WORKING PAPER

TECHNICAL ADVISORY GROUP ON MACHINE READABLE
TRAVEL DOCUMENTS (TAG/MRTD)

TWENTIETH MEETING

Montréal, 7 to 9 September 2011

Agenda Item 2:   Activities of the NTWG
Agenda Item 2.6: Standards for Emergency Temporary Passports

STANDARDS FOR EMERGENCY TEMPORARY PASSPORTS

(Presented by the NTWG)

1.   INTRODUCTION

1.1   The travel document security features have become more complex and more difficult to counterfeit or forge and lost and stolen passports are more routinely reported to Interpol with real time access to this data now possible. It is appropriate to review the matter of emergency travel documents (ETDs). Such documents, in general, are not produced to the same standard as full validity passports. They vary significantly in terms of their security and quality and are easier to counterfeit or alter. Consequently, they may be a target for fraudulent use.

2.   BACKGROUND

2.1   As part of the research undertaken for this paper, a number of states were contacted and asked to provide details of the emergency (or similarly named) documents they issue. This revealed a plethora of such documents, with many inconsistencies and variations (even within states) in areas such as security features, formats, validity periods, and names of documents. However, in many cases where booklets are used, the security standards are in line with ICAO standards.

2.2   Crises and natural disasters occurring worldwide continue to mean that ETDs are constantly issued, often in less than ideal conditions, and possibly in missions that do not have the sophisticated equipment that enables the printing of full validity passports. The number of different names and formats that ETDs take may be a source of confusion for border inspectors, and where there is confusion there is the potential for weakness.

2.3   Whilst there is no hard evidence that ETDs are currently being misused, there is clearly the potential for this to take place. There is a strong case for bringing a degree of standardization to the format of ETDs.

2.4   At the Nineteenth Meeting of the TAG/MRTD (December 2009), the NTWG submitted a paper on current challenges related to the issuance of emergency/temporary passports, highlighting the lack of international regulation in producing and issuing such travel documents, as well as their security vulnerabilities, which constitute a weak link in the overall chain of identity management. The paper

outlined a number of areas that could be codified and developed into standards or recommended practices, in order to enhance the security of travel documents and prevent their exploitation for identity fraud purposes.

2.5   The TAG/MRTD agreed that there is a need to develop specifications and best practices for emergency travel documents in order to protect them from potential abuse. It approved further work to be carried out by the NTWG to develop a set of specifications or best practices, with the aim of including them in a forthcoming Supplement and in the next edition of Doc 9303, Volume 1.

2.6   This working paper therefore highlights the work of the NTWG regarding the current lack of standards relating to the issuance of ETDs and consequent variations in the documents issued, as well as the level of threat that such documents pose.

3.   PRESENT STATUS

3.1   A sub-working group has been set up within the NTWG, and a discussion paper has been finalized, aimed at stakeholders across governments, including travel document issuers, consular departments, border control and immigration agencies, and the aviation industry. The discussion paper looks at considerations regarding the issuance and format of both booklet and one-page documents, including:

   a) issuance considerations;
   b) minimum security standards for a one-page document (a booklet should conform to machine readable passport standards);
   c) use of a standard name;
   d) possibility of a logo; and
   e) period of validity.

3.2   It is proposed that further work be carried out by the NTWG to consult with those stakeholders outlined above, in order to identify those areas that should be standardized and those where standards are not appropriate but best practices may be recommended. The aim is to have standards for ETDs that protect them from potential abuse by fraudsters. Such common standards should be flexible enough to reflect individual states' practices and differing circumstances of issuance, while allowing for the recognition and use of ETDs at borders.

4.   ACTION BY THE TAG/MRTD

4.1   The TAG/MRTD is invited to:

   a) note the work done so far in Appendix A;
   b) agree that there is a continuing need for standards and best practice to be developed for the issuance, format and security features of emergency travel documents in order to protect them from potential abuse; and
   c) approve further work to be carried out by the NTWG to develop a set of standards or best practices to be included within a forthcoming   Supplement   and   in   the   next edition of Doc 9303, Volume 1.

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APPENDIX
EMERGENCY TRAVEL DOCUMENTS
(Discussion Paper, Version 1.0)
21 July 2011

1.0 Foreword
In situations where a traveller needs to travel urgently, and is unable to wait for the issuance of a full validity passport, many states issue a document, commonly a passport-sized book or a one-page sheet, issued for a limited validity, in order to facilitate travel to a named destination.

At present there are no standards or recommended practices for the issuance of such documents (in this document called 'emergency travel documents' (ETDs)). The absence of standards or best practice for emergency travel documents can lead to a weakness in border control that may be exploited. Similarly inconsistency in the way that these documents are used in situations where an identity is established can also be exploited. The aim of this project is to bring a degree of consistency to the issue and use of emergency travel documents – or indeed any such document that is issued to meet a short term requirement for a travel document.

The need for this stems from the absence of any current guidance and the increasing use of such documents, not necessarily due to an increase in emergency situations but also because of the increased complexity of travel document issuing resulting in a gradual move to issuing documents either from regional hubs or repatriation of the printing of such documents back to the home country. This also means that it is necessary to consider whether the term 'Emergency Travel Document' is the most appropriate term to use. This discussion paper also notes the plethora of names that these documents are known by and looks towards a more consistent approach as well as introducing a need for such documents to be as secure as possible or practical.

This discussion paper therefore seeks views on the various options and considerations relating to the issuance, format, and usage of emergency travel documents, from the various stakeholders involved.

1.1 Purpose of this paper
The purpose of this discussion paper is to invite responses to the areas set out in which standards for ETDs may be set, and the initial recommendations in these areas. These are set out in Section 3, followed by a summary table for responses. Responses are sought from all stakeholders within the emergency travel document process, including from Government travel document issuance, consular, and immigration departments, and the travel and aviation industry. Responses are sought by **Monday, 24 October 2011**, emailed to international@ips.gsi.gov.uk

2.0 Explanation of Project

2.1 Preamble
ICAO's role in developing travel document standards and its remit to provide guidance on all travel documents stems from the Convention on International Civil Aviation (the Chicago Convention). Under this mandate ICAO develops and maintains international standards and recommended practices (SARPs) in Annex 9 Facilitation. The document standards and specifications developed are a means of ensuring that inspection authorities have a satisfactory level of confidence in the reliability of travel documents.

As travel document security features have become more complex and more difficult to counterfeit, or forge, and lost and stolen passports are being routinely reported to Interpol with real time access to this data now possible, it is appropriate to review the current position in relation to emergency travel documents. Such documents in general are not produced to the same standard as full validity passports and vary significantly in terms of their security and quality. Consequently, they may be a target for fraudulent use being easier to counterfeit or alter.

The increased complexity of passport issuing with the introduction of biometric passports has also in turn led to a number of countries repatriating the printing of their passports where an application is made overseas. This in turn has led to an increase in the volume of emergency travel documents issued where the applicant cannot wait for the new document to be sent back overseas.

Currently there are no standards/specifications for the production of emergency travel documents included in Document 9303 or Annex 9. For the reasons outlined above, it is timely to rectify this omission. On the assumption that ICAO should develop specifications for emergency travel documents and guidelines for their use, it would seem logical to include them as part of Volume 1 Part 1, Document 9303. Whilst Chapter 3, Annex 9 makes reference to travel documents it refers back to Document 9303 for specifications.

2.2 Terminology Used
For the purposes of this discussion paper, the term 'Emergency Travel Document' will be used to describe travel documents issued by states to their citizens in situations where it is not possible to issue a regular full validity passport for travel purposes. It also includes documents issued by state or non-state entities to citizens of other states or non-state entities, for example where citizens cannot access consular services while abroad, or where NGOs issue documents during a crisis. This does not include documents issued in situations where the state chooses to issue a regular passport book with limited validity.

2.3 Background
At TAG15 (April 2004), the Document Content and Format Working Group (DCFWG) submitted a paper to develop guidance material and standards in relation to emergency passports. Discussion took place on the inclusion of Emergency Passports in Doc 9303 with ICAO agreement that there was need for some specifications (either in Document 9303 or Annex 9 or both).

At the NTWG meeting in Brussels in February 2009, a presentation on Emergency Passports was given setting out the necessity or otherwise of the emergency travel document, the varying names by which such documents are known, ICAO standards relating to emergency travel documents, and the concerns raised by security and other issues surrounding emergency travel documents. Subsequent work has been carried out following the presentation and in December 2009, the Technical Advisory Group agreed that work should go forward to develop a set of best practice specifications.

2.4 Purpose and Scope
Given the number of intercepts of fraudulent emergency travel documents, particularly during times of mass evacuations it is evident that fraudsters will seek out the weakest point in travel document systems and try to exploit that. Consequently this guidance has been developed in order to provide a more consistent approach to the issue and use of such documents.

The purpose of the guidance will be to fill an existing gap in the current ICAO guidance contained within Document 9303 (Machine Readable Travel Documents) and Annex 9 (Facilitation).

The scope of the project is as follows:
- Set out the reasons why Emergency Travel documents are issued.
- Highlight the variations that exist around the issuance of emergency travel documents
- Consider the level of threat that such documents pose
- Recommend best practices in order to strengthen the issuance/security of these documents against potential attack from fraudsters.

2.5 Drivers

A recent NTWG survey shows that there are a plethora of types of Emergency Travel documents with many countries issuing more than one type– including one page A4 size paper documents. Photos are sometimes integrated, sometimes glued in or a mixture. In many cases (where booklets are used) the security standards are in line with ICAO standards. Validity periods of the books vary significantly between 12 months and 2-3 days and for one journey or multiple journeys. The colour of the document cover is more commonly different from the standard national passport. The number of pages in the book varies anywhere between 6 pages and 32 pages. What this has confirmed is that there is no standard approach to a number of the features in such documents. This in itself can lead to a weakness as border inspectors may not be familiar with the specific format of a particular travel document as there is no consistency – as well as the fact that border inspectors will see relatively few of these, particularly from states other than their own. Although ICAO provides the specifications for MRTDs, this does not include any specifications or guidance in relation to Emergency Travel documents. Whilst it is acknowledged that such documents may be issued in unusual circumstances and at short notice, it is no longer tenable to ignore this omission.

The following factors have become increasingly relevant:
- The introduction of e-passports and consequent increase in repatriation of printing of full validity passports to the home country means that there is an increase in issuance of emergency travel documents overseas
- The increased security of e-passports making them more tamper proof
- The gradual increase in membership of the Public Key Directory and recognition of the importance of validation of the chip contents
- More scrutiny of those documents that are not e-passports
- The increase in countries with real time access to the INTERPOL Stolen and Lost Travel Document database

Taken together, these factors are putting more obstacles in the way of a fraudster who wants to misuse a standard passport. It is common knowledge that the fraudster will inevitably turn to those documents that are weakest.

To provide protection against these threats and others a travel document requires a range of security features and techniques combined in an appropriate way within both the document and the issuance process. Although some features can offer protection against more than one type of threat, no single feature can offer protection against them all. Likewise, no security feature is 100% effective in eliminating any one category of threat. The best protection is obtained from a balanced set of features and techniques providing multiple defences of security in the document that combine to deter or defeat attacks. Given the lack of consistency amongst the current documents that are issued, it is not difficult to reach a conclusion that many emergency documents may be at risk.

Having consistency in emergency travel documents could also help from both a security and a facilitation perspective. At present some countries do not accept emergency travel documents at their borders; it is hoped that having standards and recommended practices could improve the acceptability, and the security of accepting, these travel documents.

2.6 Assumptions

Whilst there is currently no definition by ICAO of an emergency travel document, it is useful to go back to the definition that was in the draft version of Volume 1 Part 1 Doc 9303:

Emergency Passport: A passport issued to a traveller in a situation where the normal procedure for issuing an MRP cannot be followed because of the need to travel is urgent. The situations in which this could occur are, for example, following the death of a relative in another State, or where the traveller has lost his MRP or had it stolen in another State when the emergency passport would be issued by the

embassy of the traveller's State. The emergency passport ideally should conform to the specifications for an MRP.

2.7 Previous work in this area

See Annex A

3   Discussion topics

3.1 Issuance

Background

As indicated elsewhere, at present there is no standard for Emergency Travel documents, and they are produced in a variety of formats. Whilst some countries have introduced documents that meet existing MRP standards, there are many others where this is not the case. In some cases it is not possible to provide a booklet in sufficient time for the needs of the citizen. Such a document may also be used for exceptional events (e.g. evacuation of citizens). There will always be the potential for situations to arise where it is impossible to produce a booklet. However, the aim should be to reduce these as much as possible by making issue of a booklet the standard, primary document.

3.2 Issuance Situations

At present, emergency travel documents are issued in a number of situations, for both first-time and renewal applications:

- Emergency situation for the individual traveller, such as family illness
- Emergency situation abroad, such as war, flood, earthquake, etc, to get the traveller home
- Lost and stolen passports while abroad
- As contingency arrangements if a full validity passport cannot be issued in-country
- Deportation, removal, repatriation
- Unrepresented foreign nationals who cannot access their own consular services

It should be noted that the type of document issued in the above situations will not be the same in all cases.

3.3 Place of Issuance

As the name implies, emergency travel documents are often issued in locations abroad where access to the type of equipment that can produce a very secure passport may not be present. Emergency travel documents may be issued from a number of locations including:

- Issued abroad:
  - From an embassy, high commission or honorary consul
  - From a remote area in crisis – the person issuing the documents must work in tandem with his/her home office to ensure that all required eligibility and security procedures are met
  - From airports in crisis situations
- Issued Domestically - e.g. Sweden at the airport

It should be noted that the type of document issued in the above locations will not be the same in all cases.

3.4 Issuance Systems

While states of emergency may necessitate issuance of document in less than ideal circumstances, and in short timescales, it is important that issuance staff are able to be assured that applicants for emergency travel documents are genuinely entitled to such documents, and that the process does not have less

inte\grity than that of a regular passport application process. There may be different issues to consider for renewals and first-time applicants.

Recommendation

- Verification: It is recommended that arrangements exist so that such documents can be easily checked (if needed) to ensure they were properly issued. In many domestic passport systems, border authorities have access to the national passport database system. However this may not include overseas issued documents and especially emergency travel documents which may be issued overseas on a different system to the standard passport
- Enrolment / Application: It is recommended that details of the emergency travel document application, and of the document issued, are recorded on the applicant's file for future reference. It is important that, even (or perhaps especially) in cases of manual issuance, issuance or application for such documents form part of the applicant's case history.
- It is recommended that issuers satisfy themselves that proper checks are carried out against Interpol and national databases where possible.

3.5 Fees

Fees charged to applicants for an emergency travel document vary. While it is possible to provide such a document for free, it is not wise to implement a system where is becomes more cost-effective for the citizen overseas to acquire an emergency travel document rather than a full validity passport under false pretences. Options include:

- Free travel document – possibly in crisis situations only
- Fees significantly less than that of a full validity passport
- Fees same as that of a full validity passport
- Fees include the application for a full validity passport
- Fees significantly more than a full validity passport

3.6 Terminology

Background

The terminology used to define a so-called emergency travel document varies considerably, with a number of countries using different names to identify multiple types of emergency documents.
These include:

- Emergency Passport
- Temporary Travel Document
- Emergency Travel Document for a Single Journey
- Emergency Travel Certificate
- Temporary Passport
- Provisional Passport
- Provisional Travel Document

This project will recommend using a consistent approach to naming of such documents, and this discussion paper seeks views on what that name should be.

There are arguments in favour of having a standard approach to naming all emergency travel documents, where national legislation allows it. It is acknowledged that some states refer to the current name of the book in national legislation (for example a Passports Act). However in order to remove confusion and improve security it is recommended to standardise the name of the document, while accurately describing the uses to which the document is put. Whilst it is recommended that only one descriptor be used, it is recognised that states often issue more than one type of emergency travel document. Advantages of denoting ETDs as such on the front cover of the document when it is in booklet form would include

alerting border inspectors and other authorities that the holder is carrying an ETD which may need to be impounded.

Consideration / Question
Should there be a consistent approach to naming of documents? If so, which is your preferred descriptor? Comments are welcome.
> a) Emergency, Temporary, Short-Term, or Provisional?
> b) Passport, Travel Document, or Certificate?

3.7 Format and personalisation
At present, emergency travel documents are commonly being issued in 2 formats, a passport-sized book, and an A4 or letter sized one-page sheet. There may be reasons to continue to have two options for format, as discussed below:

3.8 Format option: Passport-sized Book

Advantages:
- The booklet can be personalised in a more secure manner than a one page document
- It provides greater scope for inclusion of security features
- The inclusion of an MRZ will ensure that the document can be 'swiped' through a passport reader and automatically checked against watch lists, the check digit provides added security etc
- The placing of a second (at present optional) letter as well as P in the MRZ is an opportunity to alert border authorities and whoever it may concern that the document is an emergency travel document.

Disadvantages
- Cost – more expensive than a one page document
- Security – If a book is used, its component parts could potentially be used in producing fraudulent documents. A single page has little value in this respect
- In crisis situations, it may be that it is not possible to issue books, due to unavailability or inability to access the required printing equipment

3.9 Format option: Single Page/Non booklet format

Advantages
- Cost – cheaper than a passport-sized book
- Quicker to personalise than passport-sized book
- Can be issued in crisis situations where facilities to personalise a book are inaccessible/unavailable
- If issued securely, with secure photo, of little value to fraudsters

Disadvantages
- Typically, one sheet A4 paper documents are extremely insecure as many of them still rely on photos that are stapled or glued. They may also be printed on non-watermarked paper and contain few if any security safeguards.

Recommendations
The preferred format is a passport-sized book. A one page document:
- should only be issued in situations where it is not possible or practical to issue a full validity passport or passport-sized book
- should normally only be valid for single journey only
- Validity should be minimum necessary to make the journey

- The document should be impounded on arrival at the destination, if state legislation permits it, by the border agency to avoid it being 'recycled'. The document should be endorsed to the effect that it is to be impounded on arrival at the final destination by the border authority As a further precaution, consideration should be given to returning the impounded document to the parent issuing Department (usually the Consular Department of the Ministry for Foreign Affairs) to confirm that the document was used.
- Minimum security features should be present
- Should contain biographical data as on a passport data page (photo, name, date of birth, etc.)

It is acknowledged that where a single sheet paper document is being used, the use of 'stick in' photos may in some cases be necessary but the guidance relating to security features contained in Document 9303 Part 1 is relevant.. The physical security of the document should be as high as can be achieved given the type of document and the circumstances surrounding its issue. For example, use of high quality watermarked paper, use of a dry seal on the attached photograph, micro text printing, fibres, planchettes all of which should highlight disturbance should the attached photo be removed. In all cases the document should be numbered so that checks can be made to confirm the document was issued from stock held by a specific Post.

3.10 Period of validity

Background
As the name implies, Emergency Travel documents are issued for a variety of reasons and it is no longer the case that they are used for single journeys from one country back to the country of nationality/citizenship. Some countries insist upon travellers having at least 6 months' validity in their passports in order to issue visas or leave to enter.

Recommendation
Given the various uses of the document, it would not be appropriate to set a standard validity.
- However for books there should be a maximum validity of 12 months but it is recommended that issuing states should restrict validity to the minimum period required consistent with the purpose for which the document was issued. The use of a single journey restriction observation would be consistent with this type of document – if required.
- For one-page documents it is recommended that issuing states should restrict validity to the minimum period required consistent with the purpose for which the document was issued. The use of a single journey restriction observation is recommended.

3.11 Numbering
Numbering on both passport-sized books and one-page documents means that there can be an audit trail of which documents were issued to who. This can be particularly important where documents, either pre- or post-issuance, are lost or stolen.

Recommendation:
All emergency travel documents, both passport book sized and one-page, should be numbered pre-issuance, i.e. by the manufacturer.

3.12 Security features

Recommendations
Guidance on security features currently exists in ICAO Document 9303 Part1, Volume 1 and it is not proposed to re-iterate that guidance which can be found using the following link: http://www2.icao.int/en/MRTD/Downloads. It is recommended that Emergency Travel documents when issued in booklet form should be consistent with the guidance on security features

Current guidance in ICAO Doc 9303 Volume 1 III-10, 5.4.1 states that stick in photos are 'not recommended' due to the ease with which they can be removed. Given that emergency travel documents may not contain the same or as many security safeguards/features as a standard MRP, steps need to be taken to protect the emergency document where it may be relatively easy to do so. Consequently, the integration of the photo into the emergency travel document booklet should be a standard requirement given the widespread recognition of the weakness of 'stick in 'photos.

States shall provide to other States and concerned organisations such as airlines information on the design and security features of emergency and short term passports.

3.13 Logo (book only)
It has been suggested that use of a logo/symbol would also help border inspectors immediately recognise the document.

Arguments against this include:
- Is this needed? In many cases the document is already clearly different – for example colour, name on the cover, number of pages
- A small number of countries do not distinguish the document at first glance as an emergency travel document
- If the name was standardised, would the use of a logo/symbol be superfluous?
- If emergency travel documents in the future become ePassports, there would be two logos on the front, which would be confusing

Advantages of having a logo would mean that the logo denotes:
- The document is a emergency travel document
- The validity period will be shorter than normal
- The document may need to be impounded on arrival
- The number of pages in the document will be less than the standard number
- It may have different (or unique) security features than a standard passport
- It may have been issued in less than ideal circumstances

3.14 Cover colour (book only)
It is acknowledged that in many cases, the front cover of the book and the limited number of pages clearly defines the book as a non-standard document. Nevertheless, a number of countries now issue Emergency Travel documents in a different colour to their national passport for the reason that this may make the book even less attractive to a fraudster. Using a different colour from that on the national passport can act as a deterrent to those who may attempt to misuse travel documents since it is likely to be subject to more interest at border inspection or airline check in.

3.15 Book size and number of pages (book only)

Recommendation
- It is recommended that books comply with the requirements for MRTD passport books.
- It is recommended that there is a maximum of 8 visa pages.

3.16 Post-issuance / Usage
Practices of resolving used emergency travel documents with issuance systems vary widely, particularly depending on whether documents need to be retained by the traveller in order to collect a full validity passport, and also depending on whether emergency travel documents are issued by a different ministry or department than those issuing passports.

The question of whether documents should be retained by border authorities once the traveller has arrived at their destination will need to take the following into account:

- Does the document have any value post-usage for a potential fraudster?
- Will the traveller need to continue to carry the document until the issuance of a full validity passport, e.g. for identification purposes, or to swap for a new document?
- Are there other ways of resolving the used travel document with the issuance system(s)?
- Are there any valid visas?

4.0 Further Questions

4.1   If you represent a travel document issuer, do you / are you able to issue booklet-form ETDs abroad? If so at what percentage of locations?

4.2   If you represent a border control authority, do you accept all ETDs issued by all states and non-state entities, e.g. NGOs? If not, why not?

5.0 Comments
Please provide comments on each section of the Discussion Paper, and any further comments that you would like to make. If you represent a travel document issuer or a border control authority, please answer the relevant question at section 4.
Please email responses to international@ips.gsi.gov.uk by **Monday 24 October 2011**

Your name / Organisation	
Contact Details	

	Topic	Your comments
3.1	Issuance	
3.2	Issuance Situations	
3.3	Place of Issuance	
3.4	Issuance Systems	
3.5	Fees	
3.6	Terminology	
3.7	Format and Personalisation	
3.8	Format Option: Passport-Sized Book	
3.9	Format Option: Single Page/Non booklet format	
3.10	Period of Validity	

3.11	Numbering	
3.12	Security features	
3.13	Logo (book only)	
3.14	Cover colour (book only)	
3.15	Book size and number of pages (book only)	
3.16	Post-issuance and usage	
4.1	Question – Issuance of books	
4.2	Question – Acceptance	
	Any further comments	

Thank you for your time

Annex A — Previous work in this area

Current Annex 9 Standards:
3:10 Contracting States shall begin issuing only Machine Readable Passports in accordance with the specifications of Doc 9303, Part 1, no later than 1 April 2010.

Note.— This provision does not intend to preclude the issuance of non-machine readable passports or temporary travel documents of limited validity in cases of emergency.

5.28 When a Contracting State has determined that a person for whom a travel document has been requested is one of its nationals but cannot issue a passport within 30 days of the request, the State shall issue an emergency travel document that attests to the nationality of the person concerned and that is valid for readmission to that State.

8.41 R.P. about not requiring anything other than a passport or emergency travel document from members of families of victims of an aircraft accident.

8.42 Contracting States shall make arrangements to issue emergency travel documents, if required, to their nationals who have survived the accident.

Interestingly the following guidance was included in a 2005 Draft version of Doc 9303 Part 1 but was removed at some point before ISO balloting.

Emergency and Short Term Passports
20.3 Listed below are features that may differ between a full validity, domestically issued passport and a short-term passport issued under less than standard conditions.

20.3.1 *Cover color.* Although a State may wish to use the same color cover as for a normal passport, many States have chosen a color to draw attention to the passport. This attention may be viewed by some States as causing their citizens undue hindrance, while other States may use the color difference to encourage the holder to get a full validity passport. A different color than normal is also a hint to the border control that the passport was issued under less than optimal conditions. Garish colors should be avoided, in deference to the importance of the passport document.

20.3.2 *Period of validity.* Passports issued under less than ideal conditions should have a limited term of validity. Because many nations will not issue a visa on the basis of a passport with less than six months validity, a seven-month minimum validity should be considered for most cases. Consular discretion or citizen needs may indicate a shorter term, and direct repatriation issuances may be valid for only one flight. Under no circumstances should a short-term passport have a term of validity longer than one year.

20.3.3 *Book size:* The dimensions as specified in Paragraph 4 of Section IV of Part 1 Machine Readable Passport specification are to be met. The number of pages may be fewer, reflecting the reduced term of validity. While book personalization and book manufacturing constraints must be honoured, no shortterm passport should have fewer than eight (8) pages, including the data page.

20.3.4 *Book designation.* States may choose to add a modifier to the term "passport" stamped on the cover, such as "Provisional", "Short-Term", "Temporary" or "Emergency Issue", or they may not. In Part 1, paragraph 9.6, field 03 Document Code specifies the use of the letter "P" and a second optional letter at the discretion of the issuing State of organization. No recommendation is made at this time as to the potential use of this second letter as a designator of short-term passports.

20.3.5 *Passport number.* The book control number assigned to the book by the security passport manufacturer should be used as the passport number. This practice is especially important for internal control purposes, and accounting for books should they become missing, lost or stolen, which is more likely in decentralised issuing systems.

20.3.6 *Security features.* Short-term passports will not likely have the same suite of security features as passports issued domestically in the regular way. To compensate, the personalization process should have two or more security features from among the features listed in Paragraph 5.4.3 and 5.4.4 in the Security Standards Appendix 1 to Section III of Volume 1 ICAO Doc 9303 Part 1 Machine Readable Passports (*Please see below*).

20.3.7. *Security Information:* States shall provide to other States and concerned organisations such as airlines information on the design and security features of emergency and short term passports.

— END —