention on Civil Aviation which NZ is a party too.



**Attendees at the 10 February Workshop**

- MoT: Kirstie Hewlett, Bev Driscoll, Mel Beatson
- DPMC: [REDACTED]
- MoH: [REDACTED]
- MFAT: [REDACTED]
- INZ: [REDACTED]
- Customs: [REDACTED]
- MPI: [REDACTED] Withheld under section 9(2)(a) of the Official Information Act 1982
- MBIE: [REDACTED]
- DIA: [REDACTED]

**Attendees at the 18 February Workshop**

- MFAT: [REDACTED] r
- MoT: Bev Driscoll, Mel Beatson
- DPMC: [REDACTED]
- MoH: [REDACTED]
- INZ: [REDACTED]
- Customs: [REDACTED]
- MBIE: [REDACTED]
- DIA: [REDACTED]

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## AGENCY AND INDUSTRY INTERESTS

Agency	Responsibility/Interest	International engagement (multilateral)
<b>MOT</b>	<ul style="list-style-type: none"> <li>• International aviation connectivity and sustainability</li> <li>• Aviation industry engagement</li> <li>• Transport regulations</li> <li>• With CAA lead role in ICAO who sets aviation travel standards, and with Maritime IMO who sets maritime travel standards</li> </ul>	<ul style="list-style-type: none"> <li>• International Civil Aviation Organization (ICAO)</li> <li>• International Air Transport Association (IATA)</li> <li>• Five Country Aviation Security (A5)</li> <li>• International Maritime Organisation</li> </ul>
<b>MOH</b>	<ul style="list-style-type: none"> <li>• Elimination strategy</li> <li>• Public health interests</li> <li>• Domestic vaccine approval and roll-out</li> <li>• Set health requirements for entry (testing and vaccination)</li> <li>• Technology solutions (inc records of vaccination)</li> <li>• Health regulations</li> </ul>	World Health Organization (WHO)
<b>MFAT</b>	<ul style="list-style-type: none"> <li>• Post network (international access), NZ Inc staff network, engagement with diplomatic corps</li> <li>• Trade links and people movement (including QFT links)</li> <li>• Consular</li> <li>• International/bilateral relationship impacts Pacific</li> </ul>	<ul style="list-style-type: none"> <li>• Organisation for Economic Co-operation and Development (OECD)</li> <li>• Five Country COVID-19 Vaccines Recognition Group</li> </ul>
<b>Customs</b>	<ul style="list-style-type: none"> <li>• Border process – data-sharing, on-the-ground verification, data protection</li> </ul>	<ul style="list-style-type: none"> <li>• World Customs Organisation</li> <li>• Customs Administrations</li> </ul>
<b>MBIE</b>	<ul style="list-style-type: none"> <li>• Immigration - border process for non-New Zealanders, alignment of passenger facilitation processes</li> <li>• Policy links to economic prosperity and rebuilding</li> <li>• [REDACTED]</li> <li>• MIQ impacts</li> </ul>	<ul style="list-style-type: none"> <li>• Five Country Human Biosecurity Group (HBG5)</li> </ul>
<b>DIA</b>	<ul style="list-style-type: none"> <li>• Passports and digital travel credentials</li> <li>• Pacific (capacity-building)</li> </ul>	<ul style="list-style-type: none"> <li>• International Air Transport Association (IATA)</li> <li>• ICAO Digital Travel Accreditation subgroup (Chair)</li> <li>• ICAL facilitation group</li> </ul>
<b>MPI</b>	<ul style="list-style-type: none"> <li>• Bio-security- border process and how it fits with future model</li> </ul>	
<b>DPMC</b>	<ul style="list-style-type: none"> <li>• Relationship to wider Government strategy, how it fits in and how it will work</li> </ul>	

<b>Treasury</b>	<ul style="list-style-type: none"> <li>• Links to Living Standards Framework</li> <li>• Economic policy</li> </ul>	
<b>NZTE</b>	<ul style="list-style-type: none"> <li>• Supporting exporters/links to business travellers</li> </ul>	

### Stakeholder Interests

Stakeholder	Responsibility/Interest	International engagement
<b>Airlines</b>	<ul style="list-style-type: none"> <li>• Operationalise health measures and aviation standards</li> <li>• Critical to industry recovery</li> </ul>	<ul style="list-style-type: none"> <li>• International Air Transport Association (IATA)</li> <li>• International Civil Aviation Organization (ICAO)</li> </ul>
<b>Maritime/ Cruise Industry</b>	<ul style="list-style-type: none"> <li>• Operationalise health measures and aviation standards</li> <li>• Critical to industry recovery</li> </ul>	
<b>tbc</b>		

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**From:** [Kirstie Hewlett](#)  
**To:** [REDACTED]  
**Cc:** [Bev Driscoll](#)  
**Subject:** Green Travellers- vaccines and resumption of passenger travel.  
**Date:** Friday, 19 February 2021 4:57:13 pm  
**Attachments:** [Travel Health Pass.pptx](#)  
[Travel Health Pass Workshops Write-up February 2020.docx](#)

Hi All

Further to the AoG meeting, this email updates you on the Travel Health Pass/ Green Traveller Work Programme underway.

- The Travel Health Pass Work Programme is focussed on how vaccines could be used to facilitate the resumption of international passenger travel, including the policy and operational settings that are needed to support this, and timing.
- The Programme is facilitated by the MoT, and involves MoH, MBIE, Customs, MFAT, DIA, MPI, and DPMC. Other agencies (including Treasury, NZTE and Justice) have expressed an interest in this work. And other agencies will be involved as required.
- To date, there have been two workshops attended by reps from the above agencies on 10 February and 18 February respectively. The attached set of power point slides was provided to workshop participants in advance to inform scope the work and discussion.
- Attached is the write-up from the two workshops which will shortly be disseminated to workshop attendees for feedback and update. The attached write-up sets out:
  - key discussion items and questions informing the work
  - work areas identified to address the discussion and questions
  - proposed lead agencies for the work areas including agencies in support.
- I suggest you read the attached write-up for further detail on Programme that is taking shape, and the area of work, leads assigned and agencies in support. We will be seeking feedback from workshop participants to work this up further. A high level summary is provided below.

TRAVEL HEALTH PASS WORK PROGRAMME	
What	Lead
Governance	BEB and BEB SOG
Programme Management	MoT
Health settings: including vaccines, transmissibility and efficacy, scenario planning	MoH
Credentials: <ul style="list-style-type: none"> <li>- Health (both arrivals and departures)</li> <li>- Transacting at the Border, including ETA (both arrivals and departures)</li> </ul>	MoH Immigration
International fora and standards <ul style="list-style-type: none"> <li>- Overall coordination</li> <li>- Mapping international bodies and associations; and</li> </ul>	MoT MoT/MFAT

NZ engagement and efforts	
- WHO	Health
- ICAO	MoT/DIA
- Five Eyes	Immigration*

\*tbc, Immigration currently, but signalled that it did not necessarily need to lead this.

- In terms of next steps:
  - MoT will circulate the write-up and seek feedback to workshop participants; intention to finalise by week ending 26 February.
  - MoT will coordinated 1 hour meeting between agencies to discuss the work, timing and sequencing. This will inform further development of the Programme. Leads identified will be asked to give some consideration to the work assigned. MoT to provide some further information around its project management role.
  - Leads will be asked to coordinate follow-up meetings on specific areas of work identified in the write-up, which require further engagement to scope.
  - Air NZ/International Airline Transport Association (IATA) workshop to brief Agencies on travel pass and Air NZ travel pass pilot (week beginning 1 March tbc)
  - Health “show and tell” on key areas of work including health credentials in mid-March (tbc). The show and tell will be informed by agency needs in relation to the Travel Health Pass work.
  - Confirm work programme and timeline by third week in March, with advice to Ministers on the work programme end March; including key questions for Minister to turn their minds too. Potential to inform Ministerial five-eyes meeting in mid-April which will require a briefing to Minister Faafoi.

If people want to be involved or now more, please let us know.

Cheers  
Kirstie

Kirstie Hewlett  
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**Attachment**

FORMAL MESSAGE: COVID-19 VACCINES/BORDERS INTERSECT: INITIAL UK VIEWS ON VACCINE CERTIFICATION AND GLOBAL FRAMEWORKS FOR COVID-SAFE TRAVEL, London, 26 January 2021

**Contacts**

Name	Telephone	First contact
Bev Driscoll, Manager Regulatory Policy	[REDACTED]	✓
Ewan Delany, Manager, Environment, Emissions & Adaptation	[REDACTED]	
Joanna Pohatu, Principal Adviser, Environment, Emissions & Adaptation	[REDACTED]	
Melanee Beatson, Principal Adviser, Regulatory Policy	[REDACTED]	

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## MEETING WITH ROBERT COURTS MP, UK PARLIAMENTARY UNDER-SECRETARY OF STATE AT THE DEPARTMENT OF TRANSPORT

### Key points

- We expect Minister Courts will be interested in a general overview from your ministerial perspective of New Zealand's Elimination Strategy; how the Government is managing the border; our current COVID-19 status, particularly following the most recent outbreak; and our vaccine roll-out.

#### *Traveller health passes/vaccine certificates and international travel*

- [REDACTED]
- We recently provided advice to you on Government agency work on the concept of health certificates [OC210035 refers] and developing an "end to-end" work programme. [REDACTED]

- [REDACTED]

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- The International Civil Aviation Organization (ICAO) Council is likely to be a key focus for international standards. [REDACTED]  
[REDACTED] we are keen build our relationships in this area and welcome the opportunity to engage with the UK.

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[REDACTED]

[REDACTED]

[REDACTED]

Not in scope

[REDACTED]

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## Traveller health certificate/vaccine certificates and international travel

[REDACTED]

[REDACTED]

[REDACTED]

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1 Traveller health pass/vaccine certificates are set to become a core international focus in 2021, as vaccines are rolled out and countries seek to relax their border settings once the science shows that it is safe to do so.

2 By nature, these issues are – and future solutions will be – embedded in an international system. International standards and will be critical for Governments to have confidence in traveller information, as will the development of technical solutions that are globally interoperable. New Zealand will need to understand the standards being developed internationally, seek to influence where required, and ensure we can align with international standards and not be “left behind”.

3 [REDACTED]

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4 [REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED] The proposed objectives of our work on traveller health certificates are to:

5.1 “Keep it out” (Elimination Strategy)

5.2 Progressively open our borders, through letting in more people MIQ-free

- when the health science indicates it is safe to do so, and
- the Government is comfortable with the level of risk and associated health measures, and

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- recognising that international connectivity remains fundamental to the economic and social wellbeing of New Zealanders and NZ's recovery

5.3 Enable people to travel from NZ to other jurisdictions. We expect traveller health passes to become an enduring legacy.

6 [REDACTED]  
[REDACTED]  
[REDACTED] Agencies agree that relevant initiatives underway in the World Health Organization (WHO) and International Civil Aviation Organization (ICAO) should be our priority.

7 [REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]

■ [REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]

■ [REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]

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[REDACTED]

[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]	[REDACTED] [REDACTED] [REDACTED]	[REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]	[REDACTED] [REDACTED] [REDACTED]	[REDACTED]
[REDACTED] [REDACTED] [REDACTED] [REDACTED]		[REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]	[REDACTED] [REDACTED] [REDACTED] [REDACTED]	[REDACTED]

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[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]

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10 [REDACTED]  
[REDACTED]  
[REDACTED] While New Zealand will be a technology “taker”, we need to understand how they would apply in our context, and how they interact with Government policy settings.

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11 Two digital industry based solutions that have gained attention are:

11.1 the International Air Transport Association’s (IATA) Travel Pass app, which is driven by airlines internationally. This week, Air New Zealand announced it would trial the Travel Pass app on its Auckland-Sydney route in April

[REDACTED]

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11.2 The CommonPass app by the Commons Project, a non-profit public trust backed by the World Economic Forum and Rockefeller Foundation.

[REDACTED]  
[REDACTED]

- [REDACTED]
- [REDACTED]

[REDACTED]  
[REDACTED]  
[REDACTED]

Not in scope

**From:** [Bev Driscoll](#)  
**To:** [Sonya Van De Geer](#); [Melanee Beatson](#); [REDACTED]  
[REDACTED]  
**Cc:** [REDACTED]  
**Subject:** RE: Health Travel Pass Programme Meeting  
**Date:** Thursday, 25 February 2021 9:40:00 am  
**Attachments:** [TRAVEL HEALTH PASS WORK PROGRAMME\\_DRAFT.docx](#)

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Good Morning All

Below is the Agenda for Friday's meeting on Travel Health Passes:

- Welcome, and context (5 mins)
- Programme Plan and relationship to other work underway within the Keep it Out Pillar (10 mins)
- Workstream discussion – content, leads, next steps (40 mins)
- Any other business including proposed Ministerial briefing mid-March. (5 mins)

I have also attached the draft Programme Plan which will inform the discussion.

Happy to take feedback in advance.

And for those colleagues unable to attend, I am happy to discuss at any point that works for you.

Cheers

Bev

**Bev Driscoll**  
Manager, Regulatory Policy  
Ministry of Transport – Te Manatū Waka

[REDACTED] [b.driscoll@transport.govt.nz](mailto:b.driscoll@transport.govt.nz) | [www.transport.govt.nz](http://www.transport.govt.nz)

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-----Original Appointment-----

**From:** Bev Driscoll  
**Sent:** Tuesday, 23 February 2021 4:47 PM  
**To:** Bev Driscoll; Sonya Van De Geer; Melanee Beatson; [REDACTED]  
[REDACTED]  
[REDACTED]

**Cc:** [REDACTED]  
**Subject:** Health Travel Pass Programme Meeting

**When:** Friday, 26 February 2021 9:00 AM-10:00 AM (UTC+12:00) Auckland, Wellington.

**Where:** MoT HQ Queens Wharf and Teams

Hi All

Further to my email on Friday on the Travel Health Pass work (attached), I would be grateful for agency attendance at a 1 hour meeting to discuss and confirm the programme. Including:

- the work areas that sit under the programme and interdependencies
- proposed nominated agency leads for the work areas identified
- agency interests and participation in the work
- a sense of timing (where we can)
- relationship to other border related work underway (STZ, Immigration settings, etc).

I will circulate an agenda in advance of Friday and a draft programme plan to support the discussion.

Thank you to those agencies who have provided feedback to date. Please do send any further thoughts through.

The meeting will be in person or via teams. If you are attending in person, could you let me know and we will sign you in ahead of time.

I appreciate that diaries are tight, but am hoping this time first up on Friday morning suits.

And to clarify – the health “show and tell” referred to in my email will be at a later date – potentially in the second week of March.

Cheers

Bev

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## Microsoft Teams meeting

**Join on your computer or mobile app**

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# TRAVEL HEALTH PASS

<p><b>Strategic Placement:</b></p> <ul style="list-style-type: none"> <li>• Elimination Strategy; Keep It Out Pillar.</li> <li>• MoH accountable for the Elimination Strategy</li> <li>• DPMC (Chair of the AOG SOG) responsible for the development and management of the strategic frame / prioritisation process within the Keep It Out Pillar</li> </ul> <p><b>Governance of the Programme:</b></p> <ul style="list-style-type: none"> <li>• Border Executive Board (BEB) supported by the BEB SOG</li> <li>• Maintains oversight of the Programme</li> <li>• BEB SOG engage with AOG SOG through Agencies mutually represented on both groups</li> </ul>	<p><b>Programme Management:</b></p> <ul style="list-style-type: none"> <li>• Ministry of Transport; responsible for overall coordination of the Travel Health Pass Work, this includes             <ul style="list-style-type: none"> <li>- Supporting the developing and maintaining of the strategic frame for the Programme</li> <li>- maintaining a watching brief over the workstreams and regular engagement with lead agencies</li> <li>- ensuring that the interdependencies, issues and risks are identified and managed across the workstreams</li> <li>- provide regular updates on the programme and developments to participating agencies</li> <li>- ensuring regular reporting to the BEB and other groups and agencies as required</li> <li>- prepare Ministerial briefings, Cabinet paper and other documents as required with support from lead agencies</li> <li>- maintaining key messages and media responses in relation to the Programme, even if media given by others</li> <li>- ensuring sufficient engagement and input from lead, support and interested agencies in all of the above</li> </ul> </li> </ul>
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## CONTEXT

Vaccines are widely seen as offering the best pathway to a return to wide-scale, quarantine-free international travel. In addition to New Zealand’s vaccine programme, the Travel Health Pass work programme focuses on the role of traveller health certificates in facilitating travel in and out of New Zealand. The aim of this work is to position New Zealand to be able to move when the health science says it is safe to do so, recognising that international connectivity remains fundamental to the economic and social wellbeing of New Zealanders. We acknowledge there are significant unknowns about the role and impact of vaccines, and New Zealand is not expected to reach domestic vaccination targets until late 2021.

Significant progress has been made on safe travel zones. If we can progressively open our borders in a low risk way, we should not wait. As the role of vaccines becomes clearer, vaccination status could, where appropriate, be added in as an additional layer of protection within the safe travel zone framework. Other countries are also working on ways to gradually open up, with various measures to manage risk.



- We can expect some form of health measures and screening at borders as part of quarantine-free for the foreseeable future – even alongside vaccination. Safe travel zones are the first step in implementing these processes, followed by Green travellers if Ministers agree.
- Safe and Incremental re-opening not just good for economic and social outcomes, it enables the infrastructure/capacity needed for recovery to build back (e.g. return of more Government and non-Government border workers, re-certification of aircraft etc).
- International Air Freight Scheme (renamed Maintaining International Aviation Connectivity Scheme ) retains the key connections to markets and the Pacific
- Alongside this: Trade Recovery work, Tourism recovery work, and consideration of immigration settings enables NZ to build back smarter.

TRAVEL HEALTH PASS WORKSTREAMS

WORKSTREAM	COMPONENTS	Questions	LEAD	SUPPORT / INTEREST	COMMENTS
Health Settings <i>Vaccination</i>	Information Gathering [immediate and ongoing]	<ol style="list-style-type: none"> <li>1. What do we know about the effect of vaccines on transmissibility?</li> <li>2. When will we know more? Will we really know more quickly?</li> <li>3. What work is underway in this area and by whom?</li> <li>4. What is the process for updating our knowledge and reflecting this in our work?</li> </ol>	MoH	All Agencies	<ul style="list-style-type: none"> <li>- Suggest 1-3 could be covered off by MoH at the "Show and Tell" session with Agencies. We are sometime away from knowing definitively about transmissibility and expect that vaccines will not be a panacea in this regard.</li> <li>- In relation to 4. suggest Health could disseminate periodic updates to Agencies; or alternatively MoT could incorporate this into its regular Programme update to Agencies.</li> </ul> <p>Where intelligence may have a material bearing on the Programme of work, suggest MoT facilitated interagency meeting to discuss and work through the impacts.</p>
	Approvals [add estimated timeframe]	<ol style="list-style-type: none"> <li>1. Which vaccines could allow us to adjust entry requirements to New Zealand?</li> <li>2. Who makes those decisions, what are the 'standards', and what is the approval process?</li> <li>3. What is the implementation pathway</li> <li>4. Are there any regulatory changes required (would also inform the implementation pathway)?</li> </ol> <p><u>Consider:</u> need to consider vaccine status along-side country risk status informed by the MoH Country Risk Assessment Tool.</p> <p>Medsafe will approve the vaccines for use in NZ. But it is unclear on the approval body and process to recognise vaccines used offshore but not approved for use in New Zealand. Need to determine whether and what role Medsafe would play / could play. WHO accreditation process important, but need to determine what that process is and how quickly is it progressing.</p>	MoH	MFAT DPMC, MoT	<ul style="list-style-type: none"> <li>- In relation to WHO – MoH to reach out to its representatives / experts on the work programme underway. MFAT will work with MoH to task Post in Geneva to follow up with WHO contacts in the coming week.</li> </ul>
	Scenario Planning 1 (health measures)	<ol style="list-style-type: none"> <li>1. Under what conditions could vaccines allow us to adjust health related entry requirements?</li> </ol> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED] For example, is it a combination of pre-departure testing, post arrival testing and reduced level of MIQ / self-isolation).</p>	MoH	All Agencies	<ul style="list-style-type: none"> <li>- [REDACTED]</li> <li>- Propose MOH lead development of scenarios with a small group of Agencies (MoT, DPMC, MBIE and MFAT) and consider what public health measures applicable.</li> <li>- MoT facilitated All Agencies workshop (with MOH lead) to test the scenarios, applicable public health measures and impacts.</li> <li>- Continue to refine the scenarios and applicable health measures as more is known on transmissibility (see above) and vaccine efficacy (see below).</li> </ul>



WORKSTREAM	COMPONENTS	Questions	LEAD	SUPPORT / INTEREST	COMMENTS
Health Credentials	Domestic context [add estimated timeframe]	<ol style="list-style-type: none"> <li>1. What information would need to be included about the vaccine/vaccination? (e.g. vaccine type, batch number, date and place administered)?</li> <li>2. Who issues the credential and who verifies the credential? Individual needs access to a verified credential to transact with employer, NZ-nc agencies/organisations, and airlines and other State governments to depart New Zealand.</li> <li>3. How do we merge an individual's vaccination status and identity?</li> <li>4. How quickly will we see a digital credential come on stream?</li> </ol>	MoH	Customs, Immigration, DIA, MoT, MFAT	<ul style="list-style-type: none"> <li>- Existing standards around the type of information to be captured; but these standards vary across the globe. MoH to reach out to its representatives / experts on the work programme underway. MFAT will work with MoH to task Post in Geneva to follow up with WHO contacts in the coming week.</li> <li>- MoH programme of work underway to inform health credentials, including from a user, issuer and verification perspective. MoH to brief agencies on this at the "Show and Tell" session.</li> </ul>
	Travel context [add estimated timeframe]	<ol style="list-style-type: none"> <li>1. When will the credential need to be shared (e.g. at the time a passenger books, 72 hours prior to departure, check-in, on-arrival)?</li> <li>2. What are the key considerations including facilitation matters that inform the above?</li> <li>3. Who shares the credential, how is it shared and to whom is it shared with?</li> <li>4. How and when do we build this information into the [redacted] Need to confirm there's scope and identify the business requirements.</li> <li>5. Are there other examples we can learn from; for example APEC business travel card, phytosanitary certificates?</li> <li>6. How are health credentials being considered and rolled out in other jurisdictions and what can we learn from this?</li> </ol> <p>Key consideration (arrivals): how vaccination and passport information blend; or at least how a vaccination record and proof of it can be authenticated against someone's passport at the time of entry to New Zealand.</p>	Immigration	MoH, Customs, DIA, MoT, MFAT	<ul style="list-style-type: none"> <li>- [Do we need to separate this out for arrivals and departures? Or is the focus here squarely on arrivals, and we address the departure piece in the domestic context work. ?]</li> </ul>

IN CONFIDENCE

WORKSTREAM	COMPONENTS	Questions	LEAD	SUPPORT / INTEREST	COMMENTS
International standards and process	Ongoing	<ol style="list-style-type: none"> <li>1. What is New Zealand's current involvement in multilateral and industry-related vaccine related and passenger facilitation efforts?</li> <li>2. How do we coordinate and prioritise New Zealand engagement?</li> <li>3. How do we develop New Zealand positions?</li> <li>4. How can we inform standards development and who should we coordinate with?</li> <li>5. How do we consider inter-relationship with IATA Travel Pass, CommonTravel Pass etc? How do we engage with stakeholders and when?</li> </ol> <p><u>Key bodies</u> identified to target our efforts:</p> <ul style="list-style-type: none"> <li>- The World Health Organisation (WHO) responsible for directing and coordinating international health within the United Nations Systems; and has programmes of work on vaccine accreditation, and the development of "Smart Vaccination Certificate" technical specifications and standards. (Health and MFAT)</li> <li>- The International Civil Aviation Organisation (ICAO) which sets international Standards and Recommendations Practices (SARPs) for civil aviation within the United Nation system. This includes landside formalities associated with the clearance of aircraft, passengers, goods and mail, with respect to the requirements of customs, immigration, public health and agricultural products. Has prepared detailed guidance to States on settings across all facets of civil aviation; developed in collaboration with the WHO and industry bodies. Considering how vaccines could be used to facilitate the resumption of international travel is a key focus for the next iteration of its guidance. (MoT, DIA, Civil Aviation Authority)</li> <li>- Five Eyes Human Biosecurity Group. Established in recognition of the need to resume international travel at scale and explore what biosecure measures and health information required order to mitigate biosecurity risks. Five Eyes have identified the need to collaborate our engagement in the range of initiatives underway globally. (Immigration)</li> <li>- The Organisation for Economic Cooperation and Development (OECD) initiative to develop a framework for mutual recognition of COVID-19 tests. (MFAT)</li> <li>- UK and Australia have separately reached out and are keen to undertake close working on travel passes</li> </ul>	MFAT	MoH, , MoT, DIA, Immigration, Customs	<ul style="list-style-type: none"> <li>- Work programme beginning to form:               <ul style="list-style-type: none"> <li>o MoT, working with MFAT, to finalise map of international bodies and associations, work underway, linkages and leads into an A3 (living document)</li> <li>o MoT, Health and DIA to connect and identify participants on WHO and ICAO bodies, including the Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation (CAPSCA).</li> <li>o MoT, working with MFAT to consider protocol to inform effective engagement between agencies</li> <li>o MoT to give further consideration to whether and how the National Facilitation Committee/ International Departmental Facilitation Committee could be resurrected and utilised for this work</li> <li>o Agency leads to ensure appropriate level of engagement and opportunities to comment on documents coming through the international bodies they are engaged with.</li> </ul> </li> </ul>

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### 3B. Excerpt: “Unlocking our borders safely” slides

#### Slide 1 of 2 – Part A

##### Travel Health Passes and “Green travellers”

*Potential to open to travellers who are vaccinated, in combination with the other health measures.*

- The Travel Health Pass Programme focuses on the role of traveller health certificates in facilitating travel in and out of New Zealand.
- The aim of this work is to position New Zealand to be able to move when the health science says it is safe to do so. This includes considering New Zealand’s health context (e.g. when vulnerable populations have been vaccinated).
- The Programme is being facilitated by the Ministry of Transport, coordinating across Health, DPMC, Customs, Immigration, MBIE, DIA and other agencies with specific interests. There are three work streams, each with a lead and supporting agency, and interdependencies mapped.
- The Programme is overseen by the Border Executive Board, supported by a Senior Officials Group.
- Advice to Ministers is expected by the end of March confirming the work programme, key considerations and dependencies that Ministers will need to be aware of, and timing of advice and decision points over the coming months.

#### Slide 1 of 2 – Part B

##### Travel Health Pass Work Streams



1 April 2021

Hon Chris Hipkins  
**Minister for COVID-19 Response**

cc Hon Dr Ayesha Verrall  
**Associate Minister of Health**

## **Introduction to the Travel Health Pass Work Programme**

### **Purpose**

To respond to your request of 22 March 2021 for a brief overview of the vaccines passport work otherwise known as the Travel Health Pass Work Programme (the Programme). We are aiming to provide a more substantive briefing to you in the week of 5 April 2021.

### **The Programme focuses on the role of COVID-19 vaccination certificates in facilitating travel in and out of New Zealand**

1. With COVID-19 vaccinations starting to be rolled out globally and in New Zealand, vaccination certificates meeting rigorous health criteria, and operationally sound, are seen as offering an opportunity to ease border restrictions without compromising public health. A vaccination certificate is a medical certificate, either digital or a smart paper solution that enables the holder to show proof of vaccination.
2. Work is underway, led by the Ministries of Health and Transport together with a group of government agencies<sup>1</sup>, to develop verifiable vaccine certification to facilitate international travel. This will provide information on a traveller's COVID-19 vaccination status that will meet health conditions of entry required by New Zealand and other countries. As the eventual form and content of such certification must meet international standards still to be agreed, as well as our own, New Zealand is working closely with the World Health Organization and other relevant certifying bodies, such as the International Civil Aviation Organisation, to ensure alignment.
3. The Programme sits within the 'Keep It Out' and 'Prepare for It' pillars of the Elimination Strategy and within a wider programme led by the Department of the Prime Minister and Cabinet (DPMC) around options to reopen the border. Governance of the Programme sits under the Border Executive Board.
4. We are increasingly likely to see countries and the international travel industry (e.g. aviation, cruise etc.) requiring verification of a traveller's COVID-19 health status (vaccination and/or testing) to enter a country. Work, as part of the Programme, is balancing keeping abreast of standards and international developments while ensuring whatever solution is implemented in New Zealand works best for us and is broadly consistent with our international partners.

<sup>1</sup> Other agencies include the Ministry of Foreign Affairs and Trade, the New Zealand Customs Service, the Ministry of Business, Innovation and Employment (including Immigration NZ), the Department of Internal Affairs, the DPMC, and the Treasury.



5. Although a digital vaccine certificate is not yet available, in the meantime everyone who receives a COVID-19 vaccination in New Zealand is provided with a paper vaccine certificate card, linked to the persons' National Health Index. While this can be used as evidence of vaccination at overseas borders it is vulnerable to forgery and may not be accepted as a criteria for entry.

**The Programme is underway and is broken up into two critical areas**

6. In broad terms, the Programme consists of two fundamental areas:

- o Health information:

[REDACTED]

- o Border processing:

[REDACTED]

[REDACTED]

- o [REDACTED]

- o [REDACTED]

- o [REDACTED]

- o [REDACTED]

- o [REDACTED]

- o [REDACTED]

8. Designing an end-to-end process is critical for government agencies, airlines, airports, ports and travellers. Other key policy questions which are being looked at across government, and that feed into the Programme, relate to ensuring health criteria [REDACTED]

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[Redacted]

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**There is significant work underway internationally on travel health passes**

9. We have been engaging in a number of international fora so that we have wide visibility of emerging industry and government developments. We are prioritising our engagements to maximise the influence New Zealand can have, and value we gain. We are engaging with:

- the two critical international standard setting bodies:
  - the World Health Organization; and
  - the International Civil Aviation Organization
- [Redacted]
- the International Air Transport Association (IATA) representing 260 international airlines, who is currently developing and trialling a travel pass app with a number of airlines (including Air New Zealand).

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**Indicative timeline for more substantive advice**

10. We are aiming to provide you with a more detailed overview of the Programme in the week of 5 April 2021. The Border Executive Board has considered the direction of the Programme ahead of this advice. The advice will help to support discussions on the Government’s long-term border re-opening strategy at the meeting of the COVID-19 Ministerial Group scheduled for 15 April 2021. This overview will lay out the key considerations, and timing of next steps over the coming months. The briefing also provides a summary of current health pass-type platforms being trialled to varying degrees globally (including the IATA Travel Pass app).

11. The table below provides you with indicative key milestones and dates that you should be aware of.

[Redacted]

Action/milestone	Date
Provision of detailed overview briefing for the COVID-19 Minister’s meeting scheduled for 15 April 2021	Week of 5 April 2021
[Redacted]	[Redacted]
[Redacted]	[Redacted]
[Redacted]	[Redacted]

Withheld under section 9(2)(f)(iv) of the Official Information Act 1982

## Recommendations

We recommend you:

- 1 **note** the contents of this briefing
- 2 **note** that we will aim to provide you with a more detailed overview of the Programme on the week of 5 April 2021.

Yes  No



Brent Johnston  
Acting Policy Director, Ministry of  
Transport

1 / 4 / 21

Hon Chris Hipkins  
Minister for COVID-19 Response

6 / 4 / 21

Minister's office to complete:  Approved  Declined  
 Seen by Minister  Not seen by Minister  
 Overtaken by events

Comments

## Contacts

Name	Telephone	First contact
Alec Morrison, Senior Adviser, Strategic Policy and Innovation	[REDACTED]	
Brent Johnston, Acting Policy Director	[REDACTED]	✓
Bev Driscoll, Manager, Regulatory Policy	[REDACTED]	

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## Travel Health Pass Excerpts from Transport COVID-19 Response Insights Situation Report

### 9 April

We have prepared a short briefing for Minister Hipkins, at his request, on the Travel Health Pass Work Programme this week and will provide you with a copy of this. A more detailed briefing is being prepared for a joint COVID-19 Ministerial Meeting (the meeting has now been postponed with the date TBC). However, we will still provide the briefing to Minister Hipkins on 15 April 2021. We are currently working with your Office to confirm whether you are scheduled to attend the future meeting, and will submit the briefing through you for Ministerial consideration.

We are planning another cross agency workshop for the week of 19 April to dive into the key component parts of a health pass end to end, and specifically the mechanics of it in and around the border. We will update you on the outcome of the workshop once completed.

### 12 March

#### ***Travel pass and green travellers***

Through a series of workshops, we have confirmed the content of Travel Health Pass programme, including work areas and agency leads to progress the work areas identified. The programme itself takes an end-to-end look at a passenger's journey, and focuses on the role of traveller health certificates in facilitating travel in and out of New Zealand. The aim of this work is to position New Zealand to be able to move when the health science says it is safe to do so, recognising that international connectivity remains fundamental to the economic and social wellbeing of New Zealanders. We acknowledge there are significant unknowns about the role and impact of vaccines, and New Zealand is not expected to reach domestic vaccination targets until late 2021. Advice to Ministers is expected by the end of March confirming the work programme, timing of advice over the coming months and key considerations and dependencies that Ministers will need to be aware of, and decision points.

We hosted a cross agency session on 11 March with Air New Zealand and the International Air Transport Association (IATA) to hear more about the IATA Travel Pass and Air New Zealand's upcoming pilot. The trial provides an important opportunity for Air New Zealand to test the technology that underpins the IATA Travel Pass, and it intends to trail this on a small group of crew and passengers on the Auckland to Sydney Route in mid April (timing to be confirmed).

The IATA Travel Pass is built in modules as an industry solution based on open-source standards. It can be used in combination with other providers or as an end-to-end solution. Importantly, it appears to be able to sufficiently blend a person's COVID-test status (and in future vaccination status) with their identity (passport). However, government to government assurance process associated with that credential (how it is pushed from an individual to the appropriate government authorities for the purpose of travel) is a key issue that needs to be worked through.

#### ***Border measures, restrictions, internal affairs and resurgences***

Digital vaccine passports continue to be a big point of discussion as the world looks to reopen both domestically and internationally. There is a consistent theme of concerns being considered in the planning and roll out: privacy/security concerns in relation to data, equity/discrimination concerns given that some people cannot get vaccinated and many developing countries are struggling to



procure vaccines, and rights concerns in relation to people who do not want to be vaccinated. However, Israel, Australia, the UK, the EU, China, and Denmark are all either planning or have already rolled out versions of a vaccine passport, and IATA, IBM, and the World Economic Forum/The Commons Project have all produced technologies and are undergoing trials with airlines and countries. While the goal for many is to have a universal/coordinated platform that can be used globally, the range of different “passports” and the differing goals of jurisdictions is making this difficult.

### 5 March

Through a series of workshops, we have confirmed the content of Travel Health Pass programme, including work areas and agency leads to progress the work areas identified. The programme itself takes an end to end look at a passenger’s journey, and focuses on the role of traveller health certificates in facilitating travel in and out of New Zealand. The aim of this work is to position New Zealand to be able to move when the health science says it is safe to do so, recognising that international connectivity remains fundamental to the economic and social wellbeing of New Zealanders. We acknowledge there are significant unknowns about the role and impact of vaccines, and New Zealand is not expected to reach domestic vaccination targets until late 2021. Advice to Ministers is expected by the end of March confirming the work programme, timing of advice over the coming months and key considerations and dependencies that Ministers will need to be aware of, and decision points.

We are hosting a cross agency session on 11 March, with Air New Zealand and the International Air Transport Association (IATA), to hear more about the IATA Travel Pass and the pilot that Air New Zealand will be trialling in the coming month. We will report back following that session in next week’s insights sitrep. The IATA Travel Pass is one of a number technology solutions being trialled globally to transmit a passengers pre-departure testing results and, in the future, vaccination status.

The key issue that States, and international standard setting bodies are grappling with, is:

- how to blend, including digitally, a person’s test and vaccination status with their identity for the purpose of travel; and
- the government-to-government assurance process associated with that credential.

### ***Border measures, internal affairs and resurgences***

Digital vaccine passports continue to be picked up by jurisdictions as an approach to allow them to reopen both internally and with a longer-term eye for international easing of restrictions. Israel has produced an internal “green pass” required for access into facilities which have been reopened. New South Wales, after closely monitoring Israel’s approach, has produced an app that 75% of its population have downloaded which will allow a similar reopening of indoor venues and events. The Australian government has signalled it will likely require a vaccination certificate for international travel and the Danish government has said it too would introduce a “digital passport.” The UK and the EU are both considering a similar thing, with the EU’s “Digital Green Pass” proposal covering vaccine information as well as other supplementary information which will allow non-vaccinated people to meet other requirements. Concerns from EU members as well as the UK about vaccine discrimination have been raised after backlash in Israel where many non-vaccinated people are unable to access the same facilities as vaccinated people and where other proposed legislation relating to mandatory 48-hour testing for non-vaccinated people and allowing identification of non-vaccinated people to authorities is on the cards.

## 26 February

### ***Travel pass and green travellers***

The Ministry has developed a draft programme for the traveller health certificate work stream, that will be tested with agencies at an interagency workshop at the goal publicly announced by the Prime Minister is for quarantine-free travel to commence by the end of the first quarter.

## 12 February

### ***Travel pass and green travellers***

The Ministry hosted an interagency workshop on Wednesday 10 February 2021 on the concept of health or vaccination certificates to facilitate “green travellers” in and out of New Zealand. We will continue to update you and seek direction from Ministers as the work evolves.

### ***Border measures***

While it is unclear whether vaccinations will mean countries automatically ease/remove border restrictions, many countries are contemplating the idea of vaccination certificates for international travel and how it might look/work.

The Danish government has said it would introduce a “digital passport” in the next few months and it is on the radar for many other countries, with Australia recently indicating that it is “highly likely” that a vaccination certificate will be required for internationals to enter Australia.

With the industry desperate to reopen, many players have been proactively working on technologies to help. These are intended to provide safe, secure and coordinated verification of both vaccines and tests as well as information about countries’ requirements and vaccine/test sites:

- As previously reported, IATA has been working on its Travel Pass for months and has airlines (including Emirates, Etihad, Qatar Airways, IAG, and Copa Airlines) and the Panamanian government on board for trials/use.
- CommonPass, from the World Economic Forum and The Commons Project, is currently in trials and provides a similar service.
- IBM is developing its “digital health pass”, built on blockchain technology

The main challenge seems to be creating a universal, secure and, inclusive document/app.

## 5 February

### ***Travel pass and green travellers***

Following our 28 January 2021 update to you on the concept of health or vaccination certificates to facilitate “green travellers” in and out of New Zealand, the Ministry will host an interagency workshop on Wednesday 10 February 2021 to identify the policy and operational questions and

shape the work programme. We will continue to update you and seek direction from Ministers as the work evolves.

**29 January**

***Travel pass and green travellers***

On 28 January 2021, we provided you with a briefing that responded to the Prime Minister's request for information on the International Air Transport Association (IATA)'s Travel Pass initiative. The briefing also covers work being started by a Government agency group on the concept of health certificates to facilitate "green travellers" in and out of New Zealand more broadly. Agencies will work together over the next few weeks to shape the work programme. We will continue to update you and seek direction from you and your colleagues as the work evolves.

**22 January**

***Border-Related***

IATA has announced progression on its "Travel Pass" which, globally, will

- provide travellers with a registry that outlines countries' health requirements
- provide a registry of authorised testing/vaccination centres for travellers to meet these requirements
- enable these testing/vaccination centres to securely send result/verification certificates to travellers, and
- enable travellers to verify their meeting of countries' travel requirements with relevant certificates that can be shared online with airlines prior to check in.

Emirates and Etihad have just become two of the first airlines to pilot this. Both will use it to validate the negative pre-departure PCR tests they require (Emirates on flights to Dubai and Etihad on all of their flights).

Such a platform that specifically assists passengers, airlines, and authorities to track these testing and vaccination travel requirements, and verify them being met, can reduce confusion, increase compliance, and assist countries to be comfortable in reopening borders, which is key in the global recovery.

15 April 2021

Hon Chris Hipkins  
**Minister for COVID-19 Response**

cc Hon Dr Ayesha Verrall  
**Associate Minister of Health**

## **TRAVEL HEALTH PASS WORK PROGRAMME**

### **Purpose**

A meeting of the COVID-19 Ministerial Group is being convened in the coming weeks. We understand that the meeting will focus on the long-term strategic border re-opening framework. This briefing provides you with an overview of the Travel Health Pass work programme (the Programme), a subset of work within the framework.

### **Key points**

- The implementation of a vaccination certificate for travellers that meet rigorous health criteria, are critical to support the easing of border restrictions without compromising public health.
- We are likely to see countries and the travel industry require with greater frequency verifiable proof of a traveller's COVID-19 health status (e.g. vaccination and/or COVID-19 test results). And the New Zealand government will need to provide people with a way of showing this digitally.
- Conversely, we will also need access to the vaccination status of travellers intending to come to New Zealand. We acknowledge there is ongoing uncertainty about how the COVID-19 risk profile will evolve over 2021. However, preparatory work is necessary to ensure we are well positioned to support travellers coming to New Zealand, when we start to relax our border restrictions in the future.
- Designing an end-to-end process is critical for government agencies, airlines, airports and travellers. Importantly traveller's health credentials must be merged with and form part of the overall set of information that government requires in order to ensure a traveller meets all requirements before being permitted to enter the country. The key features of the work are shown visually in Annex 1.
- There is significant work underway internationally on vaccine certificates and travel health passes, but no international standards as yet. New Zealand is engaged in a number of different fora, and our approach to date has been to maintain wide visibility of developments.
- However, it is fair to say the travel health pass space is 'crowded' and we need to prioritise our engagements to maximise the influence New Zealand can have, and value we gain. Therefore we will continue to focus our forward engagements with:

- the two critical international standard setting bodies:
  - the World Health Organization; and
  - the International Civil Aviation Organisation.

- [REDACTED]

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- the International Air Transport Association, representing 260 international airlines, who is currently developing and trialling with a number of airlines (including Air New Zealand), a travel pass app insofar as it can be made available to airlines at pre-boarding.

- [REDACTED]

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- In the interim, we recognise there is growing public interest in this area, and we recommend Ministers use the key messages attached at Annex 2 which summarises the focus and staging of the work. We will continue to update these messages as the work progresses.

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Recommendations

We recommend you:

- 1 refer this briefing to other members of the COVID-19 Ministerial Group Yes  No
- 2 [REDACTED] Yes  No
- 3 invite the COVID-19 Ministerial Group to note the Travel Health Pass work programme and the strategic focus for our international engagements. Yes  No

Withheld under section 9(2)(f)(iv) of the Official Information Act 1982

[REDACTED]

Kirstie Hewlett  
Deputy Chief Executive, System and Regulatory Design

Hon Chris Hipkins  
Minister for COVID-19 Response

15 / 04 / 2021

24 / 4 / 2021

- Minister's office to complete:
- Approved
  - Declined
  - Seen by Minister
  - Not seen by Minister
  - Overtaken by events

Comments

Contacts

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Brent Johnston, Acting Policy Director	[REDACTED]	✓
Bev Driscoll, Manager, Regulatory Policy	[REDACTED]	✓
Kirstie Hewlett, Deputy Chief Executive, System and Regulatory Design	[REDACTED]	

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## TRAVEL HEALTH PASS WORK PROGRAMME

### Programme context

1. Ongoing COVID-19 vaccination across the globe offers the best chance of border re-openings world wide. The effective operation of a vaccination certificate for travellers that meet rigorous health criteria, are critical to support the easing of border restrictions without compromising public health. A vaccination certificate is a medical certificate, either digital or a smart paper solution that enables the holder to show proof of vaccination.
2. While we acknowledge that there is significant uncertainty as to how the global COVID-19 risk profile is likely to evolve over 2021, we are increasingly likely to see countries and the travel industry require verifiable proof of a traveller's COVID-19 health status (e.g. vaccination and/or COVID-19 test results). The New Zealand government will need to provide people who receive COVID-19 vaccination (and/or COVID-19 tests results in New Zealand) with a way of showing this digitally.
3. Conversely, we will also need access to the vaccination status of travellers intending to come to New Zealand. As the roll-out of vaccines progresses, vaccination status could, where appropriate, be added as an additional layer of verification to support either reduced quarantine or quarantine free travel to New Zealand.

### *Governance, scope and coordination*

4. The Programme sits within the 'Keep It Out' and 'Prepare for It' pillars of the Elimination Strategy and within a wider strategic programme led by the Department of the Prime Minister and Cabinet (DPMC) around future border settings.<sup>1</sup>
5. The travel health pass work programme is not making decisions around border reopening; rather it will ensure that New Zealanders are able to travel internationally, and that we preserve policy options for the use of travel passes as part of the passenger risk assessment for entry into New Zealand. While we are not there yet, we need to be ready to support the resumption of travel, when it is safe to do so, given the fundamental contribution international connectivity provides to the economic and social wellbeing of New Zealand.
6. The Border Executive Board (BEB)<sup>2</sup> provides strategic oversight of the Programme. And the Programme itself is being coordinated by the Ministry of Transport (the Ministry) and Ministry of Health (MoH), with inputs/contribution from the following agencies: the DPMC, the New Zealand Customs Service (Customs), the Ministry of Business, Innovation and Employment (MBIE) including Immigration New Zealand (INZ), the Ministry of Foreign Affairs and Trade (MFAT), the Department of Internal Affairs (DIA) and other agencies with specific interests.

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<sup>1</sup> See Annex 3 for further information.

<sup>2</sup> The BEB is an interdepartmental executive board serviced by the New Zealand Customs Service. It has been established as part of New Zealand's defence against COVID-19. It is intended to help co-ordinate the management of New Zealand's borders, for example by assisting the relevant departments to make strategic improvements to border systems.



## Key features of the Programme / choices Ministers will need to make

### **Health component**

#### *Current situation/key observations*

7. COVID-19 vaccinations are being rolled out domestically and internationally. There is considerable variation in the pace and distribution of vaccines and a variety of vaccinations are being deployed internationally.
8. In New Zealand approximately 135,000 vaccines have already been given, and confidence is building about the safety and efficacy of the Pfizer/BioNTech vaccine that we are using. People vaccinated in New Zealand currently receive a paper-based vaccination certificate that sets out basic information relating to the vaccination and their name, date of birth and National Health Index number. At a national level their vaccination is recorded in the COVID Immunisation Register.
9. Paper certificates, however, are more open to forgery, particularly where they are seen as a means to access certain restricted opportunities. A digital certificate that provides validated credentials about a person's vaccination status will be an important solution to this problem. A visible digital seal applied to vaccination certificates can also serve to validate the authenticity of paper documents and their information.
10. It is important that there is an agreed set of standards for such certificates so that these certificates can be recognised overseas. We are closely engaged with the World Health Organization (WHO), which is developing guidance and technical specifications for member states in adopting interoperable standards for a "Smart Vaccination Certificate". This is likely to provide the best opportunity for internationally agreed standards. Further information on the WHO initiative are summarised further on in this briefing.
11. We recognise the science around vaccine efficacy has and will continue to change. This will influence broader decisions around when and how we might relax border restrictions, but it does not need to influence or delay when we confirm minimum certification or information requirements. It is critical however that any system developed by New Zealand, whether independently or as part of internationally recognised standards, is designed in accordance with this country's public health requirements and information privacy principles.

### **Border component**

#### *Current situation/key observations*

12. Work is underway domestically and internationally regarding the need for, the design of and the process associated with health credentials (i.e. proof of vaccination and COVID-19 test results) at the border including how they can be integrated with all of the other information a traveller must provide so that governments can assess risk at, or if possible before, the border. This work explores the integration of all of that data (including health

credentials) using existing Government systems such as the platform on which the New Zealand Electronic Travel Authority (NZeTA) operates.<sup>3</sup>

13. This sits alongside work already underway between MoH and INZ that will provide a declaration that will allow inbound travellers to provide contact tracing information and answer health questions using an app. It leverages the cloud-based platform on which the NZeTA sits. The app will be launched in April 2021 and may be subsequently iterated, including expanding the notion of an app for travellers to declare the range of information they are required to provide to border agencies

14. The key focus of the border work includes:

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

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**The Programme is informed by, and contributing to, international thinking**

*International standard setting bodies*

15. The WHO, as noted earlier, has a programme of work on vaccine accreditation. The two deliverables for this work are a specification document for a Smart Vaccination Certificate and the development of an international trusted framework that addresses global interoperability. This initiative is likely to provide the best opportunity for internationally agreed standards. It is expected that final standards and guidance will be issued in June 2021 this year.

<sup>3</sup> The NZeTA is an electronic visa waiver, introduced in July 2019. It allows eligible citizens to travel to New Zealand for tourism, business, or transit purposes. Eligible citizens can apply through the NZeTA application online.

16. International Civil Aviation Organization (ICAO) sets international Standards and Recommendations Practices (SARPs) for civil aviation within the United Nation system. This includes landside formalities associated with the clearance of aircraft, passengers, goods and mail, with respect to the requirements of customs, immigration, public health and agricultural products.<sup>4</sup> ICAO continues to iterate guidance to States on settings across all facets of civil aviation in response to COVID-19; developed in collaboration with the WHO and industry bodies.
17. As part of our involvement in the ICAO Traveller Identification Programme and its New Technologies Working Group, we are investigating the use of Visible Digital Seals (VDS) that can be used to link COVID-19 vaccinations to passports, and validate the authenticity of the information through the same encryption mechanisms used in ePassports. These specifications have already been developed by ICAO and its working groups. Reporting through the MFAT advises that applying increased security and encryption to immunisation records has already presented some challenges because countries like Canada and the United States, that have sub-national health authorities that undertake the vaccinations and other jurisdictions are not keeping any records of vaccinations.

*Partnering with other key countries*

18. [REDACTED]

19. [REDACTED]
- Withheld under section 6(a) of the Official Information Act 1982

20. [REDACTED]

*Technology developments are extensive*

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21. The travel health pass space is very crowded with lots of different players around the globe looking at technology and different solutions. Interoperability, information quality and privacy protections are going to be critical factors to work through. It is beginning to emerge that in the New Zealand context, obligations on inbound travellers should drive them to supply their travel credentials (including their health status) digitally so that the information can be “pushed” to whomever requires it in order for risk to be managed and

<sup>4</sup> New Zealand is a signatory to the Chicago Convention on International Civil Aviation which brought into being ICAO and comprises 19 annexes containing the SARPs of the international civil aviation.

information to be independently verified by Government – for example, Customs and Immigration authorities; and the airline itself. There may also be the need for some manual processing for travellers without a smart phone or other digital means to account for countries that do not have a digital means of verification.

*The International Air Transport Association (IATA)* [REDACTED]

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22. IATA is developing an app for travellers called, Travel Pass. It is pitched as a global and standardised way for countries to validate and authenticate all country regulations regarding COVID-19 passenger travel requirements. Travel Pass users will be able to create a digital health wallet linked to their e-passport. Once travellers have been tested and/or vaccinated, labs will securely send the results to the individual's app. It then checks destination country requirements for travel against the results data and advises customers if they meet those travel requirements or not.

23.

[REDACTED]

- [REDACTED]
- [REDACTED]
- [REDACTED]

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24. It remains unclear yet how that authenticated data can be made available to governments so that they can authenticate and gain assurance that people are eligible to travel to their country.

*Air New Zealand IATA Travel Pass trial*

25. Air New Zealand, as well as other airlines such as Emirates and Qantas are trialling the IATA Travel Pass app. The Air New Zealand trial is due to kick off on 20 April outbound from Auckland to Sydney. It is working with a lab in NZ providing PCR testing for outbound, and a large lab chain in Australia for inbound. The airlines expectation is that it will test the end-to-end technology and operational processes, from downloading the app, presenting at the lab and validating identity with passport, entering flight details, receiving a green "Okay to Travel" tick connected to the individual's test credential and that specific flight, and finally presenting to the airline team at the airport.

26. [REDACTED]

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We will brief you on the Programme over the coming months

27. [REDACTED]

28. [REDACTED]

Withheld under section 9(2)(f)(iv) of the Official Information Act 1982

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Annex 1 – Key features of the Travel Health Pass Work Programme

[Redacted]

[Redacted]

[Redacted]

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## Annex 2 – Public facing key messages

- Travel in a post-COVID world is going to look different and not every country will have the same entry rules.
- Vaccines will almost certainly change the face of COVID-19 border management.
- The ideal end state for most countries is to get widespread vaccination coverage at home so they can begin to open their borders with minimal risk of sparking community transmission.
- But widespread vaccination coverage is likely to be some time away for most countries and probably a lot longer for developing countries.
- In the meantime, the global community is actively discussing the need for a verifiable COVID-19 vaccination certificate to help facilitate international travel.
- It is likely that many countries will look for proof of a traveller's COVID-19 vaccination status and confirmation they meet health conditions of entry such as having a pre-departure COVID-19 test.
- This may also determine whether a person can enter a country with reduced or lifted quarantine or testing requirements.
- A number of countries worldwide are investigating how to store and share vaccination certificates digitally. This may include what vaccine a traveller has had, when they had it, and who it was administered by, and is attached to a person's verifiable identity. This will help to give assurance that documents are legitimate and not fake or counterfeit.
- Vaccine certificates for the purposes of travel have many other names including travel health passes, or vaccine passports but at the heart of all of them is a verifiable vaccination or COVID-19 test certificate. We too are looking into this as this work very much fits in the wider discussion about our border reopening.
- The travel health pass needs to be in a form that is easily available and usable by travellers so they can share their vaccination or testing information to whomever requires it – for example, Customs and Immigration authorities; and the airlines.
- We are working through how we can create a travel health pass via a new or existing platform that can be accessed, shared, or provided by New Zealanders and travellers when they need to so they can travel overseas with confidence.
- As vaccination rollout continues globally and domestically we will also need to have systems in place to assess the vaccination credentials of travellers coming into New Zealand to keep our country safe at the border. This could be in the form of an app. Nevertheless, whatever the forms are, digital or physical, we want it to be as user friendly as possible.
- As nations continue to roll out their COVID-19 vaccination programmes, everyone wants to be able to travel safely and have trust and confidence in our vaccination systems and processes.



## Questions you may be asked and suggested responses

### What is it called?

- There have been a number of terms used to describe a Travel Health Pass. These include the terms Travel Pass, Green Travel Passport, digital vaccine certificate and Vaccine Passport.
- In a digital context, these are known as verifiable credentials. A Travel Health Pass is one potential use case of these. The implications of having these, and their implicit endorsement may have significant potential impacts on New Zealand and global society, including potential impacts on personal freedoms, sovereignty and international commerce.

### What is a Travel Health Pass?

- The travel health pass will hold a traveller's COVID-19 vaccination status to help prove they meet health conditions of entry by New Zealand and other countries.
- There may be a number of solutions world-wide and the key is that they can interact with each other.
- This information could be held on a person's phone, stored in a secure app which a person can choose to share with government agencies like Customs, Immigration authorities or airlines before entering a country.
- The information held is likely to be similar to what you have on your passport and include other pieces of information, like your vaccination status, your national health index number which is administered by the Ministry of Health.
- We understand that some people may not be able to produce a digital travel health pass and therefore we will be working to ensure a physical 'travel health pass' will be available.

### Why do we need it?

- The roll-out of vaccines internationally and here in New Zealand will enable us to gradually begin to open up our borders, but we need to ensure that any steps that ease our border restrictions do not compromise the health and safety of New Zealanders.
- In time, verifiable proof of vaccination may be a tool that enables us to allow reduced or lifted quarantine and screening requirements for international travellers
- It is important that we work with the global community to develop a digital solution for these travel health passes, to avoid the risk of counterfeit paper based certificates that can be fraudulently obtained.
- There have been examples of people overseas buying a COVID-19 test or vaccine certificate at the airport or from the dark web.
- It's really important to me that the team of five million is not let down by someone who travels to or from New Zealand on a dodgy COVID-19 test or vaccine certificate.
- The travel health pass will benefit New Zealanders wanting to travel offshore and those that want to come to our country.
- The use of travel health passes that can be verified by countries worldwide will help to give confidence that it is safe to travel and have others visit our beautiful country.
- We are working on securing the best level of confidence in our vaccination records and systems to secure the best travel opportunities for New Zealanders.

### Where is this work presently?

- Travel in a post-COVID world is going to look different and not every country will have the same entry rules, or measures such as quarantine and specific testing arrangements. As you can imagine designing a system of this complexity will take some time and will need to be thoroughly tested.
- There is still a lot of work that needs to be done, from both a technical end and a policy end.

### Why don't we need the Travel Health Pass for travel with Australia?

- New Zealand and Australia enjoy a very close relationship and cooperate extremely effectively on international travel matters. Both countries are fairly early on in their vaccination programmes which as you would expect is a strong focus for both countries.
- With the launch of quarantine free travel, a lot of work has gone in to ensuring that the relevant parts of the systems for quarantine free travel are linked up and connected as needed. I have the confidence that quarantine free travel will operate smoothly without the travel pass in place.

### What type of work is needed to develop a travel health pass?

- Government agencies are still working through what the end-to-end process will look like from booking your ticket to landing overseas. As you can imagine there are a number of steps that need to be worked through and a number of different parties involved to ensure any new process is as streamlined as possible.
- One area that we will be focussing on is data requirements and the user experience. This will include how we maintain a traveller's information privacy, how we integrate any data requirements with systems and processes from overseas, and what existing apps/platforms we can use to securely store a person's travel health information.

### What are the challenges?

There are a number of challenges we need to work through before we stand-up any travel health pass, including:

- Designing a process that is easy to use from a traveller's perspective and covers from when they book to when they land overseas.
- Ensuring the system has controls in place around data privacy, security and any ethical issues with personal health information on a travel health pass
- Having a process and system that enables New Zealand's systems to work with those being used overseas.

Internationally there are a number of government-backed and private sector initiatives for digital travel health pass platforms. Many of these have reached the critical mass point, and a New Zealand system will need to be able to work with these other platforms.

It's also not just about system design. The work includes meeting the cost of standing up whatever the new services will be with resources adequate enough to ensure that passengers are cleared from airports in a safe and timely manner.

There is a significant equity risk with requiring these. Those who can't be vaccinated will be impacted if we aren't careful about how we proceed. We also need to be careful that these do not become a de-facto pass for New Zealanders to go about their business.

### **What about if people try and provide fake health credentials to game the system?**

- Any information housed on the travel health pass will need to be verified by government agencies domestically and internationally. This may include being able to know what vaccine a traveller has had, when they had it and who it was administered by. This will also need to be bound to a traveller or person's identity. This will help to give assurance that we are not having travellers arrive in New Zealand with fake or counterfeit details.
- However, there is always a risk of fraud and people wanting to game the system. We will be working hard to ensure that this doesn't happen.

### **How will the Government prevent counterfeits?**

- The Government will use standard encryption and security protocols to ensure that any person's travel health pass is trustworthy. We will continue to work with other jurisdictions to understand their respective security controls and how their travel passes work to ensure they can be trusted by the New Zealand government.

### **What work has the government done in the international space?**

- I'm really proud we are on the verge of opening quarantine free travel with Australia and also looking at opening up to some of our Pacific Realm countries (for example, Cook Islands and Niue), and while some people say it's taken too long, I'm comfortable in the timeline it has been delivered.
- Another key point is New Zealand cannot go at this alone. While we may be ready to travel the globe, many of the desired destinations are still fighting COVID-19 and their priority is protecting their citizens and reducing the death toll.
- At the same time we must still protect our own borders, we cannot forfeit the sacrifices we have made to keep New Zealand safe from COVID.
- Internationally we have been engaging with other countries and organisations for some time including the World Health Organisation, the International Civil Aviation Organisation and other key travel and trade partners. We are doing this to ensure whatever process we have in place aligns and can be integrated with other countries.
- There is precedent for a WHO-led international vaccine certificate system. In the past vaccine certificates for cholera and smallpox have been required for international travel and today some countries still require proof of yellow fever vaccination.

### **What about the Air NZ trial?**

- Air NZ is currently working with the International Air Transport Association (IATA) to trial the IATA digital Travel Pass app on Air NZ's Auckland-Sydney and Sydney-Auckland route.
- With constantly changing entry and departure testing and paperwork requirements, the airline wants to streamline the health verification process to help customers know what they need to take their next international trip safely.
- That work is continuing and we expect a report back from the airline to government agencies in mid-May.

### **Why this work is so important?**

- Securing the best travel freedoms for New Zealand citizens could come down to having the right systems and processes in place that integrate with other countries overseas.
- There are a variety of different proposals and approaches for travel health passes currently being developed overseas. We are actively considering what the best approach is for us while keeping in line with best practice.
- In addition to working with the International Air Transport Association (IATA), we are continuing to engage with the World Health Organization (WHO) on work it is taking forward on the development of global standards for digital vaccine certification. As the United Nations specialised technical agency responsible for coordinating global health issues, the WHO has a key role to play here.
- We are also closely following the work in International Civil Aviation Organization (ICAO) as it sets international Standards and Recommendations Practices for civil aviation within the United Nation system. This includes things like formal ties for clearing aircraft with respect to the requirements of customs. As 99% of overseas travel to New Zealand is by air, how the aviation system interacts with the international vaccine rollout will be of critical importance to us.

### **Will the public have to use this for travel into or out of NZ?**

- It is still too early to understand what the requirements may include. We also need to keep in line with other countries and their requirements for travel.
- A large aspect of this work is to understand the requirements across an entire traveller's journey, from when you book until when you board.

### **I'm worried I will be discriminated against by being unable to travel/ What do I do if I cannot get vaccinated?**

Not everyone can get vaccinated and some may choose not to be vaccinated. As borders begin to open up overseas, it is possible that some countries may treat travellers differently depending on their vaccination status, (such as different quarantine or testing requirements). A key aspect of the travel health pass work will be to help ensure that New Zealand secures the best travel freedoms for New Zealand citizens, while doing all we can to keep our own country and other countries safe from COVID-19.

**Annex 3 – Wider Strategic Context**

- The Travel Health Pass work comes within the wider Reconnecting New Zealand Framework being led by the Department of the Prime Minister and Cabinet.
- The Framework recognises that New Zealand has taken a health based approach to managing COVID-19 -both in preventing COVID-19 border incursion, and managing the risk of community outbreak as it has occurred. This has been the best way to protect ourselves, and our people.

- [REDACTED]
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