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Guidelines and Recommendations concerning Safety Requirements for Automated Driving Systems

- 1. Purpose of this document
- 1.1. FRAV has established this document to facilitate and record its work in progress. Contents of this document may change in accordance with FRAV decisions.
- 1.2. This document may inform interested parties on the status of work within FRAV.
- 1.3. This document is for informational purposes and should be read as a work-in-progress, not as a formal or informal proposal to establish requirements under WP.29 procedures pursuant to the 1958, 1997, and/or 1998 Agreements.
- 1.4. This document provides recommendations for ADS safety requirements intended to inform WP.29 discussions on future initiatives respectively under the 1958, 1997, and/or 1998 Agreements.
- 1.5. Where applicable, the text uses the verbal forms "shall" and "may"; however, these paragraphs should be understood within the context of providing recommendations (paras. 1.3. and 1.4. above).
- 2. Definitions
- 2.1. "Automated Driving System (ADS)" means the hardware and software that are collectively capable of performing the entire DDT on a sustained basis.
- 2.2. "(ADS) feature" means an application of ADS hardware and software designed specifically for use within an ODD.
- 2.3. "(ADS) function" means an ADS hardware and software capability designed to perform a specific portion of the DDT.
- 2.4. "ADS *vehicle*" means a vehicle equipped with an ADS.
- 2.5. "Driver" means a human being who performs in real time part or all of the DDT and/or DDT fallback for a particular vehicle.
- 2.6. "Dynamic Driving Task (DDT)" means the real-time operational and tactical functions required to operate the vehicle.
- 2.6.1. The DDT excludes strategic functions such as trip scheduling and selection of destinations and waypoints.

- 2.6.2. The operational and tactical functions of the DDT can be logically grouped under three general categories:
- 2.6.2.1. Sensing and perception, including:
- 2.6.2.1.1. Monitoring the driving environment via object and event detection, recognition, and classification.
- 2.6.2.1.2. Perceiving other vehicles and road users, the roadway and its fixtures, objects in the vehicle's driving environment and relevant environmental conditions.
- 2.6.2.1.3. Sensing the ODD boundaries, if any, of the ADS feature.
- 2.6.2.1.4. Positional awareness.
- 2.6.2.2. Planning and decision, including
- 2.6.2.2.1. Prediction of actions of other road users.
- 2.6.2.2.2. Response preparation.
- 2.6.2.2.3. Maneuver planning.
- 2.6.2.3. Control, including
- 2.6.2.3.1. Object and event response execution.
- 2.6.2.3.2. Lateral vehicle motion control.
- 2.6.2.3.3. Longitudinal vehicle motion control.
- 2.6.2.3.4. Enhancing conspicuity via lighting and signaling.
- 2.7. "ADS fallback response" means an ADS-initiated transition of control or an ADS-controlled procedure to place the vehicle in a minimal risk condition.
- 2.8. *"Fallback user"* means a user designated to assume the role of driver upon completion of a transition of control.
- 2.9. "Minimal Risk Condition (MRC)" means a stable and stopped state of the vehicle that reduces the risk of a crash.
- 2.10. "Operational Design Domain (ODD)" means the operating conditions under which an ADS feature is specifically designed to function.
- 2.11. "Operational functions" refer to basic capabilities such as the capacity to control lateral and longitudinal motion of the vehicle.
- 2.12. "Other road user (ORU)" means any entity using a roadway and capable of safety-relevant interaction with an ADS vehicle.
- 2.13. "Priority vehicle" means a vehicle subject to exemptions, authorizations, and/or right-of-way under traffic laws while performing a specified function.
- 2.14. *"Real time"* means the actual time during which a process or event occurs.

- 2.15. "Road-safety agent" means a human being engaged in directing traffic, enforcing traffic laws, maintaining/constructing roadways, and/or responding to traffic incidents.
- 2.16. *"Tactical functions"* refer to the real-time planning, decision, and execution of maneuvers.
- 2.17. "Transition of control (TOC)" means a procedure by which the ADS hands over dynamic control of the vehicle to the fallback user such that the fallback user is given the role of driver upon completion.
- 2.18. "(ADS) User" means a human being using an ADS where dynamic control of the vehicle is entirely maintained on a sustained basis by the ADS performance of the DDT.
- 3. Guidelines for ADS descriptions
- 3.1. General considerations
- 3.1.1. ADS may be designed for specific purposes and to operate under prescribed conditions.
- 3.1.2. The conditions under which an ADS is designed to operate are known collectively as the Operational Design Domain (ODD).
- 3.1.2.1. The ODD conditions include, but are not limited to, environmental, geographical, and time-of-day restrictions, and/or the requisite presence or absence of certain traffic or roadway characteristics.
- 3.1.3. ADS may or may not be designed to transfer control to a qualified driver in the vehicle. The roles and responsibilities of an ADS user differ depending upon the ADS configuration, intended uses, and limitations on its use.
- 3.1.4. ADS safety requirements need to address the diversity of configurations, intended uses, and limitations on use while addressing usage specifications of individual ADS.
- 3.1.5. Therefore, FRAV intends to provide guidelines for the manufacturer's description of an ADS, including measurable/verifiable ODD specifications, to enable the application of safety requirements to the ADS under assessment.
- 3.2. The manufacturer shall describe the ADS configuration and the intended uses and limitations on the use of its feature(s).
- 3.2.1. The manufacturer shall list the potential faults identifiable by the diagnostic system(s) of the ADS.
- 3.3. The manufacturer shall establish the ODD conditions and boundaries of each ADS feature in measurable and/or verifiable terms.
- 3.3.1. The ODD conditions addressed by the manufacturer shall, at a minimum, include:
- 3.3.1.1. Precipitation (rain, snow).

- 3.3.1.2. Time of day (light intensity, including the case of the use of lighting devices).
- 3.3.1.3. Visibility.
- 3.3.1.4. Road and lane markings.
- 3.3.1.5. Road surface adhesion
- 3.3.1.6. Country of operation.
- 3.3.1.7. V2x dependencies, if any.
- 3.4. The manufacturer shall establish terms for the correct use of the ADS.
- 3.4.1. The manufacturer shall provide written information on the intended uses and limitations on the use of the ADS feature(s).
- 3.4.2. The manufacturer shall describe means made available to the public to promote a correct understanding of the intended uses and limitations on the use of the ADS.
- 3.4.3. The manufacturer shall provide the following information for ADS designed to interact with an ADS vehicle user.
- 3.4.3.1. The manufacturer shall provide written information on the roles and responsibilities of the ADS vehicle user(s), including activities other than driving.
- 3.4.3.2. The manufacturer shall provide written instructions for the activation and deactivation of the ADS.
- 3.4.3.3. The manufacturer shall provide written information on ADS responses to ADS vehicle user interventions in the dynamic control of the vehicle.
- 3.4.3.4. The manufacturer shall provide written descriptions of the transfer of control procedures, including ADS notifications and fallback user responses.
- 3.4.3.5. The manufacturer shall provide information detailing the human-machine interactions, including HMI tell-tales, indicators, and displays.
- 4. ADS safety recommendations
- 4.1. ADS performance of the DDT
- 4.1.1. The ADS shall be capable of performing the entire Dynamic Driving Task (DDT) within the ODD of its feature(s).
- 4.1.2. The ADS shall recognize the conditions and boundaries of the ODD of its feature(s) pursuant to the manufacturer's declaration under paragraph 3.3.
- 4.1.3. The ADS shall detect and respond to objects and events relevant to its performance of the DDT.

- 4.1.4. The ADS shall comply with safety-relevant traffic laws according to the ODD of the feature in use.
- 4.1.4.1. See Appendix [x] for recommendations on the conversion of traffic laws into verifiable criteria for ADS assessment.
- 4.1.5. The ADS shall interact safely with other road users.
- 4.2. ADS interactions with ADS vehicle users
- 4.2.1. User interaction with and the interface of ADS (features) shall have a high-level commonality of design.
- 4.2.2. The ADS HMI shall provide clear and unambiguous information to the user.
- 4.2.3. The ADS shall be designed to prevent misuse and errors in operation.
- 4.2.4. The ADS shall ensure safe ADS feature activation.
- 4.2.5. An ADS which permits a transition of control shall be designed to ensure safe transitions of control.
- 4.2.6. An ADS which permits user takeovers of control shall be designed to ensure safe user-initiated takeovers.
- 4.2.7. The use of the ADS shall be supported by documentation and tools to facilitate user understanding of the functionality and operation of the system.
- 4.3. ADS management of safety-critical situations
- 4.3.1. The ADS shall execute a fallback response in the event of a failure in the ADS and/or other vehicle system that prevents the ADS from performing the DDT or in the event of an exit from the ODD.
- 4.3.2. The ADS shall signal its intention to place the vehicle in an MRC.
- 4.3.3. Pursuant to a traffic accident, the ADS shall stop the vehicle.
- 4.4. ADS management of system failures
- 4.4.1. The ADS shall detect and respond to system malfunctions and abnormalities relevant to its performance of the DDT.
- 4.4.2. The ADS shall be designed to protect against unauthorized access to the ADS functions.
- 4.4.3. The ADS shall signal [faults/failures] compromising its capability to perform the entire DDT relevant to the ODD of its feature(s).
- 4.4.4. The ADS shall be designed to protect against unauthorized modifications to safety-critical hardware and software.
- 4.4.5. The ADS may continue to operate in the presence of [faults/failures] that do not prevent that ADS from fulfilling the safety requirements applicable to the ADS.
- 4.5. ADS maintenance of a safe operational state.

- 4.5.1. The ADS should signal required system maintenance to the user.
- 4.5.2. The ADS should be accessible for the purposes of maintenance and repair to authorized persons.
- 4.5.3. ADS safety should be ensured in the event of discontinued production/support/maintenance.
- 4.6. The following table provides additional information on the elaboration of ADS safety requirements for use under the New Assessment/Test Method (NATM).
- 4.6.1. The table is structured in accordance with five core safety aspects:
- 4.6.1.1. The ADS should drive safely.
- 4.6.1.2. The ADS should interact safely with the ADS vehicle user(s).
- 4.6.1.3. The ADS should manage safety-critical traffic situations.
- 4.6.1.4. The ADS should safely manage failure modes.
- 4.6.1.5. The ADS should maintain a safe operational state.
- 4.6.2. The left column ("safety requirements") reproduces ADS safety recommendations presented above (paras. 4.1-4.5. inclusive).
- 4.6.2.1. These recommendations have been generally accepted by FRAV as a basis for further elaboration of safety requirements.
- 4.6.3. The right column ("detailed provisions") provides additional information concerning the elaboration of the safety recommendations in the left column.
- 4.6.3.1. ADS safety requirements shall be verifiable and/or measurable under the NATM tools and methods.
- 4.6.3.2. The right column highlights aspects that may be suitable for the development of such measurable/verifiable criteria for assessing ADS fulfilment of the safety requirements. These items are all under discussion and not yet agreed by FRAV.
- 4.6.3.3. The elaboration of these safety requirements involves collaboration with the Validation Methods for Automated Driving informal working group, including consideration of the following aspects.
- 4.6.3.3.1. Consideration of traffic scenarios that define conditions the ADS may encounter, including nominal performance of the DDT, ADS responses to safety-critical traffic situations, and ADS responses to system failures.
- 4.6.3.3.2. Consideration of the assessment methods to be used in evaluating ADS performance against the safety requirements such as virtual testing, track tests, and under real-world driving on public roads.
- 4.6.3.3.3. Consideration of the procedures for determining ADS configurations, intended uses, and limitations on use to ensure assessments appropriate across the diversity of ADS.

- 4.6.3.3.4. Consideration of procedures for monitoring the performance of ADS in the field, including attention to data collection and analysis to provide appropriate reporting on performance metrics.
- 4.6.3.4. Based on the above, FRAV anticipates the development of measurable/verifiable criteria to enable application of the NATM methods and tools in assessing compliance with the recommended requirements provided in Table 1.

Table 1. ADS Safety Recommendations and Development of Detailed Provisions

	Safety Recommendations	Detailed Provisions (under discussion)	
The A	The ADS should drive safely.		
1.	The ADS shall be capable of performing the entire Dynamic Driving Task (DDT) within the ODD of its feature(s).	 The capability of the ADS to perform the entire DDT should be determined in the context of the ODD of the ADS As part of the DDT, the ADS should be able to: Operate at safe speeds. Maintain appropriate distances from [other road users] by controlling the longitudinal and lateral motion of the vehicle. Adapt its behaviour to the surrounding traffic conditions (e.g., by avoiding disruption to the flow of traffic). Adapt its behaviour in line with safety risks (e.g., by giving all road users and passengers the highest priority). 	
2.	The ADS shall recognize the conditions and boundaries of the ODD of its feature(s) pursuant to the manufacturer's declaration under paragraph 3.3.	 The ADS should be able to determine when the conditions are met for activation. The ADS should detect and respond when one or more ODD conditions are not or no longer fulfilled. The ADS should be able to anticipate planned exits of the ODD The ODD conditions and boundaries (measurable limits) should be established by the manufacturer. The ODD conditions to be recognized by the ADS should include: Precipitation (rain, snow) Time of day (light intensity, including the case of the use of lighting devices) Visibility Road and lane markings 	

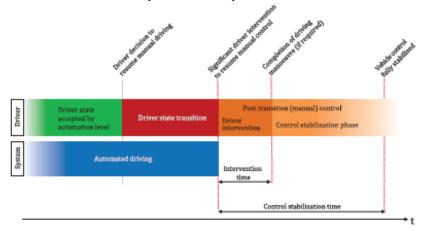
3.	The ADS shall detect and respond to objects and events relevant to its performance of the DDT.	 Objects and events might include, but are not limited, to: Vehicles, motorcycles, bicycles, pedestrians, obstacles Road accidents Road safety agents / enforcement agents Emergency vehicles The ADS shall detect objects in and around its path of travel that exceed a minimum size. The ADS shall recognize objects as static or mobile. The ADS shall recognize markings and signals used to indicate priority vehicles within the ODD of its feature(s). The ADS shall classify priority vehicles within the ODD of its feature(s) in accordance with the relevant traffic law(s). The ADS shall yield the right of way to priority vehicles in service in accordance with the relevant traffic law(s).
4.	The ADS shall comply with safety-relevant traffic laws according to the ODD of the feature in use.	ADS should comply with the traffic laws in nominal conditions, except when in specific circumstances or when necessary to enhance the safety of the vehicle's occupants and/or other road users.
5.	The ADS shall interact safely with other road users.	 The ADS shall avoid collisions with safety-relevant objects where possible. The ADS shall signal intended changes of direction. The ADS shall signal its operational status (active/inactive) as needed.

The A	The ADS should interact safely with the ADS vehicle user(s).		
6.	User interaction with and the interface of ADS (features) shall have a high-level commonality of design.	 The ADS should be designed to foster a level of trust that is aligned with its capabilities and limitations to ensure proper use of the system.¹ The operation of the interaction shall have in common: use of common sequence of states in the transition/activation/overriding/ The interaction should be simplified: Limit the number of roles Limit the number of settings Limit the number of different interaction modes 	
7.	The ADS HMI shall provide clear and unambiguous information to the user.	 The vehicle shall indicate its ADS capabilities in terms of their automated features and their ODD. The ADS shall inform the user on the current conditions: ADS status information The availability of ADS features User Role Responsibility Permitted NDRA Potential roles to activate "Standard" information:	
8.	The ADS shall be designed to prevent misuse and errors in operation.	 The ADS shall be designed to prevent inadvertent activation or deactivation. The controls dedicated to the ADS shall be clearly distinguishable from other controls. The ADS shall provide feedback when the user attempts to enable unavailable functions. 	

¹ Calibrated Trust: A state where the automation user's trust in the automation, as well as their use of the automation, is appropriately adjusted to the actual performance of the automation (McGuirl & Sarter, 2006). See P. 89 <u>Human Factors Design Guidance for Level 2 and Level 3 Automated Driving Concepts (nhtsa.gov)</u>

9.	The ADS shall be designed to ensure safe ADS feature activation.	 The ADS shall inform the user that preconditions for activation are met. The activation should follow a common sequence of actions and states: Common sequence to be a pass/fail criterion. The ADS shall provide confirmation that the system is activated.
10.	An ADS which permits a transition of control shall be designed to ensure safe transitions of control.	 The interaction shall follow a common sequence of actions and states in the Transition of control (change of user roles): Common sequence to be a pass/fail criterion. Transition of control shall return to a common default user role (to prevent mode confusion and other risks): This shall normally be fully engaged driving (conventional driver; safety systems such as ESC will remain activated). Common default user to be a pass/fail criterion. The ADS shall continuously verify whether the user is available for the transition of control and adapt the Transition of Control process, including the time budget where feasible, to the state of the user and/or to the ADS. warn the user if not available when required register user response indicating readiness for transfer of control. The ADS shall verify that the driver is in stable control of the vehicle to complete the transfer of control to the user. During transition, the ADS shall remain active until the transition of control has been completed or the ADS reaches a minimal risk condition.

- 11. An ADS which permits user takeovers of control shall be designed to ensure safe user-initiated takeovers.
- The user is allowed to initiate a takeover of the ADS.
- The deactivation shall follow a common sequence (change of user role).
 - o Common sequence to be a pass/fail criterion.



(ISO/TR 21959-1:2020(E))

- The ADS may momentarily delay deactivation of driving control when immediate human resumption of control could compromise safety.
- The ADS shall provide clear, specific feedback of the completion of a user initiated take over.
 - The clear and specific feedback shall be a pass/fail criterion
- The user initiated take over shall return to a common default user role being the driver.
 - o This shall normally be a fully engaged driver without any control assistance systems with the exception of mandated systems (conventional driver)
 - o Common default user role to be a pass/fail criterion

12	The use of the ADS	Decompositations
12.	shall be supported by	Documentation: The ADS manufacturer / vehicle manufacturer (as appropriate) should
	documentation and	create documentation available for audit on:
	tools to facilitate the	
		Its intended educational approach:
	user in understanding	Theoretical and practical training
	the functionality and	How its HMI design aligns with common HMI and
	operation of the system.	interaction
		Owner's manual describing at least:
		An operational description of ADS' (features)
		capabilities and limitations (the information should also
		refer to specific scenarios)
		o A description of the roles and responsibility of
		driver/user and ADS when an ADS (feature) is on/off
		o A description on the permitted transitions of roles and
		the procedure for those transitions
		o A general overview of NDRA allowed when an ADS
		feature is active
		Tools (in-vehicle):
		• The ADS supports the user in correct operation (coaching)
		The ADS gives prompt feedback on erroneous operation
13.	The integration of an	The entire HMI design should be defined and the integration with
	ADS which permits a	ADS HMI assured by analysis and/or test.
	transition of control	The vehicle and ADS HMI needs to take into account potential
	with the entire vehicle	impairments of users (such as colour blindness, impaired hearing)
	HMI shall be assured	which do not require specific hardware adaptations of the vehicle.
	ADS manufacturers	Analyses of user needs and risk, setting safety and usability
	shall follow a human	objectives, as well as specifying user requirements and ensuring user
	centred design process	understanding and context
	of the vehicle.	Producing design solutions to meet these requirements
	(footnote)	Conducting evaluations, particularly real world testing on real users
		(i.e., not the engineers developing the products)
		Human factors design and testing activities should be assigned to
		qualified personnel, with clearly defined roles and responsibilities,
		including process oversight and sign-off.
		Device performance should be monitored in the field and this
		information should be used to set future design targets and evaluate
		designs against these requirements. ²
L	l .	

² Evaluation should include an analysis of the user's correct interpretation of the actual driving mode and its affiliated responsibilities and (driving) tasks:

[•] In the moment of a mode transition.

[•] While driving with the same automation mode for a certain period of time

14.	Passenger-carrying	
	ADS vehicles that may	
	operate without a	
	fallback user shall	
	provide means for	
	ensuring passenger	
	safety.	

- For the safety of the occupants, the ADS vehicle should:
 - Stop in accordance with the designated route;
 - Open the service doors when at a stop and close them before starting moving again;
 - Achieve a minimum-risk condition (MRC) by demand of the vehicle occupants upon application of the designated control (button);
 - Provide sound notification to the occupants in the case of emergency braking.
- For the occupant information, the ADS vehicle should provide audio messages to the occupants about approaching a stop and starting the motion after a stop.
- The ADS vehicle should provide voice communication between the occupant compartment and a remote operation dispatcher/assistance personnel.

The ADS should manage safety-critical situations.			
13.	The ADS shall execute a fallback response in the event of a failure in the ADS and/or other vehicle system that prevents the ADS from performing the DDT.	 In the absence of a fallback-ready user, the ADS should fall back directly to a Minimal Risk Condition (MRC) If the ADS is designed to request and enable intervention by a human driver, the ADS should execute an MRM in the event of a failure in the transition of control to the user Upon completion of an MRM, a user may be permitted to assume control of the vehicle The user should be permitted to override the ADS to assume full control over the vehicle 	
14.	The ADS shall signal its intention to place the vehicle in an MRC.	 The ADS should signal its intention to place the vehicle in an MRC to: ADS user or vehicle occupants Other road users (e.g., by hazard lights) 	
15.	Pursuant to a traffic accident, the ADS shall stop the vehicle.	ADS reactivation should not be possible until the safe operational state of the ADS has been verified.	
The ADS should safely manage failure modes.			
16.	The ADS shall detect and respond to system malfunctions and abnormalities relevant to its performance of the DDT.	 The ADS should perform self-diagnosis of faults in accordance with the OEMs prescribed list The ADS should detect system malfunctions/abnormalities and evaluate system's ability to fulfill the entire DDT 	
17.	The ADS shall be designed to protect against unauthorized access.	• The measures ensuring protection from unauthorized access should be provided in alignment with engineering best practices.	
18.	The ADS shall signal [faults/failures] compromising its capability to perform the entire DDT relevant to the ODD of its feature(s).		
19.	The ADS shall be designed to protect against unauthorized modifications to safety-critical hardware and software.		
20.	The ADS may continue to operate in the presence of [faults/failures] that do not prevent that ADS from fulfilling the safety recommendations applicable to the ADS.	 The limited operation of the ADS should comply to the normally applicable safety requirements. For situations where the ADS is not able to perform the DDT safely, the ADS should have the function to prevent activation. If the ADS has OTA functionality, this function may be activated remotely if the authorities or the vehicle manufacturer determine that the ADS is unsafe. 	

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21.	The ADS shall signal [faults/failures] compromising its ability to execute the DDT.	The ADS should signal [faults/failures] affecting the ability to execute the DDT.
The A	The ADS should maintain a safe operational state.	
22.	The ADS should signal required system maintenance to the user.	
23.	The ADS should be accessible for the purposes of maintenance and repair to authorized persons.	
24.	ADS safety should be ensured in the event of discontinued production/support/maintenance.	

Appendix [x]

Conversion of Traffic Laws into Verifiable Criteria for ADS Assessment

[This appendix will provide recommendations on procedures for transforming traffic laws into verifiable criteria for determining ADS compliance with the laws.]

[Additional appendices]

[FRAV anticipates the development of safety models to enable scenario-specific and ODD-specific determinations on ADS compliance with certain DDT-performance provisions. This ODD-based approach to the development of safety models permits the application of local variables and assumptions in determining ADS compliance with relevant requirements.]