Use Case Manual
Mobile Driving Licence

European Commission

EU Digital Identity Wallet

A Use Case Manual is a description of a specific use case for the EU Digital Identity Wallet. It includes an introduction to the use case and the user journey, the state of play of the use case development, as well as references to the relevant technical specifications and infrastructures, legislation, and governance structures.

The Use Case Manual is designed for the Wallet implementers, Member States and other stakeholders interested in the development of the Wallet and its use cases.

The Use Case Manual is not intended to contain full detailed technical specifications for the use case. However, where such specifications are available, the Use Case Manual contains pointers to them.

Description

A Mobile Driving Licence (mDL) is an electronic attestation of attributes that proves a person's right to drive a particular kind of vehicle on public roads. Following the possible adoption of the new Driving Licence Directive, transport authorities would be required to issue driving licences as mDLs by default from second half of 2029 (tbc). This does not preclude the issuance and recognition of mobile driving licences by Member States for national usage already earlier.

There are various scenarios in which a person may need to prove their right to drive a vehicle.

Roadside checks by the traffic police
At a roadside check the police can check the driving licence, along with other standard documentation, including insurance, roadworthiness, possible emission zone permit, etc.

Car rentals
Car rental companies need to check their customers' right to drive. This can take place when the customer is picking the car, or the information on the driving licence can be submitted online in advance.

Remote and proximity electronic identification
Additionally, an mDL could be used as an electronic identification means or electronic identity document in various scenarios, where accepted by verifiers.

User Journey(s)

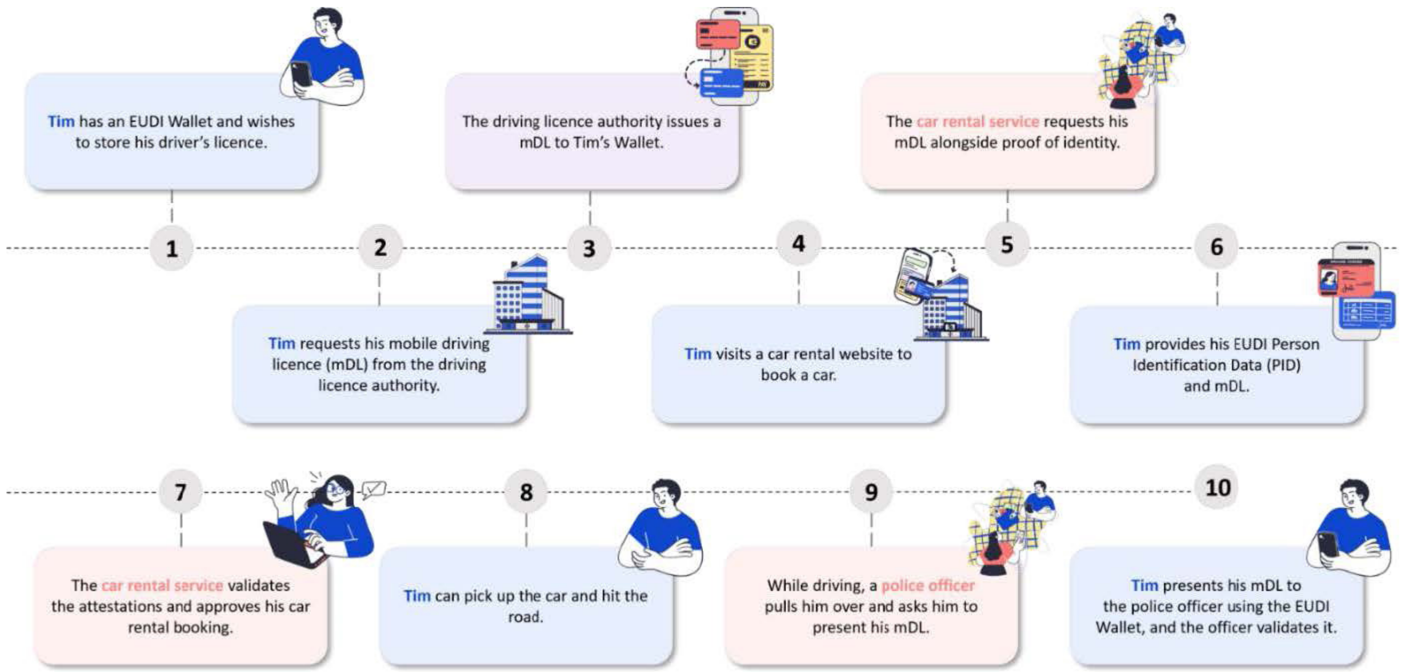

Figure 1 The mains user journey steps of using a Mobile Driving Licence in a car rental scenario

Use case impact

End-user value

Drivers: Convenience could be considered the main factor: people increasingly do not need to carry along anything else than a phone – adding a mobile driving licence there would avoid situations where the driving licence is forgotten when needed.

Drivers opting for a mobile driving licence can also gain financial savings (common cost of a physical driving licence for a holder is between EUR 15 and EUR 30, more in case of expedite issuance).

Economic value and potential market size

Issuers: The cost of procuring physical driving licences could be estimated to be around 54 million euros annually at EU level. It could be that issuing mDLs instead of physical DL reduces these costs.

Relying Parties: For traffic police, people are less likely to forget to carry along their driving licence, simplifying checks. For car rental companies, thanks to mDL being able to identify a person, some processes could be further automated so that the car company.

Users: According to the European Parliamentary Research Service, around 60% of the EU population, or more than 270 million citizens, held a valid driving licence in 2021. This translates to approximately 269 million people.

- *Roadside check by traffic police:*
  approximately **45 million** checks yearly. This is based on an extrapolationof an estimate from one Member State. The number of roadside alcohol checks could also be used as a proxy to estimate the number of driving licence checks. In 2020, alcohol checks were performed on the average 96 times per 1000 inhabitants. The overall number of alcohol checks could be estimated at 43 million, however only a part of them involves a driving licence check.

- *Car rental companies:*
  Insurance companies require car rental companies to check if the person renting the car has a right to drive - **40[1] to 70 million** yearly users.

Relying parties:

- *Roadside check by traffic police:*
  In line with the mutual recognition requirement under the upcoming new Driving Licence Directive, traffic **police authorities of all Member States** would become relying parties. Verification would take place using verification apps distributed to police officers and using, where necessary or back office intermediary server.

[1] *According to a survey conducted by Statista, some 12% of the population aged between 18 and 64 years have rented a car in the last year, counting EU countries included in the survey (17 countries)3. found some here and if EU countries are counted, the average is 12%. Respondents were adults of 18-64 years old, and the question was about the last 12 months. If we count EU population aged between 20 and 79 (~331M)3, this gives around 40 million of possible users.*

- *Car rental companies:*
  There are about **10 000 car rental locations** in Europe; driving privilege is increasingly also proven via apps remotely.

Transactions:

- *Issuance of driving licences:*
  considering that a driving licence is valid for 5-15 years, and that there are approximately 269 million licence holders, assuming similar size population, around **20 million issuance transactions** per year could be assumed.

- *Roadside check by traffic police:*
  up to **45 million** checks per year, in many if not most cases mDL needs not to be presented (e.g. not relevant for the check or police has other means to access information)

- *Car rental companies:*
  given the estimate of **40 to 70 million** yearly users, at least the same number of transactions can be used as a yearly estimate.

Synergies with other use cases

Further benefits from the use of the wallet for mobile driving licences can be achieved through synergy with the following use cases:

- Use cases for photo identification in proximity scenarios (e.g. digital identity card, mobile driving licence).
- Digital receipts stored in the Wallet could be used by the citizen to for car rentals.
- Mobile Vehicle Registration Certificates stored in the wallet.

Use case implementation

Existing implementations

mDL-s based on the relevant ISO standard are used in Austria since 1,5 years ago. Legally valid digital driving licence are implemented using other technologies in DK, EE, EL, ES, FR, LV, LT, PT, FR, ES, PL, CZ, SK. Digital licence not yet legally valid, but digital driving licences are planned or piloted in BE, CY, DE, FI, IE, IT, LU, NL.

The use case is being piloted in the POTENTIAL project by 15 Member States (AT BE CY EL ES FR IT PL PT EE FI LT LU NL DE) and Ukraine. As of early 2025, implementation of the use case is ongoing, and deployments are being planned to take place in the beginning of 2025.

Several kinds of digital driving licences exist already in some of Member States, even if these are not interoperable or mutually recognised at EU level:

- No need to carry along a DL (e.g. Baltics),
- MS-specific solutions like mObywatel app in PL, mobile driving licence app in DK and IT (IO app).

Legislation

Mobile driving licences with legal effect are in use in several Member States.

At EU level, the new Driving Licence Directive would establish default issuance and mutual recognition of mobile driving licences. It would refer to ISO/IEC 18013-5 as a reference standard. Adoption of the Directive is foreseen in the second half of 2025, depending on trilogues (launched in December 2024). Transposition in national laws is foreseen by the second half of 2027, and their entry into application by the second half of 2028.

The Driving Licence Directive and its implementing acts would establish a legal basis for mutual recognition of driving licences across the EU. Two digital methods would become available to verify driving rights:
- Issuance and verification of mDL.
- Verification of driving licences via RESPER directly between authorities.

Attestation: The mDL attestation is defined in the upcoming Driving Licence Directive.
Technical specifications for the attestation could be further detailed in an implementing act, even if the standard is already referred to in the main text of the Directive. Adoption of the implementing act could take place in 2026 (12 months after adoption of the Directive).

Issuance and acceptance: Obligations to issue and accept mDL are to be laid down in the upcoming Driving Licence Directive. According to its text, issuance of mDL would only be enabled to EUDI wallets. Pending the outcome of the trilogues on the Directive and adoption of subsequent implementing acts, all Member States could be expected to start issuing and accepting mDLs by end of 2030. However, early adopters may start issuing and accepting mDLs earlier, after adoption of the relevant implementing acts. Therefore, it is a possibility for Member States to implement mDLs from the launch of the EUDI wallets (by end of 2026). This would support the uptake and positive perception of both mDL and EUDI wallets.

Several Member States already currently implement mobile driving licences based on national law. These are not however interoperable or mutually recognised at EU level.

Mobile driving licence timeline (subject to negotiations)	Foreseen dates, subject to negotiations					
	2025	**2026**	**2027**	**2028**	**2029**	**2030**
Driving Licence Directive in force	•	•	•	•	•	•
Implementing act with technical specifications		•	•	•	•	•
Transposition laws adopted			•	•	•	•
Transposition laws in application				•	•	•
Shall issue and mutually recognise mDL						•
Shall issue driving licences as mDL **by default**						•

Technical specifications, software libraries and infrastructure

Technical specifications on interoperability are mature (ISO/IEC 18013-5/7 are adopted international standards) and have been tested in ISO test events as well as in test events organised by the large-scale pilot. The ISO/IEC 18013-5/7 standard is referenced by the implementing act[2] on the protocols and interfaces for the EUDI Wallets. Implementation of trusted lists, as well as issuance services and verifiers are technically needed.

Data model, format and proof mechanisms
Specifications can be found in ISO 18013-5.

Issuance
Attestation issuance should be implemented considering specifics of each Member State, in line with the EUDI Wallet requirements. The issuance of mobile driving licences would rely on the existing infrastructures established by Member States' transport authorities. These would need to be extended with the capability of issuing mDLs.

OpenID4VCI specifications can be considered for issuance. Formal adoption of the specification is foreseen 2025.

Libraries to facilitate issuance of mDL can be found here.

An issuance flow is described in the ARF Annex 4.

Verification
Specifications on presenting mDL in proximity and remotely are available as ISO standards.
Business blueprints on proximity verification flows are also described in the ARF Annex 4: supervised flow and unsupervised flow.

Libraries to facilitate implementation of mDL presentation and varification can be found here.

Member States need to equip police officers with verification means such as verifier apps. The same should be done by car rental, carsharing and transport companies that want or need to check either their customers (people renting a car) or employees/partners entrusted with driving vehicles on their behalf.

Trust framework
The new Driving Licence Directive would require Member States to notify the Commission of authorised mDL issuers. The Commission would publish a list of these authorities for verification purposes. More specific trusted list arrangements for issuers are to be defined. EU trusted list infrastructure established under Regulation (EU) 910/2014 can be reused for establishing an EU trusted list for mDLs issuers.

Relying party registration should be implemented in line with the EUDI Wallet requirements and considering specifics of each Member State.

An implementing act under the Driving Licence Directive can lay down further technical provisions on mobile driving licences, such as on the trusted list of authorised issuers to enable validation of mDLs.

[2] *Commission Implementing Regulation (EU) 2024/2982 of 28 November 2024 laying down rules for the application of Regulation (EU) No 910/2014 of the European Parliament and of the Council as regards protocols and interfaces to be supported by the European Digital Identity Framework. C/2024/8496 (OJ L, 2024/2982, 4.12.2024, ELI).*

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