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ECONOMIC COMMISSION FOR EUROPE

INLAND TRANSPORT COMMITTEE

Working Party on Road Traffic Safety

Sixty-second-session

Geneva, 26–29 September 2011

Item 5 of the provisional agenda

This informal document submitted by the ISO provides an updated proposal (the original is contained in ECE/TRANS/WP.1/2011/1) for a possible application of ISO standards in the area of domestic and international driving permits.



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Proposed amendments and additions to the 1968 Convention on Road Traffic relating to Domestic and International Driving Permits and Categories of Vehicles for which the Permits may be valid

Submitted by International Organization for Standardization (ISO)

Pursuant to the discussions at the fifty-ninth session regarding the issuance and validity of the International Driving Permits and the decision at the sixty-first session to invite the European Commission to take part in discussion on inconsistencies between the "EU Driving Licence Directive" of December 2006 and the 1968 Convention on Road Traffic, and invited ISO to continue being engaged in the work of WP.1, this updated proposal is submitted for discussion at the sixty-second session with respect to the following:

- 1. introduction of modern technology for the models of domestic and international driving permits by reference to the published international standards, and
2. introduction of consistency and conformity in categories of vehicles through definition of mandatory broad based main categories with optional sub-categories for member countries to define for domestic driving licences by reference to the published international standards.

BACKGROUND

From the minutes of the meeting of the fifty-ninth session (ECE/TRANS/WP.1/127), it is noted that despite the fact that the issue was previously debated, including in a small group of experts created for this purpose, the Working Party discussed the subject in detail but did not find a clear solution, due to the broadness of the problem. Several examples were mentioned: most of IDPs delivered under the Conventions are fake, the Contracting Parties to the Convention 1949 are delivering IDPs complying with the Convention 1968 although they do not have the right to do so, fake IDPs can be easily bought online, etc.

A number of possible solutions were stated: by amendment to align the Convention 1949 with the Convention 1968, to request an official statement by the Contracting Parties to the Convention 1949 that they accept IDPs delivered under the Convention 1968, to draw the attention of the Contracting Parties to both Conventions that they must fulfil their obligations, and to request Contracting Parties to the Convention 1968 to recognize the national driving permits.

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Working Party on Road Traffic Safety

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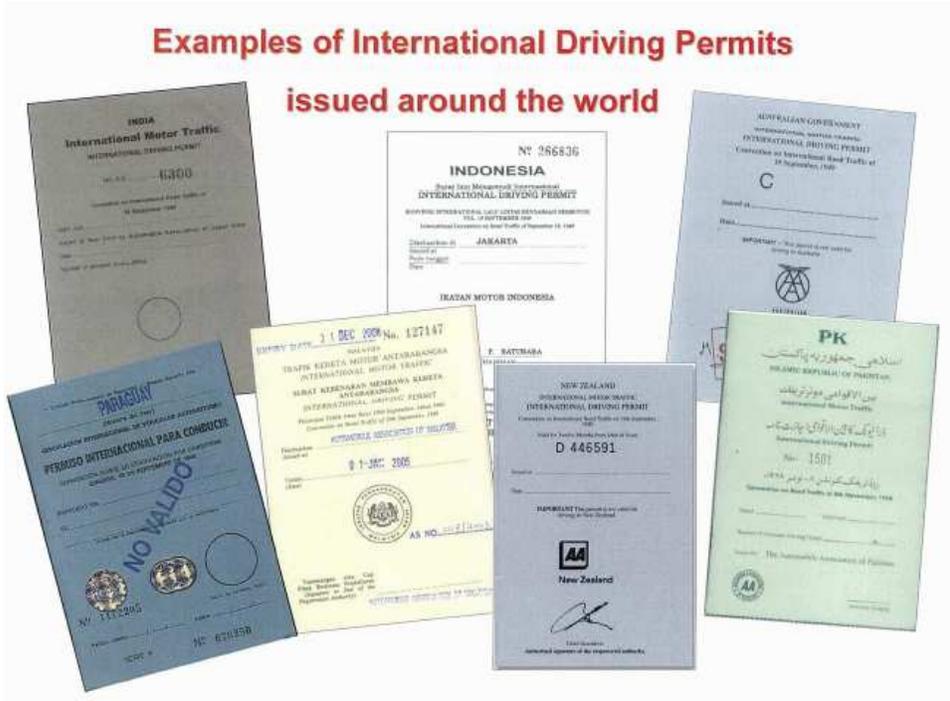
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It was also suggested that IDP should become a much safer document; moreover, even the revised version of the IDP is cumbersome and the Working Party should work once again on making it simpler and easier to use.

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 Page 3

In conclusion, the Working Party requested the secretariat to send letters urging (i) all Contracting Parties to the Conventions on Road Traffic, 1949 and 1968, to bring their IDPs in conformity with the provisions of the Convention on Road Traffic, 1968 (consolidated version); and urging (ii) in particular Contracting Parties to the Convention on Road Traffic, 1949, to accept and recognize the International Driving Permits complying with the format established in the Convention on Road Traffic, 1968 (consolidated version).



Furthermore, the Third Directive on driving licences published by the European Union (Directive 2006/126/EC of the European Parliament and of the Council of 20 December 2006) introduced new categories of vehicles and a number of changes to the definitions of the categories of vehicles of which differ considerably from the definitions incorporated in the Convention(s).

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Hence this proposal addresses the abovementioned problems and also aims to introduce a mechanism and procedure to keep the models and definitions of categories of vehicles aligned with changes world-wide without necessitating continual amendments to the Convention(s).

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PROBLEM DEFINITION

1. Model Permit

The United Nations Conventions on Road Traffic of 1949 (Geneva) and 1968 (Vienna) make provision for both an International Driving Permit (IDP) and a Domestic Driving Permit (DDP).

The IDP serves as a means of mutual recognition in that it is issued by the holder’s home country licensing authority requesting another country who has ratified the Conventions to allow the holder the permission to operate a motor vehicle of authorized categories under specific

conditions/restrictions. The IDP is essentially a translation of the DDP except in a common worldwide-recognized standardized format for global recognition and acceptance as specified in the Conventions. The IDP also makes provision for a state to disqualify the holder of an IDP from driving in that country by recording such in the designated area.

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The above common worldwide-recognized standardized format of a driving licence implies a human-readable document with the following properties:

- The document contains sufficient information for the identification of the licence holder.
- The document is difficult to counterfeit.
- The document is secure to prevent alteration.

In today's worldwide freedom of movement, modern driving licence systems impose additional requirements for facilitation with the advent and need for machine-assisted storage, retrieval, reading and verification technologies that UN Conventions have not addressed.

To achieve maximum global harmonisation and interoperability, standards are required to provide common platforms for visual human-readable evidence as well as for machine-assisted storage, retrieval, reading and verification by the use of ISO data storage technologies incorporated into the driving licence document.

The problems and concerns with the current IDP that have been reported include:

- Easily copied, altered, or simulated and difficult for law enforcement authorities to detect fraudulent licences from genuine documents.
- Many non-government IDP issuing authorities do not query their respective government motor vehicle agencies to establish if the DDP presented is still valid and still current.
- There is no register/directory of national motor vehicle agency addresses for the inquiry and exchange of information among the agencies to verify the validity of a presented IDP.
- Does not incorporate the ISO machine-assisted data storage technologies.
- Suspension or cancellation of domestic driving licence (DDL) or domestic driving permit (DDP) should result in an automatic suspension or cancellation of the IDP; however, the current system does not facilitate that.
- The IDP holder may circumvent disqualifications entered on their original IDP by obtaining a new IDP.
- Validity of the IDP is currently limited to a maximum of 1 to 3 years, depending on the UN Convention followed.

At one time, the conventions contained specifications in regard to a mandatory "model" data element set (particulars) and a mandatory design layout of defined dimensions for both DDP and IDP. Subsequently, in 1990, the Convention's mandatory requirement for the defined design layout of the DDP was rescinded as some countries made preparations for issuing the DDP in the form of an ISO ID-1 size card.

The requirement introduced by Clause 2 of Article 41 in the 2006 amendment of the Convention that the IDP only be recognized if accompanied by the DDP and that the DDP be recognised by all Contracting Parties, became effective from 29 March 2011 and in fact renders the IDP as a translation of the DDP only. Furthermore, it places all confidence in the integrity of the DDP, which according to Annex 6 shall take the form of a document and may be made of plastic or paper, without detailing any minimum requirements to protect the integrity of the

document. Thus the DDP will now become the focus of the attention of forgers and criminal activity, which in the case of the current DDP issued by many countries will not be able to withstand the test of time.

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2. Categories of Vehicles

The EU Third Directive on driving licences amongst others introduces the following new categories of vehicles and changes to the categories defined in the Convention(s):

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Mandatory vehicle categories

Code	UN Convention Definition (2006 amendment from 29 March 2011)	EU 3 rd Directive Definition
A	Motorcycles.	Motorcycles, with or without a sidecar <u>and motor tricycles</u> .
B	Motor vehicles, other than those in category A, having a permissible maximum mass not exceeding 3,500 kg and not more than eight <u>seats</u> in addition to the driver's <u>seat</u> ; or motor vehicles of category B coupled to a trailer the permissible maximum mass of which does not exceed 750 kg; or motor vehicles of category B coupled to a trailer the permissible maximum mass of which exceeds 750 kg but does not exceed the unladen mass of the motor vehicle, where the combined permissible maximum mass of the vehicles so coupled does not exceed 3,500 kg.	Motor Vehicles with a maximum authorised mass not exceeding 3,500 <u>kg</u> and designed and constructed for the carriage of no more than eight <u>passengers</u> in addition to the <u>driver</u> ; motor vehicles in this category may be combined with a trailer having a maximum authorised mass which does not exceed 750 <u>kg</u> . <u>Without prejudice to the provisions of type approval rules for the vehicles concerned, motor vehicles in this category may be combined with a trailer with a maximum authorised mass exceeding 750 kg provided, that after training has been completed and a test of skills and behaviour has been passed by the driver, the maximum authorised mass of this combination does not exceed 4,250 kg.</u>
C	Motor vehicles, other than those in category D, having a permissible maximum mass exceeding 3,500 kg; or motor vehicles of category C coupled to a trailer the permissible maximum mass of which does not exceed 750 kg.	Motor vehicles other than those in categories D1 or D, whose maximum authorised mass is over 3,500 kg <u>and which are designed and constructed for the carriage of no more than eight passengers in addition to the driver</u> ; motor vehicles in this category may be combined with a trailer having a maximum authorised mass which does not exceed 750 kg.
D	Motor vehicles used for the carriage of passengers and having more than eight <u>seats</u> in addition to the <u>driver's seat</u> ; or motor vehicles of category D coupled to a trailer the permissible maximum mass of which does not exceed 750 kg.	Motor vehicles designed and constructed for the carriage of more than eight <u>passengers in addition to the driver</u> ; motor vehicles in this category may be combined with a trailer having a maximum authorised mass which does not exceed 750 <u>kg</u> .
BE	Motor vehicles of category B coupled to a trailer the permissible maximum mass of which exceeds	Without prejudice to the provisions of type approval rules for the vehicles concerned, combinations of vehicles consisting of a

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Code	UN Convention Definition (2006 amendment from 29 March 2011)	EU 3 rd Directive Definition
	750 kg and exceeds the unladen mass of the motor vehicle; or motor vehicles of category B coupled to a trailer the permissible maximum mass of which exceeds 750 kg, where the combined permissible maximum mass of the vehicles so coupled <u>exceeds 3,500 kg.</u>	motor vehicle in category B and a trailer or semi-trailer where the maximum authorised mass of the trailer or semi-trailer <u>does not exceed 3,500 kg.</u>
CE	Motor vehicles of category C coupled to a trailer whose permissible maximum mass exceeds 750 kg.	Without prejudice to the provisions of type approval rules for the vehicles concerned, combinations of vehicles where the tractor vehicle <u>is in category C</u> and its trailer or semi-trailer has a maximum authorised mass <u>of over 750 kg.</u>
DE	Motor vehicles of category D coupled to a trailer whose permissible maximum mass exceeds 750 kg.	Without prejudice to the provisions of type-approval rules for the vehicles concerned, combinations of vehicles where the tractor vehicle is in category D and its trailer has a maximum authorised mass of over 750 kg.

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^b. "Maximum authorised mass" of a vehicle means the mass of the vehicle and its maximum load when the vehicle is ready for the road (Gross Vehicle Mass (GVM)).¶

^c. Description in brackets is included if optional B1 is not defined.¶

^a. This authorisation is to be denoted by endorsement of the IDL with code 96.

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Vehicle subcategories

Code	UN Convention Definition	EU 3 rd Directive Definition
AM	NOT DEFINED	<u>Two-wheel and three-wheel vehicles with a maximum design speed of not more than 45 km/h and light quadricycles.</u>
A1	Motorcycles with a cubic capacity not exceeding 125 cm ³ and a power not exceeding 11 kW (light motorcycles).	<u>Motorcycles with a cylinder capacity not exceeding 125 cm³ and of a power not exceeding 11 kW, with or without a sidecar, and motor tricycles with a power not exceeding 15 kW.</u>
A2	NOT DEFINED	<u>Motorcycles with or without a sidecar and motor tricycles of a power not exceeding 35 kW.</u>
B1	Motor tricycles and quadricycles.	<u>Quadricycles.^a</u>

Code	UN Convention Definition	EU 3 rd Directive Definition
C1	Motor vehicles, with the exception of those in category D, the permissible maximum mass of which exceeds 3,500 kg but does not exceed 7,500 kg; or motor vehicles of subcategory C1 coupled to a trailer, the permissible maximum mass of which does not exceed 750 kg.	Motor vehicles other than those in <u>categories D1 or D</u> and whose maximum authorised mass <u>exceeds 3,500 kg but does not exceed 7,500 kg</u> ; <u>designed and constructed for the carriage of no more than eight passengers in addition to the driver</u> ; motor vehicles in this category may be combined with a trailer having a maximum authorised mass not exceeding <u>750 kg</u> .
D1	Motor vehicles used for the carriage of passengers and having more than 8 <u>seats</u> in addition to the driver's seat but not more than 16 <u>seats</u> in addition to the driver's seat; or motor vehicles of subcategory D1 coupled to a trailer, the permissible maximum mass of which does not exceed 750 kg.	Motor vehicles designed and constructed for the carriage of no more than 16 <u>passengers</u> in addition to the driver <u>and with a maximum length not exceeding 8 m</u> ; motor vehicles in this category may be combined with a trailer having a maximum authorised mass not exceeding <u>750 kg</u> .
C1E	Motor vehicles of subcategory C1 coupled to a trailer the permissible maximum mass of which exceeds 750 kg but does not exceed the unladen mass of the motor vehicle, where the combined permissible maximum mass of the vehicles so coupled does not exceed 12,000 kg.	Without prejudice to the provisions of type approval rules for the vehicles concerned, combinations of vehicles in category C1 <u>combined with a trailer or semi-trailer</u> having a maximum authorised mass exceeding 750 kg <u>provided that the maximum authorised mass of the combination does not exceed 12,000 kg</u> . <u>Without prejudice to the provisions of type approval rules for the vehicles concerned, combinations of vehicles where the tractor vehicle is in category B and its trailer has an authorised mass of over 3,500 kg provided that the authorised mass of the combination does not exceed 12,000 kg.</u>
D1E	Motor vehicles of subcategory D1 coupled to a trailer, <u>not used for the carriage of persons</u> , the permissible maximum mass of which exceeds 750 kg <u>but does not exceed the unladen mass of the motor vehicle, where the combined permissible maximum mass of the vehicles so coupled does not exceed 12,000 kg.</u>	Without prejudice to type approval rules, motor vehicles in category D1 <u>combined with a trailer</u> having a maximum authorised mass <u>of over 750 kg</u> .
<p>^a <u>Optional: in Member States which do not introduce this category of driving licence, a driving licence for category B shall be required to drive such vehicles.</u></p>		

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^b. The maximum number of cubic centimetres, kilowatts, kilograms or seats for each subcategory in the table is to be determined by the issuing authority and supplemented on the card.[¶]

^c. Description in brackets is optional.[¶]

A2 only to be used if A1 exists.[¶]
Either B1 or B2 to be used.

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The EU Third Directive on driving licences also makes provision for the introduction of an optional microchip in the new plastic card model driving licence which should enable the Member States to further improve the level of anti-fraud protection. Member States should have flexibility to include national data on the chip provided that it does not interfere with commonly

accessible data. The technical requirements for the microchip should be determined by the Commission, assisted by the committee on driving licences.

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PROPOSALS

A driving licence serves as confirmation of the holder's ability to conduct a vehicle safely in traffic. It certifies that the holder has been tested by an appropriate authority, was found to be competent, and is authorized to drive the class (size and type) of vehicle permitted on the licence under the conditions stated on the licence (e.g. wearing glasses/contact lenses).

Confirmation that the licence was issued to the holder by the authority reflected on the licence is a critical requirement for law enforcement, and for its recognition by another authority.

Based on the integrity of the licence document, other applications have developed over time. In some countries, the driving licence became the de facto identification document for financial transactions and border crossings, just to name a few.

The ISO/IEC 18013 multi-part standard on Information technology – Personal identification – ISO-compliant driving licence is a joint initiative of the International Standards Organization (ISO) and the International Electrotechnical Commission (IEC)¹, which has as aim to develop an International Standard for Driving Licence Documents. Its objective is to allow the issuance of one document which would serve both as an IDP and as a DDP. In addition, the standard facilitates global harmonization and interoperability of driving licences.

ISO/IEC 18013 consists of the following four parts:

- *Part 1: Physical characteristics and basic data set (2005)*. Specifies a minimum mandatory data set, the mandatory categories of vehicles as well as the optional categories of vehicles that may be adopted by issuing authorities, a common layout for ease of recognition, and minimum security requirements. It allows for optional supplementary data elements (specific to national, community or regional needs).
- *Part 2: Machine-readable technologies (2008)*. Prescribes requirements for the implementation of machine-readable technology on an ISO-compliant driving licence (IDL).

Storing IDL data in machine-readable form supports international interchange by speeding up data input and eliminating transcription errors. Consequently, the automation and productivity of traffic law enforcement and other traffic safety processes can be improved.

This part of ISO/IEC 18013 also allows issuing authorities to customize machine-readable data for domestic use. Apart from international interchange, the use of an IDL as a domestic driving licence allows domestic standardization. It also creates a domestic infrastructure capable of processing IDLs issued by other issuing authorities.

- *Part 3: Access control, authentication and integrity validation (2009)*. Prescribes requirements for implementing mechanisms that control access to data recorded in the machine-readable technology on an IDL, verifying the origin of an IDL, and confirming data integrity.

¹ ISO/IEC 18013 was prepared by ISO/IEC JTC1/SC17/WG10 which members include participants from both vehicle and driver administrators and the industry.

Certain machine-readable technologies are vulnerable to being read without the knowledge of the cardholder, and to other means of unauthorized access (by entities other than driving licence or law enforcement authorities). Controlling access to IDL data stored in machine-readable form protects the data on the card from being read remotely by electronic means without the knowledge of the cardholder.

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Page 3

Identifying falsified driving licences, or alterations to the human-readable data on authentic driving licences present a major problem for law enforcement authorities, both domestically and in the context of international interchange. Verifying the authenticity of an IDL and confirming the integrity of the data recorded allows driving licence and law enforcement authorities to distinguish between authentic IDLs and falsified or altered ones.

- *Part 4: Test methods (in final stage of development).* When published, will prescribe compliance test requirements for the machine-readable data content, as well as for the mechanisms to control access to this data as specified in part 2 and part 3 respectively.

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In practical terms, ISO/IEC 18013 has several benefits. It serves as a common standard underlying the regional and domestic exchange of driving privileges. And in today's world, where drivers regularly cross national borders, it serves as a common platform for human-readable information and for machine-assisted storage, retrieval, reading and verification of data.

From vehicle category and data content regulatory perspective ISO/IEC 18013-1 is compliant with Geneva and Vienna Conventions. This compliance also included the EU Driving Licence Directives prior to the vehicle category changes introduced in the Third Directive issued in December 2006².

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ISO/IEC 18013 is modular and allows significant flexibility without compromising consistency for international recognition to issuing jurisdictions to implement Part 1 only, or in combination with other parts, and include options (eg additional security) for domestic purposes without being non-compliant with ISO/IEC 18013.

The committee on driving licences of the European Commission has adopted ISO/IEC 18013 as the reference standard for the determination of the technical requirements of the microchip incorporated on the ID-1 card format driving licence in terms of the Third Directive.

Hence it is requested that WP.1 gives consideration to the adoption of the following proposals:

1. Format of the DDP and model IDP

ISO/IEC 18013 specifies an "ISO compliant driving licence" (IDL) that can perform the function of both the IDP and DDP. The technical work performed by ISO/IEC in publication of ISO/IEC 18013 can also be utilised by WP.1 through an amendment of the Annexes of the Convention to reference ISO/IEC 18013 regarding the following:

- Format of DDP (Annex 6), and
- Model of IDP (Annex 7),

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without any changes to regulatory aspects of:

- Categories of vehicles as specified in the 2006 amendment of the Convention, and
- Data content to be displayed visually on the document and stored electronically in the machine readable properties included on the document.

² The vehicle category changes introduced in the Third Directive are also inconsistent with the 2006 amendments to the Vienna Convention of 1968 that came into effect on 29 March 2011.

2. Categories of vehicles

Since the DDP has to accompany the IDP from 29 March 2011 and could give rise to confusion as to which definition of driving licence privileges authorised by a particular code (eg A, B1, CE, etc) commonly used to depict different driving licence privileges in the Convention and the EU Directives, that:

- the current inconsistencies in the categories of vehicles defined for the DDP in Annex 6 of the Convention and that defined in the Third Directive of the EU whilst using the same designations and symbols than in the Convention, be discussed and agreement be reached on its resolution, and
- given the long time period that has to precede the adoption of an amendment and the effective date of its implementation, formal arrangements be established with the European Commission with a view to co-ordinate contemplated changes in the definition of the categories of vehicles authorised by the various designations and symbols commonly used to depict driving licence privileges in the Convention and the EU Directives on driving licences.