



TAG/MRTD/20

# International Civil Aviation Organization

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**TECHNICAL ADVISORY GROUP**

**ON**

**MACHINE READABLE TRAVEL DOCUMENTS**

**TWENTIETH MEETING**

**Montréal, 7 – 9 September 2011**

**REPORT**

**LETTER OF TRANSMITTAL**

To: Chairperson, Air Transport Committee  
From: Chairperson, Technical Advisory Group on Machine Readable Travel Documents

I have the honour to submit herewith the Report of the Twentieth Meeting of the ICAO Technical Advisory Group on Machine Readable Travel Documents, which was held in Montréal from 7 to 9 September 2011.



Annette Offenberger  
Chairperson

**INTERNATIONAL CIVIL AVIATION ORGANIZATION**

**TECHNICAL ADVISORY GROUP**

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**1. INTRODUCTION**

1.1 **General.** The Twentieth Meeting of the Technical Advisory Group on Machine Readable Travel Documents (TAG/MRTD) was held at ICAO Headquarters, Montréal, Canada, from 7 to 9 September 2011. Mrs. Folasade Odutola, Director of the Air Transport Bureau, opened the meeting and welcomed the participants. Recognizing the value of the expertise of the TAG/MRTD to ICAO, the Director expressed great satisfaction with the ongoing results of the TAG and its working groups, and stressed the importance of the MRTD Strategy exercise and future intensified MRTD capacity building efforts. Mr. David Tiedge, Chief, Implementation Support and Development – Security Section of the Aviation Security Branch provided an overview of the AVSEC and MRTD implementation and capacity building programme, as well as a background on the on-going MRTD Strategy exercise.

1.2 **Attendance.** The meeting was attended by 36 members/advisers of the TAG, as well as 16 observers from 11 Contracting States and 15 observers from 7 international organizations. The attendance list is set out in Appendix A.

1.3 **Officers and Secretariat.** Ms. Annette Offenberger, New Zealand, was elected the Chair of the meeting. The Secretary of the meeting was Mr. Mauricio Siciliano, MRTD Officer, Aviation Security and Facilitation Policy (SFP) Section, who was assisted by Mr. Erik Slavenas and Ms. Garleen Tomney.

1.4 **Agenda of the TAG.** The TAG adopted the agenda as follows:

- Agenda Item 1: ICAO Secretariat update
- Agenda Item 2: Activities of the New Technologies Working Group (NTWG)
- Agenda Item 3: Activities of the Implementation and Capacity-building Working Group (ICBWG)
- Agenda Item 4: Implementation of the Public Key Directory
- Agenda Item 5: Country and Organization Reports
- Agenda Item 6: Other Business

1.5 **Documentation.** Twenty-one working papers and three information papers were submitted for consideration by the TAG/MRTD. These are listed in Appendix B. Documentation was produced in English and made available in electronic format only.

1.6 **Working arrangements and procedures.** The meeting was conducted in all ICAO official languages.

## 2. **AGENDA ITEM 1: ICAO SECRETARIAT UPDATE**

2.1 The participants were briefed on the Secretariat's activities since TAG/19. A key development has been the formulation of an MRTD Strategy. The purpose of the strategy is to define the scope and future directions of the MRTD Programme, to consolidate its relevance to ongoing global security challenges, and outline resources needed to achieve these objectives. In addition, the Strategy will look into developing a business plan and measurement system to ensure that it has a set of tools for its implementation and its results meet measurable targets.

2.2 The MRTD Strategy exercise was initiated in January 2011 when the Chairs of the TAG/MRTD and its Working Groups met ICAO senior management for two days of policy consultations and round-table discussions in relation to a possible "Strategic Direction" of the MRTD Programme. Mr. Phil Nicholson, ICAO Consultant, is developing the Strategy. A final draft document is expected to be ready for feedback and consultations by December 2011.

2.3 The MRTD Communications Strategy has been developed and is seen as a subset and vital part of the overall broader MRTD Strategy, linking stakeholders, key messages and delivery techniques to ensure that the stakeholders of the MRTD Programme are informed in a timely and effective manner about MRTD requirements and new developments. The 24 November 2015 deadline for the issuance of Machine Readable Passports (MRPs) is a communications issue of particular importance.

2.4 The participants were also briefed on ongoing MRTD assistance to States and cooperation with other international organizations. Full-scale assistance to States is subject to the eventual adoption of the MRTD Strategy, which will outline the scope and main directions that the MRTD Programme should take in implementation and capacity-building. In the interim, the MRTD Programme has been providing assistance and information to States on an *ad hoc* basis.

2.5 A total of 24 States and international organizations were assisted in the last 20 months, the assistance ranging from clarifying MRTD specifications and interpreting their requirements, to full-scale assessments, consultations and training sessions. Capacity-building activities included:

- a) technical consultations and a workshop on ePassport issuance in Uzbekistan;
- b) a workshop on passport issuance in Tajikistan (jointly with the Organization for Security and Co-operation in Europe (OSCE));
- c) a workshop on travel document security for the south of Latin America in Uruguay (jointly with the Organization of American States (OAS) Inter-American Committee on Terrorism (CICTE));
- d) technical consultations with Interpol on enhancing joint travel document security activities; and

- e) a workshop on promoting the ICAO Public Key Directory (PKD) in Vienna, Austria for 53 OSCE States (jointly with the OSCE and PKD Board).

2.6 Financial support has been received from the Government of Canada for the OAS CICTE-ICAO Phase II Capacity-Building in Travel Document Security and Identity Management project. This three-year project in the Americas will include six sub-regional workshops, eight national/regional capacity gap assessment and project development missions, one hemispheric workshop and evaluations of project events. The project is to be implemented in close cooperation with the ICBWG.

2.7 The MRTD Programme has been consolidating its cooperation with the ICAO Technical Cooperation Bureau (TCB). A number of new capacity-building projects have been initiated, including in Ecuador, Lesotho, Mexico, and other States, as well as the United Nations Laissez-Passer Office. The full scope of TCB-assisted MRTD capacity-building projects and liaisons with the donor community will be outlined by the emerging MRTD Strategy. While the new MRTD Strategy is being developed, the Secretariat has been registering requests for assistance that require larger-scale input and resources, and has been exploring the provision of such assistance with TCB and the ICBWG.

2.8 Five workshops and training sessions were organized by ICAO in collaboration with host States and international organizations, including the Sixth MRTD Symposium and a joint regional workshop for the Americas focusing on evidence of identity and MRTD issuance. Other MRTD regional events since TAG/19 included:

- a) a joint Sub-regional Workshop for the South Cone on Best Practices in Document Security and Fraud Prevention, in Montevideo, Uruguay;
- b) an ICAO-Latin American Civil Aviation Commission (LACAC) Regional Seminar on MRTDs, Biometrics and Security Standards for the Americas in Montevideo, Uruguay; and
- c) an MRTD Regional Seminar in Maputo, Mozambique, which had a particular focus on MRTD capacity-building issues and highlighted the needs of developing States that call for intensified implementation and capacity-building efforts.

2.9 The Seventh Symposium and Exhibition on ICAO MRTDs, Biometrics and Security Standards will be held from 12 to 15 September 2011. Preparations are underway for two ICAO Regional Seminars on MRTDs, Biometrics and Border Security, to take place in Doha, Qatar from 31 October to 2 November 2011, and in Singapore from 30 November to 2 December 2011.

2.10 Mr. Siciliano concluded the Secretariat briefing by informing participants of the dates for the Eighth ICAO MRTD Symposium, to take place at ICAO Headquarters from 1 to 4 October 2012, shortly after the dates proposed for the Global High-level Conference on Aviation Security.

2.11 Mr. Phil Nicholson, ICAO Consultant, briefed participants on the ongoing development of the new MRTD Strategy and its expected outcomes. Reference was made to ICAO's mandate on MRTDs and border control issues, and the Declaration on Aviation Security adopted by the 37th Session of the ICAO Assembly. The MRTD Strategy has two main objectives. First, to position the MRTD Programme, including the TAG and its working groups, as a mature, comprehensive and sustainable programme relevant to the current and future needs of States. This includes formalizing the MRTD Programme's objectives, scope of activities, roles and responsibilities, guiding principles, services and activities, partnerships, funding arrangements, accountability processes and other relevant areas.

Secondly, the strategy is to chart a course for ICAO to work with its partners and with industry over the next several years to continue enhancing leadership and support for MRTDs and traveller identification.

2.12 Mr. David Philp, New Zealand, stressed the importance of the MRTD Communications Strategy as part of the broader MRTD Strategy, stating that it would require a particular focus on the approaching 2015 deadline for universal MRP compliance. The speaker pointed out that the Communications Strategy is critical, and so is the Secretariat's capacity to implement it, which requires additional staff and resources. This calls for a review of the funding of the MRTD Programme, to explore opportunities of moving from unreliable sources such as Revenue Generating Activities, towards more stable and regular sources of funding. States' political will and support are therefore needed to position the MRTD Programme for success for the future.

### 3. **AGENDA ITEM 2: ACTIVITIES OF THE NEW TECHNOLOGIES WORKING GROUP (NTWG)**

#### 3.1 **Report of the NTWG**

3.1.1 Mr. Gary McDonald, Canada, presented WP/1 and briefed participants regarding the ongoing work of the NTWG since TAG/19, new work items and future activities, to be presented through eleven working papers and two information papers. The NTWG will continue its reviews of technologies and their application, and the role of MRTDs in facilitating international travel and security. Specifically, the NTWG will continue its ongoing work, including developing technical reports in all areas authorized by the TAG and subsequently developing these into specifications for eventual incorporation into *Machine Readable Travel Documents* (Doc 9303). In addition, the NTWG will develop a comprehensive approach to the policy and process issues that arise from the use of advanced technologies in MRTDs.

3.1.2 The TAG noted the work of the NTWG to date and the approach it had taken, and approved, in principle, the future direction and activities of the NTWG as outlined in paragraph 3 of WP/1.

#### 3.2 **2010/2011 ICAO Request for Information**

3.2.1 Mr. Michael Holly, United States, presented WP/4, which contained a final report to the TAG outlining key areas of interest from the ICAO NTWG Request for Information (RFI) presentations that took place at the Joint Research Centre of the European Commission in Ispra, Italy from 6 to 10 June 2011. Ninety-two submissions had been received, of which 63 were short listed for review and evaluation.

3.2.2 The TAG noted the findings and conclusions of the report, approved the continuation of the RFI programme and tentatively scheduled the next RFI initiative for 2013/2014.

#### 3.2 **Machine Reading Options for Td1-sized MRTDs**

3.2.1 Mr. Sjef Broekhaar, International Organization for Migration (IOM), presented WP/20 on Td1 cards. An increasing number of States are changing the formats of their identity cards to the Td1 format, which also serves as a travel document. Further, Border control authorities, airport authorities and airlines are increasingly using eReaders to facilitate their inspection processes. In operational processes and during trials, it has been proven that the current design of the Td1 format travel document has an impact on the automatic reading of such documents. The meeting was informed of a proposed technical solution for eTd1 format cards.

3.2.2 The TAG took note of the follow-up research done to date, presented in a technical report, and recognized the importance of reading both electronic and non-electronic identity documents at the border in an efficient and non-intrusive way, by border officials or the passengers themselves at self-service kiosks. The TAG agreed to postpone the solution for non-chip enabled Td1 cards; and that chip-enabled Td1 cards should specify a card access number on the front of the card according to the specifications in the technical report *Supplemental Access Control for Machine Readable Travel Documents*, Version 1.01 dated 11 November 2010.

### 3.3 Machine Assisted Document Security Verification

3.3.1 Dr. Uwe Seidel, Germany, presented WP/2 on Machine Assisted Document Security Verification. The TAG acknowledged the work on machine authentication, documented in the Technical Report on Machine Assisted Document Security Verification; approved the considerations listed in the report as basic guidelines on the use of machine authentication; and approved the Technical Report on Machine Assisted Document Security Verification containing best practice recommendations for the use of machine authentication, which will be included as an informative annex to Section III of Doc 9303. The Chairman of the PKD Board requested that all issues related to the PKD be circulated to the PKD Board for comments.

### 3.4 Towards Better Practice in National Identity Management

3.4.1 The Secretariat presented WP/5 on the Technical Report *Towards Better Practice in National Identity Management*. This initiative has been led by the Secretariat within the framework of the NTWG, and presents an ongoing work item to expand the relevance of the MRTD Programme to today's travel document and border security needs. The Secretariat outlined the history and rationale of the work item, including the provisions of relevant ICAO Assembly Resolutions, as well as the purpose and scope of the Technical Report and stakeholders in Evidence of Identity (EoI) management.

3.4.2 Germany, the Netherlands, New Zealand, and the United Kingdom, while acknowledging the relevance and importance of the Technical Report, noted that it still remains a working draft, and that it is too soon for the TAG to approve the report. In particular, the draft requires a review of its scope, so that it is more focused, with stronger policy statements. The IOM stressed that EoI is a very complex area in which many international agencies have a role, and called for exploring the option of establishing a global identification (ID) management network, with a clearly defined scope and objectives, involving all relevant international agencies. Consultation with other organizations affected by identity management was strongly supported by New Zealand, who also seconded the proposal for refining the scope of the project, with particular emphasis on breeder documents and civil registration systems.

3.4.3 Mr. Barry Kefauver, International Organization for Standardization (ISO), briefed the TAG about the history of the EoI proposals in the working paper. The original range was considered too narrow and was broadened to make it more inclusive, especially regarding civil registries and their staff. The ISO stressed that though the technical report was a first draft, the approval of the TAG, in principle, was requested in order that the work item should be retained and returned to the NTWG for further development. Canada pointed out that as the work relies on the contributions and expertise of volunteers, this made it difficult to set a firm completion date. The target date to complete the project is TAG/22, with the ongoing work to be reviewed at TAG/21.

3.4.4 The TAG acknowledged and supported the work done on evidence of identity in the Technical Report *Towards Better Practice in National Identity Management*, Version 1.0 and approved the continuation of the development of the report under the responsibility of the NTWG.

### 3.5 **Revision of the Logical Data Structure, Technical Report on Optional Expanded Chip**

3.5.1 Ms. Marianne Killgannon-Martz, United States, presented WP/3, which included a technical report on Logical Data Structure (LDS), indicating that the current LDS2 remained optional and that preliminary specifications would be ready for TAG/21. Canada informed the TAG that the existing specifications were not to be modified. The document includes additional specifications which are optional; States need to assess their risk profiles and decide which new specifications they wish to adopt. The Chairman of the PKD Board confirmed that the Board intends to discuss these recommendations, though this may take time due to the current administrative workload. Switzerland stressed the importance of explaining the financial implications to PKD Members, should they wish to adopt LDS2 specifications, before a TAG endorsement is sought. The United Kingdom noted that eVisa/eBorders is another related item that requires guidance material due to its interlinks with LDS.

3.5.2 The TAG approved the draft technical report, called for an evaluation of the use of the PKD to provide a broker service for LDS2, and endorsed continued work on this report.

### 3.6 **Standards for Emergency/Temporary Passports**

3.6.1 Ms. Katherine Mitchinson, United Kingdom, presented WP/6 on emergency travel documents, including the scope and status of the work item. The speaker stressed the importance of receiving feedback from all stakeholders, which is vital to finish developing the provisions.

3.6.2 The European Union (EU) stressed that this work item is of particular importance in the framework of consular assistance by a Member State to the citizens of another EU Member State, as it provides for the issuance of an emergency temporary travel return document, and the European Commission is seeking technical guidance from ICAO on security features in such documents.

3.6.3 The TAG noted the work done to date, agreed that there is a continuing need for standards and best practices to be developed for the issuance, format and security features of emergency travel documents in order to protect them from potential abuse, and approved further work to be carried out by the NTWG to develop a set of standards or best practices to be included in a forthcoming supplement and in the next edition of Volume 1 of Doc 9303.

### 3.7 **Transliteration Rules (Arabic)**

3.7.1 Mr. Michael Ellis, ISO, presented WP/17, concerning the development of transliteration tables for the Arabic language. The United Arab Emirates expressed its support of the work item and its willingness to assist with facilitating feedback from Arabic-speaking States. The issue would be followed up at the Regional Seminar to be held in Qatar in November 2011, with the possibility of a meeting at the ICAO Regional Office in Cairo to complete the work.

3.7.2 The TAG noted the work being undertaken in the transliteration of Arabic script, provisionally approved the described method, contingent upon comments by States that use the Arabic script, specifically during the upcoming Regional Seminar in Qatar; and approved the eventual inclusion of the Arabic transliteration table in Section IV, Appendix 9 of Doc9303.

### 3.8 **Transliteration Rules (Turkish)**

3.8.1 Mr. Michael Ellis, ISO, presented WP/18, concerning transliteration changes for two Turkish characters, as requested by Turkey. The TAG approved the changes to Section IV, Appendix 9 of

Doc 9303 to accommodate the transliteration of Turkish characters for the following characters: Ö can be transliterated by OE or O, and Ü by UE, UXX or U.

3.8.2 To maintain consistency with the principle put forward, and based on a suggestion from the ISO, the national character Ä may be transliterated by AE or A, and the character Å by AA or A. The table in Section IV, Appendix 9 of Doc 9303 will be updated accordingly.

### 3.9 **Technical Report on LDS and Public Key Infrastructure (PKI) Maintenance**

3.9.1 Mr. Thomas Kinneging, ISO, presented WP/7, which included a technical report on logical data structure and public key infrastructure maintenance. The speaker highlighted the necessity to regularly evaluate the specifications in Doc 9303, so that they are up to date, especially with respect to cryptographic security features and the PKI. Such evaluation activities had been announced at TAG/19, and the results of the evaluation were detailed in the technical report, which provided updated specifications on relevant subjects, and which was approved for presentation at TAG/20 during the meeting of the NTWG in Bern, Switzerland in May 2011. The speaker presented the TAG with an overview of the proposed revised specifications, including LDS version information, certificate profiles, access control, active authentication and extended length.

3.9.2 The TAG recognized the necessity of regular evaluations of the specifications in Doc 9303 to preserve an appropriate level of accuracy and security, and approved the technical report on logical data structure and public key infrastructure maintenance, containing revised specifications for inclusion in Doc 9303.

### 3.10 **Revision of Machine Readable Travel Documents (Doc 9303)**

3.10.1 Mr. Thomas Kinneging, ISO, presented WP/8, on the revision of Machine Readable Travel Documents (Doc 9303). The speaker outlined three phases (restructuring, supplement clean-up and incorporation of five technical reports) of the proposed revision of Doc 9303. The Chairman of the PKD Board suggested that the Board should be involved in the review of Doc 9303.

3.10.2 Discussions evolved as to the best way of updating Doc 9303 and whether the Supplement and technical reports remained the best way to achieve this. The use of Supplements and technical reports had previously been the quickest method of keeping the MRTD community informed of new developments, when Doc 9303 was published only in hard copy. However, the issue of quick updates to the document remained. A lengthy update period would mean that the existing Supplement and technical report system would need to be retained. The Secretariat reaffirmed its commitment to supporting this restructuring initiative and to finding ways of expediting updates as much as practicable. However, as with all ICAO documents, editing and translating processes can take time. In addition, all ICAO language editions of the document need to be distributed simultaneously.

3.10.3 The TAG confirmed the plans for restructuring Doc 9303 as described in paragraph 3.2 of WP/8, with the resulting format to be subject to review by the NTWG, ICBWG and PKD Board. The TAG also confirmed continuation of the supplement clean-up activity as described in paragraph 3.3 of WP/8, as well as incorporation of the endorsed technical reports in the new edition of Doc 9303 as described in paragraph 3.4 of WP/8.

### 3.11 **ePassports and Biometrics**

3.11.1 Mr. Michael Holly, United States, presented IP/2 on ePassports and biometrics, and briefed participants on current statistics on the issuance of ePassports and related matters. Participants

commented that such work is valuable and that these statistics should be regularly updated in order to present up-to-date data on ePassport developments worldwide. The Chairman of the PKD Board noted that a substantial gap remains between ePassport issuance and PKD participation, and that closing this gap will entail additional Recommended Practices on PKD participation in Annex 9 — *Facilitation*. The OSCE presented ePassport statistics for Central Asia.

3.11.2 The TAG made note of this information.

#### **4. AGENDA ITEM 3: ACTIVITIES OF THE IMPLEMENTATION AND CAPACITY-BUILDING WORKING GROUP (ICBWG)**

##### **4.1 Report of the ICBWG**

4.1.1 Mr. David Philp, New Zealand, presented WP/12 on the activities of ICBWG. The speaker noted that while the ICBWG relies on guidance from the Secretariat, the new MRTD Strategy will considerably assist the working group in structuring its work by providing a foundation for ICBWG activities, and for the MRTD Programme in general. The speaker summarized the ongoing work of the ICBWG since TAG/19, and briefed participants about the planned future activities of the ICBWG. In particular, the working group will contribute to the EoI work item. The speaker stressed the importance of the emerging MRTD Communications Strategy and the need to engage national agencies relevant to MRTDs and border controls, as well as the upcoming Global High-level Conference on Aviation Security.

4.1.2 The TAG noted the activities and outputs of the ICBWG to date and the approach it has taken, and approved, in principle, the ICBWG's ongoing work.

##### **4.2 Communications Strategy for the November 2015 Deadline**

4.2.1 Mr. David Philp, New Zealand, presented WP/9, which drew attention to the approaching 24 November 2015 deadline for the expiration of non-MRPs. As of this date, non-MRPs in circulation will no longer be compliant with Annex 9. The speaker proposed that the Secretariat make a concerted effort, through high-level communications, to ensure that States are made aware of the deadline and its implications. In order to communicate information about the deadline in an effective and timely manner, the Secretariat was urged to begin immediate dissemination of information about the deadline in the form of a State letter, as well as through heightened general communications and inclusion of the date in any short- and medium-term strategic communications plans. Dr. Brauer, Chairman of the PKD Board, highlighted the importance of taking advantage of this opportunity to strengthen the message that ePassport issuing States should join the PKD.

4.2.2 The TAG noted the content of the working paper, advised the Secretariat to include the 2015 deadline in its strategic communications plan, and highlighted the need for the Secretariat to begin communicating with States on this issue as soon as possible, to raise awareness and to ensure that States have an adequate time to comply with the Standard.

##### **4.3 Current Status of States in Relation to the Implementation of Doc 9303-compliant Machine Readable Passports**

4.3.1 Mr. Michael Ellis, ISO, presented WP/10 on the status of compliance of State MRPs with Doc 9303 specifications since the April 2010 deadline. The working paper identified States that have not yet implemented MRPs, and States that are issuing passports that do not comply with Doc 9303 specifications. Currently, seven Member States do not issue MRPs: Afghanistan, Algeria, Central African Republic, Equatorial Guinea, Kiribati, Libya and Mauritania. Each State, however, has projects underway to begin issuing MRPs in the short term. Further, Djibouti and the Democratic People's Republic of Korea issue non-MRP ordinary passports, though they are issuing diplomatic, service and official MRPs.

4.3.2 Certain States are issuing MRPs that do not meet Doc 9303 specifications. The focus of the ICBWG's work is therefore moving from the April 2010 deadline towards emphasis on non-compliant MRPs in general. In the course of monitoring MRP status, the ICBWG has identified a number of States with issues that affect, or may affect, the compliance status of their MRPs: Benin, Congo, Guinea-Bissau, Iran and Tajikistan. The Secretariat has corresponded with these States, drawn attention to the issues with their passports, and has offered assistance. To date, only Congo has responded. There are also a few States in which intelligence from border authorities, anecdotal reports, or visual inspections using commercially-available passport readers indicates there may be compliance issues, including Guinea, the Lao People's Democratic Republic, Somalia and Timor-Leste. The ICBWG is undertaking further research with regard to the passports of these States.

4.3.3 The TAG noted the information provided, the approach the ICBWG has taken, and approved, in principle, that the ICBWG should continue to identify and communicate issues of non-compliance.

#### 4.4 **ICBWG Draft Interim Business Plan 2011 to 2012**

4.4.1 Mr. David Philp, New Zealand, presented WP/13 on the ICBWG Interim Business Plan which outlines the ICBWG's focus for 2011 to 2012, and includes the strategy that drives the working group, which remains aligned with ICAO strategic objectives. The focus of the plan is on tasks and activities for the coming year, which remain focussed on identifying and addressing non-compliance matters, and developing a certification scheme. The speaker highlighted that training is an important element missing from this report, which should be addressed in the forthcoming MRTD Strategy.

4.4.2 The TAG noted the content of the ICBWG Draft Interim Business Plan 2011 to 2012 and endorsed the direction and activities outlined therein.

#### 4.5 **Guidance on Procurement of MRTD-related Systems**

4.5.1 Mr. David Philp, New Zealand, presented WP/14 on MRTD procurement guidelines that are being developed in the framework of the ICBWG. Feedback from the Regional Seminar held in Mozambique clearly demonstrated that this is often an area lacking in expertise and provided many examples of States being manipulated by vendors' instructions. The guidance material is being developed with support from the TCB, which will add to the practical implementation of good procurement practices relying on TCB services.

4.5.2 The TAG noted the draft procurement material developed by the ICBWG to date, and approved in principle the ICBWG's ongoing work with the TCB Procurement Section to develop a collaborative approach to the provision of MRTD-related procurement guidance material and advice.

#### 4.6 **Convention Travel Document Standards**

4.6.1 Mr. David Philp, New Zealand, presented WP/21 on Convention Travel Document (CTD) Standards. The speaker gave an overview of the cooperation with the United Nations High Commissioner on Refugees (UNHCR), the extent of the challenge, and the ongoing need to develop technical recommendations to introduce universal Doc 9303-compliant CTDs. The purpose of this exercise is not to change Doc 9303 but rather aim to make CTDs compliant. Guidance material for the UNHCR and States will need to be developed at the earliest opportunity, especially as the 2015 deadline for MRPs is approaching. Australia, Canada, Germany, Sweden and Switzerland voiced strong support for this work item and its relevance. Also, Australia and Canada encouraged the practice of centralizing travel document issuance, to capitalize on the experience and investments made, in order to avoid inconsistencies and reduce fraud.

4.6.2 The TAG approved collaboration with the UNHCR in order to bring about the compliance of CTDs with Doc 9303, and endorsed the work plan set out in the working paper.

#### 4.7 **Doc 9303 Compliance Certification Programme**

4.7.1 Mr. David Philp, New Zealand, presented WP/11 on a planned Doc 9303 Compliance Certification Programme. The need for such a programme is based on the fact that States still have no ability to test whether or not their MRTDs comply with Doc 9303. States have been approaching ICAO seeking official confirmation that their MRTDs comply with Doc 9303, indicating that a need of the travel document community is perhaps not being met. A proposed ICAO-led certification process is intended to provide assurance to States that their investments in MRTDs will achieve the intended outcome, a Doc 9303-compliant travel document. The speaker provided an outline of how an MRTD certification process might work, as well as, a general description of the roles and responsibilities of the parties that would be involved.

4.7.2 Germany acknowledged the need for a compliance assessment mechanism for States that have no ability to evaluate MRTDs on their own. However, the speaker felt that the proposals in the working paper left many questions unanswered. Germany was ready to participate to further develop the proposals, as they were not yet ready for TAG endorsement. In particular, the paper did not examine how experts and/or evaluation centres would be selected. Liability, another critical issue, had not been addressed, and is especially important in light of the fact that, if passports are certified as non-compliant, the vendor(s) in question might seek judicial redress.

4.7.3 Mr. Philp, New Zealand, acknowledged that these were valid points. The speaker clarified that what was being sought was the TAG's recognition that establishing such a certification programme is essentially a good and relevant idea. ICAO is committed to assisting States with compliance, and the working groups need to continue their work on developing a framework. In particular, what States need is a proactive means of determining compliance with Doc 9303 before a contract for passport production is signed with a vendor, rather than after passports are being produced and issued.

4.7.4 The Netherlands supported the need for such a certification mechanism, in principle, but expressed significant reservations about the working paper, as drafted. It was the speaker's view that only non-vendor laboratories should undertake such assessments, in order to prevent a conflict of interest.

4.7.5 Switzerland acknowledged that this was a good idea. The speaker noted, however, that although the paper was not mature enough to be endorsed, the work could continue. As for testing, the speaker was also of the opinion that it should be undertaken by independent entities.

4.7.6 The IOM expressed willingness to assist with further developing the paper. The ILO also expressed support in this regard. The ISO acknowledged the relevance of the idea, but agreed that the paper needed further development.

4.7.7 The Secretariat clarified that the TAG's approval was sought to reinforce and support the work done, and to continue developing the options of a compliance regime. In particular, the Secretariat highlighted that this request had been raised during discussions of the ICAO Council. As such, this work item continues to be the Secretariat's responsibility, in order to provide a compliance verification scheme or framework, even if details remain to be worked out.

4.7.8 Canada confirmed support, in principle, for such a framework. The speaker pointed out that the TAG would have an opportunity to re-consider this item at a future meeting, after having explored all options in a systematic manner. More work was needed, and both the ICBWG and the NTWG would consider any potential problems, in consultation with the Chairperson of the TAG.

4.7.9 The TAG noted that the paper required further development, agreed to the further development of an approach for a compliance regime for MRTD products, which would take into account suggestions made at TAG/20, and approved the ICBWG's continued undertaking of ad hoc assessments while the planned certification programme is being developed.

## 5. **AGENDA ITEM 4: IMPLEMENTATION OF THE PUBLIC KEY DIRECTORY**

### 5.1 **Recent Developments of the Public Key Directory**

5.1.1 Dr. Eckart Brauer, Germany, presented IP/1 and briefed the TAG about PKD developments since the last meeting. There are currently 27 members in the PKD (including two entities members: the Hong Kong and Macao Special Administrative Regions, China), which accounts for a remarkable share of the world population. The TAG was informed that three new applications were pending approval. A discussion took place about why some States may be hesitant to seek PKD membership. Possible reasons include the need for a permanent continuing budget to pay the fees; lack of coordination between national agencies; and that some States may not be sure about their full ePassport compliance, and are hesitant to share such details with the PKD Board and the world. Dr. Brauer stated that this is a misconception, as the very purpose of the PKD Board is to assist with available expertise to ensure full Doc 9303-compliance in the issuance of ePassports.

5.1.2 The TAG made note of this information.

## 6. **AGENDA ITEM 5: COUNTRY AND ORGANIZATION REPORTS**

6.1 Mr. Xuefeng Yang, People's Republic of China, gave an update on the issuance of the State's ePassports, beginning with the issuance of diplomatic and service passports. The issuance of new ordinary passports will begin at the end of 2011 or early in 2012.

6.2 Mr. Jamil Darwish, Interpol, provided an update on Interpol's databases which can be accessed by States through the same portal in an integrated manner. This includes access to the newly-introduced Edison system. All Interpol databases use a secure communications network; a disc option is expected in 18 months. The next Interpol Assembly is expected to adopt a resolution on security features to be used in breeder documents.

6.3 Mrs. Elizabeth McCrosson O'Rourke, United Nations Travel Office, briefed the TAG on the status of the issuance of the United Nations electronic Laissez-Passer (UNeLP), which is to replace the former machine-readable UNLP. The new UNeLP will be fully Doc 9303-compliant, with significantly upgraded security features. The speaker stressed the value of ongoing ICAO assistance, which has been an important partnership. The contract for the UNeLP is already in place for booklets and personalization systems. Issuance will start in 2012, and planning is underway for joining the PKD. The overall objective is to make the UNeLP as trusted as national passports and to increase the number of visa waiver travel arrangements amongst the 193 Member States of the United Nations.

6.4 Dr. Uwe Seidel, Germany, briefed the TAG about the new electronic national ID card implemented in Germany in November 2010. The speaker provided a detailed overview of its functions, eID infrastructure, security design, facts and key data. In addition, a new EU electronic residence permit card is issued in Germany as of 1 September 2011. Both documents are fully Doc 9303-compliant.

6.5 Ms. Brenda Sprague, United States, provided an update about visa and passport issuance dynamics in the United States, with particular reference to passport issuance infrastructure and the escalation of workloads after the introduction of passport requirements to travel to Canada and Mexico. The presentation addressed verification tools, procedures and challenges, and a simplified online application for passport cards, with security questions. Additional security requirements and improved issuance procedures for birth certificates were discussed. The speaker remarked that birth and death certificates remain a major source of fraud, and the NTWG's efforts in strengthening their security features are commendable.

6.6 Mr. Altaei Khalid, United Arab Emirates, provided an update on passport issuance in the State. Five types of passports are being issued, and the United Arab Emirates is the first State in the Middle East to exchange keys with the PKD. The United Arab Emirates became a member of the TAG at the current meeting and has been a Member of the PKD Board for over a year.

6.7 Mr. Ben Hiller, OSCE, provided an update about ongoing OSCE capacity-building work in Central Asia. A new OSCE-IOM project in Tajikistan is beginning. Further, a study visit in May 2011 for Uzbekistan officials to Canada, the United States and ICAO generated very positive feedback. A Regional Seminar on MRTDs is planned with ICAO in 2012 for Central Asia and the Caucasus. The speaker briefed the meeting about the promotion of PKD activities, the OSCE-IOM project linking to Interpol databases in Tajikistan and Kyrgyzstan, and training on combating document fraud in Central Asia.

6.8 Mrs. Silvia Kolligs-Tuffery, European Commission, provided an update on relevant EU developments. A new visa, with a sticker with enhanced security features and the Visa Information System (VIS), will start being issued in October 2011 in North Africa. The speaker briefed participants about current developments related to passports, residence permits for third country nationals, eGates at various airports in EU Member States and verification of chip signature. Ongoing work on upgrading emergency documents has been taking place. The extent of this is yet to be determined, pending the results of the ICAO work item on emergency documents.

6.9 Mrs. Susan Caldwell, United Kingdom, provided an update about national MRTD and border security developments. An ID card scheme was cancelled and its continuation suspended, while a new passport booklet had been introduced in 2010. Other developments included the restructuring of passport issuance offices, including the introduction of mobile teams to interview applicants. In 2012, a new online passport applications system will be introduced and will, particularly, assist applicants living overseas. "Smart Border" controls had been introduced at some ports. The National Border Targeting Centre, opened in March 2010, is a multi-agency institution that works round the clock and allows, in

particular, for information to be automatically checked against criminal intelligence systems. The pilot phase of an “ACS+ pre-enrolment” automated gate system – a subscription service for foreign ePassport holders – has begun at Heathrow International Airport.

6.10 Mr. Staffan Tilling, Sweden, briefed participants on updates in the State’s MRTD-issuance systems, including the fact that a second photograph is being introduced on the data page, a new emergency travel document that is issued overseas, and the consideration of the reduction of passport fees. Sweden has joined the PKD.

6.11 Mr. Gary McDonald, Canada, provided an update on three major initiatives at Passport Canada, including the repatriation of all personalization to Canada from missions abroad and the introduction of facial recognition checks in passport issuance, both of which are now complete. The issuance of regular ePassports will start in 2012.

6.12 Mr. Julio Prestan, Panama, provided an update on the State’s activities, including facts on a new visa machine-readable system at borders that will start in October 2011, which will include facial recognition cameras and ten-point fingerprint captures. A secure link to Interpol databases is also planned. The introduction of an ePassport using the PKD is planned for 2012.

### 6.13 **Guidance Materials on eBorders and eTravel**

6.13.1 The Representative of Paraguay on the Council of ICAO presented WP/22 on guidance materials on eBorders and electronic travel clearances, and requested the TAG working groups to consider developing guidance material for the development and implementation of eBorder and eVisa systems, due to the urgent need for guidance material to assist those States currently considering the development and implementation of such systems.

6.13.2 Mr. Gary McDonald referred to a previously produced technical report on eBorders and stated that the work on eBorders was considered to be completed. Guidance for online eVisas was discussed at the last MRTD Symposium and at the NTWG meeting in Bern, Switzerland. The NTWG viewed eVisas, in the sense of an integrated online application system, as part of an eGovernment system where citizens are able to interact with government agencies and obtain services and entitlements online. From the NTWG perspective, visas are a control and risk assessment mechanism that often involves interviews, requests for additional documents, or the capture of biometric data. The NTWG maintains that there is no single way to address this and solutions are likely to remain State specific. Even after working on this subject for several years, the NTWG was unable to come up with unified guidance and believes it is impracticable to come up with global specifications and policy guidance materials on this matter.

6.13.3 The Secretariat commented that developing detailed global eVisa specifications, as requested by the United Nations World Tourism Organization (UNWTO) during the Assembly, is very difficult, which is understood. However, the request contained in the working paper refers to the development of guidance material. These would assist States in developing and implementing eBorders and electronic travel clearances, propose ways on how to move ahead, and what best practices exist in eBorder approaches. The recently launched Association of Southeast Asian Nations (ASEAN) project on eBorders and eVisa may offer new lessons and insights.

6.13.4 Mexico expressed support for Paraguay’s position and noted that some States have made progress in the eBorders area, but that others need assistance. There is a genuine and urgent need for guidance material and expectations are that ICAO should provide guidance in this, as it did with universal MRTD specifications. States working on eBorders and eVisas need some degree of harmonization.

6.13.5 Colombia agreed with Mexico's position that developing States need assistance and support in eBorders and eVisas. At least general guidance is needed to start with, to enhance border security.

6.13.6 Slovenia added support to Paraguay's proposal. The complexity of the topic is well understood; nevertheless, the extent of the challenge is no excuse for ICAO to ignore it. Instead, ICAO is expected to provide leadership in addressing this issue and exploring ways on how to move ahead for the benefit of Member States.

6.13.7 Chile and Guatemala also fully supported Paraguay's proposal, stressing the importance of global leadership in these matters.

6.13.8 Sweden agreed with Canada and New Zealand that it is unlikely that ICAO could produce global specifications on eVisas and similar matters. They are chiefly a national matter, whereas ICAO's purpose is to provide international specifications.

6.13.9 Germany suggested that the scope of the topic and expectations that could result could be clarified by reviewing the former eVisa paper.

6.13.10 The Chair of the ICBWG reaffirmed the ICBWG's willingness to provide assistance. The speaker was concerned, however, that it was not entirely clear what was needed and what the expectations were, and reiterated a point made earlier in the discussion that visa issuing systems are national in nature and their requirements differ from State to State. ICAO is not responsible for how States process visas; States have to resolve issues at the policy and foreign affairs levels themselves.

6.13.11 Mexico, commenting on the discussion that had taken place, was of the opinion that the request seemed to be reasonably clear: how to implement eBorder and eVisa systems for enhanced facilitation and security, what the components and principles of these systems are, and what mistakes to avoid, using existing material as a starting point. The working group could focus on the technical side, purposes and processes, not on bilateral foreign policy issues. ICAO could start by providing information on systems that already exist.

6.13.12 The Chair of the ICBWG, after consulting with State representatives and the Secretariat, informed the meeting that it was agreed that the ICBWG will undertake a work item to provide reference information material on two areas:

- a) automated pre-clearance of passengers using Advance Passenger Information/Passenger Name Record (API/PNR) data; and
- b) regional Schengen-type visas that permit travel in multiple States.

6.13.13 In the meantime, the ICBWG would appreciate advice and unclassified information or materials related to those topics from TAG Members.

6.13.14 The TAG approved the new work item for the ICBWG as outlined by its Chair.

## 7. AGENDA ITEM 6: OTHER BUSINESS

### 7.1 Seafarers' Identity Documents Convention

7.1.1 Ms. Cleopatra Doumbia-Henry, International Labour Organization (ILO), presented WP/15 on seafarer identity documents (SID). The speaker gave an overview of the purposes of the ILO, its legal framework governing seafarers' identity documents (Convention No. 185 (Revised), 2003) and remaining challenges to its implementation. The speaker described the background and history of ILO Convention No. 185, including the involvement of ICAO from the early stages of development of the Convention, and provided a summary of the key requirements of Convention No. 185 as they relate to seafarers' travel documents. The speaker went on to address a number of areas and issues where further cooperation between ICAO and ILO may be beneficial. Specific matters addressed included the:

- a) modification of the existing text within Doc 9303 which relates to the ILO SIDs to require "I" as the first letter in the Machine Readable Zone (MRZ) rather than "P", with "S" as the mandatory second letter in the MRZ;
- b) potential introduction of a chip-enabled SIDs, where the chip would follow the format described in Part 1, Volume 2 of Doc 9303, as described in Attachment D of the working paper; and
- c) potential for ILO Member States to use the PKD to support the exchange of certificates required for verification of the data contained in both chip-enabled SIDs and in SIDs which contain a digitally signed two dimensional barcode.

7.1.2 Some TAG members noted that the issues raised were far too complex and diverse to be solved at the meeting and would require a follow up by a working group. In the interim, feedback was provided as to how these issues could be addressed, in principle.

7.1.3 Canada, Germany, New Zealand and Switzerland noted that the ILO working paper effectively requested a change to Doc 9303. However, Doc 9303 already has provisions to address the issues raised in the paper. The NTWG was prepared to assist, subject to the TAG's approval.

7.1.4 The ILO assured the TAG that the intent was not to change Doc 9303, but to ensure that SIDs are compliant with the specifications. Therefore, the ILO was seeking guidance on how to achieve this, including guidance on the PKD and certificate issues. The ILO working paper listed a few changes as possible options for the sake of discussion and exploring options.

7.1.5 The ISO noted that, purely from a technical point of view, as far as MRZ compliance was concerned, using the letters IS for the cards and PS for books would not constitute a change in the standards. But as the whole issue was complex, the best option would be for the NTWG to first examine all the issues.

7.1.6 The TAG noted the importance of aligning the ILO seafarer's document with MRTD specifications, and requested the NTWG to explore all technical options and provide recommendations to the ILO.

### 7.2 Issuance of Three-letter Codes to Intergovernmental International Organizations

7.2.1 The Secretariat presented WP/19 on the issuance of three-letter codes to intergovernmental international organizations. The Secretariat continues to receive requests from

international entities to provide them with a unique three-letter code for use in Doc 9303-compliant MRTDs. In some cases, the applicant agencies' eligibility to be granted such three-letter codes was open to interpretation. The Secretariat lacks policy guidelines and criteria for assessing an applicant agency's eligibility for a three-letter code.

7.2.2 Germany noted that the requirements suggested in the paper were of a very general nature that almost any international entity would fulfil. The criteria would need to be developed further.

7.2.3 The ISO noted that three-letter codes are based on ISO provisions. ISO-ICAO cooperation has been very close and effective in issuing the code for new States following their recognition by the United Nations, South Sudan being the most recent example. The approach works very well for States, and hence could possibly be extended to applications by international organizations.

7.2.4 Germany, New Zealand, and the United Kingdom inquired whether the development of the criteria would mean replacing the current procedure whereby the Secretariat approaches the TAG concerning each application. The Secretariat replied that the proposal is for developing transparent criteria that could effectively be applied in practice following a clear procedure. Up to now, every application was decided on an ad hoc basis in consultation with the TAG. It was now up to the TAG to advise whether the current procedure needed revision.

7.2.5 Canada noted that three-letter code applications may become more frequent because of the 2015 deadline for MRPs. There is a popular misconception that the three-letter code constitutes an ICAO endorsement of a travel document and all States are required to accept them, which is absolutely not the case. Those agencies want to make their travel documents Doc 9303-compliant for the same reason that all ICAO States do: to make them machine-readable at the borders, even if the recognition of their travel documents are not universal but limited to their Member States. The current working paper acknowledges and addresses this need; it needs further developing but is a good start.

7.2.6 The TAG noted the work done so far, agreed that there is a need for establishing clear criteria for granting three-letter codes to intergovernmental international organizations, and approved the ongoing work on developing such criteria based on feedback from the TAG meeting.

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Mrs. Denise Otis                          Legal Officer

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**APPENDIX B**

**TECHNICAL ADVISORY GROUP ON MACHINE READABLE TRAVEL DOCUMENTS**

**TWENTIETH MEETING  
Montréal, 7 – 9 September 2011**

**LIST OF WORKING AND INFORMATION PAPERS SUBMITTED TO THE MEETING**

<b>Working Paper No.</b>	<b>Power Point</b>	<b>Agenda No.</b>	<b>Subject/Work Item</b>	<b>Author</b>
1		2, 2.1	Report of the NTWG	Gary K. McDonald
2	Yes	2, 2.2	Machine Assisted Document Security Verification	Uwe Seidel
3	Yes	2, 2.3	Revision of the Logical Data Structure, Technical Report on Optional Expanded Chip	Marianne Killgannon-Martz
4		2, 2.4	2010/2011 ICAO Request for Information	Michael Holly, Annette Offenberger
5	Yes	2, 2.5	Towards Better Practice in National Identity Management	Mauricio Siciliano
6		2, 2.6	Standards for Emergency/Temporary Passports	Katherine Mitchinson
7	Yes	2, 2.7	Technical Report on LDS and PKI Maintenance	Thomas Kinneging
8	Yes	2, 2.8	Revision of Doc 9303	Thomas Kinneging
9	Yes	3, 3.1	Communications Strategy for the November 2015 Deadline	David Philp
10	Yes	3, 3.2	Current Status of States in Relation to the Implementation of Doc 9303 Compliant Machine Readable Passports	Michael Ellis
11	Yes	3, 3.3	Doc 9303 Compliance Certification Programme	David Philp
12	Yes	3, 3.4	Report of the ICBWG	David Philp
13		3, 3.5	ICBWG Draft Interim Business Plan 2011 to 2012	David Philp
14	Yes	3, 3.6	Guidance on Procurement of MRTD-Related Systems	David Philp
15		6, 6.1	Seafarers' Identity Documents Convention	Cleopatra Doumbia-Henry
16			cancelled	
17	Yes	2, 2.9	Transliteration Rules (Arabic)	Michael Ellis
18	Yes	2, 2.10	Transliteration Rules (Turkish)	Michael Ellis
19	Yes	6, 2.11	Issuance of Three-letter Codes to Intergovernmental International Organizations	Mauricio Siciliano
20	Yes	2, 2.14	Machine Reading Options for Td1-sized	Sjef Broekhaar

			MRTDs	
21	Yes	3, 3.8	Convention Travel Document Standards	David Philp
22	Yes	5, 5.2	Guidance Material on eBorders and eTravel	Aurora Torres de Rodriguez
<b>Information Paper No.</b>				
1		4, 4.1	Recent Developments of the Public Key Directory	Eckart Brauer
2		2, 2.9	ePassports and Biometrics	Michael Holly
3			cancelled	
4		2, 2.13	Transliteration of Arabic Characters in MRTDs	Michael Ellis

— END —