On Interoperability Issues of Electronic Signature

Pavol Frič

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1. Motivation

- Strategic goals stated at the EU Level
  - Building of information society should:
    - » provide a basis for competetiveness and economic growth
    - » build better place for living and higher quality of life
  - Europe is aiming towards an integrated service market and pan-european e-services
    - » Digital Agenda for Europe
  - this goal strongly depends on the possibility of performing legal acts electronically
    - » usually based on electronic signature, as defined by legislation

2. The Past – What has been achieved

- Legislative codification of electronic signature
  - Directive 1999/93/EC on a Community framework for electronic signatures (13 December 1999)
- Other acts related to electronic signature at the European level
  - standardisation activities of EU bodies
  - Directive 2006/123/EC on services in the internal market (12 December 2006)
    - » 2009/767/ES facilitating the use of procedures by electronic means through the 'points of single contact' (publishing of TSL)

Directive 1999/93/EC

- Purpose
  - to promote cross-border legal recognition of electronic signatures
  - to ensure a free circulation within the internal market of e-Signature products and services
- Business model
  - allow legal admissibility of any kind of electronic signature whilst allowing legal equivalence of QES with a handwritten signature
  - have the market decide on the technical fulfillment of requirements and presume compliance with requirements and standards

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- **Types of electronic signature**
  - "Basic" electronic signature
  - „Advanced" electronic signature
  - „Qualified" electronic signature
    - » having the same legal value as a hand-written signature
- **Role of Commission**
  - Par. 27 - two years after its implementation the Commission will carry out a review of this Directive
    - » to ensure that the advance of technology or changes in the legal environment have not created barriers
    - » to examine the implications of associated technical areas
  - Art. 7.2 - make proposals to achieve the effective implementation of standards and international agreements applicable to certification services

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- **Role of Member States**
  - **Art. 3.7. - Member States may make the use of electronic signatures in the public sector subject to possible additional requirements. Such requirements shall be objective, transparent, proportionate and non-discriminatory.**
  - **Art. 13.1 - Member States shall bring into force the laws, regulations and administrative provisions necessary to comply with this Directive before 19 July 2001**

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- **Consequences of Directive approach**
  - Member states adopted national law based on the Directive
    - » Directive too general, local provisions are country specific
- **Positive and negative points**
  - Positive
    - » it exists
    - » is important foundation to work on as a common legal and technical set of practices allowing legal recognition of eSignatures all over Europe
  - Negative
    - » lack of precise requirements (Directive or set of standards) leading to different interpretations in Member States
    - » result - incompatible applications and interoperability problems

Standardisation activities

- Standardisation activities on EU level:
  - CEN – European Committee for Standardisation
    - » CWA-CEN workshop agreement
  - ETSI – European Telecommunications Standards Institute
    - » ETSI TS – ETSI technical specification
  - EESSI – European Electronic Standardisation Initiative
- Commision decision 2003/511/EC
  - On publication of reference numbers of generally recognised standards for electronic signature products

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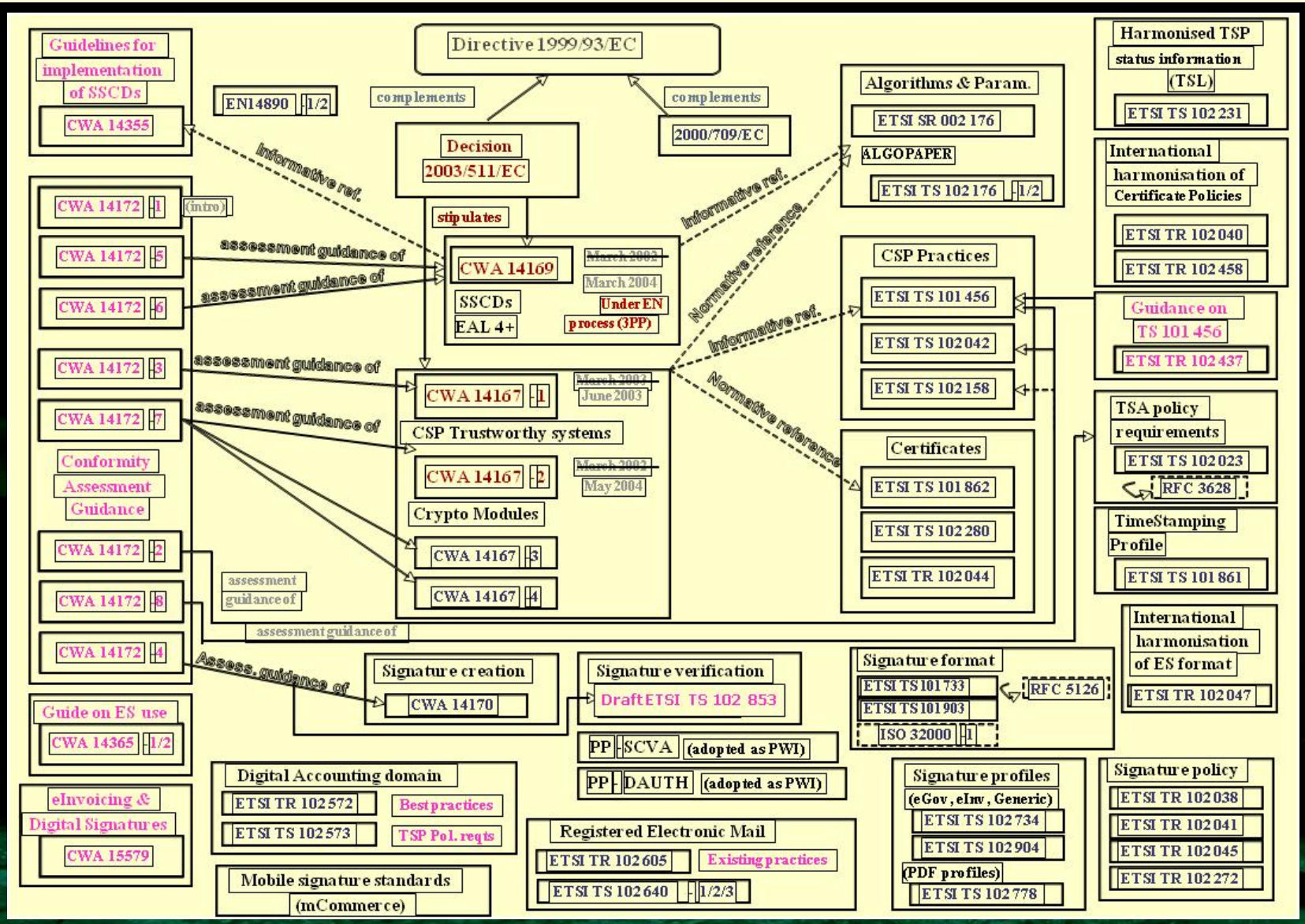

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- **Results of standardisation activities**
  - **lots of standards that are not organised in an consistent and comprehensive way**
    - » **problems when implementing electronic signature products**
  - **main problems identified**
    - » **standards rather complex**
    - » **too many standards (neverthenless some gaps remain)**
    - » **If/though providing necessary information, it is hard to find it**
  - **practical problems**
    - » **“too much flexibility“ e.g. E-signature formats and profiles – implementation requires to support many variations, with significant impact on implementation costs**

Directive 2006/123/EC

- Purpose
  - to create a common and open market for services in EU
- Basics
  - 52 - Member States should provide means of completing procedures and formalities by electronic means. The fact that it must be possible to complete those procedures and formalities at a distance means, in particular, that Member States must ensure that they may be completed across borders

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- **Member states shall:**
  - **Art 6.1. - MS shall ensure that it is possible for providers to complete procedures and formalities through points of single contact**
  - **Art 8.1. – MS shall ensure that all procedures and formalities related to access to a service activity and to the exercise thereof may be easily completed, at a distance and by electronic means, through the relevant point of single contact**
  - **Art 34.1 - The Commission, in cooperation with MS, shall establish an electronic system for the exchange of information between MS, taking into account existing information systems**

Commision decision 2009/767/EC

- Member states shall
  - Art 1.1. – MS may require, for the completion of certain procedures and formalities through the points of single contact, MS may require use of advanced electronic signatures based on a qualified certificate by the service provider
  - Art 1.2. - MS shall accept any AES based on a qualified certificate, for the completion of the procedures and formalities, without prejudice to the possibility for MS to limit this acceptance to AES based on a qualified certificate if this is in accordance with the risk assessment

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- Art 1.3. – MS shall not make the acceptance of AES based on a qualified certificate, subject to requirements which create obstacles to the use, by service providers, of procedures by electronic means through the points of single contact
- Art 2.1. - each MS shall establish, maintain and publish a 'trusted list' containing the minimum information related to the certification service providers issuing qualified certificates to the public who are supervised/accredited by them

n What does this mean

- QES should be accepted
- BUT – QES is used to represent electronic legal document or legal act – are these valid according to legislation environment ?

3. The Present – Problems to be faced

- Relevant assessment documents
  - Study on standardisation aspects of eSignature (2007)
  - IDABC Preliminary study on mutual Recognition of eSignatures for eGovernmental applications
- Main problems identified
  - interoperability – both on legislative and technical level

Legislative level

- Directive heritage
  - too general formulations resulting in various interpretation in national legislation
  - legislative incopatibility – what is considered as a valid QES in one MS might not be considered as valid QES in another MS
    - » Slovakia – for QES a certified SSCD is required and only QES-EPES (with signature policy statement) is accepted
    - » other countries (e.g. Czech republic) – no certification is required, EPES might not be required)
  - Result
    - » uncertainity resulting from possible disputing the validity
    - » Digital Agenda for Europe – Directive should be revised in 2011 !!!

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- **Broader scope**
  - electronic signature is a tool for assuring legal validity of docuuments and acts, it is not a goal
  - formal requirements for validity of such act defined by national legislation
    - » requirements on mandate or authorisation of acting person
    - » declaration of person identity (e.g. Official signature certification by notary, citizen ID in certificate, etc.)
  - result – problems with legal act validation when electronic form (of a legal act or document) with electronic signature is used
    - » solely validating person/body is responsible for consequences of such validation (possitive or negative) result and further acting based on that

Technical level

- Standardisation activities heritage
  - too many standards and too many options in standards – which options should be really supported ?
    - » problem is not signature creation, but signature validation
  - current activities not heading towards reducing abundant variability, but to standardise everything that is on the market
    - » unfounded and high financial costs for building solutions supporting all possible options

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- AdES reference format (proposal for a meeting of TG on e-Procedures)
  - MS will support QES and AdES based on QC
  - reference format should facilitate cross-border interoperability
  - proposed reference format:
    - » CAdES/XAdES/PAdES BES or EPES as minimum
    - » MS can choose between three above mentioned formats for creation of QES, but have to support all three formats for verification
  - the problem is not only in signature format, but in signature profiles, as the format definition provides enormous flexibility
    - » signature profile is important for signature validation

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- **XAdES interoperability examples**
  - **Signature policy - BES vs. EPES**
    - » in some countries BES is not accepted as an equivalent of hand-written signature (e.g. Slovakia)
  - **Signature topology**
    - » reference format requires support for Enveloped, Enveloping and Detached
    - » Enveloped (signature within signed document) is document type specific !!!
  - **Canonicalisation method, Transforms**
    - » several methods have to be supported concurrently
  - **Digest method, Signature method**
    - » a reference to national laws
    - » problem with interoperability (e.g. transition period from SHA1 to SHA2, or RSA 1K to RSA 2K different in MS)

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- **XAdES interoperability examples**
  - **ZIP container – used for detached signature for interoperability purposes ?**
    - » **Representing real needs ?**
      - **multiple signatures for multiple documents ?**
      - **ZIP is file oriented, problems with structuring more complex relations**
    - » **Effective for real usage ?**
      - **XAdES mainly used for XML documents**
      - **XML document and detached XAdES should be „wrapped“ into ZIP**
      - **ZIP container tramsformed into XML message that is commonly used in business processes**
- **Results**
  - **standards definitions do not always reflect real business requirements**
  - **who will pay for it ?**

4. The Future – What should be done

- Problems identified – the priority of their solution
  - establishing „interoperability“ at legislative level
  - preparing real interoperable standards
  - solving real problems related with digital signature practical usage

Interoperability at legislative level

- at EU level
  - legal act interoperability
    - » legal act valid on one member state should/must have a proven validity also in another member state
  - qualified electronic signature interoperability (harmonisation of e-Signature Directive consequences)
    - » Definition of clear interoperability requirements in Directive fundamental revision
- at MS level
  - adopting corresponding changes into MS legislation

Standardisation

- Changing the approach towards standardisation
  - prioritising real business needs, involving experts from different business areas
  - significantly lowering the complexity of what has to be supported
  - aiming towards a clear unified standard
    - » not standardising everything what is available and conform to the wishes of business lobbyists (PAdES ?)

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- **What should be the standardisation aims:**
  - **standardisation deliverables should**
    - » **support the process of designing, developing, operating and managing ES applications or services**
    - » **cover requirements of all types of ES stakeholders (end-users, application/ service provider, supporting industry)**
  - **provide a sufficient set of requirements, criteria or guidelines to ensure:**
    - » **a correct implementation meeting the Directive requirements against the targeted type of electronic signature**
    - » **correct implementation that is interoperable at the national, European and international levels enabling cross-borders and cross-applications secure communications, whatever is the appropriate or chosen technology**

Solve real problems

- Addressing real business problems
  - long-term archivation of electronic documents with electronic signature
- Supporting all involved subjects
  - providing methodical guidelines for effective electronic signature implementation
  - standardisation in other business areas (e.g. Invoicing)

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